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Report No: PCBASIC0192333

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT FROM THE IDA CRISIS RESPONSE WINDOW

IN THE AMOUNT OF SDR 52.3 MILLION
(US\$72 MILLION EQUIVALENT)

TO THE

UNITED NATIONS OFFICE FOR PROJECT SERVICES

FOR A

ZIMBABWE IDAI RECOVERY PROJECT

June 28, 2019

Social, Urban, Rural And Resilience Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective {May 31st, 2019})

Currency Unit = SDR

SDR0.72588958 = US\$1

US\$1.37762 = SDR1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
ACG	Anti-Corruption Guidelines
CCEDPM	Cabinet Committee on Environment, Disaster Prevention and Management
CPC	Civil Protection Committee
CPU	Civil Protection Unit
CC	Client Connection
CPI	Consumer Price Index
CARE	Cooperative for Assistance and Relief Everywhere
CMU	Country Management Unit
CESMP	Contractor's Environmental and Social Management Plan
CRW	Crisis Response Window
DA	Designated Account
DDF	District Development Fund
DTM	Displacement Tracking Matrix
DRM	Disaster Risk Management
ECRP	Emergency Crisis Response Project
ED	World Bank's Executive Directors
EEAP	Emergency Electricity Access Project
EHNP	Emergency Health and Nutrition Project
EMA	Environmental Management Agency
ESMF	Environmental and Social Management Framework (ESMF)
ESMP	Environmental and Social Management Plan
ESF	Environment and Social Framework
ESIA	Environment and Social Impact Assessment
FMFA	Financial Management Framework Agreement
FCV	Fragility, Conflict and Violence
GBV	Gender-Based Violence
GRM	Grievance Redress Mechanism
GSURR	Global Practice for Social, Urban, Rural, and Resilience
GoZ	Government of Zimbabwe
GDP	Gross Domestic Product
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Persons
ISM	Implementation Support Mission
IPC	Integrated Food Security Phase Classification
IFR	Interim Financial Report
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IMF	International Monetary Fund
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
IUSEP	Integrated Services Emergency Project

IVA	Independent Verification Agent
JNAZ-1	Joint Needs Assessment for Zimbabwe
MIS	Management Information System
MDA	Ministries, Departments, and Agencies
MoHCW	Ministry of Health and Child Welfare
MLSW	Ministry of Labor and Social Welfare
MLAWR	Ministry of Lands, Agriculture, Water, and Resettlement
MLGPWNH	Ministry of Local Government and Public Works and National Housing
MoPSE	Ministry of Primary and Secondary Education
MTID	Ministry of Transport and Infrastructure Development
M&E	Monitoring and Evaluation
MOP	Memorandum of the President
NGO	Non-Governmental Organization
OHP	Occupational Health Safety Plan
PDO	Project Development Objective
PEHSP	Provision of Essential Health Services Project
PIU	Project Implementation Unit
POM	Project Operational Manual
SCOPE	System for Cash Operations
SEA	Sexual Exploitation and Assault
SEDRP	Somalia Emergency Drought Response and Recovery Project
SEP	Stakeholder Engagement Plan
TA	Technical Assistance
DfID	United Kingdom's Department for International Development
UN	United Nations
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
FAO	Food and Agricultural Organization of the United Nations
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
WFP	World Food Programme
WHO	World Health Organization
USAID	United States Agency for International Development
WADCO	Ward Development Committees
WASH	Water, Sanitation and Hygiene
WMP	Waste Management Plan
VIDCO	Village Development Committee
VHW	Village Health Workers
ZIRP	Zimbabwe Idai Recovery Project
RINA	Zimbabwe Rapid Impact and Needs Assessment
ZIMREF	Zimbabwe Reconstruction Fund
ZIMVAC	Zimbabwe Vulnerability Assessment Committee
ZUNDAF	Zimbabwe UN Development Assistance Framework



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Zimbabwe	Zimbabwe Idai Recovery Project		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P171114	Investment Project Financing	Moderate	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made Disaster
<input checked="" type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
16-Jul-2019	30-Jun-2023

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objective (PDO) is to address the early and medium-term resilient disaster recovery needs of cyclone-affected people



Components

Component Name	Cost (US\$, millions)
Component 1: Providing Immediate Support for Cyclone Recovery	27.00
Component 2: Enabling Medium-Term Cyclone Recovery and Resilience-building	33.40
Component 3: Providing Project Management and Technical Assistance	8.60
Unallocated Amount	3.00

Organizations

Borrower: United Nations Office for Project Services (UNOPS)

Implementing Agency: United Nations Office for Project Services (UNOPS)

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	72.00
Total Financing	72.00
of which IBRD/IDA	72.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	72.00
IDA Grant	72.00

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Crisis Response Window (CRW)	0.00	72.00	0.00	72.00



Total	0.00	72.00	0.00	72.00
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Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2020	2021	2022	2023	2024
Annual	0.00	22.00	22.00	17.00	11.00
Cumulative	0.00	22.00	44.00	61.00	72.00

INSTITUTIONAL DATA

Practice Area (Lead)

Social, Urban, Rural and Resilience Global Practice

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF	Yes
b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment	Yes
c. Include Indicators in results framework to monitor outcomes from actions identified in (b)	Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate



5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● High
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Other	
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No

Have these been approved by Bank management?

Yes No

Is approval for any policy waiver sought from the Board?

Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

Institutional Arrangements: The Recipient shall carry out the Project with due diligence and efficiency and in conformity with appropriate administrative, financial, technical, environmental and social standards and practices, and in accordance with the FMFA and the Project Operational Manual, and shall promptly provide the funds, facilities, services and other resources required for the Project. Without limitation to the afore-mentioned, the Recipient shall enter into contractual arrangements with the Selected UN Agencies in accordance with the Procurement Plan.

Sections and Description

Cash Transfers: For purposes of providing Cash Transfers under the Project, the Recipient shall, and shall cause the relevant Selected UN Agencies to, maintain, throughout the period of implementation of the Project and in accordance with the Project Operations Manual: (a) adequate targeting standards and assessment tools for providing Cash Transfers; and (b) lists of Eligible Beneficiaries reflecting the identification and criteria utilized for



providing Cash Transfers.

Sections and Description

Environmental and Social Standards: The Recipient shall ensure that the Project is carried out in accordance with the Environmental and Social Standards, in a manner acceptable to the Association. Without limitation, the Recipient shall ensure, and shall cause to ensure, that the Project is implemented in accordance with the Environmental and Social Commitment Plan (“ESCP”), in a manner acceptable to the Association.

Sections and Description

Project Operational Manual: The Recipient shall ensure that the Project is carried out in accordance with the arrangements, procedures and guidelines set out in the Project Operational Manual, which shall include, inter alia: (a) eligibility criteria, methodology and procedural standards for the identification, registration and selection of Eligible Beneficiaries; (b) terms and conditions of the Cash Grants; (c) allocation of functions, responsibilities and terms of reference for the Selected UN Agencies; (d) terms of reference of the Recipient’s implementation unit, including its composition and organogram; and (e) such other administrative, technical and organizational arrangements and procedures as shall be required for purposes of implementation of the Project. The Project Operational Manual is expected to be approved prior to the Board date.

Conditions

Type

Disbursement

Description

No withdrawal shall be made for payments:

- (a) Made for expenditures prior to the date of the Financing Agreement, except that withdrawals up to an aggregate amount not to exceed SDR 10,460,000 may be made for payments made prior to this date but on or after March 15, 2019, for Eligible Expenditures under Category (1) of the Financing Agreement; or
- (b) For the purpose of any payment to persons or entities, or for any import of goods, if such payment or import, to the Association’s knowledge, is prohibited by a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations.



I. STRATEGIC CONTEXT

A. Introduction

1. **Cyclone Idai and subsequent flooding and landslides affected Malawi, Mozambique, and Zimbabwe over the period of March 4–17th, 2019, with severe repercussions for an already fragile part of Southern Africa and raising the prospects of significant cross-border impact.** The cyclone has affected around two million people across the three countries and left a trail of destruction with many people dead, missing or displaced, as well as crops and livestock lost, and critical infrastructure destroyed. Regional effects are already being felt through trade disruptions, disease outbreaks, and rising outmigration. The Beira corridor is a trading route for countries, including Malawi, Zambia and Zimbabwe, that links landlocked countries to the ocean through the port of Beira. The cyclone interrupted trade through the Beira corridor, including supply of essential goods, seriously affecting already volatile prices, exchange rates, and trade revenues, particularly in Zimbabwe. Cyclone winds and the following floods destroyed or damaged critical infrastructure such as roads and bridges, as well as buildings in Beira used to facilitate trade, such as warehouses. The scale of the cyclone and cumulative effects from preceding shocks on an already fragile region could also lead to rising outmigration—to illustrate, about 500,000 Zimbabweans migrated to neighboring countries as a direct consequence of the droughts in 2002 and 2004, and historical evidence suggests that this is likely to cause severe socioeconomic strain in receiving countries. With the Ministry of Health in Mozambique declaring a cholera outbreak on March 27th, 2019 and over 4,000 cases of cholera recorded along the corridor as of May 1st, 2019, a coordinated regional effort to control the spread of diseases is critical.

2. **The unprecedented scale of impact of Cyclone Idai on Zimbabwe represents the country's most devastating recorded natural disaster, compounding the country's already fragile humanitarian situation.** Tropical Cyclone Idai made landfall over eastern Zimbabwe on March 15th, 2019 and produced heavy rains and strong winds impacting the provinces of Manicaland, Masvingo, and Mashonaland East. The cyclone also caused substantial flooding, resulting in numerous deaths and significant damage to infrastructure, properties, crops, and livestock. This included damage to water distribution and infrastructure systems. There is also an elevated risk of water-borne diseases, including cholera, as Zimbabwe has been experiencing a cholera outbreak since September 2018 with a current total caseload of suspected 10,730, of which 317 were confirmed cases. To date, the cyclone left 270,000 people in need of humanitarian assistance, including 129,600 children and more than 60,000 newly displaced people, and has exacerbated already high emergency-level malnutrition rates.¹ The Government of Zimbabwe (GoZ) declared an emergency on March 16th, 2019, activating a government-led response directed by the Department of Civil Protection Unit (DCP) in coordination with humanitarian partners, the military, and sub-national flood command centers.

B. Country Context

3. **Following the change of Government in November 2017, Zimbabwe is undergoing a transition as it seeks to reengage fully with the international community, attract foreign direct investment (FDI), and restore confidence in the economy.** The new Government, which was elected in August 2018, has promised far-reaching economic and political reforms. However, slow economic growth, high inflation (75.9 percent in April 2019, year-on-year), increasing poverty, heavy foreign and domestic debt (US\$17 billion), all threaten the country's long-term development and political stability. A widening current account deficit, estimated at 4.5 percent of Gross Domestic Product (GDP) in 2018, has worsened shortages in foreign exchange, hampering trade and investment, reducing supplies, and increasing prices for

¹ Revised 2019 Zimbabwe Flash Appeal.



basic commodities, which is further compounded by the parallel black market.

4. **Economic trends are indicative of a worsening economic outlook.** In 2017, Zimbabwe's per capita Gross National Income of US\$1,170 fell below the Southern African Development Community's median level.² Between 2014 to 2018, the country's GDP growth averaged 2.7 percent, which is only marginally above population growth and insufficient to improve its per capita income. Deterioration of economic growth started in the last quarter of 2018 when shortages of foreign currency and basic commodities limited productive sectors' ability to trade and invest and had a dampening impact on household consumption. The economy is heading to a recession in 2019 as a result of severe drought, deepening shortages of fuel and foreign currency, and quickly accelerating inflation. Average Consumer Price Index (CPI) rose by 10.6 percent in 2018 from less than 1 percent per year during 2014-17 while year-on-year inflation rate soared to 75.9 percent in April 2019. The unemployment rate has continued to rise, too, undermining the livelihoods of the population.

5. **Republic of Zimbabwe's arrears status.** Suffering from decades of decline and hyperinflation, the GoZ has not been able to borrow from international lenders since 1999, when it started defaulting on its debt. It has arrears of around \$2.5 billion with the World Bank, the African Development Bank and the European Investment Bank. Due to its non-accrual status, the country is ineligible to receive funding from the International Development Association (IDA). In turn, this has deprived Zimbabwe of a critical source of predictable development financing and has put a severe strain on stable economic growth and socio-economic development for its population.

6. **The GoZ is pursuing strong reform measures to stabilize the economy and encourage private-sector led growth.** Still, it is challenging within the context of high inflationary pressures, declining economic activity, and the ensuing social and political tensions. The GoZ adopted a Transitional Stabilization Program (2018-20) which consists of implementing structural reforms and enabling macroeconomic stabilization measures. In addition, under a recently agreed International Monetary Fund (IMF) Staff Monitored Program,³ the Government is implementing a large fiscal adjustment program, restructuring of state-owned enterprises, and other interventions aimed at restoring macroeconomic stability with potential for increasing vulnerabilities to the poor if adequate mitigating measures are not implemented. The fiscal deficit in 2018 was reduced to 7.1 percent of GDP from 9.7 percent of GDP in 2017 and the fiscal deficit for 2019 is projected at 4 percent of GDP.⁴ Fiscal consolidation has intensified since October 2018 when a higher tax on e-transactions was introduced. A hike in fuel excise in early 2019, restricted wage bill increases, lower subsidies to agriculture and state-owned enterprises are expected to help achieve the planned fiscal deficit in 2019 and discontinue the monetization of fiscal deficit by the Central Bank. Delivery of public services, however, is constrained by rising costs of imported goods and capital inputs, limiting access to basic services for the poor, and reducing space for expanding social assistance.

7. **Those in extreme poverty are most affected by the worsening economy in Zimbabwe.** About 29 percent of the population, or 4.6 million people, were living under the extreme poverty line (US\$1.9 a day) by end-2017, of which 4.1 million are in rural areas. This is about double the number in 2012 and number of people in poverty is expected to rise even further in 2019. Recent economic and political events in late 2018/early 2019 may have led to further impoverishment of the population. Notably, rapid food price inflation (with grain prices rising by 40 percent and cooking oil by 100 percent since October 2018) may have significantly increased the proportion of food-insecure people during the last lean season (51 percent, according to the Zimbabwe Vulnerability Assessment Committee's (ZIMVAC) rapid

² World Bank's World Development Indicators.

³ Approved by IMF Managing Director on May 15th, 2019.

⁴ IMF Zimbabwe Staff Monitored Program.



assessment 2019, with no significant difference between rural and urban areas). The same assessment suggests that poor and vulnerable households increasingly resort to negative coping strategies, such as taking children out of school (e.g. school attendance rate has dropped from 88 percent in 2017 to 72 percent in 2018). Growing difficulties in delivering public services (increasing transport costs and a severe contraction in public servants' real wages) and demand from some providers (health) to be paid in US dollars are excluding a growing share of population from receiving essential services. The extreme poor are already more likely to have limited access to these basic services, particularly for those in rural areas. For example, only 4 percent of rural households have access to flush toilets and less than 11 percent have access to piped water (private or communal). At the national level, only 44 percent of households have access to electricity,⁵ which is less than the average of countries in Sub-Saharan Africa and that of low-income countries.

8. **Vulnerability Context.**⁶ Climate shocks are compounding the economic crisis in Zimbabwe. On average, southern Zimbabwe (300–500 mm/year) receives less rainfall than the northern (700–1000 mm/year) and eastern (above 1000 mm/year) parts of the country. Tropical cyclones are an important feature of Zimbabwe's rainfall season. The tropical cyclone season stretches from December to March. Depending on their proximity and relative position, tropical cyclones may induce an extended dry spell or give widespread and heavy rainfall within a very short space of time. The 2018/19 lean season (October-April) experienced erratic and low rainfall (40-year low) as well as widespread infestations of crop pests (fall armyworm and *Tuta absoluta*) and outbreaks of livestock disease (anthrax, foot-and-mouth diseases, and theileriosis), contributing to poor agricultural performance and limited livelihood opportunities. Zimbabwe's rural poor, heavily reliant on rain-fed agriculture for their livelihoods and food consumption, have been most impacted. The key sectors to boosting Zimbabwe's economy – including agriculture, water, energy, forestry, tourism, and industry, among others – are also susceptible to abrupt climate variability. The multi-model ensemble predicts that the northern and eastern parts of Zimbabwe are likely to experience above normal precipitation in the coming decades. Climate change is likely to adversely impact Zimbabwe's key economic sectors as well as its livelihoods. With climatic variability increasing, natural disasters are likely to occur more frequently and have the potential to hit the most vulnerable population, the poor, in a disproportionate way due to their hazard exposure and relatively weak coping mechanisms.

9. **The humanitarian situation is deteriorating** because of these climatic and economic shocks, with increased food insecurity and reduced access to basic services. Nearly 5.3 million people in Zimbabwe are estimated to be in need of humanitarian assistance during the 2018/19 lean season.⁷ This includes 2.9 million people in rural areas and 1.5 million people in urban areas that are food insecure (Integrated food security Phase Classification [IPC] 3 or higher), resulting in the increased migration of people in search of food.⁸ The health sector has also been worsening due to underfunding and shortages of essential medicines and diagnostic supplies, contributing to recent and severe cholera and typhoid outbreaks. Furthermore, Zimbabwe has a high HIV prevalence, affecting 13 percent of the population. The lack of access to food, income, and basic services is particularly impacting women and girls, and could be leading to negative coping strategies.

C. Situation in Urgent Need of Assistance

Need for Extraordinary and Urgent Bank Response

10. **Zimbabwe's anticipated economic contraction for 2019 is projected to widen in the aftermath of Cyclone Idai,**

⁵ ZimStat. 2013. National Census Report.

⁶ The proposed operation has undergone the required climate and disaster risk screening and has been assessed for climate co-benefits.

⁷ 2019 Zimbabwe Flash Appeal.

⁸ The overall estimate of people displaced by the cyclone stands at around 60,000.



with annual real GDP projected to decline by 3.1 percent compared to an earlier projected contraction of 1.6 percent. The anticipated deterioration comes as a result of important losses in agricultural production and livestock, along with losses in trade-related activities due to the significant damage to critical infrastructure such as roads, buildings, and ports.

11. **The proposed operation meets the emergency provisions under Section III Paragraph 12, *Projects in Situations of Urgent Need of Assistance or Capacity Constraints of the “Bank Policy: Investment Project Financing.”*** The already acute economic and humanitarian crisis has been worsened by the scale of damage inflicted by Cyclone Idai. Given Zimbabwe’s economic crisis, the GoZ is financially constrained to adequately respond to the humanitarian and development crisis at scale, and funding gaps for cyclone recovery remain large even after factoring in the limited funding available through other development partners. The acute humanitarian crisis and Zimbabwe’s non-accrual status (not eligible for IDA financing) thereby pose extraordinary challenges and warrant an extraordinary and urgent Bank response.⁹ Mounting an effective response and addressing the spillover effects of this crisis requires an integrated regional intervention from the World Bank. As a result, the World Bank is preparing a broader regional package which comprises a set of operations totaling some US\$700 million in IDA resources– including up to US\$545 million from the IDA Crisis Response Window (CRW)– to support cyclone response in Malawi, Mozambique and Zimbabwe.

12. **As part of this overall regional response,¹⁰ the World Bank has agreed to provide exceptional financing on grant terms from the IDA CRW to the United Nations Office for Project Services (UNOPS) for a Zimbabwe Idai Recovery Project (ZIRP),** to mitigate the impact of Cyclone Idai on the most affected communities of Zimbabwe and lay a foundation for regional recovery and longer-term resilience. The proposed operation will target up to nine of the most affected districts,¹¹ with a focus on immediate recovery and livelihood support and the restoration of community infrastructure and social services. Given Zimbabwe’s non-accrual status, the proposed ZIRP will be processed and financed on an exceptional basis, reflecting international recognition of the unprecedented humanitarian crisis caused by the cyclone in Zimbabwe.

13. **The ZIRP is designed specifically in a way considering that Zimbabwe has been in non-accrual status with the Bank since 2000.** Although the Project will be implemented within the territory of the Republic of Zimbabwe, IDA funding will not be extended to any Zimbabwean government entities directly or indirectly. The project design, implementation arrangements and fund flow mechanisms exclude any transactions through the Government, hence no legal fund flow means exists under the Project to finance the Government. To prevent any unintended funding of government during actual implementation, stringent risk mitigation measures have been introduced under the Project Financing Agreement and the Project Operational Manual (POM), in accordance with the financial statements as per the FMFA to detect and prevent any such occurrences.

⁹ In its letter of April 8th, 2019, the GoZ requested the World Bank’s assistance for the recovery of the people affected by the cyclone through the mobilization of IDA CRW resources.

¹⁰ “World Bank Scales UP Emergency Support for Mozambique, Malawi and Zimbabwe in the Wake of Cyclone Idai” May 3rd, 2019.

¹¹ *Manicaland Province:* Buhera, Chimanimani, Chipinge, Chipinge Urban, Mutare, Mutare Urban, Mutasa; *Mashonaland Province:* Chikomba; and *Masvingo Province:* Gutu.



Statement from the Chief Risk Officer on World Bank's Preferred Creditor Treatment

As indicated in their Financial Statements, IDA and IBRD do not provide credits or grants to member countries (or borrowers therein) in nonaccrual status to IDA or IBRD. This policy helps to protect the World Bank's Preferred Creditor Treatment (PCT), which refers to the practice of borrowers to prioritize debt service to certain creditors, notably the World Bank and the IMF. PCT manifests itself as very low default rates to preferred creditors and high recovery rates on loans in nonaccrual. As PCT underpins the triple-A credit ratings of both IDA and IBRD, and thus their ability to access capital markets at low interest rates, PCT lies at the heart of the World Bank's financial model.

Zimbabwe has been in nonaccrual status to IDA and IBRD since October 2000. The World Bank portfolio in nonaccrual currently totals US\$895 million: US\$460 million to IDA and US\$435 million to IBRD. As of end-May 2019, overdue debt service (including interest) from Zimbabwe to the World Bank was close to US\$1.3 billion. Zimbabwe made token payments of about US\$4 million per quarter (total for IDA and IBRD) between January 2015 and June 2017 and a token payment of US\$1 million was received in May 2019.

The use of IDA CRW for Zimbabwe requires balancing the need to preserve World Bank practices of not funding into arrears while also recognizing the exceptional nature of the need, given that excluding Zimbabwe from the regional response to Idai would undermine efforts in neighboring countries, through migration and other channels.

Accordingly, on an exceptional basis, it has been agreed that:

- No financing goes to the Government of Zimbabwe, but only to approved UN agencies at work in the country and able to deliver emergency relief;
- Financed activities exclude large scale infrastructure (which might otherwise be financed by the Government of Zimbabwe, to exclude substituting for existing planned public spending);
- An alternative mechanism of funding is being explored (such as trust funds, rather than sourcing funding from World Bank balance sheets) and donor funding sought, to limit the recurrence of such transactions.

In view of the long-established practice of not funding into arrears in order to preserve PCT, and because this practice is disclosed in IDA's Financial Statements and other official documents, it will be necessary to report this transaction in IDA's upcoming end-FY19 Management's Discussion and Analysis and Financial Statements. We have also proactively informed IDA's credit rating agencies, S&P Global and Moody's, in the interest of transparency.

12,13

¹² See IDA Management's Discussion and Analysis and Financial Statements, June 30th, 2018, Table 27, page 34.

¹³ One previous emergency relief operation has been provided via UN agencies, for famine relief to Somalia in 2017: "Somalia Emergency Drought Response and Recovery Project (SEDRP)" (IDA/R2017-0183). Under the Somalia package, SDR36.5 million of IDA resources (US\$50 million equivalent) were channeled through the International Committee of the Red Cross (ICRC) and the Food and Agriculture Organization of the UN (FAO). The only other cases of IDA financing going to countries in nonaccrual status is the specific exception made for the use of grants from the Arrears Clearance set-aside, mainly to help HIPC countries meet the conditions for debt relief. IDA donors authorized the



Validation of the Scale of Damages and Needs for Cyclone Recovery

14. **In April 2019, the Bank and GoZ initiated a joint exercise to assess the losses and damages caused by the cyclone and to develop a strategy for immediate recovery and longer-term resilience building.** The result was the Zimbabwe Rapid Impact and Needs Assessment (RINA) which assessed and quantified cyclone recovery and resilience building needs across ten sectors.¹⁴ The RINA found that there had been between US\$542-616 million worth of damages or losses due to the cyclone across nine districts. More than half of the damages are in the districts of Chimanimani and Chipinge. Nearly 90 percent of the overall damages are on transport (US\$164 million), agriculture (US\$155 million), and housing (US\$132 million).

15. **Unprecedented scale of unmet needs.** As compared to the damages reported above, the total need for recovery across the ten sectors is between US\$584-803 million.¹⁵ Sectors with the highest recovery needs include Transport (US\$197 million), followed by Disaster Risk Management (US\$106 million), Agriculture (US\$60 million), Social Protection (US\$60 million), Housing (US\$36 million),¹⁶ Environment (US\$31 million), and Water Supply and Sanitation (US\$28 million). The World Bank estimates that a reconstruction and recovery funding gap of US\$472 million remains, if building-back-better costs are also factored in.¹⁷ A total of US\$137.6 million¹⁸ (including the World Bank's proposed CRW) has been pledged or provided against for recovery and reconstruction needs. The GoZ has provided US\$25 million for cyclone response, while the African Development Bank (AfDB) is considering contributing between US\$25-30 million.

16. Additionally, the UN's Flash Appeal of April 2019, which estimates urgent humanitarian needs at US\$60 million, remains largely underfunded at the present stage. This is on top of the US\$234 million also requested by the UN system to address the dire food and non-food distresses and needs caused by the drought shortly before the cyclone, which also remains heavily under-funded.

Strategy for Responding to the Most Critical of the Cyclone-Affected People

17. **Need for Harmonized and Programmatic Multi-Sector Approach:** A single, coordinated, and harmonized multi-sectoral approach to early and medium-term recovery needs is proposed under the Project, which aims to address immediate impacts of the cyclone, in tandem with humanitarian operations, while gradually transitioning to recovery and building resilience against future shocks. The multi-sectoral approach provides a more integrated, holistic, and sustainable solution by combining interventions across sectors to catalyze recovery of productive assets, food production, and livelihood systems (i.e. addressing drivers of vulnerability). This further accentuates the need for a central coordinating unit¹⁹ that can ensure adequate harmonization of the project activities across sectors.

use of pre-arrears clearance grants for eligible post-conflict countries with large and protracted arrears starting in the IDA12 period: "Additions to IDA resources: Twelfth Replenishment: A Partnership for Poverty Reduction," IDA, 1999, p38. Outside HIPC, pre-arrears clearance grants were used in Myanmar prior to debt restructuring in FY13.

¹⁴ Housing, energy, transport, agriculture and irrigation, water and sanitation, environment, health and nutrition, education, disaster risk management, and displacement. No damages are reported for Displacement, just needs.

¹⁵ Note that needs figures are a function of both damages and the proposed recovery strategy for various sectors and are generally higher than the cost of damage due to the costs of building-back-better.

¹⁶ The figures use the low range of the values, emphasizing a conservative estimate.

¹⁷ Calculated using an estimate of US\$92 million of funds committed (OCHA FTS)

¹⁸ Development partners who have donated include the European Union, African Union, Southern African Development Community, the United Kingdom, the United States, UN-Contingency Emergency Response Component, AfDB, among others.

¹⁹ The United Nations Office for Project Services (UNOPS) is proposed to perform this function under the Project.



18. **ZIRP addresses critical issues at the humanitarian-development nexus**, engaging early in complex crisis, cutting across the perceived divide between the two, coalescing best practices from both post-disaster arenas and illustrating the power of partnerships. The key principles for the design of the operation thus entail: (a) engaging in early recovery and advancing the humanitarian-development nexus by building upon the gains of humanitarian actions by other partners; (b) distributing of financing proportional to impact and recovery needs across sectors; (c) using flexible funding approaches that can scale-up existing partner programs; (d) maximizing quick-disbursing components; and (e) investing in medium-term recovery and resilience-building.

D. Sectoral and Institutional Context

19. **Zimbabwe's disaster risk management (DRM) sector is underdeveloped**, largely focusing on response.²⁰ The Civil Protection Act of 1989 narrowly focuses on civil protection and emergency management, although the GoZ is pursuing a more holistic approach to disaster prevention, mitigation, response, and recovery through their 2012 Disaster Risk Management Bill (not yet enacted) and the 2014 National Climate Change Response Strategy.

20. **Zimbabwe's DRM institutions lack technical capacity, funding, and equipment.**²¹ The Department of Civil Protection, mandated with coordinating DRM, is decentralized, relying on DRM coordination to be led at the national, provincial, district, ward, and village levels. Disaster response utilizes two distinct coordination structures anchored in separate institutions, including (1) the National Civil Protection Committee,²² predominantly responsible for leading flood response and DRM policy, and (2) the National Food and Nutrition Council, under the coordination of the Office of the President and Cabinet, which oversees drought management and response.²³ The Meteorological Services Department forecasts and supports the management of weather-based disasters, informing weather advisories for agriculture, DRM, and water resources. When a disaster occurs at the level of the urban authority, the urban council is responsible for disaster response. However, many local authorities' budgets have no provision for disaster response activities with the exception of fire. When the magnitude of needs exceeds the urban council's capacities, the urban council submits requests for assistance through the DCP.

21. **DRM funding is largely inadequate.** The national budget does not allocate direct support for DRM activities, while disaster response is financed using either ex-post financing options through budget reallocation and debt rescheduling arrangements or ex-ante financing through budget reserves and contingency funds.²⁴ The National Civil Protection Fund is an important instrument for disaster risk response financing, given the limited budget allocated to DCP. However, it is generally considered insufficient by DRM actors. The absence of reserve funds at the provincial, district, and local authority level puts pressure on the Civil Protection Fund, minimizing available funds for disaster risk reduction activities. Budget allocations often take a long time to be disbursed given bureaucratic challenges, limiting the DCP's ability to respond to disasters in a timely and adequate manner. Furthermore, although the Ministry of Finance and Economic Development is pursuing the Africa Risk Capacity drought risk financing mechanism, the GoZ has not yet paid the

²⁰ Including Cyclone Eline, Japhet, Dineo, and Idai.

²¹ Zimbabwe: Agriculture Sector Disaster Risk Assessment World Bank Group- March 2019.

²² A multi-stakeholder committee which comprises representatives from all line ministries, NGOs, and International Organizations. The DCP plays a secretariat role to the National Civil Protection Committee.

²³ The NFNC works closely with the meteorological service department, which provides early warning information, and the ministry of agriculture, which is the implementing arm of drought management and response activities.

²⁴ Contingency funds are managed by the Ministry of Finance and Economic Development, with a reserve of US\$35 million available annually in the Treasury for extra-ordinary budget requests, including for disaster response.



premium due to the recurrent macro-economic challenges.

E. Relevance to Higher Level Objectives

22. **The Project directly aligns with IDA’s planned support from the CRW for the region.** The ZIRP contributes to IDA’s planned support from the CRW for the regional response to provide up to US\$545 million support to Zimbabwe, Malawi, and Mozambique’s disaster recovery efforts, through a comprehensive approach for both short-term needs and medium to long-term resilience building in the region.²⁵ The project design, emphasizing a flexible approach, aligns with findings and recommendations of the 2011 World Development Report on Conflict, Security and Development and the 2016 Independent Evaluation Group review of World Bank engagement in fragility and conflict situations. Hence, the Project exemplifies the World Bank’s evolving global strategy of engaging early on in disaster and crisis responses and providing support that cuts across the traditionally perceived divide of humanitarian and recovery interventions. In addition, the growing Fragility, Conflict, and Violence (FCV) agenda of the World Bank, combined with Zimbabwe’s unique context, makes a strong case for World Bank engagement on an exceptional basis through the IDA CRW Grant.

23. **The proposed ZIRP is aligned with the GoZ’s Transitional Stabilization Programme (2018-2020),²⁶ including its strong focus on poverty alleviation and resilience building.** The Project supports the GoZ’s aim to create more resilient communities by integrating structural reforms and financial stabilization into national policies, strategies, and planning to strengthen resilience and adaptive capacity in response to climate-related hazards and natural disasters. The Project falls in line with Zimbabwe’s Nationally Determined Contribution (NDC; 2016), part of the United Nations Framework Convention on Climate Change.²⁷ The Zimbabwe NDC notes DRM as one of the key priorities and challenges identified, through developing climate-related disaster risk reduction, promoting climate-smart agriculture practices, building resilience through early warning systems, among other initiatives the country is working on.

24. **The proposed Project shares certain thematic focal areas with the multi-donor trust fund – Zimbabwe Reconstruction Fund (ZIMREF),²⁸ which provides technical assistance in areas such as resilience and livelihood support, water and sanitation, and climate change.** The Project supports several outcomes from ZIMREF such as improved access to and sustainability of small-town water supply as well as improved capacity to integrate climate into development planning. The ZIMREF is an important tool for implementing the World Bank Third Interim Strategy Note for Zimbabwe and for supporting the implementation of the Government-driven Zimbabwe Agenda for Sustainable Socio-economic Transformation (October 2013 to December 2018).

25. **Finally, ZIRP promotes the achievement of the World Bank Group’s twin goals by providing targeted emergency support to the poorest and most vulnerable segments of the population as well as promoting sustainable recovery and livelihood support to strengthen economic resilience and shared prosperity.** An estimated 29 percent of Zimbabwe’s population lives in extreme poverty, with the large majority concentrated in rural areas. The Project will benefit these marginalized populations through provision of assistance and restoration of livelihood opportunities in the medium-term.

²⁵ World Bank Cyclone Idai Press Release (May 3rd, 2019).

²⁶ Zimbabwe Transitional Stabilization Programme – Reforms Agenda, October 2018-December 2020.

²⁷ Zimbabwe’s Intended Nationally Determined Contribution (INDC) Submitted to the United Nations Framework Convention on Climate Change (UNFCCC), 2016.

²⁸ ZIMREF is a Zimbabwe-specific multi-donor trust fund (ending December 2019), with the goal of contributing to the strengthening of Zimbabwe’s systems for reconstruction and development with a focus on stabilization and reform, development and poverty alleviation.



II. PROJECT DESCRIPTION

Project Design Features and Principles

26. **Criteria-based selection of sectors and resource allocation proportional to needs.** The sectors proposed under the Project are based on the hierarchy and proportionality of needs established in the RINA report. There are two broad components proposed under the Project: (i) immediate recovery and livelihood support to rural and displaced populations including the provision of food and nutrition, healthcare and disease control in the early recovery period; and (ii) restoration of community infrastructure, social services and risk reduction infrastructure.

27. **Government-owned infrastructure will not be supported under the Project.** This is because Zimbabwe has been in non-accrual status with IDA, thus the CRW Grant cannot be used to finance the rehabilitation of any government-owned infrastructure affected by the cyclone. This has been further reinforced by the Chief Risk Officer's statement included in the *'Situation in Urgent Need of Assistance'* section, which specifies that project-financed activities should "exclude large scale infrastructure, which might otherwise be financed by the Government of Zimbabwe, to exclude substituting for existing planned public spending."

28. **Balancing across immediate and medium-term needs per the Bank's mandate and comparative advantage.** The Project proposes a 40:60 funding distribution across its early and medium-term recovery components. This will allow the Project to provide immediate support to the affected people over the first six to twelve months, while concurrently starting to rehabilitate community infrastructure over a four-year period.

29. **Building back better within cost affordability.** Furthermore, the Project will fully embrace build-back-better standards, assuring that all assets and services are designed to assure right-sizing, right-siting, structural improvements, improved quality control and service delivery regulation, strengthened operation and maintenance standards, and climate resilience.

A. Project Development Objective

30. **The Project Development Objective (PDO)** is to "address the early and medium-term resilient disaster recovery needs of cyclone-affected people."

31. This objective will be achieved through: (a) a surge of high-impact, immediate interventions for enhancing the coping capacity of the affected communities while humanitarian operations continue in tandem through other partners; (b) activities that transition toward medium-term recovery such as restoration of productive capacities of the communities and rehabilitation of critical community infrastructure across multiple sectors; and (c) interventions to reduce community hazard risk vulnerability through community level structural and non-structural mitigation.

32. **PDO Level Indicators:**

- a. Number of people benefiting from conditional and unconditional cash transfers for food;
- b. Number of households benefiting from provision of agricultural inputs and livestock support; and
- c. Number of people benefiting from rehabilitated community infrastructure and risk reduction interventions.



B. Project Components²⁹

33. **Component 1: Providing Immediate Support for Cyclone Recovery (US\$27 million):** This component will provide immediate and integrated livelihoods and healthcare solutions to cyclone-affected people, including: (a) restoring livelihoods through conditional cash transfers to provide food assistance, and through unconditional cash transfers for most vulnerable groups; (b) restoring agricultural crop and livestock production, including distribution of agricultural inputs for small farmer households, and the re-stocking and treatment of livestock and poultry; and (c) accelerating the revitalization of basic health services, including the provision of a basic package of health services and referral pathways related to Gender-Based Violence (GBV)/Sexual Exploitation and Assault (SEA), and child protection measures. All activities under this component will give special attention to women and female-headed households to ensure that they are included and could benefit from the project activities. This component will also finance project management and overheads costs for the above activities, such as needs and beneficiary assessments, preparation of technical designs and technical quality control, etc.

34. **Component 2: Enabling Medium-term Cyclone Recovery and Resilience-building (US\$33.4 million):** This component will support the rehabilitation of critical community infrastructure,³⁰ such as water and sanitation systems, irrigation networks, community schools, and community roads, as well as community level structural mitigation efforts for risk reduction, such as slope protection and environmental rehabilitation. This component will also finance project management and overhead costs for the above activities, such as needs and beneficiary assessments, preparation of technical designs and technical quality control, etc.

35. **Component 3: Providing Project Management and Technical Assistance (US\$8.6 million):** This component will include:

- *Project Management.* This will provide project management support to UNOPS for overall coordination and oversight functions and for centralized project services, across all components, including monitoring and evaluation (M&E), environmental and social safeguards compliance, technical quality assurance, grievance redressal, GBV/SEA and referral and protection systems, and for engaging an independent verification agent (IVA) services for project results validation; and
- *Technical Assistance (TA).* This will include a range of activities that will be progressively determined on a need basis to facilitate strengthened implementation. These could include, but are not necessarily restricted to: (a) supporting community risk assessments, monitoring and preparedness planning; (b) supporting community infrastructure damage assessments; (c) enhancing existing systems for displacement monitoring and targeting, as well as conducting intention surveys for internally displaced persons (IDPs); (d) developing health information and epidemic surveillance systems; and (e) strengthening project strategic communications and citizen engagement.

36. **Unallocated funds.** The Project design also allows for flexibility and adaptability during implementation, which includes the remaining US\$3 million in unallocated funds to be distributed at mid-term based on a set of agreed criteria such as performance of various components, varying levels of support from other development partners, and associated financing gaps in different components. Such allocation shall be decided by World Bank Management, based on advice

²⁹ More details in Annex 2.

³⁰ Community infrastructure could include: (a) small-scale community self-built and self-maintained infrastructure; (b) community infrastructure developed, financed, maintained, and operated through non-public means such as NGOs, bilateral funding programs, etc.; and (c) small-scale community infrastructure that may have been created through public financing but was handed over to or fell into community hands for maintenance and upkeep. Furthermore, this component will exclude government-owned infrastructure, which might otherwise be financed by the Government of Zimbabwe, to exclude substituting for existing planned public spending.



from the Task Team Leaders and in consultation with the Consultative Group being set up under the Project.

37. **Project Duration:** The financing instrument of the proposed Project is a grant-based Investment Project Financing, with a proposed operational life of 48 months. It will be financed through the IDA CRW Grant to UNOPS as a recipient of the proposed Project. While the Project's immediate support activities are likely to take nine to twelve months to complete, an overall four-year project duration is proposed: (a) to allow the completion of community infrastructure schemes to building-back-better standards; and (b) for making the affected communities safer from future hazard risks through structural risk reduction interventions at the community level.

38. **Implementation Readiness:** UNOPS has already developed a first draft POM, a procurement plan, work plan and resource mobilization plan. These will be finalized and submitted for Bank review prior to Board Approval. This will allow project activities to commence immediately upon effectiveness. The POM and work plan will include specific details on each type of likely project intervention under the project components above, in terms of their technical content, scope, targeting criteria, and implementation modalities. The Project will also to the extent possible capitalize on opportunities for retroactive financing and advance contracting.

C. Project Beneficiaries

39. **Direct beneficiaries of the Project are the people affected by Cyclone Idai in Zimbabwe's nine districts.** The Project generally attempts to target a majority of the 270,000 people affected directly or indirectly due to the cyclone. Project beneficiaries are in the following districts: Chimanimani, Chipinge, Buhera, Mutare urban, Mutare rural, Bikita, Gutu, Mutasa, and Chikomba. Working with partners and other sources, UNOPS will establish targeting principles which the different interventions will adhere to. A working group will be established where standard procedures and tools will be developed, reviewed, and lessons shared. Specific targeting will then be developed for each intervention at two levels, geographic and household.

40. **Targeting:** Beneficiary selection will use both geographic and community-based approaches, prioritizing vulnerable groups and drawing on the SCOPE (System for Cash Operations) ³¹database and UN Inter-Agency Joint Verification Assessment (May 2019), and based on the minimum food expenditure basket. A database on potential beneficiary targets will be developed by the Food and Agriculture Organization of the United Nations (FAO) to identify targeted beneficiaries in line with centralized project-specific targeting and information management systems.

41. **ZIRP seeks to exclusively benefit highly vulnerable groups,** as the cyclone has had a disproportionate impact on women, girls, children, the elderly, and disabled people. Consultations will be carried out with vulnerable groups to identify and address their unique needs, including the use of sex-disaggregated surveys and focus groups, and vulnerability-based selection criteria to prioritize their inclusion as project beneficiaries. Therefore, project investments are anticipated to provide higher benefits to vulnerable groups (e.g., cash-for-work, food inputs, etc.) in most if not all proposed activities.

42. Refugees and asylum-seekers in refugee camps located in the cyclone-affected areas were also severely impacted (i.e. Tongogare Refugee Camp in Chipinge). Under the Project's targeting regime for the various interventions, they will

³¹ SCOPE is WFP's International Beneficiary and Transfer Management Platform that supports WFP programming from beginning to end.



also be targeted.

43. **Specific geographic locations would be drawn from the cyclone affected districts.** A targeting framework developed by the Project Implementation Unit (PIU) would aim to support interventions with an objective method to rank priority areas for interventions in the different districts. Specific indicators that would be assessed at the different levels (district, ward, and village) as part of the geographic targeting would include impact of the cyclone, poverty rate, concentration of poor people, food insecurity, number of IDPs, refugees and asylum seekers in the affected camps, presence of other partners, and lack of operating constraints. A project-targeting weighted index would be developed with different project teams given the flexibility to assign different weights to indicators of particular importance to their interventions.

44. **Standardized community-based targeting.** Community-based targeting will be used to select eligible households in each of the selected wards and villages. Communities would be selected based on levels of cyclone impact, vulnerability, poverty, and food insecurity, informed by a vulnerability assessment and mapping, in collaboration with local authorities and the World Food Programme (WFP), where feasible. To prevent duplication of efforts and ensure speed of implementation, the PIU will use existing data where possible. Where this is not available or not appropriate for the Project's use, enumerators will be selected from the community and trained on household targeting criteria, and household mapping will be done to identify potential beneficiaries. The first list of eligible households will be validated through community consultations, out of which a final list of new households will be drawn for biometric registration. Flexibility in the criteria will be provided so that it can be responsive to the changing dynamics on the ground based on on-going assessments (i.e. an influx of IDPs may require the Project to give priority to this group). Grievances related to inclusion/exclusion of beneficiaries and any other issues related to the targeting process will be addressed through the Grievance Redress Mechanism (GRM).

45. **Engaging and coordinating with community beneficiaries.** Special efforts will also be given to mitigating risks of targeting and strengthening local level social cohesion and unity through greater interaction and dialogue with diverse ethnicities in a community. This would be done through targeted social messaging, facilitated dialogues, community discussions on key social issues, and other related efforts identified on the ground, as appropriate. Targeting, if not done properly in a conflict sensitive way, can escalate tensions among targeted and non-targeted households and result in conflict. The GRM, would be used to ensure that these dynamics are reported, actioned, and monitored in a timely and rigorous manner. To that end, communication and social messaging materials will be developed, as part of the Community Engagement and Capacity Building Plan, to guide this effort.

46. The proposed operating principles under the Project for the planning, prioritization and implementation of most activities in both components build on the community-driven development (CDD) implementation model. Hence the Project will seek to engage partners on the ground with pre-existing social capital and mobilization of communities under their current pre- and post-disaster CDD initiatives in the cyclone-affected areas.

47. **Addressing impacts of climate change on the affected communities.** Cyclone Idai caused substantial flooding, resulting in numerous deaths and significant damage to infrastructure, property, crops, and livestock. To address this, a community infrastructure assessment will be implemented to evaluate local community infrastructure needs, informing the prioritization of these infrastructure investments that reduce disaster risks and support recovery. Supporting the UN's efforts to rehabilitate damaged water and sanitation systems using building-back-better principles in coordination with the relevant authorities, will also be a key part of the Project, specifically on community-led rehabilitation of communal water and sanitation systems, including toilets/latrines, boreholes, small piped schemes fed by boreholes or



springs, ancillary infrastructure, and solid waste management facilities (e.g., landfill, dump sites, public waste bins, and composting facilities)—targeting schools, clinics, and households. The Project will fully embrace building-back-better standards, assuring that all assets and services are designed to assure right-sizing, right-siting, structural improvements, improved quality control and service delivery regulation, strengthened operation and maintenance standards, and climate resilience.

D. Gender Considerations

48. **Women and girls are among the most affected populations**—and face extreme poverty, marginalization, fragility and climate-related shocks such as cyclones. In the aftermath of Cyclone Idai in Zimbabwe, this has been especially the case. Women face multiple constraints including lack of adequate shelter and basic services, limited economic opportunities and lack of control over critical resources, including access to land, finance and other inputs, leading to negative coping strategies.

49. Women may be mostly affected through the destruction of agricultural and water-related infrastructure, since they are heavily involved in agricultural production. Furthermore, as the main caretakers of family members and given their reproductive health needs, women have needs in agricultural inputs, water management, as well as access to health. However, women are traditionally excluded from political life and from communal decision-making processes, due to patrilineal socio-political structures. In rural areas of Zimbabwe, 62.3 percent of the households are headed by males while 37.7 percent of the households are headed by females. However, male-headed households receive an average annual gross cash income of US\$2,838 compared to US\$1,642 for female-headed households. It is also noted that more females (54.2 percent) compared to 45.8 percent for males are employed in the agricultural sector in rural areas.³²

50. Women, and especially female IDPs, also face unique risks of GBV and sexual exploitation due to limited security in the IDP settlements and poor living conditions. The attendant separation of many women and girls from community and familial support structures, as well as from traditional livelihood activities, also contributes to an increased reliance by women on marginal, inconsistent and hazardous livelihood strategies, which often increases exposure to violence.

51. **The Project will seek to benefit women,³³ as the cyclone has had a disproportionate impact on vulnerable groups on them.** While female-headed households existed prior to the cyclone, their number has increased following the disaster. Through Component 1, immediate and integrated livelihoods and healthcare solutions will be provided to vulnerable communities and more specifically to women and female-headed households affected by the cyclone. These activities include: (a) restoring their livelihoods through conditional cash transfers to provide food assistance, and through unconditional cash transfers; (b) restoring agricultural crop and livestock production, including distribution of agricultural inputs for small farmer households, and the re-stocking and treatment of livestock and poultry; and (c) accelerating the revitalization of basic health services, including the provision of a basic package of health services and referral pathways related to GBV/ SEA and child protection measures.

³² 2017 Zimbabwe Poverty, Income, Consumption and Expenditure Survey Report (PICES), ZIMSTATS.

³³ Actions relevant to addressing the gender gap are discussed in each relevant interventions of the PAD but are summarized in this section.



52. As noted in the previous section, the Project will ensure that consultations will be carried out with women and female-headed households to identify and address their unique needs, including the use of sex-disaggregated surveys and focus groups, and vulnerability-based selection criteria to prioritize their inclusion as project beneficiaries.

53. **As per the Results Framework, the following key indicators under the Project to monitor these gender considerations are the following:**

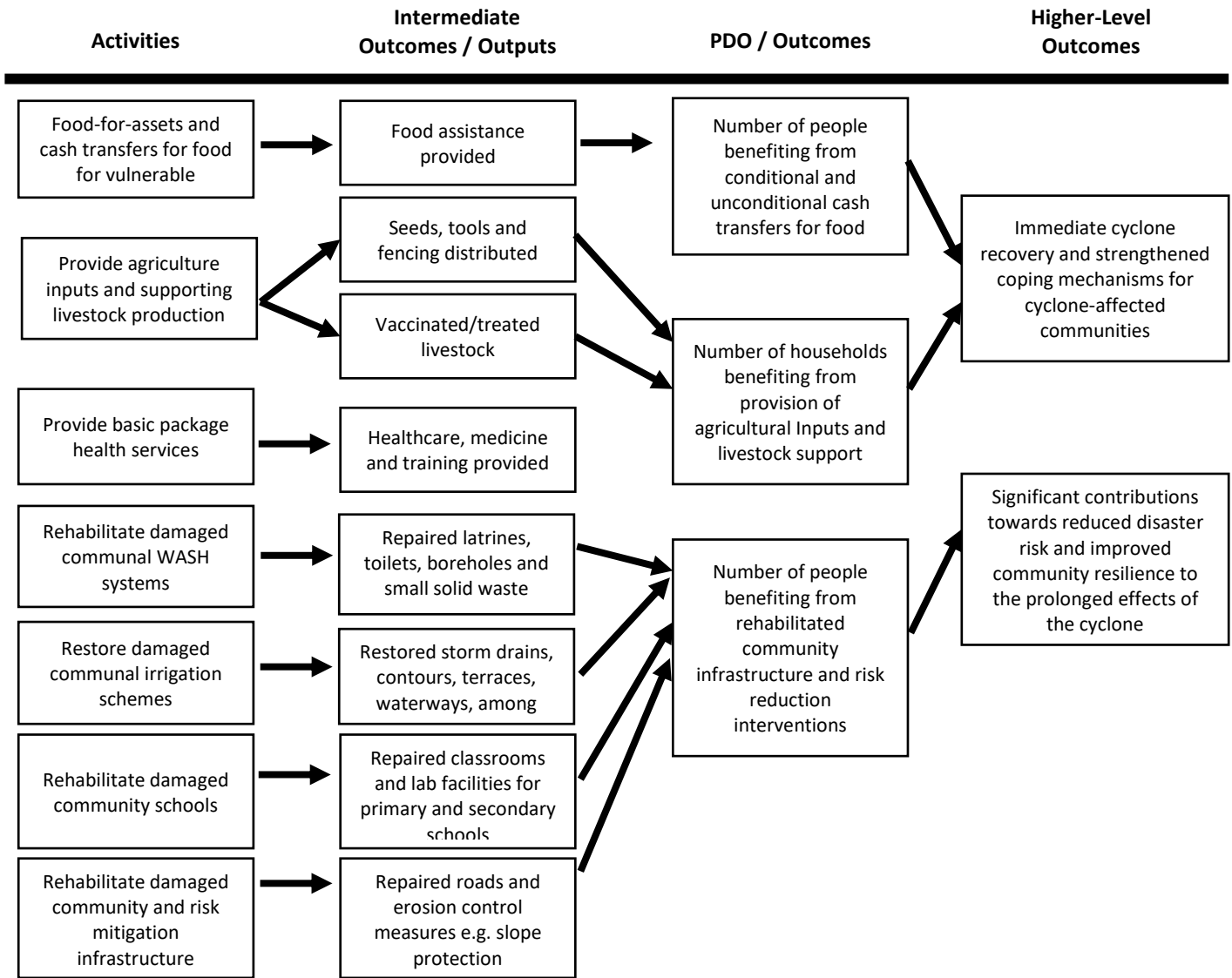
- Number of women and girls benefiting from conditional and unconditional cash transfers for food;
- Number of people benefiting from conditional and unconditional cash transfers for food among female-headed households;
- Number of female-headed households benefiting from provision of agricultural inputs and livestock support;
- Number of vulnerable women and girls targeted under the unconditional cash transfer program;
- Number of vulnerable people targeted under the unconditional cash transfer program among female-headed households; and
- Number of girl students benefiting from restored community schools and education services.

E. Results Chain

54. **The Project was designed using a phased approach that targeted both short-term and medium-term impacts.** The theory of change of the Project (Figure 1) is embedded in its core activities, primarily in meeting food insecurity and building resilience.



Figure 1: ZIRP Theory of Change



F. Rationale for Bank Involvement and Role of Partners

World Bank’s Added Value

55. **Leading multi-sector recovery and resilience financing, coordination, expertise, and due diligence.** The Project will bring together a new multi-sector and partner operation in eastern Zimbabwe, making resilience-building a key underpinning of the response and providing a critical source of financing to prevent a development crisis. The World Bank brings to both client and partners intensive hand-holding support, a wealth of technical expertise and lessons learned from FCV contexts, helping quickly develop and implement recovery programs in line with strict Bank requirements. As a trusted convener, the World Bank coordinates with key actors to support evidence-based



collaboration to address critical issues at the humanitarian-development nexus, including support to the government to lead recovery, providing the basis for planning, policy making, institutionalization, and financing of recovery.

56. **Criticality of Bank towards preventing a development crisis.** The World Bank's support on an exceptional basis through the Project is critical to quickly respond to the cyclone impacts. Without the World Bank's substantial financial support, there is a significant risk of an escalating humanitarian and development crisis. Regional effects from the cyclone are already being felt through trade disruptions, disease outbreaks, and rising outmigration. Mounting an effective response and addressing the spillover effects of this crisis requires an integrated regional intervention from the World Bank. This operation is part of the World Bank's broader regional package which comprises a set of operations totaling some US\$700 million in IDA resources— including up to US\$545 million from the IDA CRW— to support cyclone response in Malawi, Mozambique and Zimbabwe.

57. The World Bank's leadership and support is instrumental to galvanize recovery financing based on the RINA findings, particularly given that the GoZ is in arrears to the Bank and largely cut off from direct development financing. In addition, the ZIRP's focus on a multi-partner, phased, and sector approach building on existing and new partner programs is important to address current gaps and needs, while also making resilience building and locally-driven community infrastructure a key underpinning theme of partner operations.

58. **Providing due diligence and international and local expertise building on lessons learned for recovery programming.** The World Bank offers partners an important source of support to implementing partners across key technical areas, drawing on lessons learned from other FCV and emergency contexts (see Section F on Lessons Learned). The Project will include multi-sectoral supervision support technical areas.

59. **Supporting government-led recovery and resilience coordination.** Drawing on existing local relationships, the World Bank can help facilitate coordination across government, development, and implementing partners. Beyond the Project, the World Bank offers technical assistance and learning to support government-led recovery coordination, providing the basis for planning, policy making, institutionalization, and financing of recovery. This includes World Bank support to raise possible trust funds to assist the development and the operationalization of a Recovery Framework for Zimbabwe.

60. **Convening key partners to address critical issues at the humanitarian-development nexus.** The World Bank is also a trusted convener of key actors, including international finance institutions, donors, and governments, and an important leader driving recovery and collaboration at the humanitarian-development nexus in FCV contexts. To that end, the Project has been designed following an inclusive multi-stakeholder and multi-partner process, beginning with the RINA, which forms an important source of information for partner interventions.

61. Additionally, the United States Agency for International Development (USAID), the United Kingdom's Department for International Development (DfID), AfDB are also supporting or plan to support the suggested implementation modalities for ZIRP. Each organization provided useful feedback to the World Bank and the proposed ZIRP will continue to be closely coordinated with USAID, DFID, and AfDB. The World Bank Task Team also coordinated with several other partners, including the UN Resident Coordinator's Office, the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Development Programme (UNDP), which have been instrumental in providing information on cyclone impact and needs linked to the relevant sectors, as well as sharing their own assessments, projections, and intervention strategies. Furthermore, the World Bank will leverage this momentum to explore possible collaboration



and other funding sources to support a government-led Recovery Framework RF.

UN's Added Value

62. **The ZIRP will build on the strengthened partnership and collaboration between the UN and the World Bank in Zimbabwe following the change in political leadership in November 2017, including the Phase 1 of the Joint Needs Assessment for Zimbabwe (JNAZ-1).** Discussions are ongoing to further strengthen the partnership to jointly support the GoZ to reduce and mitigate risks of violence in the short term, to sustain space for difficult structural reforms to have their intended impact in the medium term, and to promote longer term crisis prevention through the development of a sustainable safety net system. The ZIRP, therefore, will be part of this larger strategic partnership between the UN and the World Bank in Zimbabwe in support to the GoZ.

63. Under the Zimbabwe UN Development Assistance Framework (ZUNDAF 2016-2020), to which the World Bank is a signatory, the UN is delivering over US\$400 million of development and humanitarian assistance per annum. This means that the UN has – not only the mandates – but also the in-country capacity, technical expertise, and well-cultivated partnerships and relationship of trust with the Government, civil society, development partners, and other stakeholders. Linking the ZIRP firmly with the ZUNDAF means that there will be clear linkages with the national development priorities, as well as complementarity and synergies with existing UN-supported programs. It will also help ensure sustainability of the World Bank investment through the ZIRP.

64. **Leading coordination and on-the-ground implementation in Zimbabwe.** The UN is a partner of choice for engagement, with on-the-ground capacity, multi-sector technical expertise, and well-cultivated partnerships and relationship of trust with the Government, civil society, development partners, and other stakeholders. The large UN operational presence and footprint in country, including in the cyclone-affected districts, means that the UN will be able to immediately scale-up assistance and deliver results. This includes the following:

- **United Nations Children's Fund (UNICEF)** has been active in Zimbabwe since independence, leading urban, rural and emergency water, sanitation and hygiene (WASH). Following the cyclone, UNICEF has led the WASH response with the GoZ, including as the WASH cluster lead and co-chairing the WASH Emergency Strategic Advisory Group, restoring access to WASH (90,853 beneficiaries), promoting hygiene messaging (66,560 beneficiaries), and distributing hygiene kits (11,569 beneficiaries);
- **Food and Agriculture Organization of the United Nations (FAO)** has over fifteen years of experience advancing food security in Zimbabwe, providing expertise on livestock, crops, irrigation, climate smart agriculture, nutrition, forestry, and natural resources management. This includes 200 projects managing a budget of US\$350 million across diverse donors, with 100 emergency and early recovery projects (US\$100 million). FAO's sub-regional office for Southern Africa is also based in Zimbabwe;
- **World Food Programme (WFP)** has extensive experience globally and in Zimbabwe in emergency food assistance, public works, and cash programming. For example, WFP provided food assistance to 7 million people in Zimbabwe between 2006 and 2009. In response to the cyclone, WFP has completed Phase I of its Response Plan, out of its own resources, focusing on the nutritional safety of the most vulnerable. It has now started Phase II of the emergency response, targeting blanket food assistance to an estimated 220,000 people in the worst affected districts. WFP's SCOPE system has also been instrumental to make transfer payments in hard to reach districts;
- **World Health Organization (WHO)** has been active in Zimbabwe for the past ten years, preventing and responding to public health emergencies, drawing on nearly 40 technical staff. For example, WHO works closely with the GoZ to strengthen laboratory diagnostic services, promotes initiatives to integrate Universal Health Coverage, and



institute a multi-sectoral National Action Plan for Health Security. WHO is actively leading the health cluster to respond to both the drought and cyclone, providing critical health services; and

- **United Nations Development Programme (UNDP)** has extensive experience in Zimbabwe especially on three thematic areas namely democratic governance, inclusive growth and sustainable livelihoods, climate change and resilience building. UNDP has been supporting the Government of Zimbabwe with DRM related activities since 2016 through the Zimbabwe Resilience Building Fund. The fund is designed to enhance community absorptive, adaptive and transformative capacities to shocks and stresses in the most vulnerable 18 Districts of Zimbabwe covering over 800,000 people. Community based DRM is a core component of ZRBF towards building community resilience to disaster risk. UNDP is also supported government in national hazard mapping, vulnerability assessments, National Flood Risk Framework, setting up automated weather stations and participatory weather information dissemination and community DRM planning. As of July 2017, UNDP Zimbabwe’s average annual delivery program stood at US\$148.6 million. UNDP is implementing a US\$50 million Zimbabwe Resilience Building Fund project which focuses on the how to manage natural resources efficiently and sustainably in the face of disturbances and uncertainty.

Specific Role of UNOPS

65. **The United Nations Office for Project Services (UNOPS) is a partner of choice in meeting strict World Bank requirements.** UNOPS was selected as the direct Recipient of the IDA Grant for the proposed Project on an exceptional basis under the Financial Management Framework Agreement (FMFA) between the World Bank and UN agencies. The financial management arrangements will be governed by the FMFA, which provides for the use of the UN’s Financial Regulations. UNOPS will follow its own procurement procedures as Alternative Procurement Arrangements (APA) allowed by the World Bank’s new Procurement Framework Policy Section III.F.

66. **Streamlining engagements through UNOPS.** UNOPS is a mandated central resource in the UN for project management, infrastructure, and procurement. It has extensive experience in supporting the implementation of complex World Bank funded projects, particularly in challenging environments. Engaging UNOPS provides the best opportunity for a flexible, coordinated, and accountable delivery of the Project. Establishing the organization as the PIU, allows the Bank to quickly set up the emergency project and fund multiple UN agencies, international non-governmental organizations (INGOs), civil society organizations and the private sector through a single direct grant agreement with the Bank. This will help centralize the management function, avoiding multiple negotiations and subsequent contract management. The single PIU will prevent duplication of efforts at a time when several UN and other partners are operating in the same geographical areas. It brings flexibility, key to the success of the Project, by allowing easier reallocation of funds among components during implementation. UNOPS has a proven ability to establish mechanisms to coordinate with national and local structures while retaining full fiduciary control.

67. **Leveraging UNOPS’ past and current experiences in working with the Bank in complex environments.** UNOPS follows a “surge model” of providing rapid cross-cutting project management and specific engineering services to clients like the Bank³⁴ in post disaster and post crisis response – even in countries where it has previously not been present. Among all UN agencies, it also has the unique advantage of assessing and managing environmental and social risks in accordance with Bank standards, including some experience of implementing the new Environmental and Social Framework (ESF) as well. It has extensive experience in supporting the delivery of Bank funded cash-for-work and labor-

³⁴ On June 4th, 2019, AfDB’s Board approved US\$25 million in cyclone recovery assistance for infrastructure and has selected UNOPS to provide support to this 3-year operation.



intensive infrastructure projects in Africa. UNOPS is familiar with the World Bank's safeguards rules and procedures which are well aligned with the organization's own. Since January 2017, UNOPS has been entrusted by the World Bank to support governments and communities in delivering more than US\$500 million worth of IDA funded projects. These include large scale and complex projects such as the Yemen Integrated Urban Services Emergency Project (P164190), as well as projects that deliver community infrastructure, labor-intensive infrastructure and cash-for-work programmes in FCV countries such as the Democratic Republic of the Congo, the Central African Republic, and South Sudan. In the case of the Yemen Integrated Urban Services Emergency Project (P164190), UNOPS is working as a direct recipient of IDA funds; and is in advanced discussion to take a similar role in South Sudan.

68. **Waivers and exceptions requested for direct grant financing to UNOPS.** To make UNOPS a direct recipient and as the project implementation agency of the IDA CRW Grant for ZIRP, the Project is seeking three waivers from the Board:³⁵

- i. *Waiver for criteria related to eligible recipients for funding under the IDA CRW in order to allow for UNOPS to receive the respective Grant out of the CRW.*³⁶ The provision of funding to UNOPS out of the CRW requires a waiver approval by IDA Executive Board, since the CRW program, in its design, is geared towards IDA sovereigns as recipients and does not envision providing funds to international organizations or private organizations. Hence, the eligibility criteria and financing terms for CRW are country-based, although the CRW does not have any explicit language that prevents financing to non-sovereign recipients. The waiver request is submitted to the Board through the Board package with the accompanying Memorandum of the President (MOP).
- ii. *Waiver of application of the Anti-Corruption Guideline (ACG) for the IDA Grant to the UNOPS.* A waiver is sought for Paragraph 20 of BP 10.00 on the application of the World Bank's ACGs, in favor of relying on the fraud and corruption procedure,³⁷ modeled on the integrity provisions of the Fiduciary Principles Accord, to which UNOPS is a party. These arrangements include, among other things, information sharing between UNOPS and the Bank on non-frivolous allegations of fraud and corruption that come to the attention of either institution, an undertaking by UNOPS to take timely and appropriate actions to investigate and, if substantiated, take remedial actions and report back to the Bank on such actions. The Financing Agreement makes a specific provision that the Bank will have the authority to investigate and sanction third parties (i.e. parties other than UNOPS), and UNOPS will cooperate with any such investigation. The Bank, however, will not benefit from formal "third party audit rights" embedded in downstream contracts between UNOPS and third parties. The Financing Agreement further provides that, in addition to the standard contractual remedies relating to fraud and corruption, the Bank will have the right to suspend disbursements if it reasonably believes that the actions taken by the Recipient under these arrangements have not been sufficient to fulfill its fiduciary obligation with respect to the Financing Agreement. Additionally, UNOPS would apply the World

³⁵ The 3 waivers have been signed and cleared on June 13th, 2019, by the AFRVP, GGSVP, LEGVP, DFIVP, CFO and OPSVP through a Board Waiver Memo submitted on May 29th, 2019.

³⁶ In a letter dated on May 17th, 2019, The Government of Zimbabwe provided its non-objection to provide IDA financing directly to United Nations organizations under the proposed Project for the benefit of the people of Zimbabwe, as required by IDA Articles of Agreement.

³⁷ IDA Executive Board has also previously approved waivers of the ACGs to facilitate UN agencies to implement projects in South Sudan, Somalia and Yemen. Specifically, waiver such as the one proposed was provided in February 2019 for UNICEF for the South Sudan PEHSP; in April 2018 and November 2017 for UNOPS for the Yemen IUSEP and EEAP; in May 2017 for FAO for the Somalia EDRP; and in February 2017 for WHO and UNICEF for the Yemen EHNP. It has also been concurred by Management in April 2019 for the second Additional Financing (AF) of the ECRP. The implementation status of the IDA-financed Somalia and Yemen projects that have benefited from the previous waivers is satisfactory.



Bank's suspension and debarment lists to the portion of the IDA grant that will be made available to UNOPS for eligibility purposes. The Board package and the accompanying MOP will seek World Bank Executive Director (ED)'s waiver of the application of the ACGs, explaining the above arrangements with UNOPS.

- iii. *Waiver of the application of the IDA Commitment Charge to the UNOPS for the duration of the Project.*³⁸ The Board reviews and sets the Commitment Charge on unwithdrawn financing balances on an annual basis. The IDA Policy and the IDA Commitment Charge for FY19, issued and effective July 1st, 2018, set the Commitment Charge at zero percent. Given that the current Commitment Charge is zero percent and the expected time frame of the project disbursements is until FY24, the financial impact of this proposed waiver is expected to be negligible. The waiver request is submitted to the Board through the Board package and the MOP.

69. In addition, the World Bank's Regional Vice President approved, on May 30th, 2019: (a) proposed expenditures under the Project to finance food in accordance with Section III Paragraph 12, *Projects in Situations of Urgent Need of Assistance or Capacity Constraints* of the "Bank Policy: Investment Project Financing," and (b) an exception to the notification requirement under OP 7.50 (Projects on International waterways) under the Project. The Chief Procurement Officer also approved the proposed use of APA under the Project on May 29th, 2019.

G. Lessons Learned and Reflected in the Project Design

70. **The Project design draws on a number of lessons learned from previous operations**, particularly in the realm of FCV and emergency contexts and working with UN Agencies through alternative implementation arrangements.³⁹ These include:

- **Engaging early in complex crises and cutting across the perceived divide between humanitarian and recovery interventions** by providing early recovery support particularly to the most vulnerable and impacted people, and combining that with project components that help clients in transitioning from early to medium-term recovery and resilience building activities; thus, also operationalizing the Bank's corporate priority and inter-agency agenda on supporting "the Humanitarian-Development Nexus" ;
- **Engaging directly with partners on the ground (outside of government systems in some cases) and instituting direct third-party implementation arrangements**, for the full or parts of projects, especially where client governments lack capacity. The Bank has, in recent times, demonstrated an increased ability to work directly, quickly, and effectively through external partners, using the various flexibilities deployed under such projects, despite organizational differences with partners, in responding at-scale to acute and complex emergencies in FCV countries, while complying with strict Bank standards. This of course requires intensive interaction, tolerance for differing systems, and gradual and incremental institutional cross-learning across Bank task teams and implementation partners through the design and implementation of such projects.
- **Using existing Inter-Agency Framework Agreements between the Bank and UN Agencies to engage them on a rapid basis and minimize differences at project negotiations and during implementation.** While the existence of

³⁸ IDA Executive Board has previously approved waivers of the IDA Commitment Charge to facilitate UN agencies to implement projects. For example, the IDA commitment charge for UNICEF and ICRC was waived in February 2019 in South Sudan for the Provision of Essential Health Services Project (PEHSP). Similarly, the same was waived in Somalia in May 2017 for FAO and ICRC for the Somalia Emergency Drought Response and Recovery Project (SEDRP). It was also waived in Yemen in July 2016, February 2017, November 2017, and April 2018 for UNDP and UNICEF for the Emergency Crisis Response Project (ECRP); UNICEF and WHO for the Emergency Health and Nutrition Project (EHNP); and for UNOPS for the Integrated Urban Services Emergency Project (IUSEP) and Emergency Electricity Access Project (EEAP), respectively.

³⁹ Particularly the "Somalia Emergency Drought Recovery and Resilience Project", implemented through the International Committee of the Red Cross (ICRC) and FAO.



such framework agreements with UN agencies makes it much easier and faster to engage them in emergency situations, many aspects have to be re-negotiated during project processing, sometimes due to differing interpretations of how to apply framework modalities to specific ground conditions and project circumstances. The Bank may consider case studies of selected projects to systematically identify, and find solutions to address, such issues, which would further enhance the operational efficacy and effectiveness of engaging with UN agencies, both during the design and implementation stages of projects;

- **Providing timely and flexible financing through using programmatic rather than overly projectized approaches** can help not only delivering quickly but also helping to speed up disbursements and reducing risks. In a number of cases, the Bank has been able to provide quick support in dire and worsening humanitarian emergencies through the use of programmatic approaches that allowed it to finance “strategic chunks” of the ongoing government or partner programs, that provided a mix of early and medium-term recovery support while bringing in elements of resilience building;
- **Having project designs that maximize flexibility and fungibility across components.** Allowing progressive resource reallocations and transfers across components and interventions within a component by lumping these under single expenditure categories in the financing agreement would help the project better deliver results in a timely way without going through formal procedures for project restructuring. Correspondingly, having Project Results Frameworks that include target ranges for some indicators instead of absolute target values, and having broader project activity descriptions allow for greater flexibility during implementation;
- **Using retroactive financing as a strategic tool but on a selective basis.** The Bank’s recent experiences in complex emergencies and FCV situations highlight the benefits of using retroactive and advance financing as tools to immediately contribute towards ongoing crises by freeing up client government or in cases, partner resources and scaling-up ongoing early and medium-term recovery interventions, with an underlying element of resilience-building. This shows that maximizing the use of retroactive financing, as allowed under Bank policies, can make all the difference in a complex emergency situation by using it as a strategic scaling-up tool. However, this requires assembling surge teams to do comprehensive retroactive financing in-depth reviews of technical eligibility, and fiduciary and safeguards due diligence, as well as post-audits. The use of retroactive financing should however be selective and determined on a context-specific and case-by-case basis by weighing the benefits and drawbacks of such funding modalities;
- **Deferring safeguards to implementation in processing and preparing such projects is a choice worth making in emergency situations,** but in most other respects, the necessary due diligence needs to be ensured by using a “surge model” under which Task Team Leaders can have multi-sector teams, supported by the necessary safeguards and fiduciary staff working closely to meet tight delivery timelines. It is important however to mobilize such surge teams in parallel so that technical, safeguards, and fiduciary reviews can be conducted almost simultaneously; and
- **Using independent verification agent tools for better M&E.** The Bank may consider developing monitoring mechanisms for directly engaging independent verification agents for such projects, using the Bank’s own resources, or through multi-partner-financed arrangements, as has been done in some countries. Using government or implementation partner funding under projects for hiring independent verification agents is the current practice, which while practical, can compromise the neutrality and independence of the third-party arrangement if financed out of the project itself.



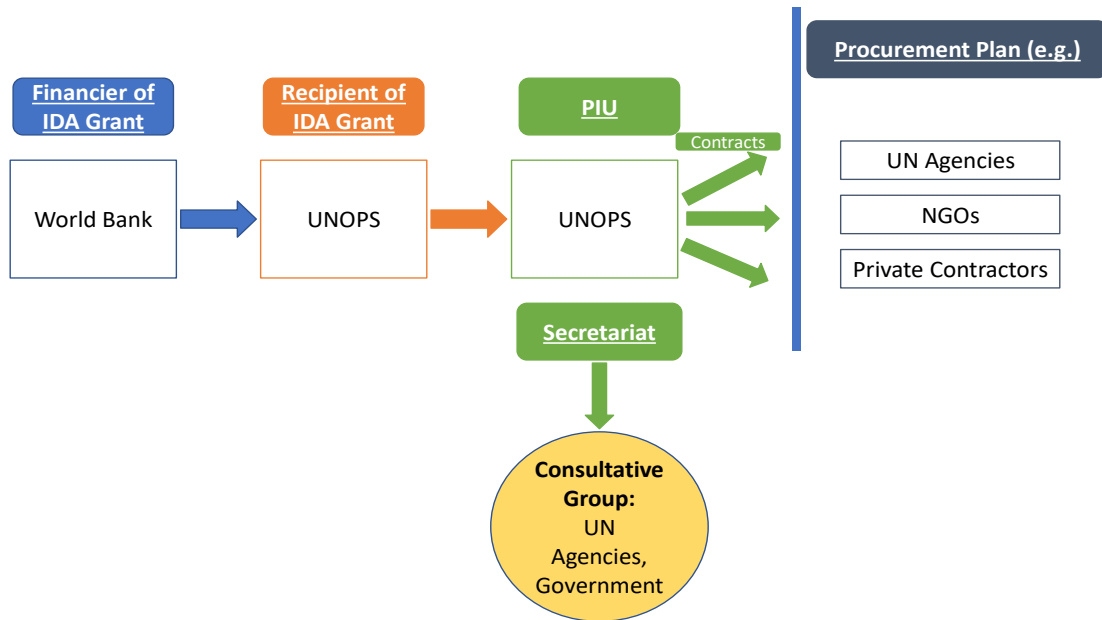
III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

71. **UNOPS as ZIRP Project Implementation Unit (PIU).** Given that the proposed Project is funded through an IDA CRW exceptional allocation, it is proposed to be implemented through the provision of the IDA Grant directly to one selected UN Agency. In the case of this Project, UNOPS is proposed to be designated as the Direct Recipient of the IDA Grant. The Bank will sign a Financing Agreement with UNOPS who will act both as the IDA Grant recipient and the PIU (Figure 2). The proposed implementation arrangement is mirrored on traditional Bank-financed multi-sector operations that involve more than one line-ministry and require coordination among the implementing partners and with a single coordinating PIU responsible for the overall project management and procurement.

72. UNOPS will serve as the PIU and will act as a project management and procurement agent for the other UN organizations. UNOPS will rapidly mobilize surge capacity support out of their regional offices by deploying teams of experts to fit the specific needs of ZIRP. A lean PIU will manage the engagement and contracting of UN agencies, INGOs, NGOs, and private sector providers under the APA. Their responsibilities would include: overall coordination of project activities and the work plans, consolidated progress and financial reporting, coordination of M&E, coordination and monitoring of compliance with the Environmental and Social Management Framework (ESMF) requirements across Project components and agreements (contracts) with the providers of goods, works, and services.

Figure 2: ZIRP implementation arrangements



73. UNOPS will also be responsible for the implementation of the community infrastructure activities, coordination and reporting on progress of works across components. The Project will use the comparative advantages of different specialized UN agencies (e.g., UNICEF, FAO, WHO, WFP) and INGOs/NGOs to ensure that prioritized populations benefit from restored access to essential WASH, health, and education services. The UNOPS PIU will be key in ensuring that



there is no duplication and/or gaps in reaching targeted communities and beneficiaries.

74. For ZIRP, UNOPS will mobilize skills from its sub-regional hub in Kenya with support from its regional and corporate offices. The PIU will be based in Harare and the community infrastructure unit will be based in Mutare with sub offices as required. UNOPS will deploy existing active personnel and roster/retainer personnel familiar with the modus operandi and systems of the organization and will rapidly recruit local technical personnel and support staff. UNOPS operates on the basis of a mature project management, procurement and finance system.

75. **Localized and context specific activities will be implemented through INGOs and NGOs.**⁴⁰ UNOPS would also contract INGOs and/or NGOs to support specific project activities. Primarily INGOs/NGOs would be engaged on specific competencies, such as citizen engagement and community mobilization, where the UN agencies may not have a comparative advantage or have no presence.

Coordination with government counterparts and assuring alignment with national development plans

76. **While the proposed Project cannot have the IDA Grant used to support the Government's coordination of recovery strategies and national development plans, the chosen modality under this Project is to include the government counterparts solely for technical consultations.** Technical consultation related to the project's components that require involvement of relevant levels of the government would be carried out through the Consultative Group (CG) that will be set up under the proposed Project. UNOPS will act as a Secretariat to the CG comprising the technical leads (focal points of participating UN Agencies [WFP, UNICEF, WHO, FAO and UNDP] and key INGOs) and government counterparts (Ministries, Departments and Agencies; MDAs) represented by a Senior Government Officer designated by the Chief Secretary to the President and Cabinet. Key MDAs to be involved are Ministry of Labor and Social Welfare (MLSW), District Development Fund (DDF), DCP, Ministry of Lands, Agriculture, Water, and Resettlement (MLAWR), Ministry of Primary and Secondary Education (MoPSE), Ministry of Health and Child Welfare (MoHCW), Ministry of Transport and Infrastructure Development (MTID), Ministry Local Government and Public Works and National Housing (MLGPWNH), Environmental Management Agency (EMA), Chimanimani Rural District Council, and Chipinge Town Council.

77. **Consultations will be done at different levels of government depending on the key strategic issues put on the agenda.** Participation of the government in these consultations does not involve any payments from IDA proceeds. Members of the CG would only make recommendations for the Bank's consideration,⁴¹ and all project-related decisions are taken by the Bank.

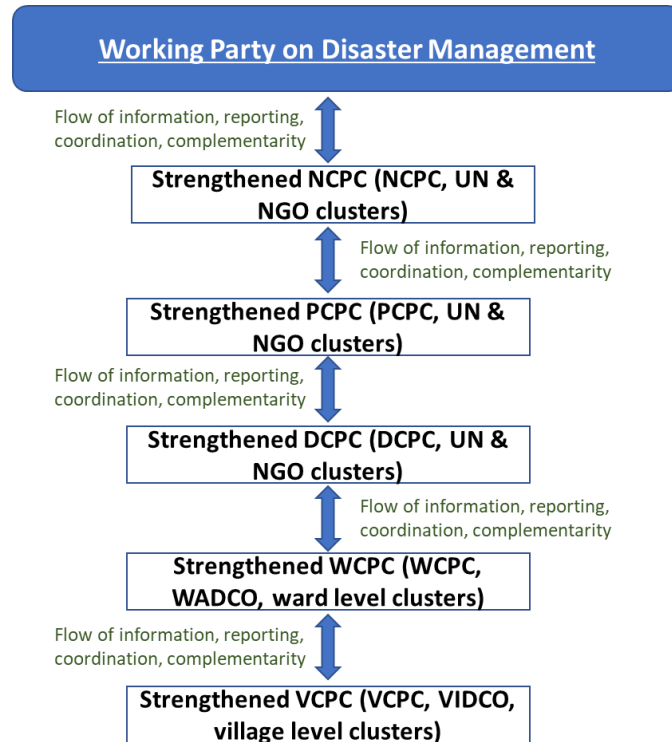
78. For broader consultations related to the overall coherence with the national recovery efforts and the country's development plans, five levels of existing government structures will be engaged. These include: National, Provincial, District, Ward and Village levels collaborated through Civil Protection Committees (CPCs) (Figure 3). CPCs are responsible for coordination of disaster response activities across all five levels. Further, CPCs have several sub-committees dealing with sectors such as health, WASH, social protection, food and livelihoods among others.

⁴⁰ UNOPS has experience of working with INGOs such as Save the Children, Oxfam, Médecins Sans Frontières and Mercy Corp through a sub-contracting type of arrangements.

⁴¹ This is to avoid conflict of interest as CG members are also specialized suppliers benefiting from the decisions made.



Figure 3: Collaboration Across Actors



79. The Cabinet Committee on Environment, Disaster Prevention and Management (CCEDPM) would be responsible for providing technical advice to ZIRP to assure alignment with the country’s development plans and promoting effecting participation of MDAs in the Project.⁴² The Committee’s main responsibility is to integrate disaster risk reduction measures into all development initiatives and preparedness in emergencies and disasters. The CCEDPM is supported by the Working Party comprising of Ministry Permanent Secretaries, chaired by the Chief Secretary, Office of President and Cabinet, and is backed by the technical expertise of the CPCs at national, provincial and district levels of affected areas who are tasked with coordination and management of the disaster.⁴³ The sectoral departments are set to continue with their portfolio responsibilities at the end of the disaster declaration period to achieve recovery and long-term measures to bring normalcy to the affected communities.

80. **Collaboration among government, UN agencies and INGOs/NGOs will be carried through single coordinated structures at national, provincial, district, village and ward level.** At each level, a single coordinated structure will involve the existing CPCs, UN/NGO Clusters, and development planning structures. Strengthened CPCs composed of government, non-government (UN/NGOs), and community structures are the main bodies for collaboration between actors and across sectors (Figure 3). This approach integrates government, community and development partners

⁴² The declaration of state of disaster by the President of Zimbabwe invoked the reactivation of the CCEDPM, which comprises the following ministries: local government, agriculture, education, health, lands water and climate change, home affairs, finance and economic development, foreign affairs, defense, labor and social welfare, energy, mines, industry and commerce, information communication and technology, women and community development, transport and infrastructure development.

⁴³ High level inter-ministerial body composed of senior government officials.



structures. Bringing together these three structures enhances government and community ownership.

C. Results Monitoring and Evaluation Arrangements

81. **The project will put in place a multi-tier quality oversight, control, and results monitoring mechanism entailing** (a) physical quality control and supervision, (b) a central results M&E system hosted by UNOPS, (c) social accountability and GRM, and (d) periodic independent verification and audits by independent parties.

82. **Flexible Results Targets and Use of Ranges.** The target values of the indicators listed in the Results Framework were estimated based on preliminary assumptions surrounding the proposed budget allocation among the subsectors included in the proposed project components. These targets may need to be adjusted during project implementation, based on possible variances in actual resource distribution across these subsectors because of the flexible framework approach. This allows for flexible resource allocation across project components and thus justifies the use of target ranges. Under the framework approach, while priority sectors have been identified for financing under the project, the actual annual resources allocation to the components and UN agencies will depend on the results of the planned joint prioritization and work programming exercises planned under the project, and also based on implementation performance and compliance with the agreed set of fiduciary and safeguards requirements under the Project. Overall flexible results targets with ranges have been proven to be critical in previous Bank operations, allowing flexibility to respond to the evolving situations on the ground.⁴⁴

83. **Integrated M&E System and Component Results Monitoring Systems.** The other UN agencies will be responsible for operationalizing their respective intervention level results monitoring systems. The M&E reports and data generated from the UN agencies will be centrally consolidated and maintained by UNOPS in the form of a project-level results M&E system. The central M&E system will: (a) draw upon any Management Information System (MIS) sub-systems created by UNOPS and secure horizontal and vertical data flows from other UN agencies; (b) be linked to subproject level CPM (critical path) for physical and financial progress monitoring; (c) have cross tabulation capacity and custom data query functions across all project interventions; and (d) develop a reporting regime for issuing updates every six months on the overall project implementation to all concerned quarters and the Project's constituent agencies.

84. **Implementation support will entail both routine and ad hoc quality checks at various stages of implementation.** Periodic monitoring will include process reviews, reporting of outputs, and maintaining of updated records. This will include the following: (a) social and environmental monitoring, (b) regular quality supervision and certification, (c) periodic physical progress and process monitoring, (d) the use of independent verification agent, and (e) results M&E. Independent verification will be conducted on an annual basis to complement the above internal quality oversight mechanisms, particularly in remote locations that are difficult to reach, in addition to the World Bank's routine implementation support, with clear guidelines for the contracting and conducting of such activities to ensure the independence of such assessments.

85. **Citizen Engagement.** The M&E system would build on strong citizen engagement proposed under the Project. Communities would be facilitated to engage throughout project implementation, including in the monitoring of implementation of project activities. Information boards, local meetings, churches and other forms of locally appropriate communication tools would be used for community-level information dissemination. A Community Scorecard exercise would be utilized to enable communities to provide formal feedback on overall project governance, including the

⁴⁴ This has been used in the Somalia Emergency Drought Response and Recovery Project (SEDRP; P163830) and the Multi-Sectoral Crisis Recovery Project for North-East Nigeria (MCRP; P157891).



performance of the targeting and the GRM. These activities are intended to generate evidence to contribute to improving policy and programs to enhance citizen engagement in local service delivery. The key outcome is to promote constructive partnership between citizens and the government in Zimbabwe.

86. A Management Information System (MIS) will be set up which will allow continuous updating of information. The MIS will include various modules specific to the operations of the ZIRP – i.e. GRM, payment, enrolment, as well as M&E data. The functionalities and purpose of the MIS and data collection would be explained to beneficiaries during community mobilization to ensure their informed consent. The UN principles on data protection and privacy will be observed.

87. An Independent Verification Agent (IVA) will be engaged by UNOPS on a competitive basis to provide independent operational review of their own directly implemented components, as well as for the verification of the citizens engagement process under the project, and the validation of project results and the downstream deeper impact evaluations of each component. The scope and methodology of the verification will be agreed with the World Bank, and monitoring reports every six months will be shared by UNOPS.

C. Sustainability

88. **Although this is primarily a short-term recovery program, the longer-term sustainability of the project will be enhanced by the following:**

- Focusing on multi-sector medium-term recovery and resilience building activities, emphasizing the recovery of productive assets, food production, and livelihood systems (i.e., helping address the underlying drivers of vulnerability);
- Supporting integrated watershed and natural resource management;
- Building community capacity for recovery planning (such as local disaster planning and early warning systems), implementation, management, and monitoring;
- Facilitating local ownership and maintenance of community infrastructure;
- Synchronizing of Project activities with the Zimbabwe seasonal cycle (planting seasons);
- Supporting cash-based programming, emphasizing consumer choice and the stimulation of local markets;
- Integrating build-back-better principles into community infrastructure rehabilitation;
- Aligning Project activities with national development strategies, such as the Transitional Stabilization Program and the ZIMREF;
- Assuring coordination with, and buy-in of Project progress from the GoZ;
- Coordinating project activities through existing humanitarian and development coordination mechanisms, such as the cluster system; and
- Concurrently raising other funding to support a government-led recovery framework.

89. **To ensure the sustainability of the community infrastructure rehabilitated under the Project, the contracts will also include soft components for:**

- Subproject design, planning and implementation;
- Incorporation of community choices in these processes; and
- Technical Assistance (TA) for the introduction of community and civil society-based operation.



IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical Analysis

90. **The Project's technical appraisal confirms the need for scaling-up immediate access to food and supporting immediate and medium-term recovery of livelihoods.** The immediate nature of these needs and the complex operating conditions in Zimbabwe will require the World Bank to provide a flexible financial package to support humanitarian and development partners that already have a significant presence in the country and can deliver immediate life-saving interventions and support medium-term recovery, based on lessons learned from similar projects in Somalia and Nigeria. This would include flexibility of resource allocation across interventions as well as target ranges for results indicators instead of absolute values, in line with the World Bank Agility agenda.

91. **Technical compatibility of UN interventions with ZIRP approach and design.** The proposed Project approach of financing the immediate scaling up of ongoing partner interventions requires scaling up of existing interventions while introducing new resilience building activities. The World Bank's technical and sector experts involved in the preparation of the ZIRP are satisfied with the UN's multidisciplinary emergency response to the cyclone. The technical team is also satisfied with the UN's implementation arrangements for delivering the development assistance envisaged under the Project. These interventions are technically compatible with the multi-sectoral and holistic approach that the World Bank is adopting globally and regionally in response to protracted disasters and their lingering impacts.

92. **The need to retain flexibility to adapt to dynamic and evolving needs.** In response to the exceptional situation and challenges, the project approach is flexible and responsive to the growing development crisis. For example, the Project Results Framework includes a range of targets for some indicators and utilizes fewer activities, with broad activity descriptions providing greater flexibility. The Project design also allows for the justified reallocation of resources across interventions as these are packaged under one expenditure category. Maintaining flexibility with Component 2 of the Project will allow the UN the ability to regularly re-prioritize between the various activities against ever-changing conditions and needs on the ground. Additionally, some UN-implemented activities are linked to certain stages in the seasonal calendar and can only be implemented in very specific time windows, which may not arise if coming rains fail or due to flooding. The Project must also ensure complementarity to the response activities of other donor and humanitarian organizations, which continue to evolve and take shape over time.

93. **Supporting government-led recovery coordination.** While the Project could not directly support the GoZ, it would be important for the project to establish and maintain linkages and close coordination with multiple tiers of government in the areas of multi-sector recovery planning and implementation coordination. To that end, the World Bank routinely engaged the GoZ during project preparation, which endorsed the strategic multi-sectoral approach being proposed under the Project. The Government also agreed to join the Consultative Group proposed under the project comprising of relevant UN agency heads and the Bank, to support strategic dialogue, but also to extend its support for operational coordination at the community, district, and provincial levels.

Economic and Financial Analysis

94. **The economic analysis conducted as part of the project preparation process suggests that certain interventions such as Component 1's livelihoods activities and Component 2's WASH and community infrastructure activities are**



economically feasible. The interventions featured under these components were selected for the economic analysis given their critical nature in providing emergency food assistance and nutrition to the population, providing fully restored and improved water and sanitation services, and restoring the road infrastructure system.

95. The following assumptions have been made towards the economic analysis of the above:

- Valuation of costs and benefits: based on market and shadow prices;
- Appraisal period: a 15-year appraisal period is selected; and
- Discount rate: a six percent discount rate is applied under Component 1's livelihoods activities, and a 12 percent discount rate is applied to Component 2's WASH and community infrastructure activities.

96. The interventions featured are expected to lead to positive economic rates of return, largely in excess of the discount rate of six percent assumed for the livelihood activities, and 12 percent assumed for the WASH and community infrastructure activities, through generating benefits from: (i) value of reduced morbidity; (ii) value of saved lives; (iii) value of improved community infrastructure; (iv) value of skills acquired through the food-for-assets program; (v) value of greater access to public services; (vi) value of time saved commuting; (vii) value of lower transportation costs; (viii) value of greater community interaction; and (ix) value of greater economic regional integration.

97. *Restoring Livelihoods and Providing Food and Cash Assistance for the Most Vulnerable:* This activity, which will be implemented by the WFP, will provide food assistance and nutrition through unconditional and conditional schemes to beneficiaries located in cyclone-affected areas. Under this typology of interventions, some 59,400 beneficiaries are expected to be provided with unconditional cash transfers, with monthly payments of US\$10.30 for a period of 10 months. Furthermore, some 5,900 beneficiaries are expected to be participating in the food-for-assets program targeted toward the construction of small-scale community infrastructure, with a total disbursement of US\$636, which will benefit all household members, which is assumed at 5 members per household. The benefits which would accrue from this intervention would be centered around improved health and nutrition outcomes, the value of saved lives, the value of improved community infrastructure and the value of skills acquired through the food-for-assets program. The net present value of this intervention was estimated at US\$11.4 million and the internal rate of return is estimated at 28 percent.

98. *Rehabilitating communal WASH services:* This typology will lead to improved water and sanitation services through a number of interventions. The interventions will consist in the restoration of access to water and sanitation services to 15,400 households, the rehabilitation of 1,200 water systems, the rehabilitation of 600 female and children-friendly toilets in schools and clinics, and the construction of 2,000 toilets in households. The value of these interventions would consist in the value of improved health outcomes and in the value of saved lives. The net present value of this typology of interventions was estimated at US\$1.0 million and the internal rate of return was estimated at 27 percent.

99. *Rehabilitating damaged community infrastructure and providing community risk mitigation solutions:* This intervention type will rehabilitate small access roads in the affected areas. Under this typology, some 216 km of road in poor and fair condition will be rehabilitated. It is assumed that the average cost of rehabilitating a road is US\$40,000 per km. This, combined with the assumption that 3.9 km of road will be rehabilitated in each ward on average, suggest that the access roads in 55 wards will be rehabilitated. The net present value of this intervention was estimated at US\$1.7 million and the internal rate of return was estimated at 33 percent.

100. The sensitivity analysis performed indicates that the economic rate of return for interventions under the above activities remain significant even if potential downside adjustments to the economic assumptions made were to



materialize.

101. The interventions identified under the Project addressed the urgent food and nutrition requirements of the most vulnerable segments of the population and helped restore or sustain agro-pastoral production and bear positive externalities on the overall population through numerous direct and indirect benefits being engendered. The direct benefits of this Project include saved human lives, decreased livestock mortality, increased and sustained milk production, and sustained agricultural production of maize, sorghum and cereal. The indirect benefits of this Project are decreasing the incidence of malnutrition and starvation across all segments of the population and, most notably, among youth, female and elderly population, providing more affordable access to potable water to sanitation services, improving the technical capacity of agro-pastoral production, and easing tensions between host and IDP communities.

B. Fiduciary

Financial Management

102. **The Project's financial management arrangements will be governed by the FMFA, which provides for the use of UNOPS's Financial Rules and Regulations.** UNOPS will develop a mobilization plan to ensure that adequate human resources and financial management systems will be in place on a timely basis to support the Project. Implementation arrangements, internal control, and internal oversight functions will be detailed out in the POM.

103. UNOPS will: (a) maintain a financial management system, including records and accounts, that are adequate to reflect the transactions related to the project activities, in accordance with the requirements of their financial regulations; (b) maintain a separate ledger account (Grant Control Account) in their books to record the financial transactions of this Project; and (c) prepare, on a six-monthly basis, interim financial reports (IFRs), in accordance with accounting standards established pursuant to their financial regulations and in the format agreed upon with the World Bank, which are adequate to reflect and track the expenditures related to the IDA Grant. The IFRs will be provided to the World Bank no later than 45 days after the end of each six months.

104. For the purposes of this Project, UNOPS' financial management unit in the Kenya Office is led by one Head of Finance supported by a team of one finance officer, two associates, and two assistants. The design of the staffing structure proposed by UNOPS is based on their assessment of the local implementation partners and their respective financial management roles and responsibilities. The UNOPS Project team, in coordination with the UNOPS financial management unit in Nairobi, Kenya (supported by Integrated Practice Advise and Support Finance in Copenhagen) will be responsible for the daily financial management and disbursement functions of the Project. These responsibilities will include: (a) recording all project transactions; (b) ensuring segregation of duties as per UNOPS Financial Rules and Regulations; (c) preparing and submitting detailed financial reports, both internally and to the World Bank, which will track commitments and expenditures by sector, district, component, and activity; (d) working with technical staff to prepare adequate cash forecasts; (e) preparing withdrawal applications; (f) carrying out bank reconciliations; and (g) ensuring adequate internal control functions as per UNOPS regulations and the POM.

105. UNOPS will ensure that the audit of the project activities is governed by their financial regulations and the FMFA. Furthermore, UNOPS will retain, until at least one year after the World Bank has received the final financial report in which the last withdrawal from the Grant Account was made, all records (contracts, orders, invoices, bills, receipts, and other documents) evidencing expenditures in respect of which withdrawals from the Grant Account were made. The Grant Control Account will be subject exclusively to the internal and external audit arrangements applicable to UNOPS



as set out in their financial regulations.

106. To provide reasonable assurance that project funds are spent for the intended purposes, the following arrangements will be in place: (a) reliance on UNOPS' internal control mechanisms and internal oversight functions throughout the financial management and disbursement arrangements, documentation of expenditures, and detailed reporting; (b) controls around advances to local partners; (c) contracting technical experts to supervise the implementation of activities; and (d) use of the independent verification agent to verify the physical implementation of activities and compliance of local entities with fiduciary arrangements as agreed with UNOPS.

Disbursement Arrangements

107. **Based on respective components cash forecasts, funds for the Project shall be disbursed directly from the World Bank to UNOPS.** UNOPS will have calculated the indirect cost (overhead charges) which shall form part of the consolidated budget to be submitted as part of the IFR reporting/funds draw-down. The request for funds withdrawal shall be requested through the World Bank Client Connection (CC) in line with UNOPS grant withdrawal procedures. UNOPS financial management systems have the capability to track and report withdrawal proceeds receipts, commitments, expenditures, and balances. However, the need for UNOPS to open a separate ledger account for the purpose of this operation in accordance with the UN-World Bank FMFA;

- (i) The maximum amounts (ceilings) to be disbursed from World Bank to UNOPS shall be negotiated and specified in the Disbursement and Financial Information Letter;
- (ii) The fiduciary responsibility and associated risks rests with UNOPS;
- (iii) Initial withdrawal shall be based on negotiated lump sum amount based on the cash forecast. Subsequent withdrawals shall be based IFR – report based;
- (iv) Project component funds will be transferred from World Bank to UNOPS against blanket Withdrawal Applications to be prepared by UNOPS;
- (v) Detailed disbursement arrangements will be documented in the Disbursement and Financial Information Letter; and
- (vi) All project expenditures shall be incurred and reported in US\$.

108. Disbursement of IDA funds will be report-based (six-month interim unaudited financial reports). These reports will include a statement of sources and uses of funds, an updated six-month forecast, Designated Account Activity statement and statements of eligible expenditure under contracts subject to and not subject to prior review.

109. **Funds Flow and Disbursement Arrangements:** To facilitate the implementation of the project activities, UNOPS will establish a pooled Designated Account (DA) (a UNOPS Account) to receive advances from IDA, in U.S. dollars at commercial bank under terms and conditions acceptable to the Bank. From the DA UNOPS will: (i) make advance payments to UN Agencies, (ii) payments to suppliers of goods and services; (iii) transfer funds to local currency accounts for payments of goods, works and services.

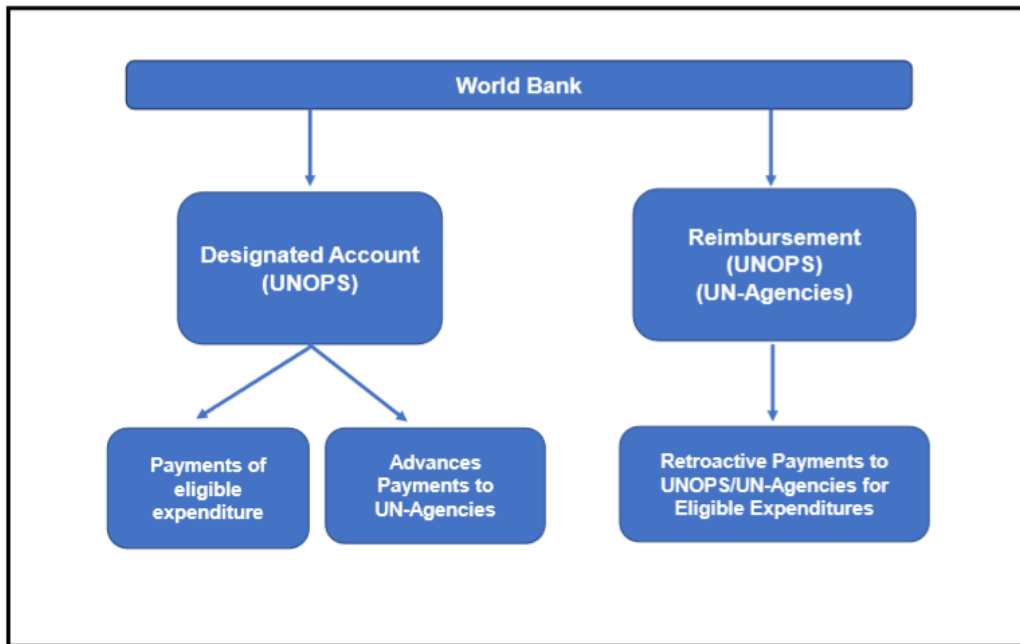
110. An initial advance will be made into the DA upon the effectiveness of the Financing Agreement and at the request of UNOPS. The advances will be the estimated cash requirements to meet the project expenditure for first six months of the project life, as indicated in the initial six-month cash flow forecast. After every subsequent six months, UNOPS will submit the IFRs. In addition, the cash requests at the reporting date will be the amount required for the forecast period



as shown in the approved IFRs less the balances in the DA at the end of every six months.

111. The option of disbursing the IDA funds through reimbursement will also be available. The Bank will issue the Disbursement Letter and Financial Information Letter which will specify the additional instructions for withdrawal of the proceeds of the Grant. The figure below depicts the funds flow mechanism for the proposed Project.

Figure 4: Funds Flow Diagram



Procurement

112. Pursuant to Paragraph 1(b) of Section III.F (Alternative Procurement Arrangements) of the Bank Policy, Procurement in IPF and Other Operational Procurement Matters (“Procurement Policy”), UNOPS will follow their own procurement procedures as approved by the World Bank’s Chief Procurement Officer on May 29th, 2019.

113. Procurement Assessment of UNOPS to Implement the Project. UNOPS Procurement Rules and procedures were assessed against World Bank’s core procurement Principles and Governance requirements, conducted as part of global World Bank engagement by the Operations Policy and Country Services group in July 2016 and follow up findings reviewed in November 2017. The findings revealed that UNOPS’ procurement rules and procedures meet the World Bank’s requirements. In addition, UNOPS will manage the engagement of other UN Agencies through UN-to-UN Agreements and the contracting of INGOs/NGOs and other service providers. UN Agencies envisaged to be engaged include UNICEF, FAO, WFP, WHO, all of whom are active in Zimbabwe and whose procurement rules and procedures meet the World Banks requirements.

114. The World Bank also conducted a supplementary procurement capacity assessment of the UNOPS Regional Office in Nairobi, with a focus on the staffing and experience, procurement oversight arrangement, and general country office



procurement performance. (to be completed once information is submitted).

115. UNOPS has strong experience in managing multi-components and multi-sector projects implemented through a variety of implementing partners, including UN Agencies, contractors, suppliers, service providers, including INGOs/NGOs to achieve a programmatic outcome. UNOPS's global experience shows demonstrable competencies of sound project management and delivery of results in complex environments that required quick mobilization on the ground. A lean PIU would manage the engagement and contracting of UN agencies, INGOs, NGOs, and private sector providers under the APA. UNOPS responsibilities would also include, inter alia, overall coordination of project activities and the work plans, consolidated progress and financial reporting, coordination of M&E, coordination and monitoring of compliance with the ESMF requirements across project's components and agreements (contracts) with the providers of goods, works, and services.

116. **UN Agencies Contracting Modality.** Each UN Lead Technical Agency for the various components and activities will enter into a "UN Agency to UN Agency Agreement" with UNOPS. Under the APA, UNOPS can follow its own procurement regulations that include use of UN-specific contractual and financing templates. The "UN Agency to UN Agency Agreement" template includes the special conditions section that would outline (a) the terms of reference and scope of work for each UN Lead Technical Agency and results to be achieved under each component (in line with the Project Results Framework); (b) corresponding budget; (c) payment schedule and modalities; (d) any specific requirements related to social and environmental safeguards and due diligence; and (d) reporting requirements that would serve as inputs to the UNOPS' consolidated reporting on the Project. To maintain a flexible project resource allocation regime, each of these agreements will be based on the principle of 'notional or indicative maximum amounts' ("Total Funding Ceiling") for each intervention only for the purposes of allowing programming predictability to the respective UN agencies. The amounts may be increased or decreased across project interventions and participating UN agencies, depending on continued need, performance and other criteria set up in the POM. Use of an existing contracting template that is familiar to all participating UN agencies mitigates the risk of delayed negotiations with each agency on the legal and financial terms of the engagement modality. UNOPS has already engaged with the Bank team in customizing the template for the specifics of the proposed project and would start drafting individual agreements to have them ready for the signing immediately after the Board approval of the proposed project. The "UN Agency to UN Agency Agreement" template and the detailed technical annexes for each of participating UN Agency will also be included in the POM that UNOPS is developing on an expedited basis and that will be approved by the Bank.

117. UNOPS will also be responsible for implementation of community infrastructure activities, coordination and reporting on progress of works across components. The Bank will have a supervisory and implementation support role. The Bank will undertake implementation support missions to review implementation progress and achievement of Project objectives. An independent verification agent will be engaged for assessing the performance of partner-implemented programs, including an independent validation of results. The Terms of Reference of the independent verification agent will be agreed upon with the Bank. The Project will maintain MIS as part of a project monitoring system, which entails frequent data collection from the field with the use of geo-enabled digital technology and disruptive technologies where possible and establishing a grievance redress mechanism. These measures will be complemented by field-based community monitors. Progress reports every 6 months will be prepared by UNOPS and submitted to the Bank no later than 45 days after the end of each reporting period. Financial reports will be submitted to the Bank in accordance with the FMFA between the World Bank and UN agencies. Additionally, reports of the independent verification agent will be shared with the Bank. A POM which provides step-by-step procedures on project implementation, including on financial management and procurement will be prepared by UNOPS prior to the



commencement of the Project.

118. **Project Procurement Strategy for Development (PPSD) and Procurement Plan.** A draft PPSD, Work Plan and procurement plan for the project have been prepared and reviewed by the Bank, and will be finalized during implementation in accordance with paragraph A.3 in section III of the World Bank Guidance: “Procurement in Situations of Urgent need of Assistance or Capacity Constraints.” The PPSD further provides justification for the use of APA.

119. **Advance Contracting and Retroactive Financing.** The World Bank has agreed with UNOPS, UN Agencies to be engaged and INGOs to undertake the necessary preparatory work to preposition themselves and be ready to start implementation immediately after the Project becomes effective. All UN Agencies have Long Term Agreements with international and regional providers and have been requested to provide advance notification to providers for critical items that need long lead times. Due to the current depressed country macro-economic situation, agreements with local providers should be reviewed to establish if local capacity still exists. The procurement for all contracts to be considered for retroactive financing under project shall be consistent to UNOPS procurement procedures, rules and regulations agreed under the APA. UNOPS however shall undertake all procurement at its own risk and any World Bank concurrence on the procedures, documentation, or proposal of award of contract would not commit the World Bank to finance the procurement in question, should the Project not be approved by the World Bank’s Executive Board of Directors. For all the contracts signed, including operations cost, reimbursement by the World Bank for cost incurred under the Project prior to the signing of the Financing Agreement, as part of retroactive financing, shall not exceed the agreed ceiling in the Financing Agreement.

120. Furthermore, the World Bank Task Team will ensure due diligence through a rigorous, post-effectiveness retroactive financing review if any such expenditures are claimed, that will include a technical, fiduciary and safeguards eligibility post-review, as required and compatible under Bank policies and procedures and agreed with UNOPS. While expenditure eligible for retroactive financing need not be fully defined presently, typical expenditures for which UNOPS will likely be eligible include the cost of joining the project preparation effort, costs of development of the POM and safeguards surveys and documentation, community infrastructure assessment surveys, etc.

121. **Procurement Risk.** The overall project procurement risk was assessed to be High based on the country situation. The risks and mitigation measures agreed with UNOPS are summarized in below.

122. Procurement risks associated with the proposed Project and the mitigation measures. Risks related to procurement may include delays in emergency response due to UNOPS’ internal approval requirements. This risk will be mitigated by delegation of authority to the UNOPS Office of the Regional Director as needed, and by invoking emergency procurement procedures within UNOPS. Additional procurement risks include: (i) delayed mobilization of UNOPS team, which will be mitigated by agreeing on a time bound mobilization plan with agreed milestones; (ii) inability of various UN agencies and NGOs/INGOs to have the required absorptive capacity for such a rapid intervention, which will be mitigated through forming a consultative forum that includes UN Agencies, NGOs/INGOS, Bank, government and UNOPS to meet and to plan implementation arrangements. In addition, the Project will provide for retroactive financing and advance contracting as needed; and (iii) inability to source various goods, works and services in a timely fashion, which will be mitigated by drawing on existing UN Agency Long Term Agreements and Local Procurement Arrangements that are already in place.



C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

The project is designed to benefit communities affected by the Cyclone Idai and who are prone to future cyclones. Through strengthening of disaster risk management systems and enhancing resilience of the affected communities, the project has the potential to generate positive impacts in the affected districts. Anticipated environmental risks and impacts of the project are associated with the small to medium scale civil works entailing rehabilitation and reconstruction of community infrastructure such as roads, bridges, small dams, school buildings, health care centers, irrigations schemes, water supply and sanitation facilities, and livestock vaccination facilities. Civil works and vaccination related activities will likely generate adverse site-specific risks and impacts such as erosion and sedimentation of rivers from earth works and run-off during the construction phase, disposal and management of large amounts of excavated material generated from construction activities during the construction phase, occupational health and safety of workers both during the construction and operational phases, increased level of dust, noise and vibration from moving of construction vehicles and machinery, and community health and safety risk and pollution of surface and groundwater sources. The anticipated social impacts are mainly positive and are not expected to have irreversible social impacts related to land acquisition, community health and safety and cultural heritage. The potential adverse risks and impacts are related to i) inclusion and management of community expectations and relationships; ii) labor conditions and potential minor labor influx; iii) minor impacts on community health and safety (e.g. road safety, water borne diseases, etc.) and iv) gender-based violence (GBV) and sexual exploitation and abuse (SEA). The risk rating and project design also takes into consideration contextual factors such as the complex context of the post-emergency operation and aggravated vulnerabilities of intended beneficiary population, including food insecurity, loss of life, community cohesion and displacement caused by the cyclone. The GBV risks rating for the project has been classified as Moderate.

The anticipated environmental and social risks and impacts can be mitigated by known measures to be included in the Environmental and Social Management Framework (ESMF) to be prepared by UNOPS, consulted upon and disclosed both in-country and in the World Bank’s Infoshop prior to project implementation. The ESMF will provide the criteria and procedures for screening sub-project investments and guide the preparation of site-specific environmental and social management plans (ESMP). It will also assess the institutional capacity of UNOPS and provide measures for capacity building, and an estimated budget required for implementing the ESMF. Furthermore, to mitigate social risks the project is deliberately designed to ensure the inclusion of vulnerable groups, including women-dependent households, child headed households, disabled, elderly, food-insecure and displaced households. The project has also developed a SEP which is a critical tool for project success and for managing community expectations and relationships in such a complex setting.

Site-specific Environmental and Social Impact Assessments (ESIAs) and their associated Environmental and Social Management Plans (ESMPs) will be prepared during the implementation phase of the project when the nature, scope and geographical location of the sub-projects are known. Relevant management plans such as the Contractor’s Environmental and Social Management Plan (CESMP), Occupational Health and Safety Plan (OHP) and Labor



Management Plan (LMP), Waste Management Plan (WMP) and GBV/SEA action plan will be included in the site-specific ESMPs, reviewed and approved by the World Bank prior to the start of any construction works. Given that majority of the anticipated environmental risks and impacts will occur during the construction phase, the contractor will be contractually bound to prepare and implement the CESMP, OHP/LMP, TMP and WMP consistent with (i) ESS1 on Environmental and Social Impact Assessment (ESIA), (ii) ESS2 on Labor and working conditions, (iii) ESS3 on Resource Efficiency and Pollution Prevention, and (iv) ESS4 on Community Health and Safety.

Social Safeguards

123. **The social risk rating has been classified as moderate in line with the ESF** as the potential adverse risk and impacts on human populations and environment are not likely to be significant as the project activities are site specific, without likelihood of impacts beyond the actual footprint of the Project. The specific project activities are expected to have substantive positive impacts on the communities and are not expected to have irreversible social risks related to land, community health and safety, or cultural heritage. The potential risks and impacts are related to: (i) inclusion of vulnerable/disadvantaged groups and management of community expectations and relationships; (ii) labor conditions and potential minor labor influx; (iii) minor impacts on community health and safety (e.g. road safety, water borne diseases, etc.); and iv) GBV and SEA. The risk rating and project design also takes into consideration contextual factors such as the complex context of the post-emergency operation and aggravated vulnerabilities of intended beneficiary population, including food insecurity, loss of life, community cohesion and displacement caused by the cyclone. The design also considered the possibility of community voluntary land donation. To mitigate forced land donation, the ESMF will outline screening procedures and participatory community/voluntary approaches to land donation. The GBV risks rating for the Project has also been classified as Moderate.

124. To mitigate social risks, the Project is deliberately designed to ensure the inclusion of vulnerable groups, including women-dependent households, child headed households, disabled, elderly, food-insecure and displaced households. The project has also developed a Stakeholder Engagement Plan (SEP) and a GRM as critical tools for project success and for managing community expectations and relationships in such a complex setting. In addition, the Project will develop an action plan to address SEA, GBV and psycho-social support, building on measures already in place, including psycho-social support provided during the emergency will be expanded along with improved pathway for victims of GBV and SEA. All project workers and intended beneficiaries will be required to participate in training on child protection, GBV, and SEA following existing UN procedures already employed in the post-emergency situations.

125. UNOPS has existing capacity to assess and manage environmental and social risks related to the Project activities, and where needed, has access to seamlessly engage technical specialists. UNOPS will ensure that all technical leads have mechanisms in place to ensure inclusive and transparent consultations, rigorous and continuous monitoring to detect evolving risks, and accessible and effective channels for grievances. All technical leads have articulated comprehensive approaches for community consultation and outreach.

Social Accountability and Grievance Redress System

126. **A GRM has been developed which builds on existing procedures** established and will be tailored to the project area by the technical leads and associated organizations. The GRM is designed to address concerns and complaints promptly and transparently with no cost or discrimination towards project affected communities. Reports will be gathered by each technical lead who receive project specific reports, review, record and address the issues. Third party agencies who have established GRMs in the project area may refer resolution to the respective technical leads. GRMs



related to SEA/GBV or child abuse will be referenced to existing service providers in Zimbabwe following a good practice approach, due to the sensitive nature of such cases, already established by the United Nations Population Fund. The Project will have funding to support the referral pathway under the intervention on health. A pathway referral system will be provided in the GBV action plan and provided to all implementing agencies. The GRM works within existing legal and cultural frameworks, providing an additional opportunity to resolve grievances at the local, project level. The technical leads will provide status and nature of grievances in monthly updates to UNOPS and UNOPS will summarize reports in progress reports every six months to the World Bank. UNOPS will maintain a documented record of stakeholder engagement and GRM, including a description of the stakeholders consulted, a summary of the feedback/grievances received and a brief explanation of how the feedback was considered, or the reasons why the issue could not be resolved. The implementing agencies currently participate in weekly coordinating meetings with all UN, NGO and government agencies which take place at the District, Provincial and National level. This engagement is expected to continue throughout the project implementation, albeit with the potential for less frequency as the recovery progresses.

127. Specifically, attention would be given to embedding the GRM within existing community structures, building on traditional conflict resolution practices. Efforts would also be given to have gender parity in its membership to address GBV and other gendered issues. Intense community sensitization and awareness raising regarding all aspects of project operation would be undertaken to ensure full understanding by all stakeholders. Efforts would be given to ensure that implementing staff and local level coordination structures understand their roles and responsibilities and can address grievances, particularly around exclusion and manipulation of targeting and entitlements. Taken together, this is expected to help deepen citizen engagement and reinforce community cohesion. Moreover, because of improved functionalities, the GRM is also expected to provide early warnings on emerging social risks based on effective analysis of the trends of grievances reported.

Environmental Safeguards

128. **The environmental risk classification of the Project is Moderate.** The Project is designed to benefit communities affected by Cyclone Idai. By strengthening DRM systems and enhancing resilience of the affected communities, the Project has the potential to generate positive environmental benefits in the affected districts. Anticipated environmental risks and impacts of the Project are associated with the small-to-medium scale civil works entailing rehabilitation and reconstruction of community infrastructure, such as roads, bridges, small reservoirs, school buildings, health care centers, irrigations schemes, WASH facilities, and livestock vaccination facilities. Civil works and vaccination related activities will likely generate adverse site-specific risks and impacts, such as erosion and sedimentation of rivers from earth works and run-off during the construction phase, disposal and management of large amounts of excavated material generated from construction activities during the construction phase, occupational health and safety of workers both during the construction and operational phases, increased level of dust, noise, and vibration from moving of construction vehicles and machinery, and community health and safety risk and pollution of surface and groundwater sources.

129. Measures to mitigate the anticipated environmental risks and impacts will be included in the ESMF to be prepared by UNOPS, consulted upon and disclosed both in-country and in the World Bank's Infoshop prior to project implementation. The ESMF will provide the criteria and procedures for screening sub-project investments and guide the preparation of site-specific environmental and social management plans (ESMP). It will also assess the institutional



capacity of UNOPS and provide measures for capacity building, and an estimated budget for implementing the ESF.

130. UNOPS has existing capacity to assess and manage environmental and social risks and impacts related to the Project activities, and where needed, has access to seamlessly engage technical specialists. UNOPS will ensure that all technical leads have environmental and social management systems in place to ensure adequate mitigation of environmental and social risks and impacts, inclusive and transparent consultations, rigorous and continuous monitoring to detect evolving risks, and accessible and effective channels for grievances. All technical leads have articulated comprehensive approaches for community consultation and outreach consistent with the relevant Environmental and Social Standards.

V. GRIEVANCE REDRESS SERVICES

131. **Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS).** The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

132. The World Bank acknowledges that ZIRP will be implemented within a context of existing or potential threats that

represent risk to the Project and its constituent activities. **The overall risk for achieving the PDO is rated as Substantial.**

Table 1: ZIRP Risk Ratings by Category

Risk Category	Rating⁴⁵
Political and governance	S
Macroeconomic	H
Sector strategies and policies	M
Technical design of project	M
Institutional capacity for implementation and sustainability	S
Fiduciary	H
Environment and social	M
Stakeholders	M
Other	-
Overall	S

133. **Political and governance risks are rated Substantial.** The political situation in Zimbabwe remains fluid and difficult to predict, while the ongoing economic crisis continues to exacerbate social tensions. Positive steps have been taken by the GoZ, such as the advancement of the Transitional Stabilization Program. However, long-term political stability depends on the government’s ability to respond to current and future climatic and economic shocks, as well as addressing increased social tensions while respecting human rights.

134. **Macroeconomic risks are rated High.** El Nino induced drought, rising inflation, and a volatile exchange rate have undermined economic growth in the country. The economy is heading into recession, exacerbating risks of social tensions and financial sector vulnerabilities. Limited access to external financing due to sizable arrears on external debt constrain Government’s ability to address emerging risks and mitigate the impact on growing numbers of poor. Planned substantial fiscal adjustment, supported by an IMF Staff Monitored Program, and continuation of structural reform agenda outlined in the Government’s Transitional Stabilization Program are likely to support the macroeconomic stabilization.

135. **Fiduciary risks are rated High.** This is largely attributable to country specific weak funds flow and banking systems, particularly at the implementation level in Zimbabwe characterized by Anti Money Laundering risks. In addition, this includes inadequate financial management capacities at the community level to spend and account for the funds correctly and on a timely basis and potential beneficiaries’ inclusion and exclusion errors in the context of the emergency situation.

136. **Institutional capacity for implementation and sustainability risks are rated Substantial,** given the relative uniqueness of the proposed implementation arrangements of not working through government but directly through UN agencies. These risks will be monitored closely over implementation, through routine Implementation Support Missions (ISMs), interspersed with technical missions, to be conducted jointly by the World Bank and UNOPS, which will identify and agree mitigation measures to be taken by the Project. Thus, closer than usual implementation support and direct management level decision making by the Bank will be a key strategy to mitigate these risks, together with maintaining close triangular relationships with GoZ and UN agencies, making use of the Bank’s convening power and mandate.

⁴⁵ High (H); Substantial (S); Moderate (M); Low (L).



Table 2: Risk Mitigation Measures

Risk	Mitigation Measure
Political and governance	<ul style="list-style-type: none"> • Continuous monitoring of political and governance risks • Routine briefing and coordination with GoZ • Engaging reputable civil society organizations
Macroeconomic	<ul style="list-style-type: none"> • Continuous monitoring of macroeconomic risks • Requiring suppliers to use US\$ to mitigate inflation risks • Using trusted mobile service providers for cash programming
Fiduciary	<ul style="list-style-type: none"> • Strengthening beneficiary identification and enrolment systems through use of biometric systems • Strengthening existing framework agreements with third party Payment Service Providers to facilitate delivery of payments and services • Deployment of Independent Verification Review arrangements complemented by field-based community monitors • Strengthening the existing implementing partner Internal Risk Management • The designated account will be opened and managed from Copenhagen; as a result, the project funds will not be subject to macroeconomic conditions
Environmental and social standards	<ul style="list-style-type: none"> • Appointing a Senior Environment and Social Officer for the Project to be full time dedicated to the project. • Any proposed activities that will induce involuntary resettlement impacts will be ineligible for project financing. The ESF will outline screening procedures and participatory community/voluntary approaches to land donation • Coordinating all rehabilitation with cross-sectoral committees or working groups • Preparing an ESMF which establishes procedures for screening E&S risks and impacts of sub-projects, preparation of site-specific ESIA/ESMPs, including management and monitoring of mitigation measures, CESMPs and Environmental Codes of Practices (ECOPs) satisfactory to the World Bank • Developing and implementing a SEP (draft SEP prepared) and set aside budget to manage community expectations and relationships • Developing and implementing the arrangements for the grievance mechanism, as part of the SEP • Developing and implementing Labor Management Procedures (LMP) • Developing and implementing an action plan to address SEA, GBV, and psycho-social support, building on measures already in place, including psycho-social support provided during the emergency will be expanded along with improved pathway for victims of GBV and SEA • Requiring all project workers and intended beneficiaries to participate in training on child protection, GBV and SEA following existing UN procedures already employed in the post-emergency • Developing and implementing E&S procedures for managing contractors and subcontractors • Developing a project-specific centralized beneficiary database building on existing registries.
Stakeholders	<ul style="list-style-type: none"> • Routine briefings to government of implementation progress



	<ul style="list-style-type: none">• Using a flexible approach to adapt to changes during implementation• Streamlining coordination through existing coordination structures (village, district, and provincial levels), such as the cluster system (e.g., Cash Working Group), and building on existing partner assessments• Developing a project-specific centralized beneficiary database building on existing registries• Bilateral and multilateral GoZ engagement for coordination and strategic dialogue, including through the proposed implementation arrangements (consultative group, etc.)• Establishment of Grievance Redressal Mechanisms• Raising of trust funds to support government-led coordination
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VII. RESULTS FRAMEWORK AND MONITORING

Results Framework
COUNTRY: Zimbabwe
Zimbabwe Idai Recovery Project

Project Development Objectives(s)

The Project Development Objective (PDO) is to address the early and medium-term resilient disaster recovery needs of cyclone-affected people

Project Development Objective Indicators

Indicator Name	DLI	Baseline	End Target
Emergency livelihood assistance for early recovery provided			
Number of people benefiting from conditional and unconditional cash transfers for food (Text)		0.00	67,000-95,700
Number of women and girls benefiting from conditional and unconditional cash transfers for food (Text)		0.00	33,500-47,900
Number of people benefiting from conditional and unconditional cash transfers for food among female-headed households (Text)		0.00	26,800-38,300
Number of displaced people benefiting from conditional and unconditional cash transfers for food (Text)		0.00	13,400-19,100
Agricultural crop and livestock production restored			
Number of households benefiting from provision of agricultural inputs and livestock support (Text)		0.00	9,900 - 14,200
Number of female-headed households benefiting from		0.00	4,000 - 5,700



Indicator Name	DLI	Baseline	End Target
provision of agricultural inputs and livestock support (Text)			
Damaged community infrastructure rehabilitated			
Number of people benefiting from rehabilitated community infrastructure and risk reduction interventions (Text)		0.00	147,000-210,000

Intermediate Results Indicators by Components

Indicator Name	DLI	Baseline	End Target
Providing emergency food assistance and nutrition for early recovery			
Number of community assets rehabilitated under the food-for-assets program (Text)		0.00	10 - 15
Number of vulnerable people targeted under the unconditional cash transfer program (Text)		0.00	44,700-63,800
Number of vulnerable women and girls targeted under the unconditional cash transfer program (Text)		0.00	22,300-31,900
Number of vulnerable people targeted under the unconditional cash transfer program among female-headed households (Text)		0.00	9,000-12,800
Restoring agricultural crop and livestock production			
Number of livestock treated or vaccinated (Text)		0.00	2,068,200 - 2,954,500
Accelerating the revitalization of basic health service provision			
Number of people provided with healthcare support (Text)		0.00	83,300 - 119,000
Rehabilitating communal WASH services			
Number of households with restored access to water and sanitation services (Text)		0.00	10,000-14,400



Indicator Name	DLI	Baseline	End Target
Restoring communal irrigation schemes in support of agrarian livelihoods			
Number of irrigation schemes rehabilitated with O&M plans and commercial plans (Text)		0.00	7 - 9
Rehabilitating damaged community schools			
Number of students benefiting from restored community schools and education services (Text)		0.00	3,200-4,500
Number of girl students benefiting from restored community schools and education services (Text)		0.00	1,500 - 2,200
Rehabilitating damaged community infrastructure and risk mitigation infrastructure			
Number of kilometers of community roads rehabilitated to improved standards of resilience (Text)		0.00	142 - 203
Number of wards with risk mitigation infrastructure constructed (Text)		0.00	14 - 20
Citizen Engagement			
Beneficiaries that report that their communities were consulted and their project-related grievances were addressed (Percentage)		0.00	75.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of people benefiting from conditional and unconditional cash transfers for food	Number of people benefiting from conditional cash transfers, plus number of people benefiting from	Biannual	WFP	WFP progress report	WFP



	unconditional cash transfers (considering a household size of 4.2 persons per household)				
Number of women and girls benefiting from conditional and unconditional cash transfers for food	Number of women and girls benefiting from conditional and unconditional cash transfers.	Biannual	WFP	WFP progress report	WFP
Number of people benefiting from conditional and unconditional cash transfers for food among female-headed households	Number of people benefiting from conditional cash transfers, plus number of people benefiting from unconditional cash transfers, among female-headed households.	Biannual	WFP	WFP progress report	WFP
Number of displaced people benefiting from conditional and unconditional cash transfers for food	Cyclone-displaced persons benefited through conditional and unconditional cash transfers.	Biannual	WFP	WFP progress report	WFP
Number of households benefiting from provision of agricultural inputs and livestock support	Number of households benefiting from provision of agricultural inputs (6,080), plus number of households benefiting from livestock support (8,144).	Biannual	FAO	FAO progress report	FAO
Number of female-headed households benefiting from provision of agricultural inputs and livestock support	Number of female-headed households benefiting from provision of agricultural inputs, plus number of women-headed households benefiting from livestock	Biannual	FAO	FAO progress report	FAO



	support.				
Number of people benefiting from rehabilitated community infrastructure and risk reduction interventions	Number of people with restored access to water and sanitation, irrigation schemes, road schemes, and risk mitigation infrastructure.	Biannual	UNOPS	UNOPS progress report	UNOPS

Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of community assets rehabilitated under the food-for-assets program	WFP Food for Assets Program engaging vulnerable households, with available labor, in resilience building public works and community asset creation/rehabilitation activities	Biannual	WFP	WFP progress report	WFP
Number of vulnerable people targeted under the unconditional cash transfer program	Food assistance to meet basic food requirements to cyclone affected individuals.	Biannual	WFP	WFP Progress Report	WFP
Number of vulnerable women and girls targeted under the unconditional cash transfer program	Food assistance to meet basic food requirements to cyclone affected women and girls	Biannual	WFP	WFP progress report	WFP
Number of vulnerable people targeted under the unconditional cash transfer program among female-	Food assistance to meet basic food requirements to cyclone affected people	Biannual	WFP	WFP progress report	WFP



headed households	among female headed households.				
Number of livestock treated or vaccinated	Intervention will finance the treatment and vaccination of 959,500 cattle, sheep and goats, and the vaccination of 1,995,000 birds. The treatment of livestock will consist in the de-worming of livestock and the vaccination of livestock will consist in the delivery of doses of Branthax vaccine to protect cattle against anthrax, botulism and black leg, lumpy skin (for cattle), and doses of New Castle Disease (poultry).	Biannual	FAO Progress Report	FAO progress report	FAO
Number of people provided with healthcare support	People who have received essential health, nutrition, and population (HNP) services. This includes Women Attending ANC Before 16 Weeks (1,425), Women Attending 8+ ANC Visits (3,458), Institutional Normal Deliveries (1,500), Women Using Family Planning (Long Term Methods) (12,743), Women Using Family Planning (Short Term Methods) (11,650),	Biannual	WHO	WHO progress report	WHO



	Children Accessed for Growth (Monitoring & Nutrition Promotion) (57,382), Women Receiving HIV Syphilis RPR (5,700), Hypertension Cases Diagnosed (500), Sexually Abused Individuals Initiated on PEP (500), Children Fully Immunized (PCC) (3,500), Women Attending Two PNC (2,394), Children Receiving Vitamin A Supplementation (17,276), Pediatric TB Cases Notified (1,200).				
Number of households with restored access to water and sanitation services	Intervention will support community-led rehabilitation of communal water and sanitation systems in line with build-back-better and protection standards, including for toilets/latrines, boreholes and small piped scheme	Biannual	UNICEF	UNICEF progress report	UNICEF
Number of irrigation schemes rehabilitated with O&M plans and commercial plans	Intervention will support community-led restoration of 19 damaged irrigation schemes in compliance with build-back-better standards, including the (a) reconstruction of storm drains, contours, terraces,	Biannual	FAO	FAO progress report	FAO



	waterways, water diversion structures in micro-catchments , (b) reclamation of gullies by constructing gabions, (c) desilting of weirs, and (d) revitalization of irrigated land, including the use of water and energy efficient technologies.				
Number of students benefiting from restored community schools and education services	This intervention will rehabilitate damaged primary and secondary community schools in compliance with build-back-better standards, including classrooms and lab facilities. This includes procurement of teaching and learning materials, such as textbooks, science kits, and school furniture. In addition, the intervention will provide psycho-social support to teachers and students in Chipinge and Chimanimani Districts, as well as the integration of psycho-social support as part of an in-service teacher training program so that teachers are able to offer psycho-social support in both	Biannual	UNOPS	UNOPS progress report	UNOPS



	disaster and post disaster periods.				
Number of girl students benefiting from restored community schools and education services	This intervention will rehabilitate damaged primary and secondary community schools in compliance with build-back-better standards, including classrooms and lab facilities. This includes procurement of teaching and learning materials, such as textbooks, science kits, and school furniture. In addition, the intervention will provide psycho-social support to teachers and students in Chipinge and Chimanimani Districts, as well as the integration of psycho-social support as part of an in-service teacher training program so that teachers are able to offer psycho-social support in both disaster and post disaster periods. This indicator targets girl students specifically.	Biannual	UNOPS	UNOPS progress report	UNOPS
Number of kilometers of community roads rehabilitated to improved standards of resilience	Rehabilitation of roads which need to be climate-proofed against possible	Biannual	UNOPS	UNOPS progress report	UNOPS



	future climatic shocks.				
Number of wards with risk mitigation infrastructure constructed	Current infrastructure to be protected through embankments and slope protection measures.	Biannual	UNOPS	UNOPS progress report	UNOPS
Beneficiaries that report that their communities were consulted and their project-related grievances were addressed	Beneficiaries that report that their communities were consulted and their project-related grievances were addressed	Biannual	Progress reports	Progress reports	UNOPS, FAO, UNICEF, WHO, WFP



ANNEX 1: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Zimbabwe
Zimbabwe IDAI Recovery Project

Strategy and Approach for Implementation Support

1. **The proposed Project is an emergency operation processed under Section III Paragraph 12, *Projects in Situations of Urgent Need of Assistance or Capacity Constraints* of the “Bank Policy: Investment Project Financing.” and uses a UN agency (UNOPS) as a Project Implementation Unit (PIU), with onwards subcontracting to other UN Technical Lead Agencies under the Project. However, it is multi-sector in nature and must deliver very quick results on the ground.** The Project will be subject to UNOPS fiduciary policies and procedures in view of the application of the FMFA, and the APA. The World Bank safeguard policies and procedures will however fully apply. Regarding fraud and corruption, the Board decision is sought for a waiver of paragraph 20 of BP 10.00 on application of the World Bank’s Anti-Corruption Guidelines to the UN agencies, (see section G under Implementation Arrangements).
2. Given the above, an intensive implementation support regime is proposed by the team. This means that other than the routine six-monthly implementation support missions and a mid-term review mission, several technical missions will be conducted by various sector experts covering the various interventions. While the Bank’s involvement in procurement will be less rigorous than normal due to the use of the APA, safeguards compliance will require intensive Bank support owing to the relative unfamiliarity of both Bank and UNOPS staff on applying the Environmental and Social Framework (ESF) in the complex FCV setting and to this urgent emergency operation.
3. While other project risks range from substantial to moderate, fiduciary risks are rated High, due to weak funds flow and banking systems, and inadequate financial management capacities at the community level. Hence a key element of the Bank’s implementation support strategy would be to monitor these risks closely over the project duration. The Bank team will conduct routine risk reviews through Implementation Support Missions (ISM), to be conducted jointly by the World Bank and UNOPS, with participation from the other constituent UN Agencies, to identify and agree mitigation measures to be taken by the Project.

Implementation Support Plan and Resource Requirements

4. **UNOPS will field a strong multi-disciplinary team to carry out its dual project management functions across the UN agencies and their own implementation of community infrastructure works spread across various interventions.** UNOPS will establish offices in Harare and Mutare, with support from its multi-country office in Nairobi, Kenya, and its regional office in Copenhagen, Denmark.
5. Since some of the UNOPS functions will be centralized or supported through Nairobi or Copenhagen, the Bank teams will have to engage with all three tiers of UNOPS teams in Zimbabwe, Kenya and Denmark, which will further intensify the rigor of implementation support.

World Bank Implementation Support Functions

6. **The World Bank will conduct implementation support missions at least biannually to:** (a) review implementation



progress and achievement of PDO and intermediate indicators; (b) provide support for any implementation issues that may arise; (c) provide technical support related to project implementation, achievement of results, and capacity building; and (d) discuss relevant risks and mitigation measures.

- 7. **The World Bank team comprises specialists in the areas of social protection, disaster risk management, health, agriculture, water resources, irrigation and WASH, education, operations, financial management, procurement, social and environment safeguards, and administration.** World Bank operational and fiduciary staff are based in South Africa, Zimbabwe, USA, and other countries in the Africa region, which will facilitate implementation support and ad hoc problem solving as needed. Regarding specific technical support, experts may be recruited as deemed necessary during project implementation.
- 8. **The following Implementation Support Plan (ISP) reflects the preliminary estimates of the skill requirements, timing, and resource requirements over the life of the Project.** Keeping in mind the need to maintain flexibility over Project activities from year to year, the plan will be reviewed annually to ensure that it continues to meet the implementation support needs of the Project.

Table 3: Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimate (labor + mission)	Partner Role – UNOPS & UN Agencies
First 0-12 months	<ul style="list-style-type: none"> • Project launch • Initialization of Project components – particularly for early recovery • FM systems functioning effectively • Procurement practice • Monitor implementation of Project activities 	<ul style="list-style-type: none"> • Team lead & DRM Specialist (DC) • Co Team lead (ZIM) • FM, Procurement • Safeguards Specialist • Social Protection Specialist • Agriculture, Livestock, Health, Water Resources, Irrigation and WASH Specialist/s 	<ul style="list-style-type: none"> • US\$150,000 	<ul style="list-style-type: none"> • UNOPS to prepare project launch • Operationalization of the Project Operational Manual • UN Agencies for early recovery component to quickly implement rapid disbursing components • Prepare comprehensive Project progress and results monitoring reports in advance of each mission • Update implementation and procurement plans routinely • Organize field visits



12-24 months	<ul style="list-style-type: none"> • Monitor implementation of Project activities - with focus on medium term recovery • FM, Procurement, Safeguards • Mid-term Review 	<ul style="list-style-type: none"> • Team lead & DRM Specialist (DC) • Co Team lead (ZIM) • FM, Procurement • Safeguards Specialist • Water Resources, Irrigation and WASH Specialist/s 	<ul style="list-style-type: none"> • US\$125,000 	<ul style="list-style-type: none"> • In addition to be above, prepare Mid-term Review (MTR) of the Project
24-48 months	<ul style="list-style-type: none"> • Monitor implementation of Project activities - with focus on medium term recovery • FM, Procurement, Safeguards • Project Closing and Implementation Completion and Results Report - ICR 	<ul style="list-style-type: none"> • Team lead & DRM Specialist (DC) • Co Team lead (ZIM) • FM, Procurement • Safeguards Specialist • Water Resources, Irrigation and WASH Specialist/s 	<ul style="list-style-type: none"> • US\$125,000 	<ul style="list-style-type: none"> • In addition to the above, facilitate Project Closing & ICR preparation

Table 4: Skills Mix Required

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
<ul style="list-style-type: none"> • Team lead & Co team lead • DRM Specialists and Consultants • FM, Procurement • Safeguards Specialist • Social Protection Specialist & Local Consultant • Agriculture, Livestock, Health, Water Resources, Irrigation and WASH Specialist/s 		<ul style="list-style-type: none"> • Routine implementation support missions August 2019 Feb 2020 October 2020 March 2021 November 2021 June 2022 	<ul style="list-style-type: none"> • Project will likely become effective by mid-July 2019 with the first mission occurring by the start of August 2019 • Ensure safeguard arrangements are built into implementation plans • Review implementation, commitment and disbursement status • Ensure safeguards arrangements are built into implementation plans • Support to monitor progress of activities, in-depth technical review of implementation;



			make adjustments to implementation plan if needed • Support to monitor progress of activities, in-depth technical review of implementation
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ANNEX 2: DETAILED PROJECT DESCRIPTION

COUNTRY: Zimbabwe Zimbabwe IDAI Recovery Project

- This section summarizes the structure of the proposed Project, and the component descriptions below are meant to give a fair idea of the Project.** More detailed and comprehensive information regarding the Project's design and component descriptions will be included in the Project Operational Manual (POM).
- Component 1: Providing Immediate Support for Cyclone Recovery (US\$27 million):** This component will provide immediate and integrated livelihoods and healthcare solutions to the affected people, including:
 - Restoring livelihoods and providing food and cash assistance for the most vulnerable:*⁴⁶ This intervention will provide food assistance through unconditional cash transfer, targeting affected and vulnerable households (includes labor constrained households). This intervention will also provide cash-for work (conditional) to provide food assistance⁴⁷ to vulnerable households across affected districts in exchange for low-skilled manual labor for simple light works (equipment will only be used for transport), such as debris removal, replanting vegetation, and collecting debris materials for reconstruction;
 - Under this intervention, the provision of cash transfers in US\$ will be considered to mitigate inflation risks faced by households in the development of the Project Operational Manual (POM), particularly vis-a-vis the targeting and transaction-making procedures being developed. The on-ground consensus from partners in the field already engaged in cash transfers is the use of electronic mobile transfers of money to beneficiaries, and on potentially moving to US\$. Such mobile cash transfers will be considered in areas where food markets are assessed to be functioning; in areas with nonfunctional markets, direct food will be provided to project beneficiaries. This will be further elaborated in the POM. Finally, the exact targeting mechanisms for cash transfers will also be elaborated in the POM, together with appropriate risk mitigation measures against mistargeting and potential leakages;
 - Restoring agricultural crop and livestock production:* This intervention will provide agricultural inputs such as maize, sorghum, cowpea, and horticulture crops to small farmer households and for community gardens, providing a nutritious source of food before the main harvest. This intervention will also re-stock livestock, poultry, and small ruminants, while also providing supplementary feedings to breeding stock of vulnerable households and veterinary services to ensure the good health of livestock; and
 - Accelerating the revitalization of basic health service provision:* This intervention includes the provision of a basic package of health services, and referral pathways related to Gender-Based Violence (GBV)/Sexual Exploitation and Assault (SEA) and child protection measures.
- Targeting:** Beneficiary selection will use both geographic and community-based approaches, prioritizing

⁴⁶ WFP defines food assistance as either in-kind or cash transfers to cover the cost of a minimum food basket (determined as per the market functionality assessment). Best practice indicates that in-kind food transfers should only be utilized where markets are not functional, otherwise they could risk suppressing demand for local agricultural production and trade.

⁴⁷This intervention may also potentially consider providing building materials to people instead of cash in selected areas to facilitate housing reconstruction.



vulnerable groups and drawing on the SCOPE database and UN Inter-Agency Joint Verification Assessment (May 2019, and based on the minimum food expenditure basket). A database on potential beneficiary targets will be developed by FAO to identify targeted beneficiaries in line with centralized project-specific targeting and information management systems.

4. **Component 2: Enabling Medium-term Cyclone Recovery and Resilience-building (US\$33.4 million):** This component will support the rehabilitation of critical community infrastructure such as water and sanitation systems, irrigation networks, community schools and community roads as well as community level structural mitigation efforts for risk reduction, such as slope protection and environmental rehabilitation. These may include:
 - *Rehabilitating communal WASH services:* This intervention will support community-led rehabilitation of communal water and sanitation systems in line with protection standards,⁴⁸ including for toilets/latrines, boreholes, small piped schemes fed by boreholes or springs, ancillary infrastructure, and solid waste facilities—targeting schools, clinics, and households as well as the distribution of hygiene kits;
 - *Restoring communal irrigation schemes in support of agrarian livelihoods:* This intervention will support community-led restoration of damaged irrigation schemes such as the reconstruction of storm drains and waterways, the reclamation of gullies and desilting of weirs, etc.;
 - *Rehabilitating damaged community schools:* This intervention will rehabilitate and re-equip damaged primary and secondary community schools, as well as provide technical assistance for the restoration of teaching services; and
 - *Rehabilitating damaged community infrastructure and providing community risk mitigation solutions:* This intervention will primarily: (a) rehabilitate community roads and other miscellaneous community-level social and productive infrastructure to improved climate proofing standards; (b) identify and carry out community risk reduction and protection works such as reprofiling landslip debris, soil stabilization (terracing, replanting of vegetation), rehabilitating retaining walls, culverts, gullies, embankments, small reservoirs and storm-water drainage; (c) replanting the debris areas and afforestation, and; (d) rehabilitation of damages to small-and-medium enterprises and their re-equipping.
5. **Component 3: Providing Project Management and Technical Assistance (US\$8.6 million):** This will include:
 - *Project Management:* This will include project management support for UNOPS, for overall coordination and oversight functions and for centralized project services, across all components, such as M&E, safeguards and quality assurance, grievance redressal, GBV, SEA and referral and protection systems, and for engaging an independent verification agent for project results validation; and
 - *Technical Assistance (TA):* Under the Project, this will include a range of activities that will be progressively determined on a needs basis, to facilitate the strengthened implementation of the various project interventions. These could include but not necessarily be restricted to: (a) community risk assessments and monitoring and preparedness planning; (b) enhancing existing systems for displacement monitoring and targeting and conduct of IDP intention surveys; (c) health information and epidemic surveillance systems, and; (d) strengthening project strategic communications and citizen engagement.

⁴⁸ Includes female and child-friendly spaces.