

Midterm Review of the R4 Rural Resilience Programme 2021- 2023 and the Urban Food Security and Resilience Building Programme 2020-2023

Final report

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Acronyms

| | |
|----------|--|
| AGRITEX | Department of Agricultural, Technical and Extension Services (Zimbabwe) |
| ANCHORS | Accelerating New Community-based Holistic Outcomes for Resource Sustainability (USAID) |
| AQZ | Aquaculture Zimbabwe |
| CA | Conservation agriculture |
| CAD | Canadian dollar |
| CARL | Climate Adaptation Rural Livelihoods (programme, Sida) |
| CASU | Conservation agriculture scaling-up (project) |
| CATSP | Comprehensive Agriculture Transformation Support Programme (Government of Zambia) |
| CAWEP | Climate Adaptation Water and Energy Infrastructure Programme (FCDO) |
| CBT | Cash based transfer |
| CELUCT | Chikukwa Ecological Land Use Community Trust |
| CHEP | Copperbelt Health Education Project |
| CIMMYT | International Maize and Wheat Improvement Centre |
| CNFA | Cultivating New Frontiers in Agriculture |
| CO | Country office (WFP) |
| COVID-19 | Corona virus immune disease 2019 |
| CP | Cooperating Partner |
| CSA | Climate Smart Agriculture |
| CSI | Coping strategy index |
| CTDO | Community Technology Development Organisation |
| CUTS | Consumer Unity and Trust |
| DAPP | Development Aid from People to People (Zambia) |
| DCA | DanChurchAid |
| DDRC | District Drought Relief Committee |
| DFID | Department for International Development (UK, now FCDO) |
| DR | Desk Research |
| DROPP | Drought resilience to overcome poverty project |
| ECHO | European Commission Humanitarian Aid & Civil Protection |
| ECODIT | International development company |
| EQ | Evaluation question |
| ERVHIZ | Enhanced Resilience for Vulnerable Households in Zimbabwe (FAO) |
| EUR | Euro |
| FAO | Food and Agricultural Organisation |
| FARM | Fostering Agribusiness for Resilient Markets (USAID) |
| FCDO | Foreign, Commonwealth, and Development Office (United Kingdom) |
| FES | Food expenditure share |
| FFA | Food assistance for assets (project) |
| FGD | Focus group discussion |
| FISP | Farmer input support programme (Zambia government) |
| GALS | Gender action learning system |
| GBP | Great Britain Pounds Sterling |

| | |
|----------|---|
| GBV | Gender based violence |
| GCF | Green Climate Fund |
| GOAL | International humanitarian organisation (Zimbabwe) |
| HA | Humanitarian aid |
| HIV | Human immunodeficiency virus |
| ICRM | Integrated risk management programme |
| IFAD | International Fund for Agricultural Development |
| IGA | Income generating activities |
| IP | Implementation partner |
| ISAL | Internal savings and lending (group) |
| KII | Key informant interview |
| KOICA | Korean International Cooperation Agency |
| LEAD | Linkages for the Economic Advancement of the Disadvantaged (project) |
| LEAD | Local Empowerment to Advance Development (USAID) |
| LNOB | Leave no one behind |
| M&E | Monitoring and evaluation |
| MDD-W | Minimum dietary diversity - women |
| MDTC | Mwenezi Development Training Centre |
| MEL | Monitoring, evaluation and learning |
| MoLAFWRD | Ministry of Lands, Agriculture, Water, Climate, and Rural Resettlement |
| MoU | Memorandum of understanding |
| MSME | Micro-, small- and medium-sized enterprises |
| MTR | Mid-term review |
| OECD DAC | Organisation for Economic Cooperation and Development, development assistance committee |
| OYE | Opportunities for Youth Employment (SNV) |
| PAR | Portfolio at risk |
| PLWD | People living with disabilities |
| PLWH | People living with HIV/AIDS |
| Q&A | Questions and answers |
| QDA | Quantitative data analysis |
| R4 | Rural Resilience Initiative (project) |
| RBJ | Regional Bureau Johannesburg (WFP) |
| SACCO | Savings and credit cooperative organisation |
| SAFE | Stopping Abuse and Female Exploitation (programme) |
| SCRALA | Strengthening climate resilience of agricultural livelihoods (GCF) |
| SDC | Swiss Agency for Development Cooperation |
| SGBV | Sexual and gender-based violence |
| SIDA | Swedish International Development Agency |
| SIFAZ | Sustainable Intensification of Smallholder Farming Systems in Zambia (EU, FAO) |
| SMART | Specific, measurable, attainable, relatable to key stakeholders and time bound |
| SME | Small and medium size enterprises |
| SNV | Netherlands Development Organisation |

| | |
|---------|---|
| TA | Technical assistance |
| Tba | To be advised |
| ToC | Theory of change |
| TRALARD | Transforming Landscapes for Resilience and Development (World Bank) |
| TSURO | Towards Sustainable Use of Resources Organisation (Zimbabwe) |
| UFSRBP | Urban Food Security and Resilience Building Programme (project) |
| UNCERF | United Nations Central Emergency Relief Fund |
| UNDP | United Nations Development Programme |
| UPLIFT | Uplifting women and girls toward economic opportunity (USAID) |
| USAID | United States Agency for International Development |
| USD | United States dollar |
| VFZ | Vision Fund Zambia |
| WARMA | Water Resource Management Authority (Zambia, re. SCRALA) |
| WASH | Water, sanitation and hygiene |
| WFP | World Food Organisation |
| WHH | WeltHungerHilfe |
| WII | Weather index insurance |
| YETT | Youth Empowerment and Transformation Trust |
| ZANACO | Zambia National Commercial Bank |
| ZELA | Zimbabwe Environmental Law Association |
| ZIMREF | Zimbabwe Reconstruction Fund |
| ZMB | Zimbabwe Women's Bank |
| ZRBF | Zimbabwe Resilience Building Fund (EU et.al.) |

Summary

The Combined Mid-term Review (MTR) of the R4 Rural Resilience Programme 2021 - 2023 and the Urban Food Security and Resilience Building Programme (UFSRBP) 2020-2023, commissioned by the Swiss Agency for Development and Cooperation (SDC) in Zimbabwe, covers resilience programming activities in both Zimbabwe and Zambia. The MTR is to assist SDC understand the performance of its resilience interventions and draw lessons that have been learned and applied in the programme in both rural and urban settings.

The assignment includes a review of the 'resilience landscape' in Zambia and Zimbabwe; that review is reported on separately, and – combining the landscape review with lessons and recommendations from this report – the resilience landscape review report includes the entry points or recommendations for future resilience programming.

The objective of the MTR is to assess the results, experiences, gaps and opportunities realized over the course of Switzerland's support.

The review presents detailed conclusions on the effects of both programmes and identifies signs of impact, gaps and opportunities, lessons learned and good practices that are applied in the programmes.

This recommendations in this report focus on the adaptation of the on-going UFSRBP and R4 programmes. Recommendations for Switzerland's future work in Resilience in Zimbabwe and Zambia are presented in a separate report: 'Resilience landscape analysis in Zambia and Zimbabwe'.

This review is built on guiding principles including ethics, Do No Harm, considering safeguarding risks, and the evidence-based methodology includes desk review, reconstruction of theories of change (ToC), interviews, focus group discussions and cocreation workshops; findings were triangulated, and the contribution of the programmes were assessed against the ToCs.

UFSRBP – The urban programme is implemented by WFP with, DanChurchAid (Bulawayo), Mercy Corps (Mutare) and WeltHungerHilfe (Gweru) as implementing partners (IP). It is delivered in the cities of Bulawayo, Mutare and Gweru.

R4 – The rural programme is implemented in rural areas in Zambia and Zimbabwe. In Zambia the programme is implemented by WFP with the Zambia Meteorology Department, Vision Fund Zambia, Self Help Africa and Mayfair Insurance, and Development Aid from People to People (DAPP). Partners in Zimbabwe have included SNV, CIMMYT, AGRITEX, Old Mutual, Aquaculture Zimbabwe, Mwenezi Development Training Centre, Community Technology Development Organization, GOAL International, Blue Marble, Pula, Acre Africa and Tree of Life.

UFSRBP key findings and conclusions

Relevance

The programme is relevant to the objectives of the Government of Zimbabwe and development partners for economic and social development, reducing urban poverty, increasing food security and for addressing environmental and climate change challenges. It is also relevant to and responded well to the needs of the poor to address hunger, poverty and unemployment. Some activities, however, were not well suited to the conditions of target groups (e.g. in urban areas, land and water constraints) or the characteristics or priorities of some target groups.

Coherence

Effective coordination between various national-level resilience programmes in Zimbabwe is limited, lacking a functioning national resilience platform, and various sub-national platforms and insufficient prioritisation of resilience building needs of the urban poor. Neither do programme actors have sufficient access to existing national platforms. A significant gap in coordinating with Government was that the programme did not include Government in the pre-design and design stages which resulted in limited understanding and ownership. At

subnational level, coordination is stronger, with Provincial Secretaries providing some coordination which minimises programming duplications. Development partners also call coordination meetings, but these tend to be more ad hoc. Within the programme, coordination amongst implementing partners is currently adequate, but coordination challenges occurred in the early stage of the programme which affected programme implementation and M&E, causing inefficiencies and frictions due to diverging approaches. WFP is perceived to have a stronger focus on food security, whilst other implementing partners are perceived to have more focus on resilience. In addition, the short-term contracting arrangements with IPs created significant challenges to coordinating the planning and implementation continuity of the programme. The short-term contracts were in part due to the closing off of WFP's previous strategic cycle and the opening of the next cycle in June 2022 which required closing off existing IP contracts and opening fresh ones. Whilst this internal organisational requirement met WFP's internal needs, there does not appear to have been sufficient provision for ensuring that programme activities could proceed smoothly whilst the cycle changeover was happening.

Effectiveness

At this stage, results are still emerging, but there is nonetheless progress towards outcomes:

- Cash based transfers have helped the most vulnerable to meet their basic food requirements.
- Support for income-generating activities (IGA) has contributed to increasing and diversification of household income, reduced vulnerability, and reduced negative social behaviours; demonstration plots have increased the use of climate smart agriculture (CSA) methods, and this also contributed to the adoption of urban agricultural policies.
- The internal savings and lending (ISAL) groups have enhanced access to finance especially for women, and their participation in these group is empowering.
- Increased access to markets has enhanced and diversified income streams and positively influence food security.

Some IGA did not achieve their intended results, noticeably the hydroponics IGA (due to lack of water in some urban areas and the high cost of inorganic solutions/fertilisers) and the energy efficient stoves (too expensive). The results for women have also been constrained by social norms and the programme's approach to inclusivity. In a few instances the cash-based transfers caused gender-based violence (GBV), but in other cases the transfers helped to improve relationships at household level, reduce tension.

The achievement of these results has been supported by good working relationships between the programme and local authorities, however, there is little evidence on how communities have been empowered to influence public resilience programming.

Results have been negatively affected by the macro-economic environment in Zimbabwe, and the political environment saw the CBT activities being suspended for a year and the resilience activities for six months in Mutare, having serious negative consequences for beneficiaries.

Results have also been negatively affected by the short-term contracting arrangements between WFP and implementing partners, which has in some instance resulted in implementation models and timeframes being rearranged to fit contracting time frames, periods of downtimes in programme activities as well as IGA not being sufficiently customised to urban contexts or specific types of beneficiaries. Layering and sequencing has mostly been effective, but there have been gaps due to some activity inputs not being ready when needed.

Efficiency

The programme has achieved many results the costs to achieve them appear reasonable. VfM has been affected by periodic downtime of programme activities due to political interference, short-term partner contracts, staff turnover within WFP, partners and Government, gaps in coordination, and weaknesses in targeting, layering and sequencing; current targeting blurs the line between resilience and humanitarian aid, and this creates inefficiencies because some beneficiaries are unable to benefit from resilience building activities.

At the level of beneficiaries, VfM has also been negatively affected by social behaviours such as theft, jealousies, and a lack of sense of ownership.

Impact

UFSRBP is in its early stages and the extent of impact is likely to be seen towards the end of the programme, or even after it closes. There are signs that the programme contributes to the absorptive, adaptive and transformative capacities of target groups. Unexpected impact includes a decrease in negative social behaviours, and an increase in the social status of women and girls having more access to education, with a positive knock-on effect on employment. Interventions that are having the most significant impact include ISAL, poultry, mushrooms and small-scale manufacturing.

Sustainability

Programme components which look likely to be sustained after the programme is completed include ISAL, some of which have already survived without programme support; this is because ISAL are clearly adding value to IGA. The urban agriculture activities, including conservation agriculture practices, are also likely to be sustained because there is a policy in place in two urban domains and activities are now supported by Government extension services. IGA that are showing the greatest potential for sustainability include poultry and rabbits keeping, mushrooms growing, horticulture and manufacturing activities. IGA that are unlikely to continue include the hydroponics and energy efficient stoves, and the Youth Innovation Fund.

Although the programme has achieved numerous and often significant results, the basis for sustainability appears to be tenuous in many instances. Without access to resilience coordinating platforms at national and sub-national levels that are embedded in Government structures and systems, many programme results are unlikely to be sustained. Government's understanding and ownership of the programme has been weakened by not being involved at the pre-design and design stages, nor in the planning for the implementation stage. This has undermined their status and role as fellow implementers and their motivation towards the programme. Sustainability is also uncertain until a national urban agricultural policy is in place.

Engagement with the private sector has happened to some degree but is mostly focused on informal markets because IGA were not able to supply the formal private sector with the quantities and quality of produce wanted.

The programme is yet to finalise an exit strategy.

Transversal themes, HIV and gender

The programme has made efforts to be inclusive of women and people living with HIV/Aids, by including them in IGA; women who were most beneficiaries. People living with disabilities (PLWD) participated if they could fit in with the way IGA were delivered, rather than the IGA being designed around their needs. The ISAL groups have played a pivotal role in increasing the agency of economically and socially marginalised groups of stakeholders, by giving them access to finance and increasing their confidence and their status within their household and in the wider community. The CBTs have increased GBV in some instances and reduced it in others; the underlying reasons are unclear. The programme has yet to finalise a gender mainstreaming strategy.

UFSRBP recommendations

The main recommendations for the current UFSRBP are as follows.

For WFP and IP

- **Strengthen programme design, especially the approach for IGA** by robust contextual groundwork and research at the pre-design stage, to customise IGA to the specific context of urban areas, opportunities offered by technology, opportunities and challenges in the value chains, cost-benefits. Develop an IGA approach that includes an exit strategy (including how to build values and system that support stakeholders' sense of ownership and social cohesion), gender and HIV mainstreaming. Develop the approach with the involvement of government, private sector and beneficiaries at the design stage; align with Government priorities where possible and customise IGA to specific target groups and provide longer-term support (handholding, mentoring, vocational skills for young people).
- Integrate and/or link ISAL groups to value chain financing (related to IGA), and other emerging economic opportunities; formalise ISAL groups and linking them to formal financial service providers.

For WFP

- Provide more conducive conditions to IP in terms of long-term contracts, further develop efforts (and culture) to improve coordination, sharing expertise, learning, and adapting.
- **Improve the monitoring, evaluation and learning (MEL) system;** disaggregate data to improve the understanding of outcomes for different target groups, allowing a review of targeting and IGA selection.

For WFP and SDC

Share experiences in national and subnational resilience coordinating platforms.

For SDC

Verify and, if necessary, adjust the SDC-WFP agreement and related implementation modalities to enable WFP to make the above recommended adjustments.

R4 key findings and conclusions

Relevance

The programme is very relevant to the needs of poor, food insecure and vulnerable rural households through its focus on promoting food security, climate adaptation and diversified incomes amongst other measures. The programme is also relevant to government national development strategies and strategies for climate change and agricultural development in both countries, as well as to SDC's bilateral programmes in both countries, its Global Programme Climate Change, and to WFP's Country Strategic Plans. The programme has adjusted to the local context designing interventions that are relevant to climate vulnerable rural households, by addressing relevant local constraints such as access to credit, markets, and quality extension services. The programme did adjust, but not sufficiently, to local conditions in Zimbabwe for the implementation of the insurance component nor to local farming practices, such as preference for growing maize and rearing livestock. Different components of the programme, and their associated benefits, were not always equally accessible and relevant to different target groups, such as women.

Coherence

The programme has generally coordinated well with government and other development partner programmes in both countries. Mapping has been done to ensure duplication is minimised and synergies created. Coordination meetings in Zimbabwe are not as regular as in Zambia which has contributed to limiting synergies with other programmes in Zimbabwe.

The R4 in Zambia holds regular meetings with implementation partners and has clear communication and reporting channels as well as well-defined roles and responsibilities, which have enhanced coordination. In Zimbabwe during the early stages of the programme, coordination amongst IP did not work very well and this contributed to disjointed programme delivery. Whilst coordination has now improved, long-term coordination structures and systems remain unclear. There also remains some lack of common understanding between WFP and IPs about M&E for resilience programmes.

Effectiveness

Components of the R4 in Zambia that successfully achieved results include:

- Strengthening farmers' CSA skills and uptake and improved access to improved seed varieties and extension services increased crop productivity and diversification.
- Linking farmers to markets improved incomes for farmers and access to agricultural commodities for buyers. This component mainly benefited men because social and cultural influences enable men to have preferential access.
- Micro aggregation reduced costs and allowed buyers easier access to crop markets.
- Savings groups worked well to enable farmers to increase farming and non-farming economic activities and asset creation. Savings groups also established links with formal MFIs to increase access to credit. This component benefited mainly women. This may be because men are not as comfortable in these collaborative group formats.

- Mechanisation which successfully contributed to increasing farm productivity and reducing the need for human labour. It is likely that men benefited far more from equipment ownership as is the case in Zimbabwe.

Components of the R4 in Zimbabwe that successfully achieved results include:

- Strengthened CSA skills and uptake which is linked to Government's promotion of pfumbudza (potholing) and to demonstration plots which have promoted new seed varieties has seen improved crop productivity and diversification.
- Access to markets through links to contract farming companies and hotels.
- Savings groups have increased access to inputs, credit and savings for investment into farm and non-farm economic activities and asset creation. Savings groups also established links with formal MFIs to increase access to credit. This component benefited mainly women. This may be because men are not as comfortable in these collaborative group formats.
- Mechanisation which successfully contributed to increasing farm productivity and reducing the need for human labour. This component benefited both women and men in terms of access to tillage and processing equipment, but benefits from equipment ownership, e.g. credit collateral, benefited only a very small fraction of women.
- Use of weather information to inform farming decision making was more successful in Zimbabwe due to Agritex officers being trained who then trained farmers, and close collaboration by the programme with the Meteorological Department to disseminate information.

Components of the R4 in Zambia which did not perform well include:

- Reducing post-harvest losses mainly due to high costs of bags.
- E-Maano App due to not being sufficiently user-friendly.
- Seed multiplication component which initially struggled to find buyers.
- Access to markets for women due social and cultural influences which marginalise women.
- Access to finance limited funding available for crop micro-aggregation.
- Insurance due to demand being hidden with premiums being bundled with input purchase. Demand is thought to be low should insurance be unbundled from inputs.
- Use of weather data remains low due to disseminating challenges and farmers being unfamiliar with how to use the information.

Components of the R4 in Zimbabwe which did not perform well include:

- Post-harvest loss management was not an output for the R4 in Zimbabwe and minimal results were therefore achieved in this.
- Market access because farmers struggled to produce to the quantities and quality required by markets and to compete on cost due to economies of scale currency volatility challenge.
- Insurance due to not be affordable, no presence on the ground, payout amounts are too small to be attractive, challenges with the claim payment system and currency volatility.
- Links to national policies, apart from CSA policies, is limited, in part because of the programme's limited access to national resilience building platforms.

The main issues affecting effectiveness include:

- Short-term contracting significantly contributed to creating the conditions for underperformance on many results.
- Government was not involved in the pre-design stage or design stages of the programme, and this has negatively affected local and ownership and sustainability of the programme.
- M&E data is not sufficiently disaggregated to allow understanding of results for different types of beneficiaries.

Details of the summary above provide greater explanation are provided below. At this stage, results are emerging, there is progress towards outcomes:

- There are indications that the programme contributes to an increase in agricultural productivity from CSA, and an increase and diversification of income from farm and off-farm activities, improving dietary diversity and reducing the incidence of negative coping mechanisms. In Zimbabwe, the demonstration plots have

played a significant role in promoting uptake of CSA and new seed varieties. The results include limited uptake of post-harvest loss management techniques in both countries, mainly due to cost factors in Zambia and in Zimbabwe it was not included as an output and therefore programme activities did not focus on this.

- The programme has seen some success in organising farmers and linking them to formal sector market off takers in both countries. Micro-aggregation has been successfully used in Zambia to reduce costs and allow buyers easier access to crop markets and in Zimbabwe farmers have made links to supply contract farming companies and hotels. Income from increased sales has helped to increase and diversify household incomes.
- The programme has also been successful in organising farmers, particularly women, into savings groups, that appear very successful in increasing access to both informal and formal sources of credit to finance household requirements, farming inputs, livestock purchases and IGA expansion; this contributes to livelihoods diversification and resilience. Savings groups in both countries have contributed significantly to developing local economies and building resilience.
- Whilst no outputs were planned at community level, communities were provided support to rehabilitate and maintain community resilience assets. The transition towards CSA in Zimbabwe is expected to have a positive effect on community resources (land, water, biodiversity).
- At national level the programme supported the development of a climate and weather information service linked to early warnings and crop insurance; this was done by mobilising farmers to submit weather data to the network.
- The crop insurance service was more successful in Zambia than Zimbabwe where uptake was supported by linking it with the government's input programme but actual demand is unclear because premiums were included in input purchase prices and farmers did not have a choice, The insurance service largely failed in Zimbabwe because of financial sector dysfunctionality, currency volatility high levels of inflation and macro-economic instability and farmer expectations that maize losses would be covered, not small grains. Therefore, the crop insurance intervention had very little effect in both countries.
- In both countries, some savings groups have formalised and have been able to create links to formal financial sector institutions and thus increasing their access to credit.
- The mechanisation component in collaboration with the private sector has been successful in increasing yields and enhancing agricultural production efficiency and is clearly commercially attractive and likely sustainable. However, ownership of mechanisation equipment, and the associated collateral opportunities to access credit, benefited mostly older men. Women benefited from being able to hire equipment from the men who own it for their agricultural activities, although women provide most of the labour for agricultural activities.

In terms of contributing to integrating government climate change and agricultural policies and strategies the programme has supported government meteorological departments in both countries to provide weather information to farmers for seasonal farming decision-making.

Efficiency

At programme level, efficiencies have been leveraged through linking with institutions with similar focus areas to the programme such as microfinance institutions, banks, private sector input suppliers and local government, through aggregation of services (that would – at farm level – reduce the cost of inputs and expand market opportunities), and through the farmer trainer of trainers (ToT) model to boost CSA uptake, and scale; mobile technology was used to expand reach at marginal cost (that would – at farm level – facilitate access to mechanisation services).

Efficiency was negatively affected by the fact that mobile platforms were not sufficiently user-friendly, and there was inadequate sequencing of market development activities, delays in insurance payouts due to farmers not having transactional accounts and mobile wallet services in Zimbabwe, targeting beneficiaries that could not benefit from resilience activities, and short-term contracts for IP which resulted in programme downtime and insufficient coordination between IP particularly in the early stages of the programme.

Impact

Outcomes have contributed to the intended overall impact objective of the programme which is: *Increased resilience of vulnerable smallholder farmers and strengthened capacity of government and private sector to respond appropriately to climate risks.*

The extent of impact is likely to be seen towards the end of the programme, or even after it closes. There are signs that the increase in agricultural productivity, income and food security contribute to resilience of smallholder farmers.

The programme's contribution to private sector capacity to respond to climate risks, concerning its mechanisation services, is expected to be successful.

Sustainability

Programme components which look likely to be sustained after the programme is completed include ISAL groups (many of these groups are already self-sustaining) and the transition farmers make towards more CSA. As the weather information service is provided by government (and there is a demand for it), it could be sustainable.

The market linkages, where successful, can be sustainable. The mechanisation service is proving to be commercially viable.

Crop insurance is unlikely to be sustained because of the lack of demand amongst farmers and, in Zimbabwe, because financial sector dysfunctionality and macroeconomy instability make offering the service practically impossible.

The continued production of small grains looks uncertain where maize is easier to grow unless the issues of markets and losses from birds can be addressed.

Some components which rely on community social cohesion to prevent theft, such as resilience infrastructure e.g. aquaculture ponds and equipment, will remain vulnerable until there is more community ownership and protection of assets.

While the programme is collaborating well with government stakeholders there is limited government ownership of resilience programmes, partly due to the programme not including government at the pre-design and design stages, as well as limited allocation of government budget for resilience programmes.

Transversal themes, HIV and gender

The integration of HIV and gender into the programme is weak and strategic recommendations have not been implemented to any significant degree. Whilst women, and to some degree men, have benefited from the savings groups, men have mostly benefited from the market linkage and mechanisation components. The drivers of inequalities are likely to continue to limit the ways in which women, young people, older people, PLWD and more marginalised men can benefit.

Transversal themes appear to have been incorporated and implemented by the programme in an ad hoc way. Even the most basic condition to allow participation, to protect beneficiaries from physical and emotional abuse including GBV, remains unaddressed in programme activities. In addition, M&E systems do not allow for understanding the impact of all programme components on different targeted groups because data is not disaggregated sufficiently.

Because learning platforms do not sufficiently address LNOB principles, the issues continue to negatively affect beneficiaries and their access to programme benefits.

R4 recommendations

The main recommendations for the current R4 are as follows.

For WFP and IP

- **Strengthen programme design, especially the approach for IGA** by robust contextual groundwork and research at the pre-design stage, to customise IGA to opportunities offered by technology, opportunities and

challenges in the value chains, cost-benefits, and needs of inclusion of marginalised groups (barriers for men's participation in savings groups, barriers for women to access mechanisation services). Develop an IGA approach that includes an exit strategy (including how to build values and systems that support stakeholders' sense of ownership and social cohesion), gender and HIV mainstreaming. Develop the approach with the involvement of government, private sector and beneficiaries at the design stage; align with Government priorities where possible and customise IGA to specific target groups (that can benefit from resilience interventions).

- **Enhance IGA** by scaling the agency model for local entrepreneurs, supporting the formalisation of farmer groups, addressing the barriers for effective aggregation services, developing opportunities for beneficiaries to have income from two or more IGA, building a capacity of farmers to supply markets,
- **Enhance promotion of CSA**, by scaling the benefits from the 'mother and baby' demonstration plots, e.g uptake of CSA, access to seed varieties, etc, building robust market linkages for CSA produce, addressing gender gaps in the mechanisation component, leveraging the collateral opportunities of the mechanisation component.
- **Increase access to finance by expanding the role of ISAL groups** by scaling and widening the ways that savings groups are contributing to resilience building delivering through financial services including IGA financing, insurance, financing for mechanisation; formalising savings groups; identifying ways to protect the benefits that women arrive from savings groups, identifying and addressing barriers for men's participation in saving groups.

For WFP

- Provide more conducive conditions to IP in terms of long-term contracts, further develop efforts (and culture) to improve coordination, sharing expertise, learning, and adapting.
- Ensure effective layering and sequencing of CSA, IGA and ISAL interventions.
- Implement the provisions of gender mainstreaming documents, and
- **Improve the monitoring, evaluation and learning (MEL) system**; disaggregate data to improve the understanding of outcomes for different target groups, incorporate LNOB into the MEL system, and adopt indicators that align with the long-term nature of rural resilience programming.

For WFP and SDC

Share experiences in national and subnational resilience coordinating platforms, and in exchange visits.

For SDC

Verify and, if necessary, adjust the SDC-WFP agreement and related implementation modalities to enable WFP to make the above recommended adjustments.

1 Introduction

Ecorys has been engaged to undertake the combined mid-term review (MTR) of the R4 Rural Resilience Programme 2021 - 2023 and the Urban Food Security and Resilience Building Programme 2020-2023. The evaluation has been commissioned by the Swiss Agency for Development and Cooperation (SDC) in Zimbabwe and covers programming activities in both Zimbabwe and Zambia. The MTR is intended to assist SDC understand the performance of its resilience interventions and draw lessons that have been learned and applied in the programme in both rural and urban settings and propose possible entry points for future resilience programming by Switzerland.

The evaluation team undertook the MTR based on the terms of reference (ToR) and the Ecorys proposal.

The assignment includes a review of the 'resilience landscape' in Zambia and Zimbabwe; that review is reported on separately, and – combining the landscape review with lessons and recommendations from this report – the resilience landscape review report includes the entry points or recommendations for future resilience programming. This MTR report focuses on the recommendations for the adaptation of the current UFSRBP and R4 programmes.

1.1 MTR Objectives

The objective of the MTR is to assess the results, experiences, gaps and opportunities realized over the course of Switzerland's support.

1.2 Scope of the MTR

The focus of the MTR is to:

- Draw detailed conclusions regarding the outcome and impact of both programmes
- Identify gaps and opportunities of both programmes
- Identify good practices and lessons learnt from both programmes
- Formulate recommendations for both on-going programmes and
- Recommendations for Switzerland's future work in Resilience in Zimbabwe and Zambia.

The ToR is presented in Annex 1.

1.3 Methodology

Generally, the methodology agreed in the inception report was followed: the guiding principles, methodology for data collection and analysis, and the evaluation matrix; data about all evaluation questions from the matrix was gathered and the findings from this discussed in this document. The evaluation matrix is presented in Annex 2.

There were some challenges in implementing the methodology that was presented in the inception report including in the following aspects:

- In the inception report it was indicated that various Theory of Change (ToC) documents were yet to be reconciled; this was eventually done, and the two programmes' ToC were reconstructed based on outputs found.
- There were delays in obtaining information for the interview sample and this delayed finalising the sample and making fieldwork arrangements. This meant that fieldwork planning overlapped with fieldwork implementation to some extent, leaving insufficient time to arrange some FGDs, especially in the first week.
- It was intended to hold separate gender FGDs in Masvingo but because of delays in finalising fieldwork arrangements some FGDs were mixed gender.
- In Masvingo, there seemed to have been insufficient coordination amongst partners about who was responsible for organising the invitations for FGD participations. In some cases, it seemed that

participants were being notified the same day or did not have the correct information. This resulted in some FGDs starting with very few participants whilst others trickled in later. This compromised data collection in some FGDs. It was clear that many participants had made great efforts to get to the FGDs, but in some cases had been given incorrect information. The consultants apologised to FGD participants for the lack of coordination and lack of respect of their time.

- Some programme annual reports did not sufficiently provide information about key issues affecting the implementation of the programme, e.g. the significant issues that arose from the initial lack of coordination in the Zimbabwe programmes, the incidence of SGBV, that women were hardly benefiting from the mechanisation component.
- There were delays in obtaining documents on exit strategies and gender mainstreaming strategies. An exit strategy was provided for Malawi only.
- The efficiency analysis was limited by a lack of documentation about programme expenses in both R4 and UFSRBP. Discussion on efficiency during the UFSRBP cocreation workshop highlighted challenges in understanding efficiency programme issues.
- Instead of one cocreation workshop for both programmes, three cocreation workshops were held: one for each programme and one workshop to develop recommendations SDC's future entry points in resilience.

Despite these challenges, the evaluation was not affected in any significant way.

A list of people interviewed (in KII and FGD) is presented in Annex 4.

2 Context

2.1 Urban Food Security and Resilience Building Programme 2020-2023

Geographical focus

The Urban Food Security and Resilience Building Programme (UFSRBP) in Zimbabwe focuses on food insecure urban and peri-urban areas including Harare, Bulawayo, Gweru and Mutare. The programme is supported by FCDO, USAID, Canada, Japan, UNCERF, SDC, ECHO, and internal WFP funds. SDC targets Bulawayo, Gweru and Mutare. The UFSRBP is implemented in partnership with 9 Cooperating Partners (CPs), including CARE International, DanChurchAid (DCA), GOAL, LEAD, Mercy Corps, Oxfam, PLAN International, WeltHungerHilfe (WHH), and World Vision. In the three locations supported by SDC – Bulawayo, Gweru, and Mutare – the IPs are DCA, WHH and Mercy Corps, respectively.

Context

Urban food insecurity and poverty have seen a sharp increase across Zimbabwe. The 2019 Vulnerability Assessment highlighted that over 2.2 million people in urban areas were food insecure. Due to the impact of COVID-19, the number of food insecure was estimated to have increased to 3.3 million in urban areas alone. The latest Vulnerability Assessment report (2022) estimates that food insecurity will be 38% of the population in 2023, and peak in January – March 2023 at 3.8 million people. Most affected areas will be Masvingo and Manicaland. While poverty has in the past been seen to be a largely rural phenomenon, with urban areas being destinations for young rural women and men in search of better lives and employment, urban poverty has worsened with the demise of industries and manufacturing in the last two decades of economic deterioration.

Zimbabwe's urban poor face compounding factors which increasingly drive them into poverty, food insecurity and marginalization: (1) climate change; (2) economic downturn and macroeconomic shocks; (3) weak urban governance; and (4) disease outbreaks. These challenges have disproportionately affected marginalised groups, including women, youth, elderly, people living with disability (PLWD) and people living with HIV/Aids (PLWH).

Programme strategy

The ToC currently used by WFP and implementing partners (IP) is different from the one presented in the programme document (the latter is presented in Annex 3). The ToC that is currently used has these objectives:

- 1 Food-insecure people in urban domains are enabled to meet their basic-food and nutrition requirements in the face of shocks and stresses in ways that reduce their need for urgent assistance.
- 2 They enjoy improved access to basic services, livelihoods and community-government collaboration.
- 3 Food security in targeted urban domains in Zimbabwe is maintained or improved in the face of shocks and stresses with improved coping strategies

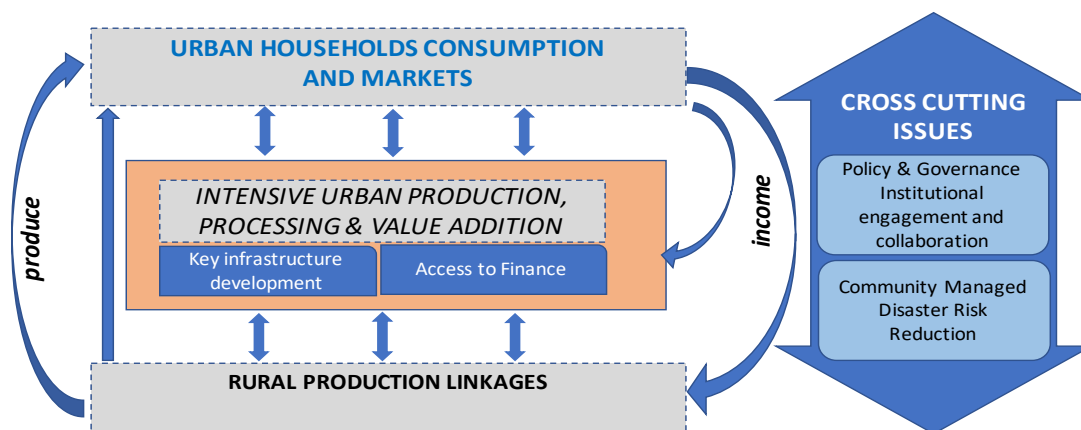
The UFSRBP has two complementary components:

- *Urban social assistance component* - This component focuses on improving food security through emergency humanitarian response in urban areas by: i) Provision of a short to mid-term cushion for the chronically vulnerable through the provision of a cash-based transfer; ii) Increasing community knowledge on key issues including Nutrition, Protection (specifically Sexual and Gender Based Violence (SGBV)), and WASH (including Cholera related information); and iii) Capturing and analysing the impact of the assistance on targeted households and the local economy. This component is not funded by SDC.
- *Urban resilience building* – This component focusses on ensuring sustainable food security in urban areas by: i) Improving livelihood and income generating opportunities for the under/un-employed beneficiaries in the programme ; ii) Implementing sustainable resilience-building interventions to ensure that beneficiaries have the capacity to absorb, adapt and transform in the face of various shocks and stressors; and iii) Boosting the local market and rural-urban interlinkages through the injection of cash transfers and resilience-building activities.

The UFSRBP implementation model seeks to develop a contextualized urban programming learning and evidence-based tool kit: i) Generate data and evidence that can be used to inform and improve the continuation/further expansion of the Urban Food Security and Resilience-Building programme ; ii) Explore the viability of nexus activities, including livelihoods, WASH, governance and child protection interventions in targeted areas through using a modular approach; iii) Develop and/or test tools and methodologies for responding to chronic and acute vulnerability in urban settings with a view to scaling up and replicating approaches as WFP and/or its stakeholders; iv) Build local capacity through strengthened interface between actors at the community level and various stakeholders; v) Establish a community of practice and knowledge hub; and (vi) Review upstream and downstream inefficiencies in the food system based on an analysis of various types of linkages, including urban-rural linkages, to inform national and municipal policy frameworks and related capacity strengthening and financing requirements.

WFP's key role is to build the capacity of government and agencies involved in urban food security and resilience building, e.g. local authorities and city councils to have resilience building activities embedded in their budgets, plans and programmes. This is central to UFSRBP's sustainable exit strategy.

The implementation model also seeks to link rural agricultural production with urban markets.



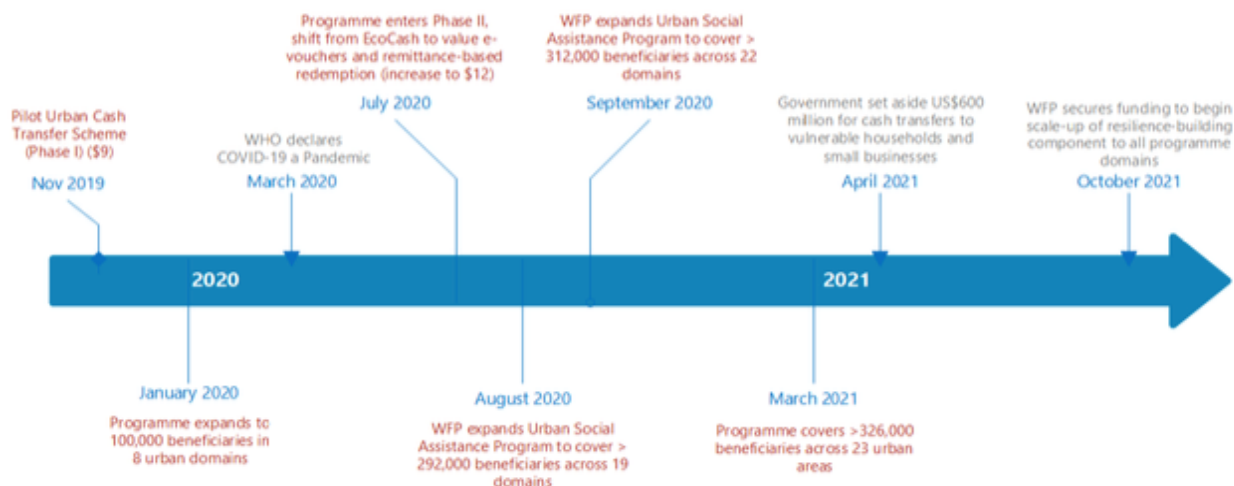


Figure 1: Urban-rural linkages food systems¹

The key stakeholder and main WFP partner is the Government of Zimbabwe as it has the primary mandate for development of safety nets and in Zimbabwe. In addition, local authorities and city councils are key stakeholders as they too play central roles in local-level safety nets.

Programme targets and timeline

The SDC contribution target was to reach 3,000 urban farmers and 12,500 group members; with an average urban household size of 3.8 persons/household, it intended to benefit at least 47,500 people.

The duration of the programme is from 2018 – 2026. SDC has supported the resilience component of the programme since November 2020 for a four-year phase lasting until October 2024.

Figure 2: Timeline of the UFSRBP programme²

Funding

The programme Urban Social Assistance component was funded until December 2021 by FCDO (GBP 13 million), UNCERF (USD 20 million), ECHO (EUR 4 million), USAID (USD 10 million), Germany (EUR 3 million), Japan (USD 4.5 million), and Canada (CAD 4.5 million). SDC does not fund this component.

The Urban Resilience Building component is funded SDC in select domains until 2024, and by USAID in all domains until August 2024. WFP has also used its internal funds to support the programme.

Switzerland supported the pilot of the Urban Food Security and Resilience Building programme (UFSRBP) with activities in Zimbabwe since November 2020, as a single-phase pilot intervention to address urban food insecurity implemented by WFP. The pilot was also funded by support from DFID, ECHO and DCA in Epworth.

2.2 R4 Rural Resilience Programme 2021 - 2023

Context

Vulnerability to climate-related shocks is a constant threat to food security and wellbeing for more than 90 million people in Southern Africa, in particular rural households dependent on small-scale rain-fed agriculture. More frequent droughts, flooding and other extreme weather events are disproportionately affecting the poor, diminishing their ability to sustain livelihoods, and further entrenching their poverty. The number of people living in extreme poverty in the region is expected to rise sharply in the next 20 years, with Malawi, Zambia and Zimbabwe expected to see the most rapid growth in absolute poverty.

¹ WFP, UFSRB programme proposal, July 2020.

² WFP Zimbabwe Social Assistance and Resilience Building Programme Review, Centre for Economic and Social Research, University Southern California, October 2021

The R4 Rural Resilience Programme (R4) has been operating in Zambia, Zimbabwe, and Malawi (although only Zambia and Zimbabwe will be covered in the MTR since SDC's engagement in Malawi is ending). In Zambia, WFP is implementing the programme in six districts (Chikankata, Gwembe, Kalomo, Monze, Namwala, and Pemba) of Southern Province. In Zimbabwe, two districts were targeted: Masvingo and Rushinga.

Programme strategy

In response to the above-mentioned challenges, the overall strategy as presented in its programme document aims to have improved the climate change resilience of vulnerable women and men farmers in Southern Africa.

The outcomes for the overall R4 programme are:

Outcome 1: Improved or stabilised food security status of smallholder farmers vulnerable to climate shocks.

Outcome 2: Improved access to financial services (Credit, savings and insurance) targeting smallholder farmers to reduce risk.

Outcome 3: Strengthened government and national capacities to establish, manage, and deliver integrated risk management programmes that are gender inclusive.

The programme ToC is presented in Annex 3.

For phase III, the R4 ToC statement is quoted as:

"If food insecure women and men in rural communities in Malawi, Zambia Zimbabwe have an integrated risk management support comprising productive asset creation, improved agricultural practices, financial services, diversified livelihoods production, climate adaptation and market support aimed at protecting against climate and economic shocks, and if government systems and capacities are improved to design and deliver services to plan, implement and manage resilience initiatives, while also creating policies that help improve incomes and self-sustenance of vulnerable communities, especially women, then this will reduce food insecurity and increase absorptive, adaptive and transformative capacities of communities in the region" (Pelletier et al., 2016; Bene 2020).

Details about R4 ToC and results and indicators can be found in Annex 3.

At country level the strategies differ.

Zambia

In Zambia the programme has been implemented since 2015. The objective focussed on community-oriented and market-based risk management approaches and the outcomes focussed on increasing farmers' agricultural production, productivity and income, increasing access to financial services and integrating environment and climate change in the agriculture national systems and programmes.

In Zambia, R4 was primarily built on FAO's Conservation Agriculture Scaling-Up (CASU) programme, whereby farmers access insurance by applying conservation agriculture (CA) techniques.³ This approach remains the cornerstone of R4 Zambia, with WFP building on Government capacity since CASU's end. WFP in Zambia uses an integrated strategy taking a market-based approach with a focus on strengthening government systems and programmes.

Zimbabwe

In Zimbabwe, where the programme was launched in 2018, the objective was to improve resilience and food and income security of vulnerable households. The outcomes focussed on stabilising food consumption and enhancing the absorptive capacity, increasing households' investment capacity, and diversification of income and food production.

In Zimbabwe, the focus of the intervention is on improved agricultural practices through conservation agriculture, promotion of small grains and mechanization, and improved access to finance and markets through a range of

³ R4 Rural Resilience Initiative, R4 Southern African Annual Report 2020.

methodologies, training, and links to programme stakeholders (private sector, government counterparts, financial institutions). The Zimbabwe R4 programme built on the Food Assistance for Assets (FFA) programme, that has operated in the country for well over a decade. WFP focused on setting up and piloting R4 in Zimbabwe, drawing lessons, learning and gradually scaling up.

Switzerland has been supporting the WFP to implement R4 since 2015 through WFP's country offices in Zambia and Malawi and overseen by WFP headquarters in Rome. WFP, through its Regional Bureau Johannesburg (RBJ), has an oversight and backstopping role, and has directly supported the implementation of the Integrated Risk Management Programme (ICRM) component of the programme. It has provided strategic and programmatic guidance and technical assistance to the WFP Country Offices (COs). programmes

Programme targets and timeline

The R4 programme started in 2015 and is now in its third and final phase which commenced in July 2021 and will come to an end in June 2025. Programme activities were only launched in Zimbabwe in 2018.

The R4 Programme in Zambia was carried out in three phases:

- Phase I – Zambia R4 Rural Resilience Pilot Project: R4 Setup, Piloting, and Learning (2014-2017)
- Phase II – Zambia R4 Rural Resilience Expansion Planning, Scale-up and National Systems Strengthening (2017-2021)
- Phase III – Zambia Integrated Risk Management Programme (2021-2025, ongoing).

The R4 Programme in Zimbabwe was carried out in two phases:

- Phase II – Zimbabwe R4 Rural Resilience Pilot Project (2017-2021)
- Phase III – Zimbabwe Integrated Risk Management Programme (2021-2025, ongoing).

In Zambia the R4 programme intended to reach 15,000 beneficiaries (8500 women) in Phase III according to the Zambia logframe (the overall logframe indicates 23,000 beneficiaries).

In Zimbabwe, R4 planned to reach 6,000 (3912 women) beneficiaries in Phase III.

Funding

The SDC is the main funder of R4, contributing USD 6,579,000 for the first phase (2014-2017), USD 9,691,542 for a second phase (2017-2021) and USD 8,000,000 for a third phase (2021-2025). However, the WFP Country Offices (COs) also receive funding from other donors to finance specific components or rollout to new districts, including USAID and Green Climate Fund (GCF) in Zimbabwe, and the Korean International Cooperation Agency (KOICA), Green Climate Fund (GCF), International Fund for Agricultural Development (IFAD) and Swedish International Development Agency (SIDA) in Zambia.

3 Findings UFSRBP

3.1 Relevance

EQ 1: To what extent are the UFSRBP programme objectives consistent with the evolving needs and priorities of poor people, governments, implementation partners, and key stakeholders within the target countries and regional context?

Relevance to government: The programme is relevant to government's national development strategies, e.g. the Zimbabwe Government's National Development Strategy (NDS1 and 2) and Vision 2030, and policies on economic development, social protection, climate adaptation, employment creation, private sector development and graduating the informal sector to the formal sector, gender mainstreaming, environmental protection, food insecurity and urban poverty.

Relevance to development partners: The programme is relevant to the development objectives of SDC, WFP, and other IP to eradicate poverty, address climate change and adaptation and diminishing donor funds for humanitarian aid are driving a greater focus on resilience building and graduating people from food relief to longer-term resilience.

Relevance to the poor: The urban poor face many shocks resulting from the economic environment including poverty, unemployment, hunger, high prices. They also face climate-related shocks, such as high temperatures that make doing manual work difficult, as well affecting poultry and rabbits' health which negatively affects incomes from urban income generating activities (IGA). The poor also face challenges related to lack of access to basic services such as water (for human consumption, poultry and rabbits), sanitation, power and health services, and social challenges such as substance abuse especially amongst young people, diseases, early marriages, mental stress.

The programme has generally responded in relevant ways to some of the most important challenges, focussing on income increase and diversification of income, by supporting the development of IGA that are relevant in the urban context, including provision of vocational skills (plumbing, catering, carpentry, cosmetology, welding, detergent making, baking, garment making, electrical and auto electrics). The programme has also improved access to finance through giving people access to internal savings and lending (ISAL) groups and supported the informal sector through business skills development and, to some extent, through formalising successful informal businesses. These initiatives are relevant to enhancing food security and resilience, and have included households with vulnerable people e.g. PLWH, PLWD, and youth.

The programme's response was not always tailored to a context that could have been known, for example:

- 1 IGA were not particularly well adjusted to the high mobility and 'quick return' needs of young people
- 2 not well adjusted to the needs of PLWD
- 3 given space requirements, high temperatures and poor water services in some urban areas, small-scale small livestock production was challenging
- 4 hydroponics crop production IGA were not viable because of high costs and the length of time to break even on the investment, it was technically difficult for beneficiaries to successfully operate the activity and nutrients were initially difficult to source a
- 5 registration of a business takes a long time, is bureaucratic and high licencing levies by local authorities all create disincentives for informal businesses to register, which made it difficult to scale informal business registration.

EQ 2: What is, if any, the degree of adjustment according to local context and was it sufficient?

The programme experienced challenges in adjusting to changes in the local context, e.g. when urban agricultural extension services in Zimbabwe were withdrawn due to government restructuring, the programme engaged Government and eventually extension services were resumed.

The programme tried to make some adjustment to the challenges in poultry raising proposing larger-scale poultry production, but the challenge of accessing larger pieces of land on the peripheries of urban areas was not always resolved⁴. The hydroponics project adjusted to the high cost of the equipment by redesigning the materials used and by bulk buying. The programme also tried to address poor water services through capacity building, especially in the areas where poor people live but this remains a challenge for all urban dwellers, including the poor.

Q 3: How does the operating context affect the effectiveness and relevancy of the interventions and vice versa?

The operating context, especially the challenging economic environment and currency volatility, greatly limited the choices of IGA available to the programme since many value chains lack viability. It also greatly affected how many successful informal businesses reached sufficient viability to support them to formalise. Social and cultural norms often placed limitations on the resources that women, young people and disabled people can access which made IGA operated by these groups additionally challenging.

3.2 Coherence

EQ 4: To what extent does the programme promote coordination, minimize duplication, and build and exploit synergies with programmes run by governments or other institutions in this field?

Coordination with other programmes: Effective coordination with various national-level resilience programmes in the country is limited by the lack of access national resilience platforms which the programme has not sufficiently identified as well as platform members placing insufficient priority on the resilience building needs of the urban poor. Development partners are encouraging the Government of Zimbabwe to set such a platform up, but this is still in the pipeline. As a result, the sharing of good practice and learning to improve and coordinate resilience programming is limited, and partners said to be often operating in silos, e.g. there was limited exchange between the UFSRBP and the ZRBF programme and opportunities for coordinating and sharing were lost. This was in part also a result of funding cuts. There is a platform of NGOs coordinated by the Gweru Sectorial Coordination Platform, and this has helped improve coordination amongst resilience programme NGO actors in Gweru. DCA has had coordination success by identifying the Government of Zimbabwe ministries that have priorities similar to the UFSRBP and aligning with these priorities to create strategic synergies.

Although reports⁵ refer to a Technical Committee formulated at operational level, and a Steering Committee formulated at both national and local levels, committees that were designed to incorporate the contributions of a broad range of stakeholders into the R4 programme, the evaluation found little evidence that these committees were functional.

Coordination with the Government of Zimbabwe: At sub-national level coordination seems to be better. In Bulawayo, the programme's entry point to the Government of Zimbabwe is the Provincial Secretary for Social Development and Devolution which coordinates all resilience and related projects in the province. Partners update the Provincial Secretary's offices about their project activities which minimise duplication, but only share information when asked. In Mutare, the City of Mutare has a memorandum of understanding (MoU) with each programme, and this avoids duplication. In Bulawayo, although it is the role of the Ministry of Public Service, Labour & Social Welfare to call coordination meetings they are not doing so. DCA therefore calls stakeholder coordination meetings periodically which provide an opportunity for local authorities, government ministries community leadership and NGOs to discuss the implementation of the UFSRBP. However, these meetings are ad hoc and not as effective as they might be as there does not appear to be a platform for the programme to interact with local stakeholders in a structured way. In Mutare, the District Drought Relief Committee (DDRC) has responsibility for coordinating both rural and urban drought relief and coordinates at the provincial level but has not been effectively playing this role as there are tensions between central Government and the committee. Despite this, the UFSRBP has mostly coordinated well with other projects in Mutare. In Gweru, the programme coordinated

⁴ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report, 31 July 2022

⁵ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report, 31 July 2022

well with Gweru City Council, Agritex, District Administrator's office and the Rural District Council (RDC) as well as key ministries.

A significant gap in coordinating with Government was that the programme did not include Government in the pre-design and design stages which resulted in limited understanding and ownership. Stakeholder coordination meetings were held in the urban areas to update district stakeholders on progress under the programme and to discuss planned activities for the year and a joint Programme Steering Committee has been agreed and the Draft ToRs have been put in place. The Steering Committee was to be launched in Sept 2022⁶.

Effective layering and sequencing play a crucial role in programme coordination and coherence, but gaps have affected results:

- Resilience building schools were held in Bulawayo, Gweru and Mutare on the harmonization of approaches in urban social assistance and resilience programmes, attended by WFP, partners and government stakeholders in April 2022, and a guideline note on the operationalization of the framework was agreed upon, leading to the establishment of a joint Urban Task Force with the Ministry of Public Service, Labour and Social Welfare in the lead to take this task forward.⁷
- At the central level, WFP is an active participant of the Management Information Systems and Modernization of Social Protection Programme group and the National Social Protection Steering Committee and its sub-working groups. This is supporting the Government of Zimbabwe to develop an integrated system for beneficiary management.
- A series of workshops were held, hosted by the department of social development to develop Government's sustainable livelihoods manual which will provide a guiding document for all players working in the arena of Urban and rural livelihood and resilience in Zimbabwe. In addition, a workshop was held with the ministry of public service, labour and social welfare to identify areas and priorities to strengthen the national social protection system⁸

A significant achievement of the programme was to facilitate the adoption of urban agriculture policies in Gweru and Mutare, to pave the way to expand and support agricultural activities in urban areas. This entailed changing attitudes towards urban agriculture by building relationships with local government stakeholders. This has contributed a significant step towards building transformative capacities.⁹ WFP is also in discussion with the Ministry of Lands, Agriculture, Water, Climate, and Rural Resettlement (MoLAFWRD) in technically supporting the development of a national urban agriculture policy EQ 5: Does the programme cause frictions with other interventions?

Coordination amongst internal programme partners: Coordination amongst partners is currently adequate overall, but the steering committee for the programme is not yet operational as there are still some pending discussions between WFP and SDC on the structure of the committee.

In the early stage of the programme, partners experienced significant coordination challenges resulting in partners operating in silos and, in some instances, engaging in competitive behaviour. There seem to be four reasons for this.

Firstly, the tendering process: partners submitted individual proposals addressing specific aspects of the overall programme, according to their individual expertise rather than submitting integrated consortium-based proposals combining the expertise and activities of multiple partners with different approaches and experience. This meant that partners focussed on delivering their own approaches in isolation from others. The lack of coordinated proposal preparation limited collaborative relationship building amongst partners and led to a fragmented approach from the start. IP were contracted individually but expected to collaborate collectively on the implementation. One underlying factor for this lack of coordination is that the WFP proposal mentions a 'coordinated approach' but does not elaborate what it is, how it is done. Secondly, it seems that implementation planning, and coordination was not

⁶ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

⁷ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

⁸ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

⁹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

sufficiently participatory, and coordination not sufficiently factored into the programme design. Without this, in practice, coordination seemed to fall to the periphery of priorities, and WFP and IP staff turnover and restructuring within WFP also made continuity of coordination challenging. Thirdly, coordination of IPs was not sufficiently factored into the design of the programme's implementation plan. Fourthly, the short-term partner contracts issued by WFP from 2021 - 2022, of between 3 or 6 months, and a 3-month period when there were no contacts in place e.g. during July 2022 – August 2022, created uncertainty amongst partners about contract and funding continuity which, together with funding hiatuses and the lack of coordination, led to tensions that undermined coordinated working relationships. It also meant that the design and delivery of some components had to be adjusted to fit with the short-term contracts. All this contributed to a fragmented, interrupted and slower implementation. Yet, the need for a participatory approach was highlighted in a WFP report in 2021: *It is important to discuss and agree stakeholder roles through a participatory process.*¹⁰

There were also gaps between WFP's understanding and approaches to resilience programming and that of some partners, e.g. WFP's approach focussed on doing baselines and meeting quantitative output targets, such as numbers of start-up kits distributed, rather than on identifying and understanding pathways to outcomes, and the capacities needed to build resilience, e.g. the skills and social cohesion needed to make the best use of the start-up kits. This may be a result of WFP focus on more 'distributive' activities of CBT, which comprised approximately 70% of the urban resilience programme budget programme. There was also some lack of coordination around M&E, with WFP focussing more on food security issues, whereas some partners wanted to focus on resilience M&E, measuring community empowerment, sustainability, social protection issues, etc.

As partners were not sufficiently 'on the same page' during the early stage of programme implementation, frictions emerged. In response WFP introduced regular coordination meetings, and from then on coordination improved and working relationships improved. Also, having a single partner responsible for managing activities in each urban area has worked well.

Coordination with government: There were instances where frictions occurred between IP and local and higher-level government. In one case, an NGO was looking for access to land for urban agriculture and engaged a school which had some available land. This caused frictions with the Ministry of Women's Affairs, which is a key ministry promoting livelihoods in the urban area, and with the Ministry of Education, both of which have roles and authorities around access to school land. Not going through the relevant channels created tensions.

Coordination at ward level: At ward level, the programme coordinated well with community leaders and had their support, particularly with councillors. The programme also did well on inclusion and coordination with community structures and leadership. However, sometimes there were challenges when group meetings were called and abled-bodied people in the groups did not understand that aides who assist beneficiaries could not always attend meetings due to childcare commitments. This could cause frictions.

3.3 Effectiveness

The programme strategy as presented in the WFP proposal required some reconstruction, to produce a rudimentary ToC. The details of these are introduced under EQ6. These reformulated outcomes are shown below and have been used as the basis for evaluating results:

1. Food insecure, marginalised people meet (immediate) basic food requirements ('emergency humanitarian response')
2. Food insecure, marginalised households' resilience built, food security sustained, increased adaptive, absorptive & transformative capacities
3. Communities empowered to influence GoZ at local (also city) level, and lead initiatives to improve their access to basic services
4. National policy makers mainstream resilience building, and Social Protection (safety nets) into policy.

¹⁰ WFP Zimbabwe's Urban Food Security and Resilience Building Programme Biannual Report, 31 May 2021 revised 30 June 2021.

The findings here focus on the outputs linked to outcomes /components that are funded by SDC; outcomes 2, 3, and 4. Outcome 1 was funded by other donors¹¹ and outcomes 2, 3, and 4 are complementary to outcome 1 (ensuring sustained food security).

EQ 6: To what extent were the programme outcomes attained?

Outcome 1 – Food insecure, marginalised people meet their immediate basic food and nutrition requirements, enabled through emergency humanitarian aid in the form of CBT (not funded by SDC)

Planned outputs: 1.1 CBT (the main output); 1.2 Learning on nutrition, protection, WASH

The finding at output level is that CBT have been delivered to the most food insecure, socially stressed and vulnerable individuals in targeted urban domains. As of June 2023, CBT reached 10,094 beneficiaries (2,881 female, 1,668 male, 3,353 girls <18 years, 2,192 boys <18 years). This is down from 326,004 in April 2021¹². The target was 550,000 by 2026. However, the reports provided to the consultants does not contain data on the total number of people reached (discounting those that were supported in consecutive years).

In addition, 25,732 community support group members and community members were trained on risk mitigation, nutrition, hygiene, protection, and resilience building (17,737 female, 7,995 male).¹³

At outcome level, literature review of programme documents and FGDs with beneficiaries indicate that, with CBT, food-insecure people in targeted urban domains have been better able to meet their immediate, basic food and nutrition requirements in the face of shocks and stresses in ways that reduce their need for urgent assistance.

Outcome 2 – Food insecure, marginalised households' resilience built, food security sustained, adaptive, absorbative and transformative capacities improved

Planned outputs: Capacity built for: 2.1 IGA (incl. agriculture) for diversification; 2.2 ISAL; to effectively interact with the private sector

Result output 2.1: IGA start-up kits provided and learning activities delivered to food insecure, marginalised urban households

By July 2023, the programme had provided start-up kits (part equipment, part grant start-up capital) to 3,848 households for various IGA.¹⁴ According to beneficiaries interviewed in FGDs and programme reports¹⁵ it was found that these kits improved the resilience (i.e., the absorptive, adaptive and transformative capacities)¹⁶ of food-insecure and vulnerable urban individuals, households, and communities. It was reported that between May 2022 and July 23, 61% of the supported households increased incomes generated from these IGA (carried out by 1,832 females and 1,544 males).¹⁷ For example, the average income from the broiler activity is programme USD 200/month, from production of meat chicken it is USD 414/month, and from informal trade it is USD 295/month.¹⁸

There is also evidence that the programme enabled many beneficiaries to diversify their livelihood activities, thus reducing exposure to the risk of one livelihood activity failing and building transformative capacities. The income increases can be a result of programme one or more IGA; on average 51% of the supported households have been able to diversify into two or more IGA.¹⁹ This resulted in households reducing negative coping mechanisms in response to a lack of food. A significant increase in the proportion of households that did not apply any coping mechanisms was observed from 14% at baseline to 60.1% in April. The prevalence of households applying stress

¹¹ FCDO, USAID, CERF, ECHO

¹² WFP Zimbabwe's Urban Food Security and Resilience Building Programme BIENNIAL REPORT, 31 MAY 2021 revised 30 June 2021

¹³ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report 31 July 2023

¹⁴ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report 31 July 2023

¹⁵ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report 31 July 2023

¹⁶ "Absorptive" capacity means to take action to prevent and cope with known shocks; "Adaptive" means to adjust to changes; "Transformative" means a major, lasting (systemic) change

¹⁷ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report 31 July 2023

¹⁸ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

¹⁹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project Report 31 July 2023

coping strategies reduced from 39.4% at baseline to 22.5% in April. The proportion of households adopting crisis coping mechanisms remained stable at 8% throughout the reporting period, while the proportion of households employing emergency based coping mechanisms reduced significantly from 38.6% at baseline to 9.3% at the end of cycle review.

Between May 2021 and July 2022 19,240 individuals were trained on disaster risk reduction, nutrition, hygiene, and protection. Capacity building activities for agricultural production and processing included 28 demonstration plots and training 2,878 people²⁰ on climate smart agriculture (CSA) including food processing. In addition, ILO provided the 'Start an Improve Your Business' training to 646 people (541 female, 105 male).

Some IGA were more successful than others:

- An analysis done by WFP identified mushroom production as one of the best performing and profitable IGA,. Despite this record, however, by July 2023 only 100 households were engaged in mushroom production.
- Ten energy efficient stoves were piloted in Mutare domain to be scaled-up to other domains with a target of 6,000. There was a very low uptake of only 10 households, due to the prohibitive cost of the stoves.²¹
- Hydroponics IGA did not succeed due to high input cost and the length of time needed to realise returns.

Result output 2.2: Internal savings and lending (ISAL) groups are formed, marketing groups are formed and increase access to markets

The ISAL groups play three important roles: a) financing IGA, b) savings and c) mitigating social risk.

There is good evidence from FGD that the ISAL enabled many beneficiaries to expand their IGA and often enabled them to diversify their livelihood activities, thus reducing exposure to the risk of one livelihood activity failing and building transformative capacities. ISAL groups that focussed on IGA have played a central role in the success of IGA by providing them with access to finance. By July 2023 in Bulawayo 74% of programme participants participated in ISAL. Many value chains are now embedded in financial arrangements initially set up through ISAL and some ISAL which have formalised have proceeded to make arrangements with formal financial institutions such as the Zimbabwe Women's Microfinance Bank, which has unlocked greater amounts of credit to these ISAL. Successful ISAL are well organised with constitutions and clear rules for operations, e.g. repayments, defaults, use of money, etc. The literature review and FGD indicates that ISAL have played a significant role in increasing access to finance particularly for women.

For this output, 233 ISAL were established across three domains (Mutare 55, Gweru 78, Mzilikazi/Pelandaba 100), mainly involving women and girls. These groups received training on group formation, constitution writing, and financial literacy. The total number of participants in ISAL groups by June 2021 was of 3,495.²²

It is clear that ISAL have played a central role in the success of the different IGA by providing them with access to finance. By July 2023 in Bulawayo 74% of programme participants of an ISAL group. The social fund that many ISAL operate, in addition to their savings and lending functions, help to mitigate risk from unforeseen household challenges, e.g. funerals, medical. ISAL enhanced access by members and their family members to education, health, and shelter through the group's ability to lend money.²³ This service creates an additional social protection value to ISAL members. Based on the reporting and interviews and FGD there is strong evidence that ISAL are effective in addressing the financing, risk and social needs of vulnerable people.

Market access – The programme helped producers form marketing committees, and there is evidence that these increased access to markets for IGA outputs. These committees gather market intelligence, to find opportunities and link members to reliable markets for their produce. This is the case for the horticultural project in Gweru. However in Bulawayo, supermarkets require bulk supply and small scale, space constrained urban farmers often could not consistently provide the volumes and quality required by these retailers. Thus, building relationships with the private sector has been patchy, with more success in engaging informal and smaller private sector market

²⁰ Not households

²¹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

²² WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022.

²³ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

actors than with the larger formal actors. The endemic lack of trust that affects many transactional relationships in Zimbabwe also negatively affected beneficiaries, e.g. mushroom spawn suppliers sold beneficiaries sub-standard spawn which affected their production.

Some farmer groups, e.g. those in Gweru, have formed urban farmers' association which enabled them to take advantage of economies of scale, e.g. bulk buy inputs, bulk supply markets. This contributed to reducing input costs, getting better prices at markets and enhancing business viability.

Most ISAL groups create social funds, that assist members to meet the costs of health, funeral and education needs; the funds play a critical role as a buffer to reduce risk from unforeseen eventualities.²⁴ These funds play a critical role as a buffer to reduce risk from unforeseen eventualities.

Regarding **community-government collaboration**, there is ongoing collaboration mostly through the Ministry of Women Affairs, Community, Small and Medium Enterprises Development on IGA and savings groups, but also with the Ministry of Youth and the Ministry of Public Service, Labour and Social Welfare.

The programme's stakeholder engagement with communities. The evaluation found little evidence about communities of beneficiaries being empowered to influence the programme's programming. For example, beneficiaries were offered IGA options from a pre-determined list developed by WFP, that had not always been sufficiently well thought through in terms of suitability to the local contexts, markets, and beneficiary interests, histories of economic activities and motivations. It seems beneficiaries had little or no influence about suggesting alternative IGA that may have suited them and their contexts better. This was particularly the case with the hydroponics IGA which was technically complicated for beneficiaries to operate, and it was also subject to contextual challenges such as water shortages and in contradiction to programme lessons on participation.²⁵

Output 2.1 activities include the provision of IGA grants, and learning events about:

- urban agriculture: production and processing of agricultural products
- the organisation of farmers to improve their business, access to finance, and market dynamics
- the organisation of farmers and communities, to empower them to improve community-government collaboration and influence local government to create a more enabling environment for IGA, and more inclusiveness in local government's urban resilience-building activities.

According to beneficiaries interviewed (in FGD) and programme annual reports it was found that the IGA grants improved the absorptive, adaptive and transformative capacities²⁶ of food-insecure and vulnerable urban individuals, households, and communities, through resilience-building actions that were indeed complementary to CBT.

Regarding the output of building capacity for **agricultural production and processing**, key activities found in the literature review are:

- during May 2022 and July 2023, 28 demonstration plots (in 16 households in Mutare and 12 in Gweru) introduced improved climate smart farming technologies. In Mutare, 16 low-cost demos, 13 float tray nurseries and three Dutch bucket systems were set up at household level.
- In Gweru domain 12 demonstration plots introduced the hydroponic nutrient film technique method, mushroom farming, aquaponics and fish farming.²⁷
- During May 2021 to July 2022, 2,878 households involved in agricultural and livestock value chains were trained in climate smart agricultural practices and environment friendly food conservation methods.

²⁴ ISAL social funds have also contributed to reducing risk, which is separate from the finance fund, which is money set aside to assist members to meet the costs of health.

²⁵ This is not in keeping with a lesson identified in a WFP report: *Community voice (community representatives, special interest groups) add value to assessments and planning at all levels*. WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Biannual Report, 31 May 2021 revised 30 June 2021

²⁶ "Absorptive" capacity means to take action to prevent and cope with known shocks; "Adaptive" means to adjust to changes; "Transformative" means to take action to stop or reduce the causes of risks.

²⁷ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

- By July 2021, 2,547 households were reached with training and additional support or kits for IGA.
- In Bulawayo 646 participants (541 female, 105 male) had been trained in the ILO 'Start an Improve Your Business'.

Some IGA were more successful than others:

- Beneficiaries participating in the production of poultry, mushrooms, rabbit raising and horticulture, as well as manufacturing peanut butter and detergents, were often successful in enhancing incomes from livelihood activities. An analysis done by WFP identified mushroom production as one of the best performing and profitable IGA that has contributed to increasing household level incomes. Despite this record, however, by July 2023 only 100 households were engaged in mushroom production.
- Results from the energy efficient stoves were low. Ten energy efficient stoves were piloted in Mutare domain to be scaled-up to other domains with a target of 6,000. The low uptake by only 10 households was attributed to the prohibitive cost of the fuel-efficient stoves.²⁸ Results from the hydroponics IGA did not succeed due to the high cost of implementing and the length of time needed to realise returns.

There is also good evidence²⁹ that the programme enabled many beneficiaries to diversify their livelihood activities, thus reducing exposure to the risk of one livelihood activity failing and building transformative capacities.

Output 2.2 activities included training on group formation, constitution writing, and financial literacy, on savings and lending (ISAL), and on how to improve access to finance and markets.

Regarding access to finance, ISAL:

- Literature review indicates that ISAL have played a significant role in increasing access to finance, particularly for women. In addition, 233 ISAL groups were established across three domains (Mutare 55, Gweru 78, Mzilikazi/Pelandaba 100), mainly involving women and girls, who have come together to pool resources and earn income from agricultural practices undertaken. These groups received trainings in group formation, constitution writing, and financial literacy. The group enhanced access by members to education, health, and shelter through the group's ability to lend money.³⁰ The total number of participants in ISAL groups by June 2021 was of 3,495.³¹
- ISAL also often created social funds to complement their savings and lending services, that assisted members to meet the costs of health, funeral and education needs; the funds play a critical role as a buffer to reduce risk from unforeseen eventualities.

There is evidence that the programme did increase for IGA outputs, by helping producers form marketing committees, which gathered information about market intelligence and market opportunities and linked beneficiaries with reliable markets for their produce. This is the case for the horticultural project in Gweru. However, there were challenges in the market linkage component in Bulawayo because supermarkets require bulk supply and small scale, space constrained urban farmers often cannot consistently provide the volumes and quality required by these retailers. Thus, building relationships with the private sector has been patchy, with more success noted in engaging informal and smaller private sector market actors than with the larger formal actors. The endemic lack of trust that affects many transactional relationships in Zimbabwe also negatively affected beneficiaries, e.g. mushroom spawn suppliers sold beneficiaries sub-standard spawn which affected their production.

It is clear that ISAL have played a central role in the success of the IGA by providing them with access to finance. By July 2023 in Bulawayo 74% of programme participants participated in an ISAL group. Many value chains are now embedded in financial arrangements initially set up through ISAL and as well as arrangements with Zimbabwe

²⁸ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

²⁹ "From May 2021 until July 2023, WFP and partners managed to reach 3,878 households against a target of 3,000 households in several agricultural and non-agricultural related value chains all aimed at diversifying livelihoods and increasing the monthly incomes of the selected vulnerable households in the urban domains so they can meet their household needs and better respond to shocks." WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

³⁰ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

³¹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022.

Women's Bank. Successful ISAL are well organised with constitutions and clear rules for operations, e.g. repayments, defaults, use of money, etc.

Some farmer groups, e.g. those in Gweru, have formed urban farmers' association which enabled them to take advantage of economies of scale, e.g. bulk buy inputs, bulk supply markets. This contributed to reducing input costs, getting better prices at markets and enhancing business viability.

Literature review indicates that most IGA helped to increase and **diversify incomes**. During May 2022 and July 2023, 61% of supported households reported increased incomes generated from the IGA they are engaged in. The increase incomes have not only been as a result of the single IGA the household was enrolled under the programme but on average 51% of the supported households have been able to diversify into two or more IGA. The average monthly income for the programme participants is USD200 per month with broiler, Sasso (poultry breed) and informal trade proving to be the most viable enterprises with average income of USD 414, USD 400 and USD 295 respectively.³²

ISAL have also contributed to reducing risk through their social fund, which is separate from the finance fund, which is money set aside to assist members to meet the costs of health, funeral and education needs. These funds play a critical role as a buffer to reduce risk from unforeseen eventualities.

Outcome 3 – Communities empowered to influence government programming at local (also city) level, and lead initiatives to improve their access to social services

Planned outputs: 3.1 Communities learning on mobilising and advocating government; 3.2 Interaction between communities and government intensified; 3.3 Community support groups lead infrastructure projects

Regarding **community-government collaboration**, the finding is that generally communities are able to engage with government, especially through the Ministry of Women's Affairs, which has a strong on the ground presence in urban communities. However, in some cases, e.g. Mutare, it was difficult for communities to engage with government because of the political environment, where programme beneficiaries were seen as benefiting from opposition support.

The evaluation found little evidence on communities of beneficiaries being empowered to influence the R4 programming. For example, beneficiaries were offered IGA options from a pre-determined list developed by WFP, that had not always been sufficiently well thought through in terms of suitability to the local contexts, markets, and beneficiary interests, histories of economic activities and motivations. It seems beneficiaries had little or no influence about suggesting alternative IGA that may have suited them and their contexts better. This was particularly the case with the hydroponics IGA which was technically complicated for beneficiaries to operate, and it was also subject to contextual challenges such as water shortages. This is not in keeping with a lesson identified in a WFP report in 2021: *Community voice (community representatives, special interest groups) add value to assessments and planning at all levels.*³³

Outcome 4 – National policy makers mainstream resilience building, and social protection (safety nets) into policy

Planned outputs: 4.1 Knowledge products used (incl. the Government's sustainable livelihoods manual); 4.2 Resilience building is mainstreamed & integrated in social protection policies

The Evaluation could not identify documentation that precisely the intended changes at national level, apart from the production of manuals.

At city level, Gweru and Mutare adopted urban agriculture policies.

³² WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

³³ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Biannual Report, 31 May 2021 revised 30 June 2021

Mutare also developed a Resilience Strategy for the city (it includes plans to employ a resilience specialist and an agronomist within the city),

EQ 7: What factors contributed to or undermined the achievement of outcomes?

Contributing factors: The achievements outlined above were supported by a number of factors. Building good working relationships with local authorities was clearly critical in getting the urban agricultural policy in place, which in turn meant that the programme could access wider support for programme activities, such as being provided with extension officers and getting lease agreements for project activities.

In addition, WFP has strong and experienced IP who have depth of understanding about the country and about resilience building. Their capacities contributed to the robustness of the programme's design, implementation and achievement of results.

Some farmer groups, e.g. those in Gweru, have formed urban farmers' association which enabled them to take advantage of economies of scale, e.g. bulk buy inputs, bulk supply markets. This contributed to reducing input costs, getting better prices at markets and enhancing business viability.

The programme's design has greatly contributed to the programme's successes, and this has enabled it to deliver many benefits e.g. building vocational skills and business skills, have given beneficiaries a means to make incomes and knowledge of how to run their businesses well, livelihood diversification has reduced risk exposure, etc.

The attitudes and values of beneficiaries also supported the achievement of results, e.g. participants who contributed towards IGA from their own savings and had a sense of ownership of the project activities and commitment to seeing it succeeded. This was critical in the success of many activities.

Macro-level factors undermining results: There were numerous factors that have made the achievement of some results and the scaling of others challenging. At the macro level, government policies and statutory instruments on managing the economy have resulted in high inflation, decreased purchasing capacity, currency volatility, difficulty and high costs in accessing credit, high levels of unemployment among other challenges that make it very difficult to achieve results and places great limitations on IGA options. Inadequate provision of basic services such as water, power, sanitation, health services make operating a business in an urban area difficult and expensive, and more so for people who are ill or disabled who cannot access the health services they need to be fit to run a business. The country macro-economic environment is not conducive to supporting results.

The extreme drought affected all IGA; those depending on water were challenged by poor water supply, and generally the heat affected people's productivity.

Women have been additionally affected by water shortages as social norms pressure them to collect water, run households and care for children. These roles often mean that much of their day is taken up, leaving little time for productive activities.

The political environment also undermined the achievement of results, particularly in Mutare. In the lead up to the elections in 2023 local politicians used the programme to score points by accusing the programme of supporting opposition members through its resilience and CBT activities. This resulted in the resilience programme being suspended from April 2023 to October 2023, and the CBTs have only resumed in March 2024. The suspension of programme activities has had serious negative effects on results, and on beneficiaries.

Programme-level issues undermining results: Another issue that significantly undermined results was the contracting arrangement between WFP and IP. WFP gave IPs contracts of between 3 - 6 months during 2021 and 2022, one year contracts during 2023, and one six month and one three month contact in 2024. This has significantly affected implementation to such an extent that implementation models were changed and rearranged to fit with the contracting arrangements, e.g. the original vocational skills building model was designed to build skills over a year long period or more to impart skills. However, because of 3-6 months contract arrangements with IPs the model was re-designed to achieve some form of results in the time frame allowed by the contracts. However, this compromised results that would likely have been achieved if the original model had been implemented over the longer time frame.

It also meant that partners would be frequently involved in preparing proposals to renew their contracts. This was very time-consuming and took staff away from actual implementing the programme as well as contributing to frequent downtimes between 2 to 3 months every year whilst contracts were renewed, budgets approved, and funds disbursed. This resulted in a stop start pattern in programming activities which resulted in significant negative consequences for many beneficiaries and seen beneficiaries complaining to IP about the disruptions to their livelihoods, financial planning and lives. One implementing partner reported that they had no funding available to do any programme activities during July 2022 to September 2022. It also created difficult employment arrangements for IP, as they recruited and retrenched staff on a frequent basis, resulting in loss of institutional programme knowledge and contacts. This also contributed to programme activities being dropped for periods time. Such short-term contracting is not appropriate for resilience building programmes which are, by their nature, longer term in focus. WFP's own budget, which was designed to reduce over time, created constraints that also affected results, resulting in some partners reducing staff by two thirds with an associated downscale of programme activities.

Although value chain analyses for IGA were done, there is strong evidence to indicate that these were insufficient. It seems that IGA were selected before understanding market dynamics, value chain issues and relevance to specific locations and beneficiary types. Whilst there are several examples that illustrate that value chains and markets were not sufficiently understood before implementation, the hydroponics IGA demonstrates relevant issues that were also mentioned in other contexts. In this case, the nutrients needed for the programme had not been thoroughly investigated which resulted in inappropriate and costly inputs initially being used; the activity requires ready access to clean water which is often not available; the system is technically difficult for beneficiaries to operate and they did not sufficiently understand how to use the system; the required support to operate the system was not factored into the design; the cost benefit analysis did not justify the expense compared to the returns. There are other examples which illustrate the need for more preparatory work: starter packs being given before setting up the market linkages, input suppliers supplying substandard inputs, people being offered IGA that did not fit with their interests, patterns of high mobility and need to see quick results and resulting in limited IGA initial uptake by youth³⁴, IGA offered to disabled people did not always match with their disabilities.

The methods used to target people for resilience activities sometimes targeted those who were unable to benefit, e.g. those who lacked the physical make-up, attitudinal orientation, ability to be in one place for any length of time, have basic assets, etc. As one key informant put it: "Some people do not have the ability to be assisted effectively by the programme no matter how much resources you plough into them." This meant that programme resources were wasted in some instances and results not achieved. The programme initially targeted and set up groups for the focus of programme activities, e.g. farmer groups, baking groups, garment making groups, etc. However, this model often did not work, or only partly worked, because these groups lacked the social cohesion to hold them together. For example, farmers don't trust each other so they are not motivated to aggregate to supply and coordinate around quality issues which results in loss of economies of scale, making it difficult to compete in commercial markets, so farmers ended up selling informally to neighbours and undermining the programme's potential to scale. Social cohesion is stronger in rural areas where communities live in the same area, whereas urban populations are more mobile, changeable and geographically dispersed and often do not have the same binding forces to create cohesion for successful groups.

All the start-up kits were given in kind.

Another challenge was that urban agriculture needs space which most urban areas do not have. Thus, access to land programme activities has been a challenge because suitable land areas are scarce. In addition, the implementation of the urban agricultural policy has sometimes put the programme at loggerheads with various local authority departments responsible for applying council regulations. Whilst the urban agricultural policy may have provisions for relocating successful IGAs, e.g. poultry, that have scaled beyond the space limitations of urban areas

³⁴ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

to larger spaces in peri-urban or rural areas, in practice there have been instances where some urban projects have scaled to a point of breaching urban regulations, e.g. health regulations.³⁵

EQ 8: What results were achieved in terms of reducing the underlying causes of food insecurity and lack of resilience? What key factors contributed to achievements?

The underlying causes of food insecurity include:³⁶

- Supply side issues: low productivity, climate shocks, market gaps, lack of appropriate policies, lack of investment, world market prices for food commodities, transportation gaps, land tenure insecurity and lack of access to arable land, lack of access to basic services.
- Demand side issues: poverty, policies that create inequality to economic opportunities and wealth distribution, weak governance, high unemployment, economic instability, risk factors such as dependence on single income sources, social exclusion / marginalisation, lack of access to basic services, population growth.

Many factors, especially macro level factors, are beyond the reach of the programme to address, e.g. macroeconomic policies, policies which influence wealth distribution, world market prices, population growth etc. However, the results of the evaluation indicate that the programme has had some success reducing underlying causes food insecurity amongst target beneficiaries and communities. The urban agriculture policy, for example, has had some success in increasing the availability of land for urban agriculture and allowing communities to produce food without fear of their efforts being bulldozed by councils; IGA and the associated food production, employment opportunities and livelihoods diversification they provide have reduced poverty levels and reduced the risk of being dependent on single income sources; and the programme's inclusion of marginalised groups, such as women, youth, disabled people, have enabled greater food security amongst these groups. In addition, the programme has promoted investment into food production systems and livelihood activities through the ISAL which have enabled beneficiaries to invest in and grow their own businesses and diversify incomes. The market linkage component has addressed market bottlenecks to some extent and thereby increased incomes to beneficiaries. The FFA component enabled people with no means to support themselves to meet their immediate needs and longer-term needs.

EQ 9: To what extent has the programme tested and adopted innovative approaches and how has this contributed to effectiveness?

The programme has contributed to transforming the role of ISAL from a consumptive and subsistence focus to playing an important role in productive and commercial activities. This has contributed to local economic activity and reducing food insecurity. ISAL have become 'little banks' that cater for beneficiaries needs to borrow, e.g. pay school fees, rent and electricity at a reasonable interest rates, and made significant a contribution to income diversification. This has reduced mental stress amongst beneficiaries. In addition, programme linked some ISAL to a formal financial service provider, Zimbabwe Women's Bank, and thereby increasing the flow of available finance to ISAL. This bridging of formal and informal sector financial services has been innovative.

Some of the IGA have provided innovative ideas for economic activities adapted to urban areas, e.g. production using hydroponics, mushroom, horticulture, detergent making, IGA using urban waste. While the hydroponics projects have not been successful for reasons already described, the other projects have been mostly successful in urban contexts.

The programme initiated a youth innovation fund to support young people to develop business plans and provide seed funding for their businesses. Unfortunately, while the idea was innovative and appropriate to the objectives of the programme, it is unlikely to continue partly because it takes far too long for young people to open a bank account and partly because the Ministry of Youth, who was designated to take over the fund management, has not been able to fulfil its role.

³⁵ One beneficiary was keeping 50 chickens inside their house as they did not have the required chicken run.

³⁶ <https://core.ac.uk/download/pdf/37319951.pdf>

EQ 10: What are the follow-up support mechanisms provided by development partners to project participants beyond the initial trainings and start-up kits?

Beneficiaries received initial training in entrepreneurship, gender equality, market intelligence and production methods after the start-up kits were distributed. Then beneficiaries were trained using the ILO Improve Your Business training programme. By July 2023 646 participants had been trained in the ILO course and by July 2021, 2,547 households had been reached by with trainings and additional support or kits to IGA.

Follow-up support also included assistance to diversify livelihoods into manufacturing activities such as producing peanut butter and detergents. Follow-up support, in the form of extension services, was also provided by Agritex officers following the adoption of the urban agriculture policy.

The Ministry of Women's Affairs played a key role in following up with beneficiaries by providing business training and support and, in some cases, the Ministry provided assistance to formalise successful IGA businesses.

It is clear, however, that IGA need longer-term support, capacity building and handholding to sustain them. It is optimistic to think that those from socially marginalised positions with limited business and commercial experience will be able to succeed after a short training course. More on-going, light touch, business mentorship would be useful.

EQ 11: What is the impact of the layering approach towards resilience and to what extent has it contributed to achieving results?

The contribution of layering and sequencing towards achieving results has been variable. In some instances, layering and sequencing has contributed to achieving results, e.g. IGA groups received training first and were then supplied with physical items and assets; ISAL were given training in entrepreneurial skills before starting the ISAL so that they were prepared for managing the money from the ISAL.

In other instances, however, it has not worked well, e.g. machinery being provided without training on how to use it, starter packs being given out without doing the requisite training, not having the market linkage components in place before the IGA were producing and looking for markets, input suppliers supplying substandard inputs, nutrient inputs for the hydroponic IGA not being tested before rollout. These oversights contributed to lost opportunities, wastage of resources and frustrations.

EQ 12: How are youths and women able to absorb and or adapt to shocks? To what extent do programme activities support them to do so?

The programme activities have, in many instances, provided significant support to beneficiaries, including women and young people, to absorb and adapt to shocks. The FGDs provided evidence that programme activities have supported beneficiaries to improve household economic status, the amount and diversity of nutrition, capacity to provide for children with disabilities, ability to cover monthly costs (e.g. school fees, electricity, medical) and access to household assets.

There is also evidence that the programme activities have empowered women and young people through providing opportunities for them to build confidence in what they can achieve and reorientate the way in which they engage with their lives, their partners and their communities. Successes experienced through the programme have transformed their mind sets from dependency and hand-to-mouth philosophy to individual and self-sustaining entrepreneurs. This has led to wider positive behavioural and social changes. For example, there were reports by women and young people who participated in the FGDs that they invest most of their time and energy into their projects and are less likely to be idle, engage in prostitution or substance abuse or enter early marriages and they are more motivated and better able to cope with the day-to-day challenges that they face. In addition, there was also evidence of reduced mental stress and improved intimate partner relationships, including more transparency between couples on the use of money and increased love and sense of common purpose amongst couples because both are contributing financially towards the wellbeing of the family.

EQ 13: Have capacity building efforts supported the effective implementation of the programme ?

Capacity building of government stakeholders: The urban programme has attempted to build the capacity of central government and local government e.g. through trainings to build capacity to align policies on social protection, knowledge transfer about resilience programming and by building the capacity of the Government of Zimbabwe to sustainably deliver services to beneficiaries through providing training, e.g. Ministry of Water, Ministry of Youth, Ministry of Women's Affairs. However, this is proving difficult because ministries often do not have the resources to maintain internal capacities to support the programme. For example, the Department of Social Development, which is within the Ministry of Public Service, Labour & Social Welfare, has lost many of its qualified and experienced staff to the UK, and have often replaced them with inexperienced attachment students from universities and colleges. High staff turnover within government departments also hampers the development of capacity building efforts. Because ministries have defined focus areas, e.g. the Department of Social Development focusses on GBV but not on livelihoods development, it is also difficult to build capacity consistently for all the focus areas of the programme. Changes within government also create challenges for building capacity, e.g. in 2019, the restructuring of government led to there being no agricultural extension officers in urban areas to support programme activities, as officers were moved to the rural areas.

The programme organised two 'look and learn' exchange visits between Mutare, Gweru and Bulawayo provinces in May 2023 and this seems to have been greatly appreciated, promoting mutual learning and exchanging tacit knowledge, including that ISAL training is key to building resilience. One government official in the Ministry of Women's Affairs reported learning about different company registration options which was useful for his work within the ministry and for the IGA, and Mercy Corps adopted mushroom as a resilience building activity after learning about its efficacy from DCA in Bulawayo. Beneficiaries also valued the peer-to-peer learning opportunities to see how IGA were carried out in different places.

Whilst it is intended that government takes the main responsibility for coordinating resilience programmes because of sustainability objectives, this often does not happen, because of competing priorities. In addition, Government ministries are bureaucratic and do not operate by private sector principles, e.g. it takes a long time for beneficiaries to register and formalise a business. Registering a business is seen as an administrative process rather than an important step to support economic development. This makes building government capacity to support IGA and other private sector development challenging

The Ministry of Women's Affairs has many overlapping objectives to the programme and it has been a key ministry. It makes good sense, therefore, to invest in building their capacity and resources.

Capacity building of IP: IP have been able to share their knowledge and experience of resilience building with WFP, and this has contributed to building resilience programming capacity. In addition, a number of trainings were done for IPs, e.g. three resilience schools led by Mercy Corps, were done to ensure common understanding of resilience principles, online sessions held on targeting and monitoring and a training for CPs on hydroponics.

As mentioned earlier, there was limited coordination in the early stages of the programme and this limited knowledge sharing and learning amongst partners. Current opportunities to exchange knowledge and learning still seem to be limited. Staff turnover as a result of contracts ending, promotions, etc within WFP and other IP also created challenges in maintaining institutional capacities, memory and experience. The programme Theory of Change and outcomes do not provide for capacity building for IP as a specific objective, and this may explain why there has been little focus on creating structures and platforms for Mutual capacity building.

Capacity building of beneficiaries: The programme has built the capacities of beneficiaries in numerous ways, e.g. training in entrepreneurship, gender equality, training in climate smart and resilience agriculture, market intelligence, ISLAs, group formation, financial literacy, production methods, the ILO's Improve Your Business training, extension support from Agritex, etc. IP also organised exchange visits whereby beneficiaries from the Gweru programme visited Mutare beneficiaries and vice versa. Beneficiaries learned about success stories, and this enabled peer to peer learning. This arrangement worked very well but it was not in the initial programme design.

EQ 14: What are the challenges and opportunities in operationalising localisation in the programme ? How did the programme contribute to supporting the ability of local and national actors and partners to deliver on needs in an effective and timely fashion?

Some of the challenges in operationalising localisation in the programme have already been highlighted above. The key challenge has been the way in which line ministries and municipalities were brought into the programme in that they did not participate in the design stage of the programme and were not brought on board right from the beginning. This limited their understanding about the programme as well as motivation to take ownership in the implementation stage. As key partners in the programme's implementation and sustainability, it was inappropriate to leave them out in these important stages; this affected the successful implementation of the programme. This finding contrasts with the lesson identified in a WFP report in 2021: *There is need to ensure stakeholders take a leading role in planning, implementation, and monitoring from the outset.*³⁷ This was a lost opportunity for the current programme but should be a key step for future programmes.

EQ 34: What are beneficiaries' and other stakeholders' perceptions and their "user experiences" with regards to cash transfers in both rural settings?

Data gathered from FGDs and KIIs for the UFSRBP data collection indicates that the experience of the cash transfer component in UFSRBP was mixed. On the one hand the cash transfers improved household income, improved food security and assisted household to overcome immediate crises. Cash transfers in the UFSRBP have also played a useful role in supporting the most vulnerable e.g. people living with disabilities, to cope with shocks, especially during the Covid-19 lockdowns.

But on the other there were reports from numerous beneficiaries that there had been an increase in intimate partner violence. This happened for a number of reasons including that women did not have phones to receive the funds so the funds were sent to the husband's phone and when women claimed the money men became violent or they used the money on alcohol and the household was no better off. In addition, community members with debts were pursued by their creditors after the cash transfer payouts and this sometimes resulted in conflicts.

Challenges in using the CBT included accessing smaller denominations for change when collecting money, long queues to collect cash at the redemption points and sometimes beneficiaries did not have the required identification documents and this sometimes blocked access to cash.

Other perceptions included that CBTs were seen as a way of buying votes and therefore politically sensitive, CBTs support donor dependency in recipients and some people do not like cash handouts and they would prefer to be able to earn their money.

It was also noted that not all beneficiaries of the CBTs who were also selected for resilience building activities were able to successfully graduate to maintaining self-sustaining incomes. People often used the livelihoods kits for subsistence, for example, they raised poultry and then consumed the birds, thus reverting to the position they had been in before. The CBTs, combined with IGA, did make some contribution to meeting basic food needs and thereby took some pressure off diverting IGA income away from the business into meeting food and other basic needs.

3.4 Effectiveness on transversal themes

EQ 36: To what extent and how has the programme implemented its HIV and gender mainstreaming strategy or integrated aspects of HIV and gender?

The programme has no gender mainstreaming strategy; it is currently developing one, although the programme is almost at close out stage. This could have been a very useful tool to inform revised approaches to addressing the

³⁷ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Biannual Report, 31 May 2021 revised 30 June 2021

barriers preventing most women from participating in the mechanisation component and most men from participating in the savings groups.

The programme's IGA made efforts to be inclusive and people who were interested in what the programme was offering and who showed willingness and commitment to participate were included, irrespective of age, gender, disability status, HIV status, etc. Thus, IGA beneficiaries included women carpenters and welders, for example. Less gender stereotyping applied for men too, as some men also participated in ISAL along with women. But in general, IGA beneficiaries tended to comply with gender social norms.

In practice, some gender considerations have been applied in the programme. Reportedly, the programme targeted mainly women and most start-up kits went to women (this could not be verified in reports as no disaggregated data were available for this).

Although PLWD participated in the IGA, they could only participate if they had the ability to manage a project. It has not been established that specific IGA were designed or adapted to specific disabilities for PLWD. PLWD appear to have fitted in with the IGA offered rather than IGA selection fitting in with PLWD, e.g. they may find certain activities, certain times of day, certain locations challenging.

In Gweru, 4,468 people were trained on protection and GBV by gender champions. The gender champions also reached 319 households using the gender action learning system (GALS) training modules. In addition, out of a total of 1,500 targeted households in Gweru, 75 households are with PLWD who have benefited from IGA suited to their capabilities, e.g. peanut butter making, poultry.

In 2022, WFP launched assessments on urban governance/systems and gender analysis. The study was intended to identify the key drivers of gender disparities by assessing gender gaps, allocation of community resources and how different social groups' governance structures and services create or eliminate barriers to gender equality³⁸. It appears that the study has not been completed; the consultants were supplied with only the ToR for the study.

EQ 37: What are the results of these mainstreaming efforts so far?

There have been several signs of positive outcomes from mainstreaming gender. There were reports by women and young people who participated in the FGDs that they invest most of their time and energy into their projects and are less likely to be idle, engage in prostitution or substance abuse or enter early marriages and they are more motivated and better able to cope with the day-to-day challenges that they face. In addition, there was also evidence of reduced mental stress amongst women and improved intimate partner relationships, including more transparency between couples on the use of money and increased love and sense of common purpose amongst couples because both are contributing financially towards the wellbeing of the family.

There have also been positive results from the gender awareness campaigns that were implemented during pre-disbursement meetings and via mobile van messaging platforms. This saw an increase in the proportion of households where only women made decisions over the use of WFP transfers, from 52.3% at baseline to 69.5% at the end of cycle review directly related to a decrease in the proportion of households reporting joint decision-making by men and women (43.1% at baseline to 28.6% at the end of cycle review). And the proportion of households where only men made decisions also went down (from 4.6% at baseline to 1.8% at the end of cycle review). This indicates that the programme has contributed to moving the dial in enhancing women's decision-making role.³⁹

In some cases, there was increased GBV because of programme activities, e.g. cash transfers. When a woman arrives home with cash her husband may say "you have not earned that money" and would often be physically violent to take the money from her. In other cases, GBV decreased when basic food needs are covered.

ISAL have clearly played a significant role in strengthening women's agency as more than 90% of participants are female. ISAL have improved their access to finance, financial knowledge, and capital availability for IGA. Men's

³⁸ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022.

³⁹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Biannual Report, 31 May 2021 revised 30/6/2021

participation rates in ISAL excludes them from the financial benefits of the groups as well as from developing a savings culture. This is a gap in the programme’s mainstreaming efforts.

EQ 38: What context- and programme -related challenges have emerged, and how could they be overcome?

Context - The high levels of macroeconomic and currency volatility affected the viability of many IGA. This may have been overcome by identifying IGA that were less exposed to currency risk and by doing assessments of IGA, including involving private sector and communities, in the pre-design stage to identify risks and opportunities in value chains. Social and cultural norms created challenges especially for women and youth to fully participate in the programme, and in some instances, men were negatively affected as well. This could have been better addressed by more context analysis during the pre-design stage, to better understand the barriers affecting the participation of target groups.

Programme - Inadequate layering and sequencing created hiatuses in service delivery and contributed to programme downtime. This could have been addressed by stronger coordination right from the start of the programme.

3.5 Efficiency

To calculate efficiency, a strong MEL system is needed. The data available from the UFSRBP MEL and financial systems are not adequate to reliably assess efficiency. In this section we will nevertheless use these data, and some assumptions, to answer efficiency questions.

EQ 16: Has the programme managed to convert resources / inputs (funds, expertise, time, etc.) to results efficiently?

This question cannot be answered by using figures on expenditure as these are not linked to results. WFP however made budgets by output or *indicators*⁴⁰, thus in tables 1 and 2 we present for each output (*indicator*) the *budget* against the indicator’s results as reported by the programme’s MEL system by June 2024.

The indicators refer to what was originally formulated as:

Output 2: Improvement of absorptive, adaptive and transformative capacities of food-insecure and vulnerable urban individuals, households, and communities through resilience-building actions complementary to cash-based transfers (this corresponds to outcome 2 in the ToC we use)

Output 3: Building capacity of local stakeholders and strengthening integration with the Government of Zimbabwe’s national social protection policies (this corresponds to outcome 4 in the ToC we use).

Table 1: Expenditure by indicator for output 2, as reported by UFSRBP (achieved by June 2024)

| # | Output indicator | # results | budget (USD) |
|-----|--|------------------------|--------------|
| 2.1 | Percentage of households reporting increased monthly income in USD or equivalent as a result of urban agriculture activities and cash grants | Not countable - 78% | |
| 2.2 | Percentage of households employing climate smart and resilient agricultural, processing and/or entrepreneurial practices contributing to their resilience-building | Not countable - 88% | |
| 2.3 | Number of demonstration plots set up | 35 | 70,000 |
| 2.4 | Number of farmers trained and provided in kind grants for urban agriculture | 4,163 | 660,000 |
| 2.5 | Number of farmer cooperatives and community support groups established across three domains | 226 | 233,285 |
| 2.6 | Number of community-led interventions to improve access to basic services supported by the programme (water, energy, education, health, sanitation and shelter) | 256 | 504,000 |

⁴⁰ Budget breakdown revisions to document “Urban Annex 4 detailed budget” discussed with Bezel Garedondo of WFP, 5/8/2024

| | | | |
|--------------|---|--------|------------------|
| 2.7 | Number of community support group members and community members trained on risk mitigation, nutrition, hygiene, protection, and resilience building | 25,732 | 380,000 |
| 2.8 | Number of households receiving energy efficient stoves | 10 | 509,400 |
| Total | | | 2,356,685 |

In above table we can see the number of farmers trained (indicator 2.4); assuming no more than one trainee (or grant) per household, we can infer that 4,163 households were reached with agricultural activities and if the average household size is 5 people, then over 20,000 people were reached with agricultural activities.

We may assume that the number of community members trained (indicator 2.7) is composed of a reliable record of groups and their members, and that the additional (not-group) community members are not double-counted (as is often the case with those receiving different training).

Linking budget figures to these results is also not producing credible findings as the budget does not reflect expenditure at that level of detail. For example, the USD 509,400 budgeted for energy efficient stoves was reallocated after realising that the component was getting almost no uptake.

We also assume here that the farmers trained (a much smaller number, indicator 2.4) are from the same households as those trained community members.

To conclude, taking the indicator 2.7 and the total expenditure for output 2, 92 USD was spent on average for each beneficiary household overall.

Table 2: Expenditure by indicator for output 3, as reported by UFSRBP (achieved by June 2024)

| # | Output indicator | # results | budget (USD) |
|--------------|--|-----------|----------------|
| 3.1 | Number of workshops and trainings organized with government stakeholders for capacity building and policy alignment on social protection | 23 | |
| 3.2 | Improved coordination between development partners and GoZ on food security and social protection in urban areas through a joint workplan and quarterly coordination meetings (GOZ/ WFP) | 24 | |
| 3.3 | Number and type of knowledge products developed and disseminated to relevant government stakeholders/ studies | 6 | |
| 3.4 | Number of learning forums (face-to-face and online) conducted with key stakeholders (private sector, cross-functional projects, development partners, academia, govt.) for beneficiaries, IPs, GoZ | 15 | |
| Total | | 68 | 218,000 |

From above table we can roughly find that the average cost of a learning event (workshop, training, coordination meetings, learning forums) or knowledge product is more than 3200 USD.

Below is a selection of the main results reportedly achieved by July 2023⁴¹ for output 2 (building adaptive, absorptive, transformative capacity) from funds spent:

- 3,848 household supported with IGA start-up kits, of which 61% (2,347) had increased incomes generated from IGA
- 264 urban farmers trained
- 28 demonstration plots set up, as well as 13 float tray nurseries, three Dutch baskets systems
- 163 ISAL were active by July 2023, although 233 ISAL set up.

The main results under Output 3 (building capacity of local stakeholders and strengthening integration with the Government of Zimbabwe's national social protection policies) for funds spent include:

- The adoption of urban agricultural policies in Mutare and Gweru

⁴¹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023

- Resilience building schools were held in Bulawayo, Gweru and Mutare on the harmonization of approaches in urban social assistance and resilience programmes and a guideline note on the operationalization of the framework was agreed upon, leading to the establishment of a joint Urban Task Force with the Ministry of Public Service, Labour and Social Welfare in the lead to take this task forward⁴²
- Support the Government of Zimbabwe to develop an integrated system for beneficiary management
- Support Government to develop a sustainable livelihoods manual.

As can be seen in the figure below the bulk of the funds (54%) have been spent on partners to implement the programme (38% on IP, 16% on WFP), whilst 37% has been spent on outputs, Output 2 (34%) and Output 3 (3%), and the remainder (9%) on other programme costs.

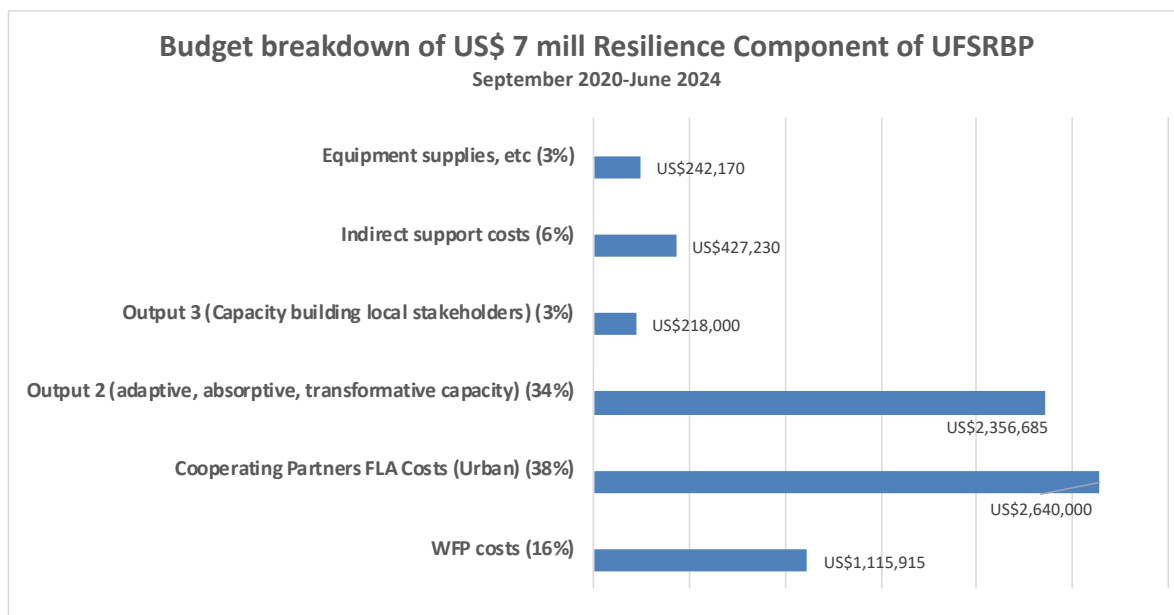


Figure 3: Budget breakdown of the resilience component of the UFSRBP

The balance of programme spending between partners (54%) and programme activities (37%) is heavily skewed towards spending on partners to implement the programme. The spend on Output 3, building the capacity of local stakeholders, seems a small allocation for a component that is so important to building sustainability. The programme's positive results in preventing households from adopting negative coping mechanisms in response to a lack of food, supporting households to increase incomes through IGA, enhancing income diversity, increasing awareness and adoption of climate smart farming technologies, using ISAL to provide finance for IGA and diversify incomes have all demonstrated positive results from funds spent. The ISAL in particular, have played an important role in the programme by providing finance to IGA. Whilst there is no measurement of the knock-on effect on local economic development, they have probably contributed significantly to wider economic benefits and are probably also providing good VfM beyond the immediate programme. The significant achievement of the urban agricultural policy under Output 3 was another area where investment of funds reaped a significant reward.

A key issue which appears to have undermined VfM is insufficient research on contexts and beneficiary types, mapping of change pathways and preparation to customise IGA prior to rollout. For example, there was low uptake of the energy efficient stoves because the programme did not anticipate the degree to which the high cost of the stoves would be a barrier; initial low uptake of IGA amongst youth due to not sufficiently factoring in their interests, patterns of high mobility and need to see quick returns which resulted in high dropout rates; vocational training offered to young people was not adequate and an incubation programme and more hand holding and mentoring was needed to supplement the skills of students; the hydroponics IGA did not factor in the need to test nutrient inputs and their costs and availability and water supplies before rollout.

⁴² WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

Value for Money has also been affected by the downtime of activities due to political interference which saw the programme activities close for many months, the short-term contracting arrangements with partners which also resulted in programme downtime e.g. July 2022 – September 2022 when there was no funding for programme activities, as well as staff turnover amongst IP and WFP which also meant that there were interruptions in the delivery of programme activities.

Layering and sequencing challenges also sometimes contributed to lost VfM, e.g. providing IGA start up kits before identifying quality input suppliers and setting up market linkages for sale of produce, resulting in a lack of markets for IGA and lost sales and income opportunities. Sequencing was sometimes negatively affected by slow recruitment and contracting of service providers which resulted in delays of delivery that affected results and efficiencies.

EQ 17: How efficient were the implementing modalities, including sub-contracting with implementing partners?

The overall positive results achieved by the programme, but the high costs needed to achieve them indicate that implementing modalities were only moderately efficient. Efforts were made to enhance value for money, for example, standardised approaches to the start-up kits were used to bulk buy inputs which resulted in a reduction in per unit costs. The poultry IGA appears to have offered the best IGA value for money, as well as mushrooms and horticulture. A report on IGA Value for Money was done, but the consultants did not have access to it to inform the efficiency analysis.

Some IGA offered limited value for money. An example of this is that the initial cost per person of the hydroponic system was in the region of USD 2,000, but revenue was in the region of USD 200 per month. Costs were later reduced to USD 200 - USD 300 through innovations using local inputs and utilising expertise from a local university to modify the kit. In addition, aquaculture requires significant initial investment and risks are high, e.g. water shortages, theft, etc and as such this IGA offers limited value for money as the time needed to recover initial costs is so long. This does not represent good value for money. Gaps in implementing model issues that have affected efficiency have been highlighted above.

As mentioned earlier, short-term partner contracting arrangements given by WFP resulted in uncertainty about programme continuity amongst IP and considerable time spent on writing proposals and renewing contract arrangements. The frequent renewal of contracts has resulted in delays in IP receiving funds, and this has contributed to significant and regular downtimes in programme activities, e.g. 2-3 months. Short-term contracting also resulted in high staff turnover as IP could often only give 3-to-6-month contracts to staff members, and also allowed insufficient time to achieve anything much, particularly for a resilience programme which requires a long-term focus. High staff turnover associated also resulted in a loss of programme contacts and experience which contributed to hiatuses in implementation activities. The lack of coordination, particularly at the beginning of the programme, also slowed implementation. These issues have all undermined VfM.

In addition, low levels of coordination during the initial stage of the programme and insufficient involvement of Government and communities in the pre-design and planning stages of the programme contributed to slow implementation which affected achievement of both results and VfM. In addition, the targeting of beneficiaries that were largely unable to benefit from the resilience building activities meant that resources were spent without seeing many benefits in return. This does not offer VfM.

EQ 18: Where could results have been achieved more cost-efficiently e.g. with different implementation modalities?

Below are a number of ways to achieve results in a more cost-effective way:

- Set up ISAL at the beginning of the programme so that beneficiaries would be able to self-finance their starter packs, and give beneficiaries time to save using these groups.
- Avoid giving free starter packs as this contributes to IGA failure through creating conditions for lack of IGA ownership and commitment.
- Conduct thorough contextual groundwork and research into value chains and markets before selecting what IGA is to offer and understand IGA from beneficiary perspectives before design and rollout is done. Include beneficiaries in IGA design.

- On the basis of such analysis, customise IGA to align with specific locations and the needs of specific beneficiary types. This will reduce dropout rates.
- Provide more handholding to IGA beneficiaries so that IGA are more likely to succeed.
- Build social cohesion and narrow social distance between actors with competing interests and address conflicts and jealousy around assets so investments in assets can be sustained and deliver intended results.
- Do cost-benefit analysis of IGA to identify those that offer the best return on investment, and which aligned to beneficiary and contextual conditions.
- Involve the private sector more and create collaborations around economic activities which provide mutual benefits, and which encourages the private sector to share costs.
- Targeting to focus on beneficiaries that can benefit from resilience building activities. This means looking at alternative ways to assist the most vulnerable.
- Address the inconsistencies concurrent layering and sequencing to ensure that resources and services are delivered on time maximise results.

EQ 19: How do they compare to similar interventions?

Comparisons of other urban resilience programmes are provided in the landscape review report.

3.6 Impact

UFSRBP is in its early stages and the extent of impact is likely to be seen towards the end of the programme, or even after it closes. In this section, the focus will be on outcome level.

EQ 20: Has the programme achieved the expected impact as set out in the ToCs? Reporting on results should be clearly differentiated between the outputs, outcomes and impact that has been achieved.

Outcome 1: Food-insecure people in urban domains are enabled to meet their basic food and nutrition requirements in the face of shocks and stresses in ways that reduce their need for urgent assistance

CBT helped households to meet basic food and nutrition requirements and reduce the immediate need for urgent assistance. In addition, increased income from IGA and diversified income streams from several IGA enabled beneficiaries to better meet their basic food needs.

Outcome 2: They enjoy improved access to basic services, livelihoods and community-government collaboration

There are signs that beneficiaries to some extent improved access to basic services e.g. the FGD revealed that beneficiaries were better able to send their children to school. The FGD and the programme annual reports indicate that beneficiaries often were able to diversify into different IGA as well as having improved income from IGA. There is little evidence, however, on improved community-government collaboration.

Outcome 3: Food security in targeted urban domains in Zimbabwe is maintained or improved in the face of shocks and stresses with improved coping strategies

There are signs that food insecure, marginalised households' food security has improved through the role of IGA, including urban agriculture, and ISAL in improving access to finance and income diversity, especially for women. The programme's M&E data is limited on this, so it is not possible to establish at this MTR stage the degree to which food security improved, and for how many people.

EQ 21: What other impact (i.e. positive and negative, intended and unintended) can be identified?

The FGD provided insights in unexpected impact from the programme, both positive and negative:

Positive impact

- Children, especially girls, have benefitted a lot from the increase in household income, the reason being that in most cases when there is not enough money in the household to send all children to school, priority is often

given to boys. Once women earn their own money from IGA, and have an appreciation of experiences of being marginalised, they have been able to cover the costs of school fees for girls from their own savings.

- Older and younger men indicated that being involved with IGA has reduced the amount of alcohol and drugs consumed and other negative social behaviours, as they focus more on productive activities.
- Knowledge and skills gained from participating in IGA has been passed on to other household members, including younger children, who have assisted in some aspects of the business.
- Some young women reported that with a steady income from the IGA they had less pressure from their families to find a job and less temptation to elope with boyfriends, start affairs with married men or engage in prostitution.
- IGA have increased the income and social status of some women who were subject to name-shaming and violence from intimate partners because they did not contribute to the household income.
- IGA businesses are having positive knock-on effect on local employment creation, e.g. youth-run businesses offering part-time work to other young people.
- The family environment has improved as there are less quarrels over money between couples because women contribute income to the household from their IGA and do not rely on their husbands to provide for the household. This is also redefining traditional gender roles.
- There has also been decreased mental stress amongst beneficiaries as they are better able to meet their needs and the needs of their families. This has benefits for other family members as well.

Negative impact

- The stop-start of programme activities that sometimes occurred due to short-term contracting arrangements or political interference in the programme has had a significant negative impact on beneficiaries.
- Whilst IGA seem to contribute to reducing GBV in some instances, there is also evidence to indicate that CBT also contributes to increases GBV in other instances. CBT appear to often increase disputes between women and their intimate partners because the man believes that the woman 'has not earned the money' and therefore does not deserve it. Violence happens as men fight to take the money. Where men are beneficiaries of CBT, quarrels arise when the man diverts money for alcohol and extra-marital affairs.
- Unscrupulous input suppliers for broilers and layers are short-changing farmers by selling poor quality inputs, as they consider beneficiaries as 'recipients of donor aid who have nothing to lose'.
- Business formalisation agents asking for kickbacks and charging for fictitious levies and services.

EQ 22: What are the interventions having the most significant impact in a context of unstable economic and policy environment and increased incidence of climate related risks? How has the programme reacted to contextual instabilities notably in Zimbabwe?

Interventions with the most impact: The FGDs revealed that beneficiaries believed that the ISAL were having a very significant impact on increasing incomes and ability to cope with shocks. The IGA that all seem to be having the greatest impact in this regard include poultry production, detergent making, polish making, mushrooms, peanut butter making. Amongst youth, the most valuable intervention has been the vocational skills component which is opened up economic opportunities for them.

Interventions with the least impact:

- Hydroponics and fuel-efficient stoves are having the least impact.
- Some interventions, such as broiler and egg production and mushroom production have had little impact if they have been negatively affected by unreliable input suppliers, poor quality chicks and spawn, which compromised yield quantity and quality of produce.
- Leather production and carpentry had less impact than they could have done because power cuts have resulted in downtime of production machinery and lost production time.

3.7 Sustainability

EQ 23: What programme components appear likely to be sustained after the programme and how? What components are unlikely to be sustained, and why?

Outcomes likely to continue

The achievements made by the programme likely to support the continuity of several programme components. The achievement of the urban agriculture policy creates conditions for the sustainability of future urban agricultural activities both within the programme and more widely. Sustainability is also enhanced by the extension services that are now offered by Agritex because the policy is now in place. To be sustainable, however, agricultural activities will need to be suited to constrained space urban areas and not introduce health threats. In addition, there needs to be a national level urban agricultural policy to ensure that there is consistency in extension support across all urban areas.

The programme has also contributed to sustainability through the development of various manuals, including a Sustainable Livelihoods Manual (for both urban and rural contexts), a Harmonised Cash Transfer Manual, a Food Deficit Mitigation, that document and provide guidelines for Government and its stakeholders for urban resilience programmes including approaches, targeting, implementation, M&E among other programme aspects. These are designed to introduce and support sustainability of urban resilience programmes. These manuals recognise that Government capacity strengthening, especially at national level, is key in making urban resilience programmes sustainable.

Many of the ISAL are likely to continue because they have clearly played a pivotal role in the success of many IGA, there is demand for the service by beneficiaries and also because ISAL have a long history in Zimbabwe and people are familiar with the concept of savings groups and how they operate. During the programme's suspension in Mutare in 2023, ISAL were able to continue, indicating that they are already self-sustaining. The social fund that they operate to mitigate risk around unforeseen household challenges, e.g. funerals, medical, etc create additional value to ISAL members. There is potential to expand the role of ISAL to play a much larger role in local economic development, and the programme's relationship with Zimbabwe Women's Bank suggests that links to wider sources of loan finance are possible and attractive to formal sector financial service providers which have finance to lend but lack the knowledge of how to access the large markets of informal finance. ISAL are already sometimes referred to as "little banks" because they are evolving from being focused mainly on financing subsistence activities to financing activities with clear commercial objectives, and this is an opportunity for developing creative programming directions for ISAL in the future. ISAL that have constitutions with clear rules for operation also more likely to be sustained.

Many of the successful IGA, especially poultry, rabbits, mushrooms, horticulture, manufacturing activities (peanut butter making, detergent, baking, garment making, etc), as well as many businesses set up as a result of vocational skills training likely to continue. There is evidence that even when IGA groups stop working, possibly a result of an evolutionary process that they have served the needs of members and are no longer needed, individuals were often able to set up individual businesses to continue, which indicates a firm basis for sustainability. However, IGA remain exposed to risk as many of these are businesses are operated by people who gaining experience as they go along and are operating in a very volatile economic situation. Economies of scale, both for input supply and markets, also remain a threat especially for IGA that produce lower value commodities. Sustainability of IGA is enhanced when beneficiaries have an additional income from another IGA, partly because of income diversification and partly because of mindset changes leading to beneficiaries feeling more confident to apply their skills and other contexts. Sustainability is also enhanced in the IGA customised two specific localities and the needs specific beneficiary types, e.g. localities without access to ready supplies of water, youth.

Conservation agricultural practices and adherence to environmental good practices ensure that the programme contributes to environment sustainability.

Outcomes unlikely to continue

Apart from the activities associated with the urban agricultural policy, the extent to which other components associated with Output 3 will be sustained is unclear, i.e. building capacity of local stakeholders and strengthening integration with the Government of Zimbabwe's national social protection policies. Whilst the programme has made some progress to integrate with government policies through project committees to promote programme sustainability and ownership by stakeholders, including with the Ministry of Women's Affairs, Ministry of Labour and Social Development, Ministry of Youth, and Ministry of Agriculture, this is limited by the lack of access to resilience coordination platforms both at national and sub-national levels and government's lack of action to call coordination meetings. This limits the programme's efforts to integrate with national policies. There are particularly strong links and overlaps with the Ministry of Women's Affairs, which has strong field presence and provides training in business management and financial literacy to communities, and the programme's sustainability is strongly influenced by relationships with this ministry.

The Youth Innovation Fund is unlikely to continue because of the long delays in approving bank account opening and lack of decision making in the Ministry of Youth to take over the operation of the fund.

The hydroponics and energy efficient stoves components are unlikely to continue because of high costs.

EQ 24: How, and how effectively, does the programme engage and collaborate with government stakeholders at local, district/province and national level?

WFP and its partners have engaged local authorities and city councils as part of domain-level steering committees to coordinate programme activities. Although the literature refers to a Technical Committee formulated at operational level and a Steering Committee formulated at both national and local levels that were designed to incorporate the contributions of a broad range of stakeholders into the urban resilience building programme, the evaluation found little evidence these were functional.

The programme has also engaged and collaborated with government through inception meetings and programme coordination meetings, which are largely ad hoc meetings, called by the Department of Social Development, meetings with the DDRC as well as engagements around overlapping activities especially with the Ministry of Women's Affairs but also with the Ministry of Labour and Social Development, Ministry of Youth, and Ministry of Agriculture. However, effective engagement to accelerate results is limited by a lack of access to some resilience coordination platforms both a national and sub-national levels. As mentioned earlier, sustainability of relationships with government depends significantly on involving them in the design stages of the programme to ensure understanding of the programme as well as ownership and commitment to support implementation. This has been lacking and has not provided a firm base for effective relationships with government or the sustainability of government ownership of the programme's activities. This is not consistent with the approach outlined in the Sustainability and Exit Strategy section of WFP's Urban Food Security and Resilience-Building Programme Proposal of July 2020:

*Multi-stakeholder approach: WFP's methodology towards engaging communities and different stakeholders has focused on their empowerment. The multi-stakeholder approach enables that the programme interventions have stakeholder buy-in as well as builds their capacity to continue these activities beyond the life of the programme. The programme will also engage with government officials who will be co-trained alongside beneficiaries to cascade the skills from WFP and Cooperating Partners' officers, as they are the core duty bearers in the respective areas. This will enable them to continue serving and assisting the people who live within their locale beyond the life of the programme. The last year will be considered the exit year, where stakeholder officers will be put in the forefront to assess their ability to continue operating independently.*⁴³

EQ 25: To what extent are national and local ownership and commitment to the programme in place?

There is strong ownership of the programme at beneficiary level as they have often benefited significantly from programme activities as highlighted earlier. Whilst there is a sense of some degree of ownership and commitment amongst government stakeholders because of overlapping focus of activities, this is limited by competing priorities

⁴³ Urban Food Security and Resilience-Building Programme Proposal, July 2020

as government ministries have many other objectives and activities to administer. In addition, government agencies often lack resources to take ownership, or have different priorities in allocating resources that do not always align with the programme's activities. These issues often limit government's ownership and support for the programme. As mentioned earlier, the lack of formalised and regular resilience coordination platforms at national and subnational levels means that there are inadequate platforms to develop the ownership and commitment that would be required to embed programme activities into national and local structures and budgets, plans and programmes.

EQ 26: To what degree have the capacities of national and local institutions been built?

The programme has built capacities among Zimbabwean institutions connected with the programme. Government and local authorities, for example, have extended their policies to include urban agriculture which has added a new programming dimension to their portfolios. In addition, contact with IP staff and WFP have provided opportunities for exchange of knowledge about resilience programming which has built government and local authority capacity around resilience. The 'look and learn exchange visits' for beneficiaries, government and partners have been valued by all as a useful method for learning.

As highlighted earlier, although it is intended that government takes the main responsibility for coordinating resilience programmes because of sustainability objectives, this often does not happen because of competing priorities. This makes building government capacity to support IGA and other programme activities challenging.

EQ 27: What needs, if any, were identified for further capacity building and support to promote the likelihood of sustainability?

The evaluation team identified a number of opportunities to build capacity for sustainability. These include:

Sustainability of IGA

- Continue to build capacity of beneficiaries to operate more than one IGA as this is a proven way to sustain IGA
- Provide longer-term support, capacity building and handholding to IGA to support their sustainability. If the cost of this is reasonable, it makes good sense to do this in order to protect the initial investment in the IGA. This could take the form of on-going, light touch, business mentorship, WhatsApp groups for sharing knowledge and getting support, etc.
- Ensure that contextual analysis is done on all IGA to identify value chain risks and opportunities.
- Build IGA around target beneficiaries' characteristics.
- Build the capacity of ISAL to provide finance to IGA.

Stakeholder engagement

- Continue building capacities and good working relationships with stakeholders and advocate for greater access to national resilience coordination platforms. Continue to work with subnational structures to build ownership around resilience programming and accessing sub-national platforms to regularly discuss resilience programmes with relevant actors.

EQ 28: How does the programme engage and collaborate with private sector entities?

Promoting links and synergy with the private sector featured as one of the components of the sustainability exit strategy in WFP proposal for the programme.⁴⁴ It was intended that private sector partnerships would be developed through creating inclusive business models and by building the capacity of beneficiaries to effectively engage private sector partners. The private sector partners would provide markets, finances, extension services and skills transfer beyond the life of the programme. The evaluation did not find much evidence to support that this has been happening, however.

There is strong evidence to indicate that value chains and markets were not sufficiently researched prior to IGA rollout, which suggests that engagement with the private sector was not sufficient. Markets were explored, e.g. with supermarkets, but links to formal markets often did not happen because IGA were unable to supply the quantity

⁴⁴ Urban Food Security and Resilience-Building Programme Proposal, July 2020.

and quality required for formal private sector markets. Value chain analysis was strengthened in 2023 after a learning workshop was held revealed gaps in the approach. The evaluation did not however find much evidence that this has resulted in successful private sector engagement. However, informal private sector actors, such as informal vegetable markets, were successfully engaged.

EQ 29: What opportunities and risks are associated with this sustainability strategy?

There is no documented exit strategy for the UFSRBP programme and requests for a document resulted in WFP providing the consultants with a document on recommendations for an exit strategy for the Malawi R4 programme. However, this exit strategy is designed for a rural programme in another country. Thus, there appears to be little preparation for a smooth exit to ensure the benefits of the programme continue after the close of the programme and withdrawal of development partner funds.

WFP's programme proposal of July 2020 has some provisions for a sustainability, including multi stakeholder approaches, community led approaches, public-private partnerships, revolving grants, and profit orientated initiatives. However, it looks unlikely that most of these will be implemented to any great degree throughout the remainder of the programme to prepare for exit.

As the programme has 2 years of implementation left, there is still the opportunity to develop an exit strategy. Other opportunities for enhancing the programme's sustainability strategy are contained in the recommendations section.

3.8 Lessons learned

During the cocreation workshop participants have brought up lessons learned; these are reported in Annex 6.

In this section, EQ 15, EQ 31, EQ 32, and EQ 33 are answered.

EQ 30⁴⁵ and EQ 35⁴⁶ concern both programmes; EQ 30 is answered in the resilience landscape review report as it looks at future programming; EQ 35 is answered in chapter 4 at the end of section 4.8.

EQ 15: What are the key learnings about programme implementation modalities?

The implementation modalities are those fixed in the agreement between WFP and SDC, modalities that cannot easily be changed during implementation, hence the IP can learn but cannot immediately apply the learnings. This in contrast to section 3.8 which is about the programme's learning and adaptation.

What was learned from the implementation modalities agreed between WFP and SDC is related to weaknesses in the design of the programme:

- Consortium arrangements insufficiently ensuring a necessary level of IP coordination, sharing resilience expertise, learning and adaptation
- Considering that resilience programmes need, by nature, a longer-term support, the design insufficiently elaborated on how the programme would establish longer-term partnerships for implementation, including local government (services) and national government (enabling environment, resilience policy)
- Risks: risk analysis was absent in the proposal, assumptions/risks also not present in the ToC
- Programme plan insufficiently included (inception) time and resources for more context analysis and stakeholder consultation to ensure an adequate understanding of, and tailoring of outputs to the needs, conditions and challenges of specific *urban* target groups; e.g. related to selection of IGA, the preparation would include some value chain study, analysing risks and opportunities, cost-benefits, and assessing for which target groups the IGA would be most beneficial (considering gender, PLWD, etc.), for better targeting.

⁴⁵ EQ 30: Where should Switzerland focus its interventions in order to achieve sustainable impact for poor urban and rural communities?

⁴⁶ EQ 35: What are we learning on resilience in rural versus urban settings? Groups versus individuals? Women versus men? Youth versus adults

EQ 31: What lessons were learnt and applied during the implementation of the UFSRBP programme ?

The programme did make some adaptations from learning to adjust to urban contexts such as including IGA suited to urban environments. The programme is also showing learning by focussing more on individual IGA rather than group IGA because individual IGA are better suited to urban areas. Linking formalised ISAL with banks and MFIs was a learning that was applied. The programme did learn that rapidly changing urban dynamics require continuous programme adjustments and that working closely with local government assisted this. The programme learned that youth showed great interest in vocational skills training and digital skills training and provided opportunities for this. In addition, the programme learned that the benefits of potential collaboration with micro-finance institutions and banks to increase access to credit could greatly enhance ISAL' access to credit and thereby support IGA, and then fostered formal links between formalised ISAL and these financial institutions. The programme also learned that working with local government was helpful in identifying vulnerable households. In addition, the programme expanded the 'look and learn' visits when it became clear that they were valuable for sharing good ideas amongst other partners.

In addition, WFP learned the importance and efficacy of combining needs-based and rights-based criteria to assess household vulnerability, compared to the old method of relying on households to self-report on subjective food security indicators. The rights-based method, which refers to indicators and prioritisation criteria included in the revised targeting tool (i.e. sex and age of household head, presence of disability or chronic illness, quality of shelter, level of education, labour capacity, etc.) offered a more objective method to determine overall vulnerability.

EQ 32: What good practices can be learnt from the UFSRBP programme that can be applied to similar interventions in the future?

Having learned from the lack of coordination earlier, one of the adaptive measures was to have **one IP manage all programme activities in a location**; this allowed the IP better oversight and made it easier to pull the various parts together. This can be considered a good practice.

EQ 33: How effective are the UFSRBP programme structures for knowledge management and sharing?

The programme's internal structures for knowledge management and sharing included planning meetings amongst IPs, meetings with government bodies, workshops with government officials, training, peer-to-peer learning, on-line learning forums, knowledge products and two 'look and learn' exchange visits between Mutare, Gweru and Bulawayo provinces in May 2023. It is unclear if these knowledge sharing arrangements were formalised in task descriptions. The two exchange visits seem to have promoted learning and exchange of useful knowledge, including that ISAL training is key to building resilience. One government official in the Ministry of Women's Affairs reported learning about different company registration options which was useful for his work within the ministry and for the IGA, and Mercy Corps adopted mushroom as a resilience building activity after learning about its efficacy from DCA in Bulawayo. Beneficiaries also valued the peer-to-peer learning opportunities to see how IGA were carried out in different places. In addition, a resilience building school and three learning events were established and conducted in Bulawayo with development partners, including UNDP, donors, and the government. However, only three knowledge products appear to have been developed and disseminated to relevant government agencies by June 2023.⁴⁷

Staff turnover within government, WFP and IP, the latter a result of short-term partner contracting arrangements, made it difficult to create an environment for learning and knowledge sharing between the IP. Because of the coordination challenges at the beginning of the programme, there was a tendency to work in silos, and there were siloed reporting formats. There were limited platforms for knowledge sharing. This has improved somewhat, as coordination improved generally in the programme.

Besides the structures, there is WFP's organisational culture and values, that characterise work relationships between WFP and IP. WFP's way of working seems to emphasise speedy delivery and achievement of quantitative results for more short-term goals over the qualitative aspects of programming, including relationship building, for

⁴⁷ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2023.

delivery of longer-term and more sustainable goals. Related to this is the balance of power between WFP and implementing partners, which is natural given the subcontracting relationship, however, this was not accompanied by pro-active measures taken by WFP to promote openness, share knowledge and promote learning. WFP is a large and powerful UN agency which is seeking to establish itself in a competitive resilience sector. It is the lead contracted agency with SDC, whilst implementing partners are smaller and in subcontract arrangements with WFP. Yet, these subcontractors have considerable in-house experience and knowledge of resilience programming. A few examples demonstrate how this balance plays out in the implementation of the programme:

- WFP uses a targeting method based on CBTs. When partners suggested an alternative targeting method which they thought was more suited to resilience programmes, WFP did not seem open to exploring this.
- Partners reported that they got information about SDC's M&E priorities from other SDC funded programmes rather than from WFP directly.
- WFP insisted that all partners should do the hydroponics IGA although partners believed it would not work and was not sustainable, which was in the end what happened.

These examples highlight the need to build relationships between implementing agencies that allow for more balanced arrangements that support an open listening environment, promote discussion and which is open to learning from all sources. IP should be seen as fully fledged partners, involved in planning the programme, as well as executing it, not just short-term IP.

There is also a need to create specific structures to allow for this as it seems that learning platforms are held too infrequently to be effective for sharing best practice. The programme would benefit from monthly stakeholder meetings to report successes and challenges and to coordinate around implementation. It should be a space for government and IP give feedback to each other on progress.

4 Findings R4

4.1 Relevance

EQ 1: To what extent are R4 programme objectives consistent with the evolving needs and priorities of poor people, governments, implementation partners, and key stakeholders within the target countries and regional context?

Relevance to government: The R4 programme is relevant to the Zimbabwe National Development Strategy 2020 – 2025 (NDS1)⁴⁸ and its priority for food security and nutrition, the National micro-, small- and medium-size enterprises (MSME) Policy 2020-2024⁴⁹, the National Climate Policy⁵⁰, and the Comprehensive Agricultural Policy Framework 2012-2032⁵¹ and its focus on conservation agriculture and mechanisation, the National Agricultural Policy Framework (NAPF) 2019-2030, and the National Climate Policy and the National Environmental Policy. It is also relevant to the Government of Zambia's Eighth National Development Plan 2022-2026⁵² and its focus on food security and nutrition and enhanced mitigation and adaptation to climate change, to the Zambia National Agricultural Policy 2012-2030⁵³ with its focus on conservation agriculture and to the National Policy on Climate Change 2016⁵⁴ the National Adaptation Plan for Zambia 2023, the Nationally Determined Contribution (NDC) Implementation Framework, and the Second National Agricultural Policy.

Relevance to poor people: The programme is highly relevant to the needs of poor, food insecure and vulnerable rural households through its focus on food security, preparing farmers to adjust to and mitigate the risks from

⁴⁸ https://www.veritaszim.net/sites/veritas_d/files/NDS.pdf

⁴⁹ <https://www.scribd.com/document/648214391/National-MSME-Policy-2020-2024-New-1-1>

⁵⁰ <https://afsafrica.org/wp-content/uploads/2021/10/ncps-cli.-report-zimbabwe.pdf>

⁵¹ <https://faolex.fao.org/docs/pdf/zim149663.pdf>

⁵² <https://www.sh.gov.zm/wp-content/uploads/2022/09/EIGHTH-NATIONAL-DEVELOPMENT-PLAN-2022-2026-05-07-2022.pdf>

⁵³ <https://faolex.fao.org/docs/pdf/zam174991.pdf>

⁵⁴ <https://www.pmrzambia.com/wp-content/uploads/2017/11/National-Policy-on-Climate-Change.pdf>

climate change through adapted CSA methods which enhance food security in the face of climate and economic shocks and provide better climate protection of farm income, by improving nutrition, by promoting income diversification of off-farm livelihoods, by protecting harvests from losses incurred in the post-production stages (harvesting and processing) and through improved access to weather information to enable farmers to make more climate-informed decisions. The insurance component of the programme was intended to mitigate the risks of loss of small holder crops as a result of drought. The programme's activities of promoting savings groups, increasing community assets and promoting access to markets are also relevant because they promote increased access to credit for farm and off-farm economic activities, build community assets that are relevant to enhancing resilience and enhance sales from commercial farm production. The programme also has a strong focus on women and young people who are particularly vulnerable groups in rural contexts.

Relevance to development partners: The R4 programme is relevant to SDC's bilateral programmes in Zimbabwe and Zambia⁵⁵ and the focus on food security, agriculture and income, as well as private sector development and access to finance for low-income households, farmers and small and medium-sized enterprises (SMEs) to improve access to financial services that can boost their inclusion in economic life and make them less vulnerable to crises. The R4 is also relevant to SDC's Global Programme Climate Change⁵⁶ and its focus on supporting climate change adaptation, and to WFP's Country Strategic Plans in both Zambia and Zimbabwe with its focus on achieving zero hunger and building the resilience of small holder farmers and communities.

EQ 2: What is, if any, the degree of adjustment according to local context and was it sufficient?

The programme adjusted to local contexts by designing activities suited to climate vulnerable rural households, as outlined above. The programme is also well aligned to the complex nature of resilience building through its inclusion of a wide range of interventions implemented by partners with a diverse range of skills and experience.

The programme also adjusted to local conditions by addressing the production and marketing constraints of rural households, by assessing the capacities of local actors, e.g. extension officers, and training them to support smallholder farmers, e.g. market access and by introducing new methods for preserving crops. However, the programme was not able to make sufficient provisions to enable farmers to meet the quantity and quality requirements of markets and it seems that not all value chains had been understood sufficiently to assess their viability and their suitability.

The programme also respected local culture through consulting local leaders and customising IGA to local religious restrictions, and by also catering for a range of vulnerable groups who might otherwise have been excluded, e.g. young people, older people, PLWD, women with children, and by addressing the reluctance that farmers had about adopting CSA through providing demonstration plots which allowed farmers to see for themselves the results of different seed varieties and farming techniques which promoted confidence to use climate smart farming methods.

The programme did not sufficiently adjust to the particular barriers and constraints that some target groups face in accessing economic opportunities and participating in programme activities, e.g. women and young people were less able to benefit from the market linkage component because older men are given the role of 'breadwinners' which opens doors for them to interact with private sector buyers, but which closes doors for women and young people because they are not given the same social permissions.

During the programme, it was realised that the most vulnerable households were unable to benefit much from the program's resilience building interventions, and that alternative supports are needed to support this group.

Whilst the insurance component was designed to mitigate the climate risks of agriculture, it did not adjust enough to local operating contexts. This was especially so in Zimbabwe where insufficient preparation by the IP meant that they did not sufficiently understand the context of implementing the insurance component including challenges in payment systems, the inability of farmers to pay premiums and the currency volatility which, together with a lack of demand, eventually made the insurance component unworkable. In addition, programme systems were not sufficiently integrated with insurance and payment platform service providers, e.g. Ecocash, which resulted in 80%

⁵⁵ <https://www.eda.admin.ch/deza/en/home/countries/southern-africa.html>

⁵⁶ <https://www.eda.admin.ch/deza/en/home/themes-sdc/climate-change.html>

of payments to farmers bouncing back in the 2022/2023 season because of inaccurate payment details, or in payment delays or non-payments. The insurance provider adapted by making payments in kind, e.g. groceries, to meet its obligations, but this increased costs. The insurance component was also insufficiently adapted to the expectations of local farmers as it insured against losses of small grains whilst farmers continued to prioritise the growing of maize⁵⁷. The purpose of insuring small grains was to incentivize farmers to grow small grains. The programme also did not identify or consider integrating the insurance component with existing locally operated, and competing, risk mitigation services that are better understood and already used by communities, e.g. the 'social fund' which is operated by savings groups in addition to their 'savings/credit fund'.⁵⁸

In both countries, the programme only focused on crop production not on livestock, although livestock is a key agricultural activity for farmers in most areas, and one that is particularly relevant in climate affected regions. In addition the programme in Zambia introduced prescribed crops to communities, rather than first engaging with communities to explore how the planned crops would fit into existing agricultural practices.

It seems the programme did not foresee the extreme current drought, and how it would respond in such an event.

EQ 3: How does the operating context affect the effectiveness and relevancy of the interventions and vice versa?

The operating context in Zimbabwe had a very significant effect on the program's interventions. The currency volatility, high inflation, unpredictability of the operating environment, lack of trust in the financial sector and dysfunctional payment platforms all had significant effects on the programme. For example, late payments made to farmers devalued quickly due to currency devaluation and high inflation. The programme was also affected by the lack of government resources available to support the programme in both countries.

The programme also received support from the operating environment, e.g. from governments, private sector and other development partner programmes because their objectives overlapped with those of the programme i.e. to increase food security, adapt to climate change and expand markets amongst small holder farmers.

The challenges that women and young people continue to face in accessing economic opportunities and financial inclusion due to economic and social marginalisation make the focus of the programme's interventions to promote the interests of women and young people very relevant.

4.2 Coherence

EQ 4: To what extent does the programme promote coordination, minimize duplication, and build and exploit synergies with programmes run by governments or other institutions in this field?

Coordination with other programmes: There is evidence that the programme mapped the activities of other resilience programmes in order to minimise overlaps, e.g. with the USAID funded Zambuko programme in Rushinga, Zimbabwe and coordinated well with other programmes in Masvingo, e.g. the Integrated Climate Risk Management for food security and livelihoods in Zimbabwe which is supported by the GCF and includes the Participatory Integrated Climate Services for Agriculture (PICSA) programme linking farmers to weather data. In Zambia, the Ministry of Agriculture takes the lead in coordinating development partner programmes by holding monthly planning meetings involving stakeholders from district and provincial levels to maximise opportunities for collaboration and synergy and leveraging resources more efficiently. There is also a UN platform called the Resilience Technical Group, which meets twice a year within the UN Group of organizations.

Coordination with the Government of Zambia: The programme has overlaps with the Government of Zambia funded programme Strengthening Climate Resilience of Agricultural Livelihoods in Agro-Ecological Regions I and II in Zambia (SCRALA) and with the Drought Resilience to Overcome Poverty Project (DROPP)⁵⁹, but avoid

⁵⁷ The insurance service targeted farmers that grow sorghum although Masvingo is maize growing area, therefore the service was not relevant to the farmers in this area.

⁵⁸ The 'social fund' rates a member's shock and determines whether to give a one-off repayable loan or a grant, e.g. to cover funeral costs.

⁵⁹ No information is available on the internet on this programme.

duplication through targeting different localities to these projects. The programme leveraged on joint resources to enhance the scope and reach for the R4 programme and to ensure no duplications. There are structures at subnational level e.g. district committees, where IPs and government partners, other projects in the districts and private sector input suppliers meet monthly or quarterly to plan, coordinate, learn and build synergies and sometimes joint field monitoring takes place. Roles, responsibilities and reporting channels amongst stakeholders is said to be clear.

Coordination with the Government of Zimbabwe: The programme also coordinated well with programmes run by the Government of Zimbabwe and district councils such as government's programmes for the construction of dams, promotion of CSA and nutrition gardens and food assistance programmes. Coordination is done by the Rural District Councils (RDC) to identify synergies and avoid duplication. Meetings do not appear to be as regular as in Zambia nor realise similar levels of synergies, however. At a national level there is a newly formed resilience platform which includes government, UN, NGOs and development partners to discuss and coordinate resilience programming at national level.

EQ 5: Does the programme cause frictions with other interventions?

Coordination amongst internal programme partners: Regular meetings were held, e.g. monthly meetings are convened by WFP's Field Office in Mazabuka, Zambia and in Zimbabwe WFP organises weekly coordination meetings with national and local offices to coordinate programme activities. In Zambia these meetings have proven effective in coordinating implementation partners delivery of activities on the ground. A single shared implementation plan used across all districts helps ensure uniformity of approach. Clear communication and reporting channels as well as well-defined roles and responsibilities helped to ensure robust coordination and collaboration for the implementation of the R4 programme, and to avoid duplication.

In Zimbabwe, during the early stages of the programme, coordination did not work very well. Partners were not planning together from the start nor integrating with each other's activities. This resulted in duplications, working in silos, disjointed programme delivery, confusion about roles and unclear communications channels and some competition and conflict amongst IP. This was exacerbated by the fragmented and short-term contracting arrangements with WFP which resulted in partners writing their own proposals rather than coordinating and integrating their activities with other IP. When the challenges became clear, a coordination meeting was held involving national, provincial and district level players and R4 programme partners and regular coordination meetings were set up. This led to greatly improved coordination of the programme both internally and with local councils, but progress on building long-term coordination structures and systems remains unclear.

There is still some lack of coherence and understanding around M&E, with WFP focussing more on food security issues, but some partners believing that resilience M&E should also focus on measuring resilience specific issues.

4.3 Effectiveness

The programme strategy as presented in the programme document (WFP proposal) required some reconstruction, to produce a rudimentary ToC. The details of these are introduced under EQ6. These reformulated outcomes are shown below and have been used as the basis for evaluating results:

1. Smallholder food-insecure farm households increased agricultural productivity (from CSA), income (from the farm or off-farm) and food security
2. Private sector service providers improved their capacity to provide CSA-related services to target households (inputs, finance, market access)
3. Communities planned and implemented climate responsive strategies and sustainable management of land, water, biodiversity
4. National government integrates climate change strategies into agricultural policies to better manage risks and be more inclusive

EQ 6: To what extent were the programme outcomes attained?

Outcome 1 – Smallholder food-insecure farm households increased agricultural productivity (from CSA), income (from the farm or off-farm) and food security

Output: 1.1 Public extension strengthened for building farmers' CSA skills (including crop productivity and diversification, farmers' seed production)

Zambia - Significant results were achieved under this output. Improved farmer knowledge of CSA and extension services increased crop productivity among smallholder farmers and over 10,000 ha of land is under conservation agriculture with ripping being the predominant practice. More households are using improved inputs, especially improved legume seeds, which is enhancing crop yields and together with more diversified production households have reported improved food security and more diversified nutrition. However, despite high awareness of conservation agriculture practices, their application remains limited due to challenges such as the lack of necessary tools and labour-intensive weed management, e.g. due to weeding pressure, farmers tend to use cultivators as a quick method of weeding defeating the principle of minimal soil disturbance on which CA is founded.

Zimbabwe - There have also been positive results in Zimbabwe from strengthening farmer CSA skills including an increase in pfumbudza (potholing). Crop yields, quality and diversity were reported to be significantly higher amongst R4 participants compared to the control group in the 2021 - 2022 season. Agricultural practices also evolved during the programme with farmers using technologies and soil and water conservation methods to improve soil quality that improved yields to better meet household food needs, as well as producing a surplus. The demonstration plots led by CIMMYT have played a key role in promoting climate smart practices and technologies that have contributed to improved yields that have strengthened food security and resilience. The demonstration 'mother and baby' plots were also effective in increasing uptake of locally relevant seed varieties, climate resilient crops and CSA practices to farmers. These results enabled R4 participants to improve their food security outcomes by a significantly higher margin than the control group.⁶⁰ The demonstration plots also contributed to changing farmer behaviours to adopt new climate smart technologies and more production of climate smart crops.

Output 1.2 Farmers improved post-harvest preservation and processing

Zambia - It is estimated that smallholder farmers lose about 30% of their harvest due to poor Post-Harvest Loss (PHL) management and the promotion of PHL management technologies by the programme, for example hermetic bags and training in post-harvest loss management, has reduced harvest losses and thereby improved food security. Awareness of post-harvest methods was increased through radio programmes and by building the capacity of government extension officers. Better market links and transportation services have enabled crops to get to market more quickly and this is also contributed to a reducing harvest losses. However, the bags are expensive for farmers and there were reports that in some districts they are often not available.

Zimbabwe - There is evidence that households were trained in post-harvest management methods, but few results were found about the effects of the training on post-harvest preservation and processing practices apart from artisans being manufacturing some post-harvest infrastructure. There were reports rather that farmers continued to use traditional methods to preserve their harvest indicating there has been limited programme impact on this. The main reason for this has been that the R4 in Zimbabwe did not include PHL as an output.

Output 1.3 Farmers organised and linking to agricultural product buyers

Zambia - The programme has been successful in organising and linking smallholder farmers to agricultural commodity buyers. An App, the e-Maano App which virtually links farmers with markets, was used for the programme. This has been successful to some extent in increasing market access. However, the product is not sufficiently user-friendly and combined with network activity challenges, uptake remains relatively low. An important result has been linking smallholder farmers who grow sorghum to Zambian Breweries.

⁶⁰ Control group proportion of food secure households increased from 1 percent to 9.4 percent whilst that of R4 participants increased significantly from 7 percent to 17.1 percent between 2021 and 2022. Source: WFP annual Report 2021 – 2022.

Another key feature of the market linkage component is the micro-aggregation of crops at localised points to allow farmers to consolidate their crops without having to travel far distances to markets. It also allows buyers easier access crops for purchase. It was reported that a total of 19,584 farmers accessed markets through micro-aggregation services with a commodity value of USD 1.3 million. Data collected from key informants for the evaluation indicate that the majority of these farmers are men, although reports made available to the consultants are unable provide a gender breakdown of this figure. This activity broadened the scope of doing business with the private sector. There have been some challenges, however, including seed multiplication; initially it was difficult to find buyers. Also, the responsibility for maintaining the market linkages has been given to lead farmers, not all of whom are able to maintain the service effectively and have been constrained by a lack of finance to aggregate sufficient stocks. Inadequate access to finance applies in other aspects of value chains.

Zimbabwe - The R4 has had some success in linking farmers to agricultural product buyers, e.g. the programme established links with Easysseed, a contract farming company, farmers established contracts with local hotels in Masvingo, and SNV attracted contract farming off takers for cow peas, sugar beans, sesame and ground nuts. There were challenges, however, in maintaining the arrangement because of the currency volatility and macro-economic instability which resulted in the company struggling to find funds to buy the crops or was only able to offer unattractive prices to smallholder farmers. WFP also introduced Smallholder Horticultural Empowerment and Promotion tool that the MoLAFWRD adopted in collaboration with Japanese International Development Agency (JICA) to promote market linkages.

Supplying markets also had challenges because farmers could not produce the quantities demanded at the required quality to compete. They were also unable to achieve economies of scale to benefit from savings on input and production costs which meant that they struggled to compete on price.

Markets were also difficult to access because insufficient groundwork had been done on value chains before opportunities were offered to farmers. In some instances, value chains did not offer reliable or attractive markets.

Output 1.4 Farmers organised into savings groups

Zambia - Savings groups established through the programme have had a very significant impact on the programme's farmers and on wider communities. In Zambia, 705 savings groups were established and are operating in the communities saving about ZK11 million (approximately USD 400,000) in 2023. If each group has 20-25 members this means that 14,000 – 17,000 community members are involved in savings groups. Savings groups have enabled farmers to be more economically active and have more secure monthly income which has enhanced food security and built resilience. Savings have also increased asset creation to enhance resilience, e.g. savings are used to buy small livestock and farm inputs. Improved asset creation is having a great impact on building resilience to withstand shocks.

Default rates are minimal, with portfolio at risk (PAR) standing at less than 1%. This is due to groups being at a mature stage and also demonstrating high levels of social cohesion which generates trust amongst members.

Zimbabwe - There have also been significant results from savings groups and by 2022 the programme had facilitated the formation of 563 savings groups with a total membership of 10,605 farmers (68% women), with cumulative savings of USD 388,641. Moreover, 3,407 (52% women) farmers accessed input loans of various seed varieties from Pioneer and Panner seed companies valued at USD 108,735 through group guarantees through the savings groups. Savings capacity has increased, access to informal sources of credit has increased and savings have been used to invest in agricultural and livelihood activities which has diversified incomes.

Savings groups in both countries have contributed significantly to developing local economies and building resilience.

Men participate to a lesser degree in savings groups, therefore do not have the same opportunity to access the benefits offered by the groups nor develop the savings culture that the groups require which is an important capacity for building resilience. Data collected suggest that the reason for this is that men find it more difficult to collaborate and trust each other.

Outcome 2 – Private sector service providers improved their capacity to provide CSA-related services to target households (inputs, finance, market access).

Output: 2.1 Crop, livestock insurance services increasingly reach smallholder farmers

Zambia - The insurance component has had some success mainly because of its link to the government's Farmer Input Support Programme (FISP). The insurance service providers had no local agent on the ground, however, to help communities understand the service and how payouts are structured. This has resulted in farmers and extension service providers being unsure about the product, and this has limited uptake. The insurance service was linked to the e-Maano App which enabled a wide reach of the service. However, network connectivity and the App not being user-friendly limited the reach of the service. Because the insurance service was offered through the government's Farmer Input Support Programme (FISP) and premiums were deducted from input purchases, it is unclear whether farmers would have demanded the service if they were given a choice. Reports suggest that actual demand for the service is very limited. Another limitation of the service was that it did not cover livestock losses despite livestock comprising a significant agricultural activity in climate affected areas.

Zimbabwe - The insurance component has not worked well in Zimbabwe. Although some farmers bought the insurance, the service has largely failed. The reasons for this are several: there was no on the ground presence of the insurance company, Old Mutual; there was a mismatch between service provided and farmer expectations with farmers expecting their maize crop to be covered whilst the insurance only covered small grains; payout amounts are small; payment systems did not work because of the currency volatility, network challenges and inaccurate farmer mobile money details; payout points were so far away that it cost more for farmers to collect from the payout point than the value of the payout; payments were delayed so that farmers could not buy replacement seed for the season and in some instances have not been made at all; high inflation devalued RTGS claim payouts significantly in the first year. Any payouts made were used to purchase food rather than building resilience. The insurance service effectively stopped after the second year because the Old Mutual could not find a broker to distribute the product when WFP decided to restructure the insurance component. If anything, the insurance service delivered by the programme has contributed to further undermining fragile trust levels in the Zimbabwean financial sector.

Output 2.2 Microfinance institutions increasing support to savings group

In both countries, some savings groups have formalised and have been able to create links to formal financial sector institutions. The programme supported the formation of formally registered SACCOs and facilitated links with the Zimbabwe Women's Bank (ZMB), Vision Fund Zambia (VFZ) and the Zambia National Commercial Bank (ZANACO). This has increased the amount of credit available to the groups. In Zambia financial service providers have collaborated to create a digital platform to allow savings groups to interact digitally to access credit and make transactions. This is also enhanced security and improved efficiency in the operations of the groups. Relationships between formalised savings groups and formal sector financial service providers appears to be sustainable as it benefits both parties.

Output 2.3 Mechanised service providers in business (with financial support) and providing services to small holder farmer

Zambia - Mechanisation is an important support for improving agricultural productivity. The programme focused on supporting access to farming equipment, mainly animal-drawn rippers to be used instead of ploughing. There is evidence that access to basic mechanisation tools such as rippers improved, and this contributed to increasing farm productivity. However, access to equipment like tractors and drip irrigation systems was very limited, and it was reported that farmers struggled to find ripping services even when they had money to pay for the service. This indicates that links to private sector suppliers is not sufficiently developed although both public sector and private sector are interested in improving access to mechanisation.

Zimbabwe - The mechanisation programme in Zimbabwe has been successful in reducing the need for human labour and increasing agricultural productivity, especially rippers. This is particularly important because farmers are predominantly older people, mainly women, and because younger people comprise only about 10% of rural

populations. Its success is in part due to its adaptation to local agricultural practices, e.g. pfumbudza CSA⁶¹, and also because the programme required commitment from farmers through a matching grant arrangement whereby farmers paid 50% of the equipment cost and the programme covered the other 50%. Farmers were able to pay off their debt over two years through providing services to local communities. This indicates that the mechanisation component provides attractive and sustainable commercial opportunities. The component tended to limit mechanisation to smaller agricultural machines, however. It was also noted that the two-wheeler machine is not user-friendly for women as the equipment is heavy to operate. Smaller tractors and reapers would be more appropriate for women who comprise the bulk of farmers. This is of particular relevance for the transition to conservation agriculture (CA), where the less physically demanding minimal or no-tillage practices, are changing gender roles and women are likely to play an increasing role in land preparation. Designing equipment that can be easily operated by women would support women in their role as drivers of the transition to CA.

The mechanisation component did not sufficiently include women and women comprised only 15% of beneficiaries. This is surprising given that women comprise most farmers and provide most of the labour for agricultural activities and are therefore the group that is most likely to benefit from the mechanisation component. It appears that the commercial success of the component has led to men coopting it. This contributed to widening the gender gap for ownership of agricultural equipment where, in Zimbabwe, small holder women farmers own less than 15% of agricultural equipment⁶². In addition, and significantly, because farm equipment can be used as collateral to access credit, women also lose out on opportunities to access credit. The evaluation confirmed with Zimbabwe Women's Microfinance Bank⁶³ that the farm mechanisation equipment offered under the component, which has a value of USD 240 - USD 1,970⁶⁴, qualifies as attractive collateral assets that the bank is interested to access to unlock lending to clients.

Output 2.4 Buyers linked to farmer groups to increase offtake

Zambia - The programme has been successful in linking farmer groups to buyers, such as Zambia Breweries. Linkages between smallholder farmers and commercial buyers has been enhanced through the e-Maano virtual market App although its uptake has been limited as discussed earlier. The micro-aggregation service initiated by the programme has also helped to link farmers and buyers. A warehouse receipts system was also introduced to allow farmers to sell to markets at times which would optimise their returns.

Zimbabwe - Links with commercial off takers has been established and have achieved some degree of success in expanding markets amongst contract farming companies which often provide agronomic training to farmers as well as providing a secure market for their produce. Such links have enabled private sector companies to understand the commercial opportunities in rural areas and this has resulted in some local entrepreneurs becoming agents for companies supplying inputs. Digital marketing platforms were also created by the programme to put buyers and farmers in contact with each other, and this improved sales. However, currency volatility and farmers not being able to supply the quantities and quality required by buyers have undermined the components capacity to scale and therefore its sustainability for maintaining links with commercial buyers.

As noted above, most buyers linked to male farmers because of social and cultural norms.

⁶¹ This is a kind of conservation agriculture, following the principles of minimal tillage and permanent soil cover (mulching, cover crops) and intercropping, developed by and for smallholder farmers with support of government extension; pfumvudza is tailored to Zimbabwe conditions, more prescriptive on inputs (plot size, cropping system and fertilisation). <https://www.future-agricultures.org/blog/can-the-pfumvudza-conservation-agriculture-programme-deliver-food-security-in-zimbabwe/>

⁶² See Understanding Gender Equality in Zimbabwe: Women and men in Zimbabwe report 2019, ZIMSTAT, Table 5.2c: Ownership of Agricultural Vehicles by Type of Vehicle and Sex of Farm Owner in A1 Farms, 2017 <https://africa.unwomen.org/sites/default/files/2022-06/Brandded%20Women%20and%20Men%20in%20Zimbabwe%20Report%20FINAL%201%20Oct.pdf>

⁶³ Discussion with Barbara Muyengwa, Head of marketing and PR, Zimbabwe Women's Microfinance Bank., 20 June 2024.

⁶⁴ Two wheel tractor – USD1970, Tipping trailer 1.5 tonnes – USD1450, Double row ripper – USD 1450, Double row direct seeder – USD 750, Multi-crop thresher – USD 1500, 2WT Rotavator – USD450, Basin diggers –USD 225, Manual groundnut sheller – USD 240

Outcome 3 – Communities planned and implemented climate responsive strategies and sustainable management of land, water, biodiversity

Planned outputs: No planned outputs noted

Although the combined Theory of Change for Zimbabwe does not include any outputs at community level, data collected from programme documents and interviews indicate that the programme clearly was supporting communities, e.g. to build social cohesion and to implement climate responsive strategies, there does not appear to have been any planned outputs associated with this. The services delivered by Tree of Life⁶⁵ in particular played a significant role in building trust, enhancing cooperation and building a vision for the future at community and household levels which has been relevant to restoring the social fabric damaged by years of polarisation and violence in Zimbabwe. This contributed to reducing community and household conflicts, reducing jealousies around community assets and promoting productive usage, more equitable access and protection of assets from theft. The value of this service to resilience building seems to be currently underestimated, especially its contribution to LNOB and sustainability, but also to effectiveness and efficiency of resources.

The evaluation also notes that in both Zimbabwe and Zambia communities have collaborated to build resilience. For example, in Zambia, the programme supported 166 rain gauge minders who collected rainfall data and shared this with the central meteorological department which contributed to an early warning system which enabled farmers to access weather information and advisory services to make more informed decisions. This data also supported the provision of insurance services to programme areas.

The programme has contributed to sustainable land management through promoting CSA and rehabilitating water infrastructure such as dams and boreholes. It is unclear to what extent communities were involved in planning these. The evaluation could not find evidence that the programme has made specific contributions towards sustainable management of biodiversity apart from promoting CSA.

Outcome 4 – National government integrates climate change strategies into agricultural policies to better manage risks and be more inclusive

Output 4.1 Weather information accessible and used by farmers

Zambia - The programme enabled 14,470 farmers to receive climate information services generated through the 83 rain gauges that have been set up in the project sites and supported by 166 rain gauge minders. This information is shared with the central meteorological department, and weather information fed back locally to farmers to inform their farming decision-making. However, the utilisation of the weather information by farmers remains limited because of dissemination challenges and farmers not being familiar with how to use the service and therefore its value to inform decision-making remains underutilised. This has helped to manage risk at local levels and supported insurance service provision.

Zimbabwe – This component has been more successful in Zimbabwe and the programme enabled the provision of climate services to farmers that enabled them to access early warnings from the national meteorological department and from Agritex (Government of Zimbabwe extension service provider) to inform their farming decision-making and take anticipatory risk reduction measures. The programme digitised climate data held by the meteorological office and this enabled meaningful climate data to be fed into programme planning in different project locations.

Output 4.2 National policy supporting smallholder crop, livestock insurance

In Zambia the government plays a supportive role in facilitating farmer crop and livestock insurance. This is done through linking insurance services to government's Farmer Input Support Programme (FISP). The programme has supported the government to set up an Interministerial Technical Working Group to enhance the capacity of the Government and local stakeholders to develop and improve national Weather Index Insurance (WII) products.

⁶⁵ Tree of Life provided various services to successfully build social cohesion and contribute to resilience building. <https://treeoflifetimber.org/node/163>

In Zimbabwe, the programme has supported Government to include microinsurance in the national development plan as part of its social protection, resilience building and disaster risk reduction strategies.

Output 4.3 National policy mainstreaming CSA

There is little evidence to indicate that the programme is deliberately aligning its activities to national policies and priorities⁶⁶. However, the R4 programme is making a deliberate efforts in making promoting the use of CSA practices which in line with government national priorities in Zimbabwe and in keeping with agricultural policies in Zambia. There is also evidence of collaboration of governments in both countries with the programme around CSA.

EQ 7: What factors contributed to or undermined the achievement of outcomes?

The programme has achieved several results to reduce the underlying causes of food security and lack of resilience. These results have included increasing income from farm and off farm activities and diversifying livelihood activities, increasing access to assets that enhance resilience as a result of having greater access finance through the savings groups, reducing post-harvest losses and thereby making more food available, increasing yields and food supply by the promotion of CSA and increasing access to markets has increased household incomes. A number of positive and negative external and internal factors contributed to the achievement or undermining of outcomes. These factors include:

Positive external

- In Zambia there was strong collaboration and support from government partners
- Close social distance between actors created trust and cooperation for success, especially in Zambia, e.g. involvement of beneficiaries, government, village leaders
- Involvement of the Ministry of Agriculture right from the beginning (Zambia).

Negative external

- Government agencies are understaffed, under-resourced, not always motivated (Zimbabwe and Zambia)
- Inflation and currency volatility affected agricultural markets and insurance premiums and payout value (Zimbabwe)
- Network connectivity is limited in some rural areas making accessing digital services difficult (Zimbabwe and Zambia)
- Previous development programmes, e.g. the Drought Resilience to Overcome Poverty Project (DROPP) in Zambia, gave out free inputs at the demonstration plots and thereby generated expectations of more free inputs which created resistance by R4 farmers to pay for services.

Positive internal

- Strong partners with relevant skills providing a bundle of relevant and integrated services
- Demonstration plots enhanced uptake of CSA including climate-adapted seed
- Savings groups play a major role in financing agricultural and other economic and value chain activities
- Programme strategy flexibility in adapting to economic shocks (Zimbabwe), by adapting insurance payout mechanisms to financial sector challenges and currency devaluation
- Regular M&E, e.g. of savings groups contributed to a high success rate
- Linking formalised savings groups to banks and microfinance institutions increased access to credit finance
- Monthly IP planning and review meetings (from the start in Zambia, and later in Zimbabwe) greatly enhanced coordination
- Effective layering, e.g. created assets followed by skills development
- The success of the savings groups in supporting livelihood and agricultural activities
- Farmers' clubs provided platforms for learning new practices and sharing experiences (Zambia)
- Formalised farmer clubs were able to better access market opportunities.
- Training of trainers (ToT) model was successful in scaling the number of small holder farmers to gain new skills in CSA (Zambia)

⁶⁶ Source: R4 Rural Resilience Initiative Southern Africa, Phase II (2017-2021) - End of Phase Report.

- Social cohesion created trust about savings group members' commitment to make repayments. This was important for the success of the savings groups.

Negative internal

- WFP bureaucracy and short-term contracts for IPs, e.g. contracting delays contributed to significant programme downtime, delayed funding, inputs delays, e.g. seeds distributed too late, requirements of IPs are extremely demanding - reporting, proposal preparation, procurement, accounting processes. This contributed to months' long programme downtimes, high IP staff turnover and undermined activities due to uncertainty
- Insufficient preparation and contextual analysis to identify success factors and challenges and the specific motivations and barriers for different targeted groups, and subsequently insufficient adjustment of the strategy or approaches for different groups e.g.:
 - farmers not sufficiently motivated to grow small grains and their lack of understanding and resistance to insurance services,
 - weaknesses in contextual analysis on issues affecting women's participation that led to opportunities being missed to (develop approaches to) benefit women and prevent harm, e.g. targeting women for the mechanisation interventions and addressing barriers to participation, and addressing GBV
- Inadequate social cohesion and governance mechanisms to create trust and address conflicts, e.g. competition for access to assets has undermined equitable access to programme benefits and LNOB (Zimbabwe)
- M&E systems are not producing sufficient disaggregated quantitative and qualitative data which makes it difficult to identify results for different groups, e.g. little qualitative data to identify the issue of women not accessing the mechanisation component to a very significant degree or gather data to explain and address the issue, nor gather data about how GBV and household level power dynamics affect women's access to programme benefits,
- Aggregators lacked sufficient finance to buy crops in bulk Cost efficiency does not appear to be measured or reported (needed for outcome 4)
- Reporting on outcomes not always consistent with ToC and some outcomes changed over time
- Not all value chains had been proved to be working before selection
- Limited resources, e.g. only two motorbikes to service a whole district and lead farmers, who are community extension workers, were unable to reach farmers (Zambia), and are not supported by the programme in any way
- Insurance companies did not have any presence on the ground and did not have the trust of local farmers.

EQ 9: To what extent has the programme tested and adopted innovative approaches and how has this contributed to effectiveness?

Two innovations stand out from the findings. The first is linking formalised savings groups to formal sector financial institutions which has increased savings groups access to credit. This has also enabled savings groups in Zambia to access digital platforms for operating savings groups' transactions digitally. This has enhanced the role of savings groups to play a significant role in local economic development, effectively becoming little rural banks with a wide reach.

The other innovation is the e-Maano App in Zambia which offers integrated services such as market access, e-extension and insurance services. It is an innovative virtual platform and would be useful to expand. Uptake is still low, however, as it is not sufficiently user-friendly and network challenges make accessing it difficult for farmers.

EQ 10: What are the follow-up support mechanisms provided by development partners to programme participants beyond the initial trainings and start-up kits?

Follow-up, training support has been provided by the programme to savings groups through frequent monitoring of group activities, which has significantly contributed to the success of savings groups. Farmers who receive training in CSA receive follow-up support from lead farmers to enhance and reinforce the skills they obtain through the initial CSA training. This enables farmers to more easily adopt CSA and embed the new skills in their farming

practices. The support of lead farmers to other farmers has been limited however because their transport challenges make it difficult to reach other farmers. Young people who have received training on farming also received routine mentoring from field staff to ensure the benefits of the training are realised.

EQ 11: What is the impact of the layering approach towards resilience and to what extent has it contributed to achieving results?

The approach to layering and sequencing in the programme is determined to a large extent by the agricultural production cycle and the associated farming activities. The approach has also been applied to savings groups by first supporting informal groups to mature and then linking them to formal sector financial institutions so that they can access greater credit. The mechanisation component has also benefited from a layered approach through first identifying and building the capacity of local manufacturers to produce and repair machinery for smallholder agricultural production systems whilst also building the capacity of local service providers to purchase, operate and maintain farm machinery so they are able to provide mechanised services to small scale farmers. This training and preparation take place before any introduction of financial components to purchase the machinery.

Layering and sequencing has not been effectively applied in the insurance component of the programme, however, where the service was rolled out before sufficiently preparing farmers to understand, demand and receive the service. In addition, in Zimbabwe the programme created assets for agricultural and off-farm production without having market linkages in place to sell the produce, and in other cases market linkages were created without coordination for production. Layering of services needed by farmers was also lacking in some instances, e.g. farmers had not been sufficiently capacitated to supply the market with the quality and quantity of produce required.

EQ 12: How are youths and women able to absorb and or adapt to shocks? To what extent do programme activities support them to do so?

The savings groups, whose members are mostly women, have been a significant way in which the programme has supported women to absorb and adapt to shocks. Participating in savings groups has increased access to credit and enabled women to purchase assets such as small livestock and other livelihood assets. The formalisation of some savings groups has further supported women in this regard through making additional credit available. There is insufficient information about the participation and benefits of savings groups for young people to comment on the effects this component may have on young people.

Men including some young men, have benefited from the mechanisation component of the programme (85% of the beneficiaries were men) and this has seen some being able to create viable incomes from selling farm mechanisation services. This has increased their ability to absorb and adapt to shocks. The programme does not gather data on the knock-on effects of owning farm equipment, but it is likely that these could be several, including using owned equipment for collateral to access credit which would further contribute positively to strengthening resilience.

Youth are particularly targeted for the programme and their participation in farmers clubs in Zambia has provided them with CSA skills and resources that has enhanced their ability to absorb and adapt to shocks.

EQ 13: Have capacity building efforts supported the effective implementation of the programmes?

Capacity building of government stakeholders

The programme in Zambia has built the capacities of government to understand and implement weather insurance which has resulted in Government setting up an Interministerial Technical Working Group to develop and improve national Weather Index Insurance (WII) products. In Zambia, the programme also built the capacities of extension workers in market access using the micro-aggregation model and linkages to the private sector. This has scaled farmers' access to markets. In Zambia, a trainer of trainers (TOT) model has been used to increase the capacities of local farmers and extension service providers in CSA, post-harvest loss management, nutrition and food processing, forming and operating savings groups amongst other capacities. Over 15,000 beneficiaries have been trained in various capacity building activities in Zambia.

In Zimbabwe similar capacities were built and, in addition, climate data training was provided to help farmers and extension service providers interpret data from the Participatory Integrated Climate Services for Agriculture⁶⁷ (PICSA) initiative that enables farmers to receive and interpret regular climate and weather information.

Capacity building of IP

The capacity of IP has overall supported the effective implementation of the programme. Their strong technical skills and experience in a wide range of resilience building components, has contributed to the many successes that the programme has achieved. There have been a number of capacity gaps however which have affected the programmes implementation. Capacities have been insufficient for supporting:

- Sufficient understanding of sustainability and pathways to achieve this for programme components
- Effective LNOB implementation and SGBV mainstreaming
- Building the capacity of farmers to meet the quality and quantity requirements of markets, including building capacity to use evidence to identify attractive value chain opportunities.
- Conduct predesigned research and analysis to inform design, including how to engage local stakeholders in the design process
- Making choices informed by evidence rather than hearsay about value chains that offer value to the programme and to specific target groups
- Effective layering and sequencing, particularly due to contracting delays and lack of coordination
- Sufficient learning. This has arisen from inadequate knowledge sharing and learning platforms, insufficient disaggregated data from M&E frameworks not being sufficiently customised to the long-term nature of resilience building programmes.

Capacity building of beneficiaries

Many of the savings groups are clearly already sustainable, but there are opportunities to provide capacity building to savings groups which are ready to formalise to assist them graduate to formality and thereby being able to access greater amounts of finance from formal financial sector sources to fund wider resilience building activities.

Building the capacities of smallholder farmers to enable them to meet the quantities and qualities that the market requires has not been adequate and has greatly affected results from the market linkage component.

Building the capacity of farmers to successfully operate and diversify IGAs has not provided the longer-term support and handholding needed to allow farmers to continue to operate IGA successfully once support has ended.

Capacity development of farmers at community level has been limited by lead farmers not having transport to get around districts to visit farmers, and so have not been able to transfer CSA skills that was intended.

Capacity building of the private sector

In addition, capacity building of the private sector has not been sufficient to enable the sector to develop sustainable commercial relationships with many farmer groups. WFP and partners are currently developing plans for building the capacity of the private sector around viable value chain opportunities.

EQ 14: What are the challenges and opportunities in operationalising localisation in the programme ? How did the programme contribute to supporting the ability of local and national actors and partners to deliver on needs in an effective and timely fashion?

There have been some challenges in operationalising the programme including challenges in implementing the FFA whereby IPs and WFP have different ways of working, which was exacerbated in Zimbabwe because of the initial weak coordination and silo approach to programme implementation. Partners initially implemented their activities without much coordination with other IPs. However, this improved after coordination mechanisms were enhanced.

⁶⁷ <https://zimbabwe.un.org/en/258137-decoding-skies-how-informed-choices-shape-future-farming-zimbabwe>

The micro-aggregation component faced challenges to embed it locally in Zambia because aggregators do not have sufficient funds to buy crops in bulk which has limited the scaling of aggregation services. Also, the lack of transport for lead farmers to enable them to visit farmers has been a challenge for localising programme.

The insurance component in Zambia has been localised much more effectively than in Zimbabwe mainly due to joining the insurance service with the Government of Zambia's agricultural input programme. The programme has been successful in localising private sector opportunities by local entrepreneurs becoming agents for private sector companies, e.g. local agents for input suppliers. Localisation could be enhanced by scaling such partnerships.

4.4 Effectiveness on transversal themes

EQ 36: To what extent and how has the programme implemented its HIV and gender mainstreaming strategy or integrated aspects of HIV and gender?

The inclusion of transversal themes into the R4 was limited right from the start as is noted in a WFP document: "R4 was not designed as an LNOB-sensitive programme"⁶⁸, and several earlier reports had already highlighted significant gaps in this aspect of the programme: "there were significant levels of gender inequality within the R4 programme components even though steps were taken to promote gender equality."⁶⁹ In addition a gender, LNOB and governance analysis was done in 2021 in Zambia to better understand gender differences, inequalities, and power relations and identify gaps in the integration of gender issues in R4 while developing an actionable strategy to better address gender inequalities. A gender mainstreaming strategy was developed for Zambia for the R4 that provided useful changes in programme design and delivery to address gender issues affecting the programme.⁷⁰ Despite these documents and their sound advice, there is little evidence that recommendations have been implemented. This evaluation confirms that significant levels of gender inequality remain and continue to affect the access to programme benefits, especially by women.

The programme has specific quotas which included 60% for women, 10% - 30% for disabled people and young people as a way of ensuring that the programme is inclusive of groups that are typically marginalised. However, in Zambia, social and cultural barriers resulted in the programme only reaching 44%, i.e. 16% below the target. The programme does not appear to have activities to support elderly or disabled people.

Whilst inclusivity was factored into implementation activities, it seems to have been insufficient in the design stage, e.g. although people with disabilities participated in the IGA offered by the programme, they could only participate if they had the ability to manage a programme. It is unclear if the IGAs identified specific IGAs that people with various disabilities, ages and genders could do and would want to do.

In Zimbabwe, workshops on GBV and social exploitation and abuse were held with communities to make them more aware of these issues. IP were also trained in gender mainstreaming, LNOB, governance-related issues and social inclusion. However, Government was not included in the training and therefore a key partner did not build the necessary capacities to support this aspect of the programme. The programme has also not addressed belief systems that drive inequality, e.g. religious, social, cultural, nor built capacities to address these and, as a result, these continue to undermine efforts to deliver equitable and sustainable results.

As noted earlier, women dominate the savings groups and have clearly benefited a great deal from these groups, economically and in breaking traditional gender roles, e.g. purchasing cattle, increased participation in community activities, leadership roles and decision-making processes, and enhancing their social status. However, there is also evidence that men often appropriate the benefits that women obtain through the savings groups. This is partly because the programme does not have M&E capabilities to gather data about intra-household power dynamics and

⁶⁸ R4 Rural Resilience initiative, date not indicated, Southern Africa Regional Programme, World Food Programme

⁶⁹ Richard Choularton, Meredith Mallory, and Allie Skahen, Sustainability Strategy for the World Food Programme's Integrated Resilience Programming in Zimbabwe, Final report, 29th September 2021,

⁷⁰ George Zimbizi and Sunungurai. D Chingarande, 2021, R4 Rural Resilience Initiative: Strategy for Mainstreaming Gender, Leave No One Behind and Governance (Zambia)

the implications that this has on the participation of women and their access to programme benefits and nor has the programme made sufficient adjustments to address the issue.

Men's lesser participation in the savings groups affects the benefits that they derive from the programme. The programme has encouraged men to participate more in savings groups, but it is unclear whether the reasons for their lack of participation have been clearly identified and ways to address these been incorporated into programme redesign. It is reported that men who have participated in the savings groups are engaging in more joint decision-making with women at household level. In addition, men do not contribute as much to agricultural production, and this leads to women being overburdened with labour to produce crops.

While GBV is prevalent in communities, and there are clearly instances associated with programme interventions, the programme does not appear to have indicators to measure the quantitative incidence of SGBV or gather data about its qualitative aspects such as household power dynamics. Nor does the programme have components to address the effects of SGBV, such as referral linkages, despite GBV having an enormous impact on women's participation and benefits from resilience building activities. This is a significant omission.

The market linkage component enabled women to have greater access to markets, but because of social and cultural norms, such as men are seen to be 'the breadwinners', men have greater access to engage with markets directly. In addition, women are limited in how frequently and how far they can travel to markets by social norms and family responsibilities. The programme does not appear to cater for these barriers to enable women to participate more in accessing markets. This limited the benefits that women realised from the market linkage component.

The mechanisation programme has been successful in benefiting participants but 85% of beneficiaries were men which meant that women benefited considerably less from this component. This was partly due to some equipment being too heavy for women to operate easily, but more likely since the component offered attractive economic benefits which men were able to coopt. The agricultural demonstration plots benefited mostly women who comprised approximately 75% of demonstration plot participants.

M&E systems within the programme cater for collecting data about programme activities by gender to some degree but not for all components. It is difficult to gather information about people with HIV because of health confidentiality issues. Data is not captured to provide information about results for young people disabled people.

EQ 37: What are the results of these mainstreaming efforts so far?

There have been several positive results from mainstreaming activities. There were reports by women and young people who participated in the FGDs that they invest most of their time and energy into their projects and are less likely to be idle, engage in prostitution or substance abuse or enter early marriages and they are more motivated and better able to cope with the day-to-day challenges that they face. In addition, there was also evidence of reduced mental stress amongst women and improved intimate partner relationships, including more transparency between couples on the use of money and increased love and sense of common purpose amongst couples because both are contributing financially towards the wellbeing of the family.

Savings groups have clearly played a significant role in strengthening women's agency as more than 90% of participants are female. Savings groups have improved their access to finance, financial knowledge, capital availability for IGA as well as their status in their families and communities.

There have also been positive results from the gender awareness campaigns that were implemented during pre-disbursement meetings and via mobile van messaging platforms. This saw an increase in the proportion of households where women made decisions over the use of WFP transfers, from 52.3% at baseline to 69.5% at the end of cycle review, a decrease in the proportion of households reporting joint decision-making by men and women (43.1% at baseline to 28.6% at the end of cycle review), and the proportion of households where men made

decisions (down from 4.6% at baseline to 1.8% at the end of cycle review). This indicates that the programme has contributed to moving the dial in enhancing women's decision-making role.⁷¹

In some cases, there was increased GBV from programme activities, e.g. cash transfers. When a woman arrives home with cash her husband may say "you have not earned that money" and would often be physically violent to take the money from her. In other cases, GBV decreased when basic food needs are covered, GBV decreased.

EQ 38: What context- and programme -related challenges have emerged, and how could they be overcome?

To combat SGBV, the programme could link with the Stopping Abuse and Female Exploitation (SAFE) programme and provide access to a mobile service that has been developed to go around to communities to provide services related to SGBV, for example the Legal Resource Foundation, Ministry of Women's Affairs, Department of Social Welfare, Musasa project – all provide services in a one-stop-shop arrangement. This encourages more people (women and men) to come forward to report SGBV and access services. Providing a greater role for Tree of Life that specialises in developing social cohesion at household and community levels could enhance efforts to address the challenges.

A gender main streaming strategy to identify effective ways to promote mainstreaming and addressing barriers would be very valuable to integrate women and people living with HIV more into programme activities.

4.5 Efficiency

EQ 16: Has the programme managed to convert resources / inputs (funds, expertise, time, etc.) to results efficiently?

The programme has been efficiently delivered in some aspects, but there have also been missed opportunities for creating efficiencies. The Trainer of Trainers (ToT) model and the farmer group model enabled the scaling of CSA awareness and skills amongst small holder farmers in the districts and proved to be a cost-effective way to do this.

In Zambia, and to some extent in Zimbabwe, collaborative relationships with other partners and government agencies enabled the programme to leverage the experience of others, and in some cases cost-sharing, and in so doing created efficiencies, e.g. in Zambia linking the insurance component with the government's input program; in Zambia the programme has tapped into Constituency Development Funds which are fiscal decentralisation schemes that involve communities being allocated set portions of finance by central governments resulting in savings groups managing the implementation of economic activities/projects in the communities. This has been a very significant achievement from the programme.

In both Zambia and Zimbabwe linking formalised savings groups to banks and microfinance institutions increased flows of credit with marginal cost to the programme. This too has been a very significant achievement as well as enhancing efficiencies. Effective sequencing and layering also supported efficiency, e.g. training farmers in CSA and then linking agricultural produce to established markets and by having an integrated approach to risk reduction which reduced risks and increased efficiencies in a variety of ways: reduced post-harvest losses, enhanced yields from access to weather information etc. Micro-aggregation services also enhanced efficiency by reducing input costs and enhancing access to markets through creating economies of scale.

Mobile platforms in both countries extended the reach of services at a relatively small cost compared to alternatives, e.g. such as transactional services. However, network challenges often limited efficiencies.

In Zimbabwe, the insurance component was not carried out efficiently and significant programme resources were used to achieve very few results. Inefficiencies resulted from national level challenges in the payment systems and high inflation in Zimbabwe which delayed claim payments and eroded their value during the first year it was

⁷¹ WFP Zimbabwe's Urban Food Security and Resilience Building Programme, Biannual Report, 31 May 2021 revised 30 June 2021

introduced when the RTGS currency was being used, and insufficient understanding by the programme about demand and on practical ways to roll the service out in rural contexts.

Efficiency was undermined by targeting the most vulnerable households with resilience programme activities when they were often not able to benefit from these activities. Opportunities for efficiencies were also lost through WFP's contracting arrangements with IP. Please see EQ 17 below for details.

EQ 17: How efficient were the implementing modalities, including sub-contracting with implementing partners?

The short-term contracting arrangements that WFP had with IP had a significant impact on efficiency, as well as effectiveness. Short-term contracting arrangements reduced the amount of time available for implementing programme activities in 2023 for several months because IP spent months each year preparing their proposals and then waiting for disbursements from WFP. Efficiencies could be increased by having longer contracts to reduce the hiatus between contracts and delays in funding disbursements.

Better coordination of IP, particularly in Zimbabwe, could have yielded results more efficiently if enhanced coordination measures had been introduced right from the start of the programme.

EQ 18: Where could results have been achieved more cost-efficiently e.g. with different implementation modalities?

There were opportunities where the programme could have achieved results more cost efficiently. For example, some value chains did not offer the markets farmers needed to sell their produce, or were not appropriate for beneficiaries before being selected. It appears that the programme did not do sufficient groundwork on value chains and associated IGA to assess the return on investment, i.e. programme funds compared to benefits realised.

The mechanisation component clearly contributed to efficiencies in farming activities. However, as pointed out earlier, the benefits of owning the equipment were mainly for men. An opportunity was missed to equitably offer the efficiency benefits of the mechanisation programme to women through understanding the opportunities and challenges for including women.

Engagement with the private sector was not as strong as it might have been and as a result opportunities for cost sharing were not fully realised, e.g. the private sector could have played a stronger role in providing technical advisory services and financing inputs. Efficiency in the market linkage component could have been enhanced through building the capacity of farmers to supply the quality and quantity of produce demanded by the market.

Targeting the most vulnerable with resilience building activities was not an efficient use of resources since the most vulnerable were not able to benefit much. More efficiencies could have been achieved offering different support services to this group, perhaps outside of the resilience programme, or by being very selective about what support to offer. Greater efficiencies could have been realised, especially in Zimbabwe, if there had been more aggregation of inputs and market activities to realise the economies of scale in bulk transactions.

Providing bicycles to lead farmers could help them reach more farmers more often at a relatively small cost.

EQ 19: How do they compare to similar interventions?

Please see the landscape review report for details of comparisons with other rural resilience programmes.

4.6 Impact

R4 is in its early stages and the extent of impact is likely to be seen towards the end of the programme, or even after it closes. In this section, the focus will be on outcome level.

EQ 20: Has the programme achieved the expected impact as set out in the ToCs? Reporting on results should be clearly differentiated between the outputs, outcomes and impact that has been achieved.

Outcome 1 – Smallholder food-insecure farm households increased agricultural productivity (from CSA), income (from the farm or off-farm) and food security

The programme has achieved variable results at outcome level.

- There are signs that small holder farmers have increased agricultural productivity on the whole as well as increasing and diversifying their incomes and thereby improving food security. The uptake of CSA, although not as much as had been planned, has contributed towards creating transformational change amongst those small holder farmers that adopted this, and it also convinced extension staff, who now promote aspects of CSA e.g. increasing planting of climate smart crops. Productivity outcomes are however, limited because of lack of access to farm mechanisation tools.
- Outcomes related to post-harvest preservation and processing are limited. Whilst outputs have contributed to awareness of post-harvest methods, uptake of practices, the envisaged outcomes have been limited by the cost of hermetic bags and by farmers continuing to use traditional methods to preserve harvests.
- The programme has to a limited extent been successful in organising farmers and linking them to agricultural product buyers, although this has not been achieved at any scale. Nonetheless it has exposed some farmers to commercial markets and thereby influenced their mindsets to seeing farming as a business. In addition to not achieving the scale required for making progress towards transforming the relationships between the private sector and small holder farmer groups, the inability of farmers to meet the quality and quantity requirements of markets and the lack of finance for aggregation services have also made achieving outcomes challenging. In Zimbabwe, outcomes have also been seriously undermined by currency volatility and macro-economic instability.
- The programme has been very successful in organising farmers into savings groups and this has outcomes in terms of enhanced and stabilised food security and building resilience at household level.

Outcome 2 – Private sector service providers improved their capacity to provide CSA-related services to target households (inputs, finance, market access)

- Especially in Zimbabwe the private sector's capacity to deliver a relevant insurance product to smallholder farmers remains weak and progress towards farmers' risk mitigation is not being realised.
- Savings groups, particularly those which have formalised and created links with formal financial service providers such as banks and microfinance institutions, are demonstrating the potential for long-term transformational change of rural financial markets. Savings groups have been transformed into "little banks" and are playing an important role in wider local economic development.
- Private sector suppliers in the mechanisation programme have developed their capacity to engage with local entrepreneurs to the point of demonstrating that they can provide mechanisation services sustainably. However, the scale of transforming mechanisation services is small, and the impact for women is limited, as discussed earlier.
- The programme has been somewhat successful in linking farmer groups with offtake buyers; to some extent these links have led to sustainable commercial relationships, but it is limited by the inability of farmers to meet market requirements, and underfunded aggregation services.

Outcome 3 – Communities planned and implemented climate responsive strategies and sustainable management of land, water, biodiversity

Although there were no planned outputs for this outcome, programme activities that built social cohesion have contributed to building a sound foundation of value systems that support sustainable and equitable resilience building both now and in the future. It has done this through reducing community and household conflicts, reducing jealousies around community assets and promoting productive use and more equitable access to assets, e.g. boreholes, dams, fishponds, and provided more protection from theft and vandalism. At farm level, the promotion of CSA has led to greater understanding of the need to adapt farming to climate change and increased uptake of CSA methods which is contributing to sustainable land management. The programme's focus on community asset

creation and -rehabilitation has had positive outcomes for access to water from boreholes and dams. The evaluation could not find evidence that the programme has made specific contributions towards community capacity for environmentally sustainable management of land, water and biodiversity at community/landscape level.

Outcome 4 – National government integrates climate change strategies into agricultural policies to better manage risks and be more inclusive

The programme has contributed to supporting government agencies to integrate long-term climate change patterns into agricultural policies by building the capacity of government agencies, such as meteorological departments, to work with communities to gather weather information and to distribute information to enable farmers and extension staff to make more short-term weather-informed farming decisions for their seasonal activities. In as far as farmers access the weather information, this has had some influence on farmer decision-making; the service needs to be scaled to see sustained impact.

The programme has had some success in integrating insurance into national policies in both countries. However, the policies are only partly implemented, and with limited success in Zimbabwe. Success in Zambia has been greater, due to the integration of the insurance service in the government's input programme. But in neither country has genuine demand been established for WII insurance.

EQ 21: What other impact (i.e. positive and negative, intended and unintended) can be identified?

Positive impact

Savings groups are having a very significant impact on increasing resilience among vulnerable small holder farmers by enabling them to access assets to absorb and adapt to shocks. Savings groups have created a positive impact on women by increasing their access to credit and enhancing their social status, although there is evidence that impact for women has been limited because men sometimes appropriate the benefits from women group members. Savings groups have also had a positive wider impact by playing a catalytic role in rural economies e.g. by enhancing access to farming inputs, contributing to increasing livestock and housing and by enabling more diversified economic activity to take place throughout the year, rather than being focused only on farming activities, e.g. small home-based businesses selling groceries, fritters and other merchandise.

Some savings groups have also made a significant contribution to bridging the gap between informal and formal financial services as a result of some formalised savings groups linking with microfinance institutions and banks and thereby increasing the amount of credit available to savings groups. Farmer groups in Zambia that have formalised have also seen increased benefits from being able to collaborate with external service providers, e.g. input suppliers and farm service providers.

Another significant impact from the savings groups in Zambia was that some formalised savings group have been gained access to funds from the government's Constituency Development Fund, which is a fiscal decentralisation scheme. Savings groups are being adopted by Ward Development Committees to access empowerment financing under the expanded CDF. The funds are used to finance identified group IGAs within the community.

Adopting CSA is also having a significant impact on improving food security and nutrition amongst vulnerable households through improving yields. Increased access to markets is enabling small holder farmers to access increased income from commercial activities which is being used to buy assets that support resilience as well as food security. The micro-aggregation component has supported viable commercial relationships to be established and creating economies of scale which allow farmers to access inputs more cheaply because of bulk purchases and to sell to markets in bulk and thereby realise higher prices. Impact has been limited, however, because of farmers' inability to supply the quantities and quality that the market demands.

The savings groups are also having an impact on a social development issues, e.g. more children are able to go to school because fees have been paid. The savings groups have also had an impact on communities' ability to manage social issues through the social fund that many groups offer. This fund offers loans or grants, depending on the challenge, e.g. funeral expenses as well as unexpected expenses. Savings groups have been so successful that in Zambia it was noted that nearby camps have begun copying the program's farmer savings groups.

The benefits that the programme brought to beneficiaries often strengthened community bonds by uniting people around a common purpose: improving their lives, households and communities from livelihoods activities. The programme contributed to changing mindsets for the better especially through the savings groups which encouraged people to invest in activities to generate regular incomes and be mindful about spending and not to misuse money. In addition, the programme brought benefits at community level, such as improved access to water, rehabilitation of stormwater drains and dams, improving soil moisture retention, building granaries, etc. Other positive social impact included male youths were less likely to be involved in drug abuse, crime and early marriages.

Post harvest loss management activities have also contributed to impact through reducing losses especially at the processing stage, which enables more food for household consumption and for sale. Impact from post-harvest loss management activities is being limited by the relatively high cost of hermetic bags.

Positive impact has been achieved from the mechanisation component although impact has been limited by insufficient access to labour saving agricultural tools and machinery, e.g. mechanisation equipment such as tractors and drip irrigation systems. Impact for women has been limited, as discussed earlier.

In Zimbabwe, the market linkage component of the programme has had a positive impact on local entrepreneurs arising from the relationships developed with the private sector. It was reported that some local entrepreneurs have become local representatives of private sector companies, e.g. EasySeeds. ImpiPower and marketing their products in rural communities.

An unplanned positive result in Zambia has been to enhance democracy, transparency and accountability within communities as a result of the community and administrative structures set up by the programme, e.g. farmers clubs, savings groups, farmer groups for conservation agriculture, etc. These structures have provided platforms for smallholder farmers, particularly women, to claim their rights and resources and fostered greater participation and representation of women in decision-making processes and also provided young people with opportunities to participate and develop their leadership skills. The groups in Zambia have also contributed to enhancing social cohesion and trust amongst farmers which brings benefits beyond the scope of the programme through collaborating on other community challenges.

A further positive impact in Zambia was the entrepreneurship model was expanded beyond the IGAs providing expanded opportunities for local entrepreneurs.

Access to weather information and early warnings helped farmers make more informed decisions which has also had an impact on increasing yields by farmers making more climate-informed decisions.

Negative impact

The increase in SGBV arising from CBT and women having greater access to money from programme activities has had a negative impact on women who experienced this.

Women have also been negatively affected by the mechanisation component in a not so obvious way. Firstly, they have not been able to access the immediate benefits from owning agricultural equipment and selling agricultural services, and secondly by not being able to access the longer-term benefits from being able to use the equipment as collateral to access further credit. Women on A1 farms in Zimbabwe, for example, own less than 15% of agricultural equipment⁷² and the programme is reinforcing women's lack of access to credit by not designing the component to allow women to benefit equitably in terms of equipment ownership.

The programme is also having indirect negative effects on men by not designing savings groups that allow for their greater participation in savings groups and the benefits that the groups offer, as well as limiting their access to platforms that support them developing savings habits.

⁷² See Understanding Gender Equality in Zimbabwe: Women and men in Zimbabwe report 2019, ZIMSTAT, Table 5.2c: Ownership of Agricultural Vehicles by Type of Vehicle and Sex of Farm Owner in A1 Farms, 2017 <https://africa.unwomen.org/sites/default/files/2022-06/Brandded%20Women%20and%20Men%20in%20Zimbabwe%20Report%20FINAL%201%20Oct.pdf>

The insurance component has not achieved any significant impact, for the reasons described earlier. It is likely that the insurance component in Zimbabwe has also had actively a negative impact on farmers through reinforcing negative perceptions about financial services in a country where trust in the financial sector is already fragile.

EQ 22: What are the interventions having the most significant impact in a context of unstable economic and policy environment and increased incidence of climate related risks? How has the programme reacted to contextual instabilities notably in Zimbabwe?

Interventions with the most impact

The savings groups are having very significant effects at many levels, for individuals, groups, communities and wider rural economies, as described above. They are playing an important role, particularly in Zimbabwe, in the unstable economic environment by smoothing incomes and enabling individuals and communities to be better prepared for climate and economic shocks by building resilience assets, diversifying incomes and supporting households for family level social shocks.

The CSA and weather information components have had a significant impact on increasing yields, food security, nutrition and household income from farming activities.

The mechanisation component has improved farming efficiencies and contributed to increased yields. As noted earlier however, the benefits of the ownership aspect from this component has been very limited for women.

The market linkages and market aggregation components have also achieved an impact through increasing farmer access to commercial markets and supported greater competitiveness through reduced input costs from bulk buying. These have contributed to enhancing household income. Impact on women has been limited as noted earlier.

The e-Maano App in Zambia, whilst it has not realised its potential, had some positive impact through its market linkage features and bundled services and could bring more impact if it is streamlined to be more user-friendly.

Impact from most of the above interventions has been limited by small scale of uptake.

Interventions with the least impact

The insurance component is having the least impact, and in Zimbabwe probably a negative impact, because there is very limited demand for the service and because of the way it is currently designed, costed and delivered as discussed earlier.

4.7 Sustainability

EQ 23: What programme components appear likely to be sustained after the programme and how? What components are unlikely to be sustained, and why?

Outcomes likely to continue

The benefits from the savings groups will continue after the programme because they have already demonstrated that they are sustainable through their activities in financing CSA, growing and diversifying livelihoods and because they are playing a significant role in local economic development. The sustainability of formalised savings groups is particularly strong because they have established links to formal financial sector service providers who will provide ongoing financial services.

The benefits from the CSA component, including the demonstration plots, climate smart seed varieties and weather information components are likely to be sustained after the programme because they remain highly relevant in the context of climate change and have demonstrated the ability to enhance yields in the face of climate shocks and thereby improve nutrition, income and food security for vulnerable rural households.

The benefits from the market linkages and aggregation components are also likely to continue as they provide services to farmers through reducing costs of inputs through bulk buying and consolidating produce for markets and thereby enhancing sale prices to farmers. Market linkages also have positive impacts on the sustainability of

savings groups through enhancing access to income from farm produce sales. Sustainability is undermined, however, by farmers inability to supply the quantity and quality that the market requires and by aggregators not having sufficient access to finance.

The benefits from the mechanisation component are also likely to continue because there is demand for mechanised farming services as demonstrated by the ability of participating farmers being able to repay their equipment loans.

In Zimbabwe, government is now taking a lead role in providing extension services and supporting the creation of resilience assets. This suggests that extension services will continue to be operated after the programme ends.

Outcomes unlikely to continue

The insurance component is highly unlikely to continue for the reasons discussed earlier. Sustainability of the insurance component would therefore rely on subsidies either from government or development partners, and the likelihood of this is questionable.

The production of small grains in some areas, especially those with rainfall to support maize production, looks uncertain despite its relevance in the face of climate change because farmers are still attached to growing maize, the challenges in accessing markets for small grains and the difficulties in producing it, e.g. losses from birds. Sustainability would be enhanced by securing more attractive markets.

The aquaculture component in Zimbabwe has potential, and enjoys strong government support, but it's sustainability is being undermined by a lack of social cohesion which has resulted in theft of borehole equipment and fish because there is not enough community will to protect these assets. Until these issues are addressed the component is unlikely to continue.

The e-Maano App, unless it is streamlined to be more user friendly, is unlikely to continue beyond the programme.

EQ 24: How, and how effectively, does the programme engage and collaborate with government stakeholders at local, district/province and national level?

In Zambia the programme has collaborated effectively with government stakeholders at national and district levels and has established, sustained and strengthened strategic partnerships with government stakeholders e.g. Ministry of Agriculture, Ministry of Community Development, Ministry of Livestock and Ministry of Green Economy and Environment. Through these partnerships and by workshops and regular meetings, capacity of national institutions has been enhanced and they are better able to design, plan and implement climate resilience interventions.

In Zimbabwe the programme has also collaborated well with national government stakeholders, e.g. the programme assisted the Ministry of Agriculture to develop tools for assessing local markets and value chain analysis, and thereby contributed to building relevant resilience skills within government departments and aligning closely with government priorities through using co-creation approaches. The programme also collaborated well at local level with District Development Committees and the Rural District Councils working on programmes of joint interest such as developing markets and improving yields.

EQ 25: To what extent are national and local ownership and commitment to the programme in place?

In both countries there is considerable interest amongst national and local actors in government especially around expanding the practice of CSA, developing savings groups, the mechanisation component, improving nutrition, improving yields, improving infrastructure, etc. However, ownership by governments is insufficient as they often do not allocate enough of their own budgets to take ownership of programme activities, nor do they often have the resources to visit sites and farmers in the districts. This can limit active involvement, ownership and commitment.

The role of the Finance Ministry in Zimbabwe has not been explicit on most programmes and in others they are completely left out. This means that the issue of sustainable financing of resilience programmes is missing from the start. It is important to have the Ministry of Finance at the table on every project so that funding issues or commitments are discussed with the right ministry.

National and local ownership and commitment has also been affected by the way in which the programme was designed and implemented. Government and local actors were not involved in the pre-design or design stages and were only brought into the programme to discuss how the programme was to be rolled out. This undermined governments' sense of ownership and commitment right from the start.

EQ 26: To what degree have the capacities of national and local institutions been built?

In both countries the programme has contributed to developing capacities of local and national institutions, e.g. raising awareness of CSA practices amongst extension staff, how to support savings groups, doing value chain analysis and identifying market opportunities, capacitating meteorological departments to provide accurate weather information to farmers, improved their planning and implementation of climate resilience activities, demonstrated ways to engage with the private sector to enhance markets and the supply of farming services, etc. Capacities have been built through creating relationships as well as through workshops and trainings.

EQ 27: What needs, if any, were identified for further capacity building and support to promote the likelihood of sustainability?

A number of opportunities have been identified to build capacity for sustainability. These include:

- Addressing the provisions identified in the Sustainability Strategy for the World Food Programme's Integrated Resilience Programming in Zimbabwe⁷³ which noted that the R4 did not define sustainability sufficiently and stakeholders did not share a vision of sustainability or how activities relate to achieving it. Theory of Change and M&E frameworks did not sufficiently define pathways to sustainability nor have specific indicators at the level of households, communities and production and livelihood systems to measure sustainability. The concept of scale, which is a key component of sustainability, is not fully understood by R4 stakeholders, e.g. does scale mean reaching increased numbers of individual beneficiaries, increased proportions of wards or communities, or broader adoption of specific activities? These are a clear capacity gap that requires attention.
- Building the capacity of IP to effectively conduct pre-design analysis of targeted locations and groups could assist with improving programme design to better achieve sustainability, e.g. understanding the political landscape, local governance issues, local government and private sector actors and their priorities, economic opportunities and obstacles, social landscape (including norms and unbelief systems that perpetuate inequality), etc. Capacity to conduct this type of analysis could improve the results that programmes deliver. This could involve a review of capacity of resilience assessment tools used to ensure that they allow for thorough understanding of the context and beneficiaries of programming activities before being rolled out, e.g. identify local economic activity and associated opportunities and risks, identify potential value chains for IGAs, conduct cost benefit analysis for each and identify risks and requirements for IGA to successfully participate in them, include beneficiaries in identifying and planning the implementation of IGA, customise IGAs to specific beneficiary types factoring in their preferences and limitations, e.g. asking "What are your ideas? What do you want to do?" Designing programmes around what communities actually want and can do and which are relevant to their circumstances and local economy offers opportunities for a more efficient, effective and sustainable way of programming.
- M&E capacities amongst IPs needs to be strengthened. Despite WFP COs having elaborate monitoring and reporting systems in place, there are significant information gaps that include: a) analysing and reporting the extent to which components of R4 are integrated at the household level, and b) data on the expected changes occurring in technical capacities of host country governments and private sectors to facilitate mainstreaming of R4 into country systems.
- Realising sustainable results for women from the ownership aspect of the mechanisation component requires building capacities to understand how women engage with this component, the current barriers obstructing their participation redesigning the component to allow women to equitably participate and benefit from ownership.
- The same applies for men with regard to their participation in savings groups.

⁷³ Richard Choularton, Meredith Mallory, and Allie Skahen, Sustainability Strategy for the World Food Programme's Integrated Resilience Programming in Zimbabwe, Final report, 29th September 2021,

The following capacity development needs were identified for beneficiaries:

- Build the capacity of savings groups to enable them to mature and formalise so that they can develop links with formal sector financial institutions.
- Build the capacity of women, men, young people, older people and disabled people to claim their rights and address abuse more effectively to enable them to participate in programme benefits
- Build capacity of farmers so they can better meet the quality and quantity requirements for markets.
- Provide extension service providers with the means to travel round the districts to train farmers.
- Build the capacity of men and young people to operate successful savings groups.
- Build farmer capacity to successfully operate more than one IGA.

The following capacity development needs were identified for government:

- Build capacity to design and implement LNOB provisions.
- Build capacities to plan and execute resilience programmes
- Build capacity to enable IPs to access national resilience coordination platforms in Zimbabwe.

The following capacity development needs were identified for IP. This includes both government and IPs unless noted otherwise:

- Build capacity to make sustainable budget allocations for resilience programmes. (government).
- Build capacities to design and implement programme support to more effectively address LNOB and abuse
- Build understanding of sustainability and the pathways to achieve this for programme components
- Build capacities to conduct pre-design research and analysis to inform programme design
- Build capacity to conduct stakeholder mapping to identify opportunities for leveraging with other programmes
- Build capacities to effectively engage with government and communities to co-design resilience programmes in ways that create ownership amongst stakeholders (IPs)
- Build capacities to engage with government to enable the programme to access resilience platforms. (IPs)
- Build capacity to conduct value chain analysis to understand and identify opportunities, risks and returns
- Build understanding of risks at household and community level to understand existing risk mitigation strategies and mechanisms and integrate these into programme design
- Build capacities to support savings groups and farmer groups to formalise
- Build capacity to design and implement programme components that enhance social cohesion and building trust amongst all levels of stakeholders including at community level
- Build capacity to effectively coordinate, layer and sequence the wide range of actors and activities in programs
- Build capacity for more effective knowledge sharing and learning platforms for IP
- Build capacity for developing and implementing M&E frameworks that all suited for long-term resilience programmes and that are also able to gather and learn from disaggregated data to inform programme component customisation for different groups
- Build internal capacities e.g. contracting of subcontractors that do not create delays that affect programme results (WFP, IPs)
- Built capacity to introduce livestock into resilience building programs
- Build capacity to design and implement programme components that are customised to specific target groups and the specific opportunities and barriers that target groups face.

EQ 28: How does the programme engage and collaborate with private sector entities?

SNV has been the implementing partner to take the lead in collaborating and building relationships with the private sector through its market development activities. In Zambia this has resulted in relationships with Zambia Breweries to purchase small grains grown by smaller farmers, with Vision Fund Zambia and Zimbabwe Women's Bank to provide finance to formalised savings groups, with input suppliers such as seed companies, agro-dealers and insurance companies: Mayfair Insurance in Zambia and Old Mutual in Zimbabwe.

EQ 29: What opportunities and risks are associated with this sustainability strategy?

Opportunities

A number of opportunities have been identified to support the likelihood of sustainability. These include:

- There is great opportunity to support sustainability of a wide variety of resilience building initiatives through targeted and increased support of savings groups, both formalised and informal groups.
- Supporting farmers to better meet the quality and quantity requirements of markets and promoting aggregation services that promote economies of scale are key to unlocking opportunities for competitive and sustainable engagement with the private sector. Formalising farmer groups is way to achieve this and for scaling access to markets.
- There is also opportunity for sharing experiences between the Government of Zambia and the Government of Zimbabwe for resilience programming and how to incorporate this into Government programmes. The Government of Zambia has been more effective in doing this due its close collaboration and cooperation with communities and IP.
- There are opportunities to customise IGA to a greater extent to specific groups, localities and individual motivations which is likely to result in greater success than a 'one size fits all' approach.
- There is scope for establishing a revolving grant to allow IGAs and savings groups to repay grant money that can be used by the next cohort of beneficiaries. If well managed, the revolving fund would be able to outlive the life of the programme.

Risks

A key risk is that governments are unable or unwilling to allocate sufficient budget for resilience programmes, and when the programme ends it is likely that resilience activities under the programme also end.

Another risk is that there is a lack of social cohesion at community level which results in tensions, conflicts and competition around access to assets and opportunities which makes it difficult to protect assets, realise the intended benefits from them and threatens their sustainability.

Inadequate understanding of local contexts, threats and opportunities create risks for the relevance of programme activities and the achievement of sustainable results. This includes inadequate understanding of barriers that prevent women, young people and men from participating in and benefiting from programme activities.

Targeting most vulnerable groups can waste resources on those who are unable to benefit from activities.

Unless scale is achieved, especially under the market linkage and insurance components, sustainability is unlikely.

4.8 Lessons learned

During the cocreation workshop participants have brought up lessons learned; these are reported in Annex 6.

In this section, EQ15, EQ 31, EQ32, and EQ33 are answered.

EQ 30⁷⁴ and EQ 35⁷⁵ concern both programmes; EQ 30 is answered in the resilience landscape review report as it looks at future programming; EQ35 is answered in chapter 5.

EQ 15: What are the key learnings about programme implementation modalities?

The implementation modalities are those fixed in the agreement between WFP and SDC, modalities that cannot easily be changed in the course of implementation, hence the IP can learn but cannot immediately apply the learnings. This in contrast to the other learning-related EQ further down in this section, which are about the programme's learning that is *applied* through adaptation.

Similar to what was found in UFSRBP. what was learned from the implementation modalities agreed between WFP and SDC is related to weaknesses in the design of the programme:

⁷⁴ EQ 30: Where should Switzerland focus its interventions in order to achieve sustainable impact for poor urban and rural communities?

⁷⁵ EQ 35: What are we learning on resilience in rural versus urban settings? Groups versus individuals? Women versus men? Youth versus adults

- Consortium arrangements insufficiently ensured a necessary level of IP coordination, sharing resilience expertise, learning and adaptation; this hampered the development of a shared approach on resilience
- Considering that resilience programmes need, by nature, a longer-term support, the design insufficiently elaborated on how the programme would establish longer-term partnerships for implementation, including local government (services) and national government (enabling environment, resilience policy)
- Risks: risk analysis was absent in the proposal, assumptions/risks also not present in the ToC
- Programme plan insufficiently included (inception) time and resources for more context analysis and stakeholder consultation to ensure an adequate understanding of, and tailoring of outputs to the needs, conditions and challenges of specific *rural* target groups; e.g. related to selection of IGA, the preparation would include some value chain study, analysing risks and opportunities, cost-benefits, and assessing for which target groups the IGA would be most beneficial (considering gender, PLWD, etc.), for better targeting; and related to mechanisation, the approach would have considered women's need for mechanisation services.

EQ 31: What lessons were learnt and applied during the implementation of the R4 programme ?

The demonstration plots proved to be a participatory and effective way for agricultural research services to exchange knowledge and experience with extension service providers and smallholder farmers and to transfer skills and increase uptake of CSA. To scale these benefits, baby plots were initiated where farmers tried out new seed varieties and farming methods, which had been pretested on the mother plot run by agricultural researchers, to see for themselves if they work on their farms. This lesson was learned and successfully applied in the R4.

The programme also learned that aggregation services provide opportunities for creating economies of scale which are important for reducing costs and creating the competitiveness required for smallholder farmers to successfully engage with the private sector. Aggregation of inputs and produce were successfully applied on a small scale in the programme, but limited due to other factors not being able to support the service, e.g. inability of the farmers to supply market requirements and inadequate finance for aggregators.

EQ 32: What good practices can be learnt from the R4 programme that can be applied to similar interventions in the future?

The R4 programme implementation of course included many good practices, however, most of these are not of specific interest in terms of being 'new' to similar interventions in the future. Except for the lesson that the operations in Zimbabwe were sufficiently flexible and adapting to the high levels of financial volatility; the operational practices allowing this flexibility are worth considering (also) in future similar interventions.

EQ 33: How effective are the R4 programme structures for knowledge management and sharing?

The programme structures for knowledge management and sharing have had variable results. In the initial stage of the programme there was insufficient interaction between the IP and limited coordination to enable knowledge sharing. The short-term partner contracting arrangements, also made it difficult to create the environment needed for learning and knowledge sharing. Because of the coordination challenges at the beginning of the programme, the division of work which promoted working in silos and siloed reporting formats there was no platform initially for knowledge sharing. However, this has improved as coordination improved generally in the programme. Even so, specific structures to allow for learning are held too infrequently to be effective for sharing best practice, e.g. monthly stakeholder meetings to report progress and challenges and to coordinate around implementation

Despite WFP Country Offices having elaborate monitoring and reporting systems in place, there are significant information gaps that include: analysing and reporting the extent to which components of R4 are integrated at the household level, and data on the expected changes occurring in technical capacities of host country governments and private sectors to facilitate mainstreaming of R4 into country systems.

Knowledge sharing has taken place at the demonstration plots where the programme has trained extension service providers and farmers on CSA practices. In addition, the structures for sharing knowledge and building the capacity of savings groups have been effective. Savings groups have benefited from capacity building efforts to make them

more effective which has led in some instances to savings groups formalising and being able to establish relationships with formal sector financial service providers.

EQ 35: What are we learning on resilience in rural versus urban settings? Groups versus individuals? Women versus men? Youth versus adults?

The *response to this question* combines the findings both UFSRBP and R4 programmes.

Urban versus rural settings

Urban areas have less space and often less water available for agricultural activities than rural areas and agricultural activities which require large pieces of land and access to reliable water supplies are not suited to urban areas. It therefore makes sense to look for IGA that exploit urban income generating opportunities rather than trying to import IGA developed for rural resilience programming into urban contexts. In addition, rural agriculture is often able to produce at scales that are not possible in urban settings. Resilience is more suited to manufacturing IGA, e.g. metal fabrication, peanut butter production, catering, etc rather than trying to bring agriculture into urban areas where it cannot achieve the scales needed to compete.

Groups versus individuals

There is greater social cohesion in rural areas because communities are defined by their geographic location. In urban areas, however, people bind together around common interests more often than location. This makes the creation of functional and successful groups in urban areas more challenging. Whilst groups may be able to manage risks better, they contain different personalities with different expectations and different commitments to working hard on a common project. Groups share benefits but if there are too many members the benefits are spread too thin, and people lose interest in the group. In one urban poultry group IGA, 100 chicks were shared among 11 people which inevitably caused conflict as they were competing for chicks and profits. This easily gives rise to conflicts and there were reports of urban groups failing due to conflict about use of assets and money. In Mutare, a garment making group of 24 members shared three sewing machines and access to the machines had to be negotiated, which resulted in a number of members starting individual IGA which were said to be more profitable than group IGA. Savings groups require robust constitutions and rules for operation at the best of times, but especially in an urban area where social cohesion is not as strong as in rural areas. There were reports of urban savings groups failing because groups could not hold together but often members would form a new savings group with new members in an attempt to find a group of people who could work the savings group together effectively. It is recommended that IGA are designed for individuals rather than groups, unless there is good reason otherwise, the exception being savings groups which must operate as a group. It may be useful to identify urban groups with strong social cohesion, e.g. church groups, clubs, that offer the ready-made social fabric to operate savings groups. Savings groups should consist of 8-15 individuals on average as if the number becomes larger, it is difficult to operate as savings group groups.⁷⁶

Women versus men

The programme has given women more financial independence by improving their access to finance, financial knowledge, and capital availability for IGA. This has built confidence in what they can achieve, built status in the family and community and often reorientated the way in which women engage with their lives, their partners and their communities. Successes experienced through the programme have helped to transform their mind sets from dependency and hand-to-mouth philosophy to individual and self-sustaining entrepreneurs. By investing most of their time and energy into their projects they are less likely to be idle, engage in prostitution or substance abuse or enter early marriages and they are more motivated and better able to cope with the day-to-day challenges that they face. In addition, there was also evidence of reduced mental stress and improved intimate partner relationships, including more transparency between couples on the use of money and increased love and sense of common purpose amongst couples because both are contributing financially towards the wellbeing of the family. Designing customised IGA around the specific opportunities and barriers faced by women and men therefore makes good sense. This includes designing

⁷⁶ World Food Programme Zimbabwe's Urban Food Security and Resilience Building Programme, Project report, 31 July 2022

savings groups that allow men to participate in savings groups, or alternatively exploring other ways that encourage men to save.

Youth versus adults

Young people require resilience activities cater for their high levels of mobility, impatience to get quick returns and their changeable interests. Young people appear to be attracted to vocational skills training as a way of developing IGA, but need through assessment and guidance on choices to ensure that typically high dropout rates are minimised. As young people are often pressurised to some extent by their parents to find work, they may end up choosing vocational skills training that their parents want, but which they themselves do not choose. This contributes to increasing dropout rates and suggest that parents should be involved in some way to ensure whatever choice is made is the right choice for the young person and one into which they will put their full energy. Their lack of experience in life generally and in business indicate that programming needs to cater for handholding and mentoring support to help them navigate IGA challenges effectively. Young people tend to select vocational skills that are associated with traditional gender roles. Older adults, especially those who have family responsibilities, are less mobile, more experienced in life and business and are more used to carrying responsibilities. Adults therefore tend to have more staying power young people, e.g. lower dropout rates from vocational skills training courses. Keeping youth busy with IGA and training lessens the chance that they will become involved in drug abuse and negative social behaviour.

5 Conclusions UFSRBP

Relevance

The programme is relevant to the strategies of government and development partners for economic and social development, reducing urban poverty and for addressing environmental and climate change challenges.

The programme is relevant to needs of the poor including mitigating poverty, unemployment, hunger, and lack of access to basic services. The programme has responded in relevant ways to these challenges through its programming activities. Some activities, however, were not well suited to the space and water constraints in urban areas or to the particular characteristics of some target groups.

Coherence

Effective coordination between various national-level resilience programmes in the country is limited by the lack of access by the programme to a national resilience platform and various subnational platforms. Coordination at subnational level appears to be better with Provincial Secretaries playing a coordinating role to minimise programming duplications and promote coordination. Development partners also call coordination meetings from time to time, but this tends to be ad hoc rather than structured.

Coordination amongst programme partners is currently working adequately, but there is room for improvement. In the early stage of the programme, partners experienced significant coordination challenges resulting in partners operating in silos and, in some instances, engaging in competitive behaviour. This has limited collaborative relationships in the implementation of the programme. There was also some lack of coordination around M&E, with WFP focussing more on food security issues, but some partners believing that resilience M&E should also focus on measuring resilience specific issues. Coordination at ward level appears to be working well.

Effectiveness

The programme is showing emerging signs of results but is still in a pilot stage. Cash based transfers have helped the most vulnerable to meet their basic food requirements, IGA have enhanced and diversified household income and reduced vulnerability, ISAL have enhanced access to finance especially for women and shifted their mind sets to seeing IGA as having potential to be commercially productive activities and not only as subsistence activities, IGA have reduced negative social behaviours amongst women, men and young people, demonstration plots have increased awareness and use of climate smart agriculture methods and engagement with government and local stakeholders has produced some results, notably the adoption of urban agricultural policies in Gweru and Mutare. Some activities did not achieve their intended results, noticeably the hydroponics IGA and the energy efficient stoves. In addition, there is little evidence about how communities have been empowered to influence programming.

The achievement of results has been supported by good working relationships with local government authorities, the relevance of most interventions, experienced IP and the role that ISAL have played in supporting IGA access to finance.

Results have been negatively affected by the macro-economic environment where policies make it difficult to achieve results and places great limitations on IGA options. Results for women are constrained by social norms which limit their time available for productive activities. The political environment saw the CBT activities being suspended for a year and the resilience activities for six months in Mutare having serious negative consequences for beneficiaries. Results have also been negatively affected by the short-term contracting arrangements that WFP has with IP which has resulted in frequent downtimes in programme activities as well as IGA not being sufficiently customised to urban contexts or specific types of beneficiaries. Layering and sequencing methods have contributed to results but there have been gaps which have seen hiatuses in programme activities due to some components not being in place when they were needed.

There have been gaps in operationalising the localisation of the programme because of insufficient ownership and resources by government and staff turnover, the former of which is in part due to not involving government in the design stage of the programme.

Efficiency

The programme implementation efficiency has been leveraged through linking with institutions with similar focus areas to the programme such as microfinance institutions, banks, mobile money platforms, private sector contribute to the programme's delivery of financial services and inputs in a more efficient way. Also, the farmer Trainer of Trainers (ToT) approach was an efficient way to scale CSA skills and uptake. There have been several issues, however, which have affected efficiency, including inadequate sequencing of market development activities, targeting beneficiaries that could not benefit from resilience activities, short-term contracts for IP which resulted in programme downtime and insufficient coordination between IP particularly in the early stages of the programme.

Impact

UFSRBP is in its early stages and the extent of impact is likely to be seen towards the end of the programme, or even after it closes. The programme has made progress on all outcomes and results achieved so far are likely to develop further as the programme continues. Unexpected impact included a decrease negative social behaviours, the increased social status of women and girls, less pressure for early marriages and a positive knock-on effect on employment creation. Negative impact occurred from stop-start programme delivery, political interference and some instances of raised GBV related to CBT. Interventions that are having the most significant positive impact include ISAL, and the IGA related to poultry, mushrooms and small-scale manufacturing.

Sustainability

Programme components which look likely to be sustained after the programme is completed include ISAL, some of which already survived without programme support during the period when the programme was suspended in 2023. The urban agricultural activities, including conservation agriculture practices, are also likely to be sustained because there is a policy in place in two urban domains and activities are now supported by Government extension services. IGA that show the greatest potential for sustainability include poultry, rabbits, mushrooms, horticulture and manufacturing activities. IGA components which are unlikely to continue include the hydroponics and energy efficient stoves due to their high costs.

The basis for sustainability appears to be tenuous in many instances, however. This includes sustaining the results from the capacity building efforts provided for local stakeholders and strengthening integration with the government's national social protection policies and programmes. Without access to resilience coordinating platforms at national and sub-national levels and which are embedded in government structures and systems many programme results are unlikely to be sustained. The Youth Innovation Fund is also unlikely to continue. Sustainability hinges significantly on ownership by local stakeholders and whilst some engagements have shown some sustainability potential, such as collaborations with the Ministry of Women's Affairs and the Department of Social Development, government's understanding and ownership of the programme has been weakened by not being asked to be involved in the design stage and planning the implementation. This has undermined their status and role as fellow implementers and their motivation towards the programme. This also limits potential for sustainability.

Engagement with the private sector has happened to some degree, but is mostly focused on informal markets because IGA we're not able to supply the formal private sector the quantities and quality of produce they want.

The programme has also yet to develop an exit strategy.

Transversal themes

The programme has made efforts to be inclusive of women and PLWH, PLWD, by including them in IGA. This was especially the case for women, who were the majority of beneficiaries targeted. However, in some instances PLWD

appear to have fitted in with the IGA offered rather than the IGA selection fitting PLWD. Beneficiaries participated if they could fit in with the way in which the IGA was delivered. The ISAL have played a pivotal role in increasing the agency of economically and socially marginalised groups by giving them access to finance for IGA; this has created a positive cycle of also increasing confidence, ability to contribute to household finance and their status within their household and wider communities. There have also been many positive results from main streaming activities with women and young people who participated now investing their time in productive activities and less in negative social behaviours.

Gender training GBV was done, and a gender analysis of governance and urban systems was also done to identify key drivers of gender disparities and allocation of community resources. The CBTs have increased GBV in some instances and reduced it in others. The reasons for this are unclear.

Mainstreaming of results has been limited by the lack of a gender mainstreaming strategy for the programme.

6 Conclusions R4

Relevance

The programme is very relevant to the needs of poor, food insecure and vulnerable rural household through its focus on promoting food security, climate adaptation and diversified incomes amongst other measures including those of women and young people. The programme is also relevant to governments' national development strategies and strategies for climate change and agricultural development in both countries as well as to SDC's bilateral programmes, to SDC's Global Programme Climate Change and to WFP's Country Strategic Plans.

The programme has adjusted to the local context designing interventions that are relevant to climate vulnerable rural households, by addressing relevant local constraints such as access to credit, markets and the quality of extension services and by being inclusive of women and young people. The programme did not, however, adjust sufficiently to local conditions in Zimbabwe for the implementation of the insurance component nor to local farming practices, such as preference for growing maize and rearing livestock. Different components of the programme, and their associated benefits, were more or less accessible to different target groups which made the programme less relevant to some target groups, such as women, than others.

Coherence

The programme has generally coordinated well with government and other development partner programmes in both countries. Mapping has been done to ensure duplication is minimised and synergies created, including leveraging joint with sources in Zambia. Coordination meetings in Zimbabwe are not as regular as in Zambia which has contributed to limiting synergies with other programmes. The R4 in Zambia holds regular meetings with implementation partners and there are clear communication and reporting channels as well as well-defined roles and responsibilities which have enhanced coordination. In Zimbabwe, during the early stages of the programme coordination amongst IP did not work very well which contributed to disjointed programme delivery. Whilst coordination has now improved long-term coordination structures and systems remain unclear. There also remains some lack of common understanding between WFP and IPs about M&E for resilience programmes.

Effectiveness

There are signs that the programme is contributing to increased agricultural productivity amongst smallholder farmers with CSA, and to increased and diversified incomes from farm and off-farm activities, and there are signs that this improves dietary diversity and reduces the incidence of negative coping mechanisms.

The programme has also contributed to increased awareness and adoption of better post-harvest loss management and food processing techniques which has resulted in more food being available at household level and reduced losses during processing.

The programme has been successful in organising farmers into groups, to link them with market offtakers through its market linkage and aggregation components; this resulted in increased sales and enhanced and diversified household incomes. The programme has also been successful in organising farmers into savings groups, particularly women; this has been very successful in increasing access to both informal and formal sources of credit which has led to increased access to assets both at household and community levels to enhance resilience as well as increased and diversified livelihoods. The crop insurance service was somewhat successful in Zambia due to linking it with the government's input programme, but it largely failed in Zimbabwe because of financial sector dysfunctionality, high levels of inflation and macro-economic instability. The mechanisation component in collaboration with the private sector has been successful in increasing yields and enhancing agricultural production efficiency and is clearly commercially attractive. However, the ownership aspect of the mechanisation component has benefited mostly men despite women providing most of the labour for agricultural activities. Whilst no outputs were planned at community level, communities participated in gathering weather data from local weather stations and collaborated to rehabilitate and maintain community resilience assets. At national level the programme also achieved results in making weather information and early warnings more available to farmers, to a limited extent so far, and made some progress to link microinsurance to government development plans including climate change and CSA policies.

Efficiency

Efficiencies have been leveraged through linking with institutions with similar focus areas to the programme such as microfinance institutions, banks, private sector input suppliers and local government, through aggregation services to reduce the cost of inputs and expand market opportunities, through the farmer ToT model to scale CSA skills and uptake, through using mobile technology to expand reach at marginal cost and through improving agricultural production efficiency through mechanisation services. There have also been several issues, however, which have affected efficiency including mobile platforms not being sufficiently user-friendly, inadequate sequencing of market development activities, delays in insurance payouts due to challenges in the financial services sector in Zimbabwe, targeting beneficiaries that could not benefit from resilience activities, short-term contract for IP which resulted in programme downtime and insufficient coordination between IP particularly in the early stages of the programme.

Impact

Outcomes have contributed to the intended overall impact objective of the programme which is: *Increased resilience of vulnerable smallholder farmers and strengthened capacity of government and private sector to respond appropriately to climate risks*. In terms of enhancing agricultural productivity, income and food security the programme has achieved variable results at outcome level, with success in improving productivity and increasing and diversifying incomes through ISLA and market linkages, but with more limited success in contributing to post harvest losses. The programme's contribution to outcomes in terms of private sector capacity to provide CSA-related services has been successful with the mechanisation component but less successful in developing market linkages with farmer groups, and the insurance component has contributed very little to impact. Whilst there were no planned outputs for the programme's focus on communities planning and implementing climate response of strategies and sustainable management of land, water and biodiversity, the programme has contributed to sustainable management of land and water to some degree through promoting CSA and building social cohesion, but there is little evidence on how the programme is contributing to sustainable management of biodiversity. In terms of contributing to integrating government climate change and agricultural policies and strategies the programme has supported government meteorological departments to provide weather information to farmers for decision-making.

Sustainability

Some components are likely to be sustained after the end of the programme including the savings groups many of which are already self-sustaining, the CSA and weather information components because there is demand for these in the face of climate change threats, the market linkages and aggregation components because of their

ability to enhance household incomes and the mechanisation component which is proven it can enhance agricultural productivity and is commercially viable. The insurance component is unlikely to be sustained because of the lack of demand amongst farmers and competing risk services offered by savings groups and, in Zimbabwe, because financial sector dysfunctionality and macroeconomy instability make offering the service practically impossible. The continued production of small grains looks uncertain unless the issues of markets and losses from birds can be addressed. Some components which rely on community social cohesion to prevent theft, such as resilience infrastructure e.g. aquaculture ponds and equipment, will remain vulnerable until there is more community ownership and protection of assets. While the programme is collaborating well with government stakeholders there is limited government ownership of resilience programmes, partly due to the programme not including government at the pre-design and design stages, as well as limited allocation of government budget for resilience programmes.

Transversal themes

The integration of HIV and gender into the programme is weak and that, despite considerable analysis and strategy recommendations, these have not been implemented to any significant degree. Whilst women, and to some degree men, have derived many benefited from the savings groups, men have mostly benefited from the market linkage and mechanisation components. The drivers of inequalities continue to have a significant impact on access to programme benefits by women, young people, older people, disabled people and men. It is difficult to assess the impact on people with HIV because of health confidentiality issues.

Transversal themes appear to have been incorporated and implemented by the programme in an ad hoc way. Even the most basic condition to allow participation, to protect beneficiaries from physical and emotional abuse including GBV, remains unaddressed in programme activities. In addition, M&E systems do not allow for understanding the impact of all programme components on different targeted groups because data is not disaggregated sufficiently.

Because learning platforms do not sufficiently address LNOB issues the issues continue to negatively affect beneficiaries and their access to programme benefits.

7 Recommendations for UFSRBP

EQ 39 and 40: Answers regarding the resilience landscape have been presented in the landscape review report.

EQ 30: Answer regarding future interventions has been presented in the landscape review report.

The recommendations in this report focus on the short- and medium-term, on adjusting the implementation of the current UFSRBP programme

Recommendations to WFP - Build synergy between IP

- Partner contracting should be longer-term and implementation models should provide for multisectoral actors to collaborate and coordinate easily and regularly with each other. Contracting should also include annual performance reviews of IPs and budget revisions based on programme adjustments.
- Contracting arrangements should support, not constrain, the effective and efficient implementation of programme activities, rather than contracting determining what is possible, or not.
- Reporting and MEL systems should reflect this long-term perspective. Include coordination as a component in log frames, MEL systems, etc.
- The coordination, organisational culture and values that are undermining effectiveness could be addressed through a workshop, facilitated by a professional organisational change specialist. The workshop with WFP and IP would review the 'soft', programme 'culture' issues affecting performance and learning and agree ways of effectively working together. Build the results of the workshop into the MEL system so this aspect is monitored.
- Create specific, budgeted and sustainable structures to allow for knowledge sharing and learning. The programme would benefit from monthly updates and quarterly stakeholder meetings to review successes and challenges, discuss learning and to coordinate around implementation. A regular monthly platform should allow for Government, WFP and IP to jointly monitor programme activities, give feedback to each other on progress, as well as internal programme meetings.

Recommendations to all IP - Strengthen design of programme interventions

- Conduct thorough contextual groundwork and research to identify and understand the economic activities, market dynamics, opportunities in the area, relevance to specific locations and beneficiary types, value chain analysis, social protection issues (including those specific to women, youth people living with disabilities and HIV), IGA cost benefit analysis, etc. Identify risks and opportunities before selecting what IGA to offer and implementation modalities. Include beneficiaries in IGA design and understand IGA from beneficiary perspectives before design and rollout is done. On the basis of such analysis, customise IGA to align with the opportunities and risks in specific locations and the needs of specific beneficiary types. Look for opportunities to create linkages and synergies between urban and rural food systems. This will require a review the resilience assessment tools currently used.
- Resilience has its history in rural areas and there is need to adapt resilience programming to urban opportunities, urban target groups and urban challenges rather than replicating rural resilience approaches in urban areas which may not be suitable or appropriate in urban settings. Thus, including digital opportunities in livelihood options for urban youth.
- Make provisions for the programme to be flexible in its design and budgeting to be able respond to changing situations quickly and appropriately
- Complete strategies for programme exit, gender and HIV mainstreaming and build capacities to implement and incorporate into MEL frameworks.
- Sustainability of relationships with government depends significantly on involving them in the design stages of the programme to ensure understanding of the programme as well as ownership and commitment to support implementation. Involve Government and beneficiaries much earlier, e.g. in the design and planning stages to

promote understanding of the programme, enhance motivation to take ownership during the implementation stage and to build sustainable relationships. Allocate more budget for this.

- Identify priorities of government ministries and local actors and align programme activities where possible with them in order to build synergistic relationships.
- Technology offers new opportunities for resilience building, e.g. linking farmers to markets, making transport more efficient, remote learning, market information, weather information. A review of new technologies and what it can offer to enhance programme effectiveness and efficiencies is useful during the design stage.
- Avoid giving out resources which are seen to be 'free money' because this encourages dependency, expectations and values that undermine self-motivation and confidence in what beneficiaries can achieve when they put their own efforts into activities.
- Develop and implement an exit strategy
- Develop and implement a gender mainstreaming strategy.

Recommendations to the IP responsible for the IGA interventions - Enhance IGA, expand the role of IGA

- Review the resilience assessment tools used to ensure that they allow for thorough understanding of the context and beneficiaries of programming activities before being rolled out, e.g. identify local economic activity and associated opportunities and risks, identify potential value chains for IGA, conduct cost benefit analysis for each and identify risks and requirements for IGA to successfully participate in them, include beneficiaries in identifying and planning the implementation of IGA, customise IGA to specific beneficiary types factoring in their preferences and limitations. There is need to do community engagement to ask to ask: What are your ideas? What do you want to do? Designing programmes around what communities actually want and can do and which are relevant to their circumstances and local economy offers opportunities for a more efficient, effective and sustainable way of programming.
- Expand opportunities for local entrepreneurs to participate in value chain opportunities, e.g. as agents for inputs suppliers.], etc.
- Customise IGA to specific groups, localities and individual motivations and interests is more likely to result in success than a 'one size fits all' approach, e.g. youth are mobile and will lose interest rapidly without quick returns. This also applies more generally to factoring in the realities of the different life contexts of beneficiaries in designing programme activities, e.g. locations, timing, type of activities may work for some beneficiaries, but not others, e.g. women with children or PLWD may not be able to participate in the same ways or same times or places as men, young people or able-bodied people. Differences need to be recognised.
- Continue to focus on assisting beneficiaries to develop an additional income from other IGA, partly because income diversification mitigates risk and partly because of mindset changes that lead to beneficiaries feeling more confident to apply their skills in other contexts, and thus creating the conditions for improved sustainably.
- Prioritise individual IGA over group IGA and identify IGA that are suitable for individuals to operate in urban areas. Groups may work in some urban contexts where strong social cohesion is already present, e.g. churches, clubs.
- Vocational skills training has been important to enhance the livelihood opportunities of young people in particular. This should be supported by linking trained youth to viable financial services providers so they can finance their businesses. Government has many vocational training centres throughout the country which, if better capacitated, could scale young people's access to vocational skills that would support livelihoods development. This should include training in digital skills and making connectivity available to allow digital-based livelihoods opportunities to be developed.
- Support IGA beneficiaries with more hand holding and mentoring support after the initial starter pack and training. This is especially the case for young people who are inexperienced.
- Review how a revolving grant could be established to allow IGA and ISAL to repay grant money that can be used by the next cohort of beneficiaries. Beneficiaries would be encouraged to co-contribute to grants customised to urban and rural communities, jointly carry liability and pass on the benefits through the revolving function. If well managed, the revolving fund would be able to outlive the life of the programme.
- Involve the private sector more in IGA in projects of benefit to private sector actors and the programme and investigate cost sharing and commercial and wider sustainability opportunities.

- ISAL play a key role in the success of many IGA and the value chains they are financing. These financing arrangements are often embedded within with ISAL. There is potential to expand the role of ISAL to play a much larger role in supporting IGA, diversifying incomes and local economic development because they are evolving from being focused mainly on financing subsistence activities to financing activities with clear commercial objectives. This presents an opportunity for sustainable financing of IGA and other local economic activities. Opportunities to enhance and expand their role and reach can create opportunities for scale and sustainability and deserve much greater programme focus and budgets than is currently the case.
- Continue to look for ways to promote economies of scale that will enable IGA to minimise inputs costs and maximise sales and markets. ISAL could play a role in bulk buying of inputs for IGA to realise cost savings and to overcome the obstacle of farmers and other IGA beneficiaries not trusting each other enough to collaborate on bulk purchases and bulk sales.
- Explore ways to enable ISAL to formalise and create linkages with formal financial service providers.
- Savings groups are expressions of local economic development and can be an important key to financing local economic activity. Opportunities to enhance and expand their role and reach can create opportunities for scale and sustainability.

Recommendations to WFP - Enhance programme management

M&E

- Resilience programmes need to constantly adapted to their contexts; what works with one target group in one location at one point in time may not work in other contexts. This requires ongoing M&E that disaggregates data to understand the *specific* challenges, capabilities, opportunities and interests, and social and economic barriers, etc of each target group – women, young people, older people, people with disabilities, men - as well as what is working, for all programme components. This can help the programme to ask critical questions on relevance, appropriateness, resource allocation, etc. throughout the implementation stage.

Coordination and collaboration with Government and private sector

- Continue to work with Government and partners to set up resilience coordinating platforms at national and sub-national levels that are embedded in Government structures and systems. Increase budget allocation for this to create more sustainability. Build systems within Government and programme partners to safeguard information and knowledge and also to ensure effective handovers to enable programme continuity.
- Build attitudes, values, structures and systems that build capacities, create ownership and commitment among beneficiaries and Government stakeholders. Allocate more budget for this. Sustainability relies on embedding resilience practices in government policy and systems. Resilience programmes should look for ways to bring governments on board and create ownership of resilience programmes. Involving government and other stakeholders in the design stage is important for this to happen.
- Avoid creating situations that undermine stakeholders taking appropriate responsibility, ownership and commitment for resilience building efforts that affect them. This applies to Government stakeholders as much as it does to beneficiaries.
- Work closely with government officers to avoid tensions between the programme and political interests. Let tensions be worked out between government departments rather than the programme attempting to do so.
- Resilience programmes involve many themes, many actors. This requires strong coordination of programme features and activities, robust laying and sequencing and strong programme coordination to pull the design, implementation activities and IP together effectively. Sustainable resilience is built by facilitating government, private sector and civil society to play their roles, not taking over their roles. Resilience programmes need to facilitate lasting relationships between government, private sector and target groups. For example, these actors need to collaborate to increase the efficiency of the food value chain*, and assist governments to play their role to assist the most vulnerable.
- Build a much more robust programme focus on developing links with the private sector as part of a sustainability strategy, including understanding the barriers to creating private sector linkages, looking for opportunities to collaborate around economic activities which provide mutual benefits, and which encourages the private sector to share costs. This could take a much more opportunistic approach than systematic programming by identifying where attractive economic opportunities, government interest, private

sector interest converges around development opportunities. It looks for opportunities with transformative local economic development potential and enables this to happen, with the private sector playing a key role in making initiatives sustainable. The role is more of a facilitation around a joint investment.

- Build attitudes, values, structures and systems that create ownership and commitment among beneficiaries and Government stakeholders. This includes building social cohesion and narrowing social distance between actors with competing interests and addressing conflicts and jealousy around assets so that investments in physical assets, policies and systems can be sustained and used effectively to deliver intended results.

Planning and coordination

- Ensure adequate planning to allow for effective layering and sequencing and ensure that internal systems work well to deliver services when they are needed.
- Social cohesion is important to reduce risks⁷⁷ and create conditions for results to flourish, e.g. reduce conflict, narrow social distance and increase trust and cooperation that encourage communities to spontaneously work together to achieve positive results. Soft skills are important to complement and support the technical aspects of programme activities.
- Expand the 'look and learn' exchange visits to encourage cross-learning between government, private sector etc. for cross-learning between stakeholders.

Targeting

- Do not target the most vulnerable with resilience activities that they are mostly unable to benefit from.
- There is also need to tailor selection tools with solid eligibility criteria, to suit the urban context and to ensure that relevant questions are attached to the criteria and value chains used under the selection processes. Targeting should combine needs-based and rights-based criteria to assess eligibility.

Recommendations to SDC regarding the current programme

Verify and if necessary, adjust the SDC-WFP agreement and related implementation modalities **so that WFP can:**

- Make more long-term contracting arrangements with IP
- Identify priorities of government ministries and local actors and align programme activities where possible with them, for better synergy and to find opportunities to mainstream resilience
- Work with SDC to develop longer-term partnerships with government (incl. local services and national government) to put resilience and environment on the agenda
- Ensure that programme design enables governments to be involved in the pre-design and design stages to promote ownership.
- Ensure that programme design has provisions for identifying, measuring and addressing barriers to programme benefits for each target group, rather than a generic, aggregated M&E approach.
- Develop or update the risk assessment for this programme, including mitigation of risks where possible (e.g. as a resilience programme, there should be an adequate response to mitigate the effects of a drought on programme results)
- Revise the IGA component, based on identification of more urban-relevant viable IGA which have been identified through value chain analysis conducted by private sector development experts, e.g. manufacturing, digital sectors; IGA that can compete on price in small scale contexts, e.g. high value niche markets such as mushrooms, horticulture; the revision should be based on adequate understanding of conditions and challenges of specific *urban* target groups, of the relevant value chains, risks (gender dis-aggregated), and cost-benefits; identify ways to scale IGA as this is key to sustainable engagement with the private sector.
- Adapt the ISAL interventions so ISAL can play a wider role in diversifying incomes and expanding commercial production and local economic development, including linkages with formal financial service providers.
- Tailor interventions to target groups; this means more selective targeting those that can benefit from resilience programme activities, and identifying other ways to support the most vulnerable.
- Facilitate a programme response to emerging opportunities and challenges (such as a drought), with more flexible programming tailored to locality and target groups and greater focus on creating rural-urban linkages.

⁷⁷ For example, protection of community assets from theft or dereliction, protect the rights of vulnerable groups to access resources and opportunities, protects vulnerable groups from abuse, promote trust in communities to collaborate around a range of developmental challenges.

- Make further efforts to improve consortium management: better coordination, sharing resilience expertise, learning and adaptation.

8 Recommendations for R4

EQ 39 and 40: Answers regarding the resilience landscape have been presented in the landscape review report.

EQ 30: Answer regarding future interventions has been presented in the landscape review report.

The recommendations in this report focus on the short- and medium-term, on adjusting the implementation of the current R4 programme.

The recommendations in this report focus on the short- and medium-term, on adjusting the implementation of the current R4 programme.

Recommendations to WFP - Build synergy between IP

- Partner contracting arrangements should support, rather than determine or limit, the effective implementation resilience building models. Contracts should be longer-term, appropriate for the long-term nature of resilience building programmes and not constrain programme activities and implementation models should provide for multisectoral actors to collaborate and coordinate easily and regularly with each other. This will support resilience programmes which are multi-sectoral and long-term in nature and require well-coordinated structures and systems that support long-term relationships and activities.
- Introduce a consortium approach to intervention proposal preparation.

Recommendations to all IP - Strengthen design of programme interventions

- Involve Government, communities and beneficiaries right from the start, e.g. in the pre-design and design planning stages to promote understanding of the programme, enhance motivation to take ownership during the implementation stage and to build sustainable synergistic relationships
- Introduce a pre-design stage that has robust features to conduct contextual analysis to inform programme design based on a thorough understanding of local conditions, local stakeholders, communities and beneficiaries. "One size does not fit all". Programme design must be preceded by thorough contextual analysis to understand the complexities, risks, opportunities, drivers of inequality of specific target groups in specific locations.
- Revisit approaches to targeting for resilience building programmes to identify which target groups should be included in resilience programming and those that would benefit from humanitarian aid. Identify partners who are able to provide for groups requiring humanitarian aid. Be clear about the limitations of resilience programming to the most vulnerable. Target those who have the capacity to benefit from resilience programme activities and identify other ways to support the most vulnerable.
- Include a LNOB analysis in the pre-design stage so that relevant issues, including systemic barriers, and strategies are included in programme design and M&E frameworks. This should enable the identification of obstacles to women's and young people's participation, including understanding the dynamics of how they are excluded through institutional structures, written and unwritten policies, social norms, cultural bias, belief systems and abuse (physical and emotional), and identify opportunities to open doors for their participation in the benefits of resilience programmes.
- Include in the pre-design stage an analysis of men's inclusion and exclusion in programme components to understand the drivers and identify ways to address exclusion to enable them to benefit from programme activities and to play a more active role in agricultural production and to enable other target groups to also realise benefits from the programme.
- Conduct a stakeholder mapping during the pre-design stage to identify partners and programmes that offer leveraging opportunities. The stakeholder mapping and assessment should identify key stakeholders, including political stakeholders, and identify issues that may be sensitive and incorporate this into programme implementation.

- Integrate landscape and territorial approaches into CSA and CA approaches to enhance robustness of environmental sustainability.
- Identify and address the gender gaps in accessing programme benefits, including enabling women much greater access to the ownership aspect of the mechanisation component, selecting farm equipment that is suitable for women to operate for land tillage in the transition to CA as part of the mechanisation component, enabling women to equitably access the market linkage component and enabling men to participate more in savings groups.
- Implement the provisions that have already identified in previous programme documents for effective LNOB and gender mainstreaming to ensure that the benefits of programme activities for target are not coopted other more powerful groups.
- Avoid giving free handouts and rather identify ways to implement programme activities that focus on beneficiaries co-financing benefits, which create a sense of ownership rather than creating dependency and expectations of handouts.
- Ensure adequate planning and coordination to allow for effective layering and sequencing and ensure that internal systems work well to deliver services when they are needed.
- Identify relevant digital technologies which offer of opportunities to the programme and customise them to build scale and enhance efficiency.

Recommendations to IP responsible for IGA and ISAL interventions - Enhance IGA, expand the role of IGA

Enhance IGA:

- Scale-up the agency model, whereby local entrepreneurs have become local agents for input suppliers and other agro dealers, as it has been successful.
- Support the formalisation of farmer groups to enable them to better access markets.
- Provide more support for aggregation services that create economies of scale which are important for reducing costs and creating the competitiveness required for smallholder farmers to successfully engage with the private sector. Address barriers such as lack of access to finance for aggregation services.
- Identify IGA value chains opportunities that offer opportunities for income diversification for beneficiaries.
- Engage and develop working relationships with the private sector at the pre-design stage to map and select private sector players for the programme's IGA, and to identify their requirements for engaging with the programme and any value chain challenges that need to be addressed.
- Build the capacity of farmers to supply the quality and quantity of produce demanded by markets.
- Since the mechanisation component offers significant additional development benefits in the form of enabling access to credit, explore opportunities with banks and MFIs to use equipment ownership to catalyse access to finance by women and young people who are currently marginalised from the mechanisation component and from access to credit.
- Identify ways to create synergies between rural resilience IGA and urban IGA.

Expand the role of ISAL:

- Savings groups have an enormous capacity to contribute to building a wide range of resilience capacities and for developing rural economies. Explore opportunities to be leveraged for savings groups to deliver a wider variety of resilience building services, e.g. IGA financing, insurance, financing farm mechanisation, etc
- Formalising savings groups can open doors to wider resilience building opportunities. Support savings groups to mature and graduate to formalise to enable them to support resilience building activities through links to formal sector institutions such as microfinance institutions, banks, private sector offtakers.
- Identify ways to protect women in savings groups from having the benefits of their participation being coopted by men, including preparing members, households and communities to address instance of SGBV when women have access to greater amounts of money.
- Identify the barriers to men participating in savings groups as this limits the financial inclusion benefits they access as well as limiting their development of a savings culture. It may make sense to have separate gender savings groups if gender power dynamics do not allow women's rights to be respected in mixed group settings.
- Scale 'mother and baby' demonstration plots to enhance the uptake of CSA

Recommendations to WFP - Enhance programme management

- Build attitudes, values, structures and systems that create ownership and commitment among beneficiaries and government stakeholders. This includes building social cohesion and narrowing social distance between actors with competing interests and addressing conflicts and jealousy around assets.

Enhance capacity and MEL:

- Revise M&E frameworks as per the already identified measures for LNOB in previous programme documents.
- Create robust coordination, M&E and knowledge sharing platforms for IP and other partners to interact with each other right at the start of the programme.
- Incorporate LNOB into MEL systems
- Hold exchange visits between programme locations, including between countries, including exchanges of government, community representatives and IP so that learning can take place.
- Reporting and MEL systems should reflect the long-term perspective of resilience building programmes.
- Include coordination as a component in log frames, MEL systems, etc

Recommendations to SDC regarding the current programme

These recommendations are very similar to those in the UFSRBP programme.

Verify and, if necessary, adjust the SDC-WFP agreement and related implementation modalities **so that WFP can:**

- Identify priorities of local government (services) and national government (resilience policy), where possible align programme activities with them, for better synergy and to find opportunities to mainstream resilience
- Work with SDC to develop longer-term partnerships with government (incl. local services and national government) to put resilience and environment on the agenda
- Develop or update the risk assessment for this programme, including mitigation of risks where possible (e.g. as a resilience programme, there should be an adequate response to mitigate the effects of a drought on programme results
- Adapt the ISAL interventions so ISAL can play a wider role in diversifying incomes and expanding commercial production and local economic development, including linkages with formal financial service providers.
- Tailor interventions to target groups; this means more selective targeting those that can benefit from resilience programme activities and identifying other ways to support the most vulnerable.
- Facilitate a programme response to emerging opportunities and challenges (such as a drought), with more flexible programming tailored to locality and target groups.
- Make more long-term contracting arrangements with IP
- Make further efforts to improve consortium management: better coordination, sharing resilience expertise, learning and adaptation.

Annex 1: Terms of Reference

External mid-term review of the R4 Rural Resilience Programme 2021- 2023 and the Urban Food Security and Resilience Building Programme 2020-2023 (version 11 October 2023).

1. Introduction

These Terms of Reference (ToR) are for a combined Midterm Review (MTR) of the **R4 Rural Resilience** programme and the **Urban Food Security and Resilience Building** programme (UFSRBP) supported by Switzerland in Zimbabwe, Zambia and Malawi (for R4), and Zimbabwe (for UFSRBP), complemented by a desk-based landscape analysis of resilience programmes in Zimbabwe and Zambia.

They describe the purpose, context, objectives (including guiding indicative review questions), scope and a proposed methodology of the Review. They further describe the review process and the expected deliverables. The ToR will become a component of the contract for this review mandate.

The MTR has been jointed to enable the reviewer to have an overview of, and draw overarching conclusions on, current resilience interventions supported by Switzerland in both rural and urban settings, and to propose possible entry points for future resilience programming by Switzerland.

This MTR is commissioned by Switzerland and will cover the period from July 2021 to date for the R4 Rural Resilience programme (focusing on Zambia and Zimbabwe only) and from November 2020 to date for the Urban Food Security and Resilience Building programme, in line with the implementation start dates of the SDC-supported programme phases.

The Reviewers for this assignment are expected to coordinate closely with the Consultants working on an ongoing MTR of the Green Climate Fund (GCF) supported, WFP-implemented Integrated Climate Risk Management for Food Security and Livelihoods Programme in Zimbabwe, largely corresponding to the R4 programme, to avoid duplication.

2. Background information and context of the Review

Urban food insecurity and poverty have seen a sharp increase across Zimbabwe. The 2019 Vulnerability Assessment highlighted that over 2.2 million people in urban areas are food insecure. Due to the impact of COVID-19, the number of food insecure has increased to an estimated 3.3 million in urban areas alone. While poverty has in the past been seen to be a largely rural phenomenon, with urban areas a destination for young rural men and women in search of better lives and employment, urban poverty has worsened with the demise of industries and manufacturing in the last two decades of economic deterioration.

The majority of the urban poor in Zimbabwe now make a living in the informal economy; a precarious form of work without regular pay, health or pension provisions. Zimbabwe's urban poor face compounding factors which increasingly drive them into poverty, food insecurity and marginalization: (1) climate change; (2) economic downturn and macroeconomic shocks; (3) weak urban governance; and (4) disease outbreaks. Due to the decades-long nationwide decline in agricultural production, Zimbabwe resorts to the importation of basic goods, resulting in an expensive market by regional comparison. Essential goods are unaffordable to the average low-income urban household.

Zambia also is not spared from these challenges though at a less pronounced scale compared to Zimbabwe, notably with regards to economic shocks and uncertainty. Vulnerability to climate-related shocks is a constant threat to food security and wellbeing for more than 90 million people in Southern Africa, in particular rural households dependent on small-scale rain-fed agriculture. As climate change increases the frequency and intensity of shocks, the number of people living in extreme poverty in the region is expected to rise sharply in the next 20 years, with Malawi, Zambia and Zimbabwe expected to see the most rapid growth in absolute poverty. In light of these challenges, Switzerland, in collaboration with the World Food Programme (WFP) have developed and combined innovative tools and strategies to reduce and mitigate the risks farmers face and help them achieve food security while enhancing resilience at the community level.

3. Objective, scope and focus of the Review

3.1 Review object

The R4 Rural Resilience programme in Southern Africa is currently operational in Malawi, Zambia, and Zimbabwe. However, Switzerland's new Cooperation Programme 2023-26 focuses on Zimbabwe and Zambia only, and all Swiss-supported interventions in Malawi will come to an end in 2024, including implementation of the R4 programme. Switzerland has been supporting the World Food Programme (WFP) to implement R4 since 2015. The programme is in its third and final phase which commenced in July 2021 and will come to an end in June 2025.

R4 aims to respond to challenges faced by food insecure rural communities and households who are experiencing increasingly frequent and intense climate disasters and other shocks. It enables smallholder farmers' adaptation to climate risk through improved resource management, insurance, livelihoods diversification, microcredit and savings. The initiative combines improved natural resource management (NRM) through asset creation or improved agricultural practices (risk reduction), micro-insurance (risk transfer), increased investment, livelihoods diversification and microcredit (prudent risk taking), and savings (risk reserves). The project targets smallholder farmer households in Zambia, Malawi and Zimbabwe. Other target groups include local government departments, local insurance companies and micro-finance companies who work directly with smallholder farmers with a plan to spread the model at a regional level in Southern Africa.

Switzerland is supporting the **Urban Food Security and Resilience Building** programme (UFSRBP) with activities in Zimbabwe since November 2020, as a single-phase pilot intervention to address urban food insecurity implemented by WFP. It will come to an end in October 2024.

The goal of the UFSRBP is to maintain or improve food security in targeted urban domains in Zimbabwe in the face of shocks and stresses with improved coping strategies. Switzerland support to the UFSRBP focuses on resilience-building interventions layered and sequenced with the humanitarian food security interventions. The resilience-building activities are complementary to the cash-based transfer (CBT) intervention that has been running in the domains since August 2020 which aimed at meeting individual and household immediate and short-term needs. The resilience building programme has a dedicated focus of engaging and empowering marginalized groups within urban communities, including women, youth, elderly, differently abled individuals, and people living with diseases such as HIV (PLWDD) by ensuring that they are resilient to economic and climate shocks through a community-led approach of capacity building, livelihoods promotion, and socio-economic empowerment. Activities are implemented by Mercy Corps in Mutare, Welthungerhilfe in Gweru, and DanChurchAid (DCA) in Bulawayo. The Swiss contribution will directly support 10,000 food insecure people and indirectly impact 40,000 food-insecure people in the three urban areas.

3.2 Purpose and objectives

The objective of this review is to assess the results, experiences, gaps and opportunities realized over the course of Switzerland's support. It will selectively follow the six criteria of The Organization for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC) for evaluations i.e. relevance, coherence, effectiveness, efficiency, impact and sustainability. In addition, particular areas of interest are the transversal themes of gender and HIV, as well as the programme's monitoring, evaluation and reporting systems.

3.3 Scope

This Review will:

- Draw detailed conclusions regarding the impact and outcomes of both programmes
- Identify gaps and opportunities of both programmes
- Identify good practices and lessons learnt from both programmes
- Formulate specific recommendations/ entry points for Switzerland's future work in Resilience
- Identify Swiss niche and value add in the thematic field of Resilience in both Zimbabwe and Zambia.

In addition, the reviewer will:

- Provide a detailed list of running resilience programmes in both Zimbabwe and Zambia. Details of the programme objectives and intervention strategy, target areas, beneficiaries and funding partners should be provided.
- Deliberate the proposed specific recommendations/entry points with relevant stakeholders and draw substantial conclusions from the discussions. Relevant stakeholders will be invited for a co-creation workshop. The aim of this co-creation workshop is to present results of both reviews and deliberate on possible entry points for potential future resilience programmes. Inputs from the stakeholders will be consolidated and conclusions drawn from the discussions.

3.4 Indicative review questions / key focus areas

The review will address the following key questions, which will be further developed by the review team during the inception phase:

| | |
|------------------------|---|
| Relevance | <ul style="list-style-type: none"> • To what extent are the objectives of both programmes consistent with the evolving needs and priorities of poor people, governments, implementation partners, and key stakeholders within the target countries and regional context? • What is, if any, the degree of adjustment according to local context and was it sufficient? • How does the operating context affect the effectiveness and relevancy of the interventions and vice versa? |
| Coherence | <ul style="list-style-type: none"> • To what extent do the programmes promote coordination, minimize duplication, and build and exploit synergies with programmes run by governments or other institutions in this field? • Do the programmes cause frictions with other interventions? |
| Impact | <ul style="list-style-type: none"> • Have the two programmes achieved the expected impact as set out in the Programme Proposals? • What other impact (i.e. positive and negative, intended and unintended) can be identified? • What are the interventions having the most significant impact in a context of unstable economic and policy environment and increased incidence of climate related risks? How have the programmes reacted to contextual instabilities notably in Zimbabwe? • Reporting on results should be clearly differentiated between the outputs, outcomes and impact that has been achieved. |
| Sustainability | <ul style="list-style-type: none"> • What programme components appear likely to be sustained after the project and how? What components are unlikely to be sustained, and why? Also • include a deep analysis of the insurance component. • How, and how effectively, does the programme engage and collaborate with government stakeholders at local, district/province and national level? • To what extent are national and local ownership and commitment to the programme in place? • To what degree have the capacities of national and local institutions been built? • What needs, if any, were identified for further capacity building and support to promote the likelihood of sustainability? • How does the programme engage and collaborate with private sector entities? • What opportunities and risks are associated with this sustainability strategy? • Where should Switzerland focus its interventions in order to achieve a sustainable impact for poor urban and rural communities? |
| Efficiency | Have the programmes managed to convert resources / inputs (funds, expertise, time, etc.) to results efficiently? How do they compare to similar interventions? |
| Lessons learned | <ul style="list-style-type: none"> • What good practices can be learnt from the programmes that can be applied to similar interventions in the future? • What lessons were learnt and applied during the implementation of the programmes? • How effective are the programmes' structures for knowledge management and sharing? |

| | |
|--|---|
| | <ul style="list-style-type: none"> • What are beneficiaries' and other stakeholders' perceptions and their "user experiences" with regards to cash transfers in both rural and urban settings? |
| Transversal themes (HIV and gender) | <ul style="list-style-type: none"> • To what extent and how have the programmes implemented their HIV and gender mainstreaming strategies or integrate aspects of HIV and gender? • What are the results of these mainstreaming efforts so far? • What context- and programme -related challenges have emerged, and how could they be overcome? • What other major food security-related resilience building initiatives, supported by international donors or governments, are in place in Zimbabwe and Zambia? • In what aspects do they differ or align with the two reviewed programmes? • What are emerging trends and developments in building resilience and food security in the face of climate-related and economic shocks? |

4. Review process and methods

4.1 Methodology

The detailed methodology will be specified by the review team during the inception phase. The review is expected to triangulate data from various sources and use both qualitative and quantitative methods to incorporate a variety of means and generate robust findings.

Moreover, the methodology should be geared towards addressing the key review questions taking into consideration data availability challenges, budget and timing constraints. The review process must be participatory and ensure substantive and broad stakeholder engagement. Furthermore, the design of the review should, as far as possible, include facilitated collective learning.

This review is expected to consist at least of the following review components:

- i. Desk review of programme documents, data, structures and systems
- ii. Interviews with WFP country teams, partner representatives and other key stakeholders
- iii. Focus group discussions and interviews with beneficiaries

It is also desirable that at least four stories of change be identified and documented to allow for the demonstration and understanding of the complexity of issues that shape the resilience and lives of beneficiaries.

The assessment of the review is the main responsibility of SDC. WFP representatives for the two programmes will be consulted. By regular consultations with the review team throughout all phases on the review, WFP and SDC will work to ensure that the review is developed based on consistent and reliable data and information. Additionally, this quality assurance process will continuously provide feedback to safeguard that the final report developed is an actionable document that provides the foundation for future strategic decision making and programme design.

4.2 Roles and responsibilities

| Stakeholder | Responsibilities |
|--|--|
| SDC | <ul style="list-style-type: none"> • Select the review team based on submitted offers • Procurement and contracting of external review team based on SDC standards and procedures. • Participate in the Inception and Draft findings presentations. • Review and comment MTR outputs such as the Inception Report and Draft Review Report. • Approve Final Review Report |
| WFP Regional Bureau Johannesburg (RBJ) | <ul style="list-style-type: none"> • Support the review team by making available all required documents, help organizing inception briefings and facilitating missions and meetings with country teams related to the R4 programme. • Provide technical support as required. • Participate in the Inception and Draft findings presentations. • Review and comment MTR outputs such as the Inception Report and Draft Review Report. |

| | |
|---|--|
| WFP Country Office Zimbabwe | <ul style="list-style-type: none"> • WFP: Support the review team by making available all required documents, help organizing inception briefings and facilitating missions and meetings related to the Urban Food Security and Resilience Building programme. • Participate during in the Inception and Draft findings presentations. • Review and comment MTR outputs such as the Inception Report and Draft Review Report. |
| WFP Country Offices Zimbabwe and Zambia | <ul style="list-style-type: none"> • Provide country specific technical support as required. • Support review team to establish access to implementing partners and stakeholders. • Support planning and execution of field missions as required. • Participate in the Inception and Draft findings presentations. • Participate in the Co-creation workshop |

4.3. Review process and timeframe

The following work plan provides **suggested** dates and responsibilities for the expected activities of the review process. This work plan will eventually be adapted by the review team, in consultation with the SDC, during the inception phase.

| Activity | Date | Responsibilities |
|---|------------------------------------|------------------------|
| Kick-off meeting with review team and programme partners (reference group) | Second week of November 2023 | SDC; WFP; Consultant/s |
| Draft Inception Report with evaluation objectives and questions, evaluation design, methodology; | 10 November 2023 | Consultant/s |
| Feedback on the Inception Report by the evaluation manager and reference group | 16 November 2023 | SDC; reference group |
| Final Inception Report | 21 November 2023 | Consultant/s |
| Field data collection, interviews, evaluation workshops, etc. | 22 November 2023 - 31 January 2024 | Consultant/s |
| Data analysis and preparation of Draft Evaluation Report | January 2024 | Consultant/s |
| Submission of Draft Evaluation Report | 31 January 2024 | Consultant/s |
| Presentation of Findings and recommendations | 9 February 2024 | Consultant/s |
| Feedback on the Draft Evaluation Report by the evaluation manager and reference group | 14 February 2024 | SDC; reference group |
| Co-creation Workshop | 22 February 2024 | Consultant/s |
| Final Evaluation Report | 1 March 2024 | Consultant/s |
| SDC Management Response | 15 March 2024 | SDC |
| Dissemination of the Final Evaluation Report | 29 March 2024 | SDC |

5. Deliverables

Below are the expected deliverables:

- i. Inception report
- ii. Ethics compliance plan
- iii. Draft Review report
- iv. Co-Creation Workshop
- v. Co-Creation Workshop Report
- vi. Final Review report

6. Reference Documents

After signing the contract, the review manager (SDC) will share the following documents with the reviewer for the first desk review:

- i. Project Documents for the R4 Phase I, Phase II and Phase 3
- ii. Relevant reports of studies completed
- iii. Reports of past Reviews/Evaluations, as well as the ToR for the ongoing GCF Mid-Term Review
- iv. Annual Reports for the current Phase
- v. End of Phase I and Phase II reports for the R4 project

8. Reporting

The reviewer(s) will report to the Review manager (National Programme Officer) and the Head of Domain of the SDC at the Embassy of Switzerland in Harare for the entire duration of the assignment. Operational support will be provided by the National Programme Officers (NPO) and the Embassy team as needed.

Annex 2: Evaluation matrix





| Evaluation criteria | Evaluation questions | Focus | Data collection* | Data analysis |
|----------------------|--|--|------------------|---|
| Relevance | <ul style="list-style-type: none"> To what extent are the objectives of both programmes consistent with the evolving needs and priorities of poor people, governments, implementation partners, and key stakeholders within the target countries and regional context? What is, if any, the degree of adjustment according to local context and was it sufficient? How does the operating context affect the effectiveness and relevancy of the interventions and vice versa? | <ul style="list-style-type: none"> Relevance of objectives to national strategies Relevance of planned outcomes to and local contexts (including capacities & practices, needs, priorities, risks) for key target groups /beneficiaries Do programme's planned outputs support achievement of overall results? (ToC/intervention logic and risk and opportunity analysis) What are the key shocks that youths and women face in urban and rural contexts? | DR KII FGD | |
| Coherence | <ul style="list-style-type: none"> To what extent do the programmes promote coordination, minimize duplication, and build and exploit synergies with programmes run by governments or other institutions in this field? Do the programmes cause frictions with other interventions? | <ul style="list-style-type: none"> Compose a list of resilience programmes and assess external coherence Is there coherence and coordination internally, between the different components of the project, among partners, operational modalities and governance structures? Gaps in coordination? | DR KII | |
| Effectiveness | <ul style="list-style-type: none"> To what extent were the programme outcomes attained? What factors contributed to or undermined the achievement of outcomes? What results were achieved in terms of reducing the underlying causes of food insecurity and lack of resilience? What key factors contributed to achievements? To what extent has the programme tested and adopted innovative approaches and how has this contributed to effectiveness? Have capacity building efforts supported the effective implementation of the programmes? | <ul style="list-style-type: none"> Extent to which a programme has achieved its outputs and outcomes (or likely to be achieved). What factors positively and negatively influenced results at output and outcome level? Has the project made use of innovative approaches? What are the follow-up support mechanisms provided by development partners to project participants beyond the initial trainings and start-up kits? What is the impact of the layering approach towards resilience and to what extent has it contributed to achieving results? How are youths and women able to absorb and or adapt to shocks? To what extent do programme activities support them to do so? | DR KII | Consolidated ToC will be used to assess results, with a selection of key performance indicators |

| Evaluation criteria | Evaluation questions | Focus | Data collection* | Data analysis |
|-----------------------|---|--|-------------------|---|
| | <ul style="list-style-type: none"> What are the challenges and opportunities in operationalising localisation in the programme ? How did the programme contribute to supporting the ability of local and national actors and partners to deliver on needs in an effective and timely fashion? What are the key learnings about implementation modalities? | | | |
| Efficiency | <ul style="list-style-type: none"> Have the programmes managed to convert resources / inputs (funds, expertise, time, etc.) to outputs efficiently? How do the programmes compare to similar interventions? | <ul style="list-style-type: none"> What outputs - qualitative and quantitative - were achieved in relation to the inputs? How efficient were the implementing modalities, including sub-contracting with IP? Where could results have been achieved more cost-efficiently e.g. with different implementation modalities? Were results achieved on time? Synergies achieved? Could more have been achieved with the same resources, all the same achieved with less resources? How do costs compare with similar programmes? | DR KII | Could SDC select 1 or 2 programmes, to compare with, and ask these to share evaluation reports? |
| Impact | <ul style="list-style-type: none"> Have the two programmes contributed to impact as set out in the ToCs? What other impact (positive and negative, intended and unintended) can be identified? What are the interventions having the most significant impact in a context of unstable economic and policy environment and increased incidence of climate related risks? How have the programmes reacted to contextual instabilities notably in Zimbabwe? | <ul style="list-style-type: none"> Was the intended impact realised (or likely to be realised), e.g. as expressed in the ToC? Was there any unintended positive or negative impact arising from the programme ? Scale and quality of impact? Scale and quality of impact? Which interventions have had the most significant impact and why? How can impact be enhanced? | DR KII FGDs | Contribution analysis |
| Sustainability | <ul style="list-style-type: none"> What programme components appear likely to be sustained after the project and how? What components are unlikely to be sustained, and why? Also include a deep analysis of the insurance component. | <ul style="list-style-type: none"> R4 component 1: What is the likelihood of food security status being maintained after the project support ends? R4 component 2: What is the likelihood of financial/insurance services to continue effectively providing to key stakeholders /beneficiaries after the project support ends? | DR KII FGDs | |

| Evaluation criteria | Evaluation questions | Focus | Data collection* | Data analysis |
|------------------------|--|---|-------------------|---------------|
| | <ul style="list-style-type: none"> • How, and how effectively, does the programme engage and collaborate with government stakeholders at local, district/province and national level? • To what extent are national and local ownership and commitment to the programme in place? • To what degree have the capacities of national and local institutions been built? • What needs, if any, were identified for further capacity building and support to promote the likelihood of sustainability? • How does the programme engage and collaborate with private sector entities? • What opportunities and risks are associated with this sustainability strategy? • Where should Switzerland focus its interventions in order to achieve a sustainable impact for poor urban and rural communities? | <ul style="list-style-type: none"> • R4 component 3: What is the likelihood of Government and national actors being able to continue to establish, manage and deliver integrated risk management programmes that are gender inclusive after the project support ends? • UFSRBP component 1: What is the likelihood of food insecure people in targeted urban and peri-urban areas being able to meet their food and nutrition requirements while maintaining improved coping strategies? • UFSRBP component 2: What is the likelihood of food insecure people in targeted urban and peri-urban areas being able to continue to enjoy access to basic services, livelihoods and community-government collaboration? • How have relationships with stakeholders, including the private sector, contributed to sustainability? • How has the capacity of stakeholders, including national and local ownership and commitment to the programme, contributed to sustainability? • What is supporting and undermining sustainability? How can sustainability be enhanced? • What opportunities and risks are associated with the sustainability strategy? • How can sustainability of impact be enhanced poor and marginalised urban and rural communities? | | |
| Lessons learned | <ul style="list-style-type: none"> • What good practices can be learnt from the programmes that can be applied to similar interventions in the future? • What lessons were learnt and applied during the implementation of the programmes? • How effective are the programmes' structures for knowledge management and sharing? | <ul style="list-style-type: none"> • What good practices can be identified from the programmes? • Is that evidence of MEL taking place that all levels? Results used for learning? • What structures, methods, organisational culture, etc have supported or hindered knowledge management and sharing and learning? • Perceptions about cash transfers? | DR KII FGDs | |

| Evaluation criteria | Evaluation questions | Focus | Data collection* | Data analysis |
|---|---|--|------------------|---------------|
| | <ul style="list-style-type: none"> • What are beneficiaries' and other stakeholders' perceptions and their "user experiences" with regards to cash transfers in both rural and urban settings? | <ul style="list-style-type: none"> • What are we learning on resilience in rural versus urban settings? Groups versus individuals? Women versus men? Youth versus adults? | | |
| Transversal themes (HIV and gender) | <ul style="list-style-type: none"> • To what extent and how have the programmes implemented their HIV and gender mainstreaming strategies or integrate aspects of HIV and gender? • What are the results of these mainstreaming efforts so far? • What context- and programme -related challenges have emerged, and how could they be overcome? | <ul style="list-style-type: none"> • Have the programmes sufficiently integrated transversal themes into their design, planning, implementation, monitoring and learning systems? • What results have mainstreaming efforts achieved? • How could greater results in transversal themes be achieved? | DR KII | |
| Landscape analysis of resilience initiatives | <ul style="list-style-type: none"> • What other major food security-related resilience building initiatives, supported by international donors or governments, are in place in Zimbabwe and Zambia? • In what aspects do they differ or align with the two reviewed programmes? • What are emerging trends and developments in building resilience and food security in the face of climate-related and economic shocks? | <ul style="list-style-type: none"> • Mapping of main food security and resilience building initiatives • What are the characteristics - Who is doing what, what is working, what isn't working, what implementation strategies are successful programmes using? • How are they different or similar to R4 and UFSRBP? • Where are the innovations and thought leadership taking place in resilience and food security? | KII | |

Annex 3: ToC of UFSRBP and R4

| | |
|---|--|
| <p>The programme shall have interconnected interventions on a multi-scalar level impacting individuals, households, groups, communities, stakeholders and macro scalar across multiple scales, through following <i>activities</i>...</p> | |
|  | <ol style="list-style-type: none"> 1. Provide cash assistance in support of food security and resilience-building interventions to the most vulnerable, targeted individuals in pre-selected urban and peri-urban areas 2. Promote resilience-building activities that strengthen communities against shocks and stresses that would otherwise negatively impact their food security 3. Recognize gender roles and their influence in programme design and implementation 4. Encourage information and knowledge sharing across targeted urban domains through the development of a knowledge-management platform 5. Facilitate collaborative decision-making on planning and investment between stakeholders, particularly low-income community members, local government, community-based organisations and the private sector; and 6. Promote community-based savings and lending practices that contribute to building resilience and food security among the targeted population; |
| <p>and by practicing <i>safeguarding</i> through...</p> | |
|  | <ol style="list-style-type: none"> 1. Monitoring and evaluations that regularly measure programmatic impact and guide decision-making 2. Engagement with stakeholders, particularly at community level and the government, towards improving transparency and dispute resolution and demonstrating accountability to the affected populations 3. Promotion of protection and the Prevention of Sexual Exploitation and Abuse policies understood by all stakeholders; and 4. Ensuring that programme priorities are adhered to throughout the intervention. |
| <p>and <i>mitigating</i> risks, including...</p> | |
|  | <ol style="list-style-type: none"> 1. Economic challenges, including currency or food scarcity or volatility that threaten project implementation 2. Potential conflict between targeted community members and those not receiving assistance under the programme 3. Adverse climate change leading to short-term shocks and stresses on the targeted population that exceed the capacity of the programme to respond 4. Lack of consensus on the sort of resilience-building practices that could be implemented; and 5. Seemingly conflicting mandates and jurisdictional disputes between different levels of government |
| <p>while <i>assuming</i>...</p> | |
|  | <ol style="list-style-type: none"> 1. A significant proportion of those assessed as in urgent need of food assistance by ZimVAC and the Integrated Food Security Phase Classification (IPC) analysis will benefit from cash-based transfers and food is available on the local markets 2. Cash-based transfers remain the optional assistance modality 3. Donor and IP work openly and transparently among themselves and with other stakeholders 4. Funds flow smoothly and accountably 5. Targeted domains maintain interest in working with the programme 6. Constructive relationships between the local authorities and the implementing entities 7. Collaborative, community engagement in the development of resilience-building initiatives; and |



| | |
|---|--|
| | <ol style="list-style-type: none"> 8. More evidence is needed around beneficiaries' preferences for the forms of assistance they receive and the effects of such assistance, including psychosocial and behavioural change dimensions 9. Transfer value plus household earnings and resilience-building activities collectively enable beneficiaries to reduce their vulnerability to food insecurity while reducing negative coping strategies 10. Through continuous monitoring, evaluation and learning the programme will seek to identify means of enabling beneficiaries to meet all their basic needs. |
| and stakeholders are <i>successful</i> in... | |
|  | <ol style="list-style-type: none"> 1. Effectively delivering cash-based transfers to the most food insecure and vulnerable individuals in targeted urban domains 2. Improved localised market dynamics as majority of cash transfers are anticipated to be utilised in local shops and traders 3. Improving absorptive, adaptive and transformative capacities of the targeted food-insecure and vulnerable urban individuals, households, and communities through resilience-building interventions complementary to cash-based transfers 4. Empowering communities to influence relevant programming through evidence and dialogue 5. Identifying and sharing programme information and knowledge products, and awareness-raising dialogues with diverse stakeholders towards improving inclusive urban resilience-building practices 6. Mobilising communities to be engaged in the development of policies and programmes that impact them, particularly those designed to build their resilience; and 7. Forging workable relationships with local governmental authorities 8. Develop workable relationships with various stakeholders, including private-sector partners. |
| then... | |
|  | <ol style="list-style-type: none"> 1. Food-insecure people in targeted urban domains are enabled to meet their basic food and nutrition requirements in the face of shocks and stresses in ways that reduce their need for urgent assistance, and they enjoy improved access to basic services, livelihoods, and community-government collaboration 2. Food security in targeted urban domains in Zimbabwe is maintained or improved in the face of shocks and stresses with improved coping strategies |

Figure 4: ToC of UFSRBP

Source: Urban Food Security and Resilience-Building Programme Proposal

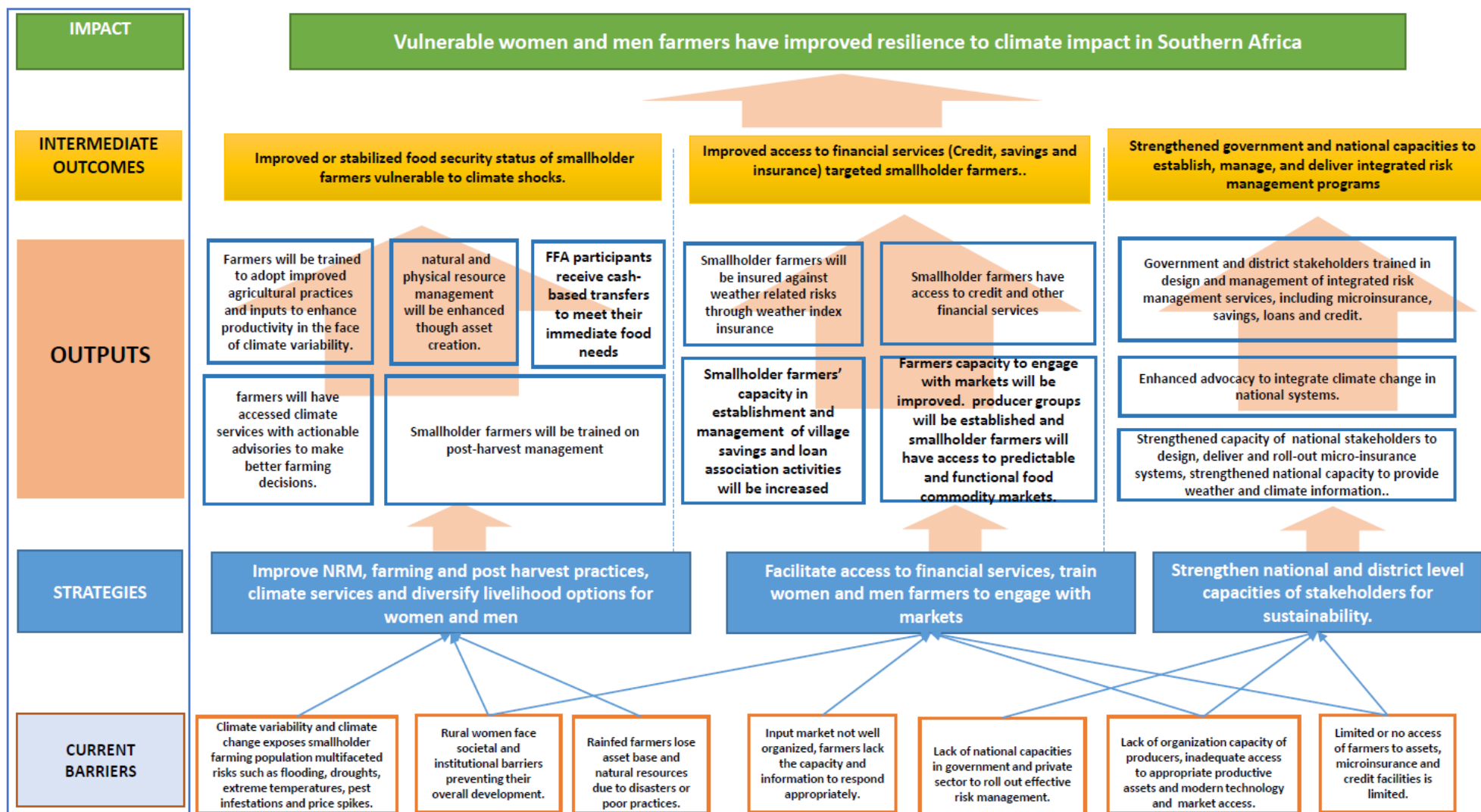


Figure 5: ToC of R4, Source: R4 programme document

Annex 4: People consulted and documentation used - available only internal

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Annex 5: UFSRBP validation workshop results

The workshop was held at Cresta Lodge, Harare, 12 April 2024

Purpose of the Workshop

The purpose of the workshop with participants who are familiar with the implementation of the programme was to:

- validate or modify findings from the evaluation;
- create value by having their reflections and learning from key findings;
- obtain their conclusions and recommendations which are independent of the consultants.

Preliminary findings presented at the workshop

See slide presentation.

Participants' comments on the validity of the findings

On the whole the findings were validated by the workshop participants.

- A. Relevance** - There was agreement that the programme is relevant but that there are some issues related to relevance to specific beneficiary types, e.g. PLWD, youth, e.g. youth projects should have shorter cycles, e.g. poultry.
- B. Coherence/ Coordination** - GoZ participants did not agree that there were no platforms for country level coordination resilience programmes. Rather coordination platforms do exist within government but these have not been sufficiently identified and tapped into by the programme. Platforms need to be identified and linked with, e.g. Department of Community Development within the Ministry of Women's Affairs and Civil Protection Unit.
- C. Effectiveness – planned results:** The consultants' reorganisation of the planned outcomes and outputs based on understandings of the Theory of Change and the log frame were accepted.
- D. Effectiveness – results achieved:** Results were accepted.
- E. Factors affecting effectiveness:**
 - There was agreement that there has been insufficient contextual analysis to identify risks and opportunities in specific locations and amongst specific beneficiary types.
 - There was agreement that short-term IP contracting has led to significant impact on effectiveness and resulted in frequent programme activity downtime.
 - There was also agreement that GoZ had not been sufficiently included in the design and implementation models of the programme which affected GoZ's understanding and ownership of the programme and this negatively affected results. Staff training should have happened at the beginning not at the end.
 - GoZ participants did not agree that high staff turnover within central and local government was a valid finding, although an IP commented that interns working in GoZ had created limitations for effectiveness. There was agreement that short-term contracts caused high staff turnover within IPs. WFP did not agree with turnover in WFP being labelled as 'high' and noted that some staff turn over resulted from international staff movement due to their four year contracts expiring as well as restructuring within WFP. Budget decreases also contributed to reducing staff numbers. Irrespective of the definition of 'high staff turnover' there was agreement that some impact had been felt from this, e.g. new staff required training, job insecurity amongst IP staff had affected effectiveness.
 - It was noted that political interference only resulted in one urban location, Mutare, not in all, and that there is a need to contextualise findings.
 - There was agreement that there were gaps in layering and sequencing had gaps and this aspect of the programme design and implementation needs to be enhanced through developing strategies and M&E mechanisms, for example when starting IGAs identify what activities need to precede or follow.
- F. Transversal themes**

- There was agreement that mainstreaming HIV, PLWD and gender was not sufficiently robust and requires more attention to ensure that opportunities offered by the programme are customised to specific groups and their limitations.
 - With regards to GBV, it was noted that the programme did not sufficiently prepare beneficiaries on how to deal with the potential risks of having more money.
- G. Efficiency** - The financial breakdown was interrogated and questioned. It was agreed that this needs more analysis with SDC and WFP to re-group financial line items in ways that reveal value for money in a clearer way. Otherwise, there was general agreement that value for money had been affected by the issues identified in the findings.
- H. Impact:** There was agreement that impact for youth have not been sufficiently focussed on.
- I. Sustainability:** It was agreed that the following have affected the programme's sustainability:
- Targeting: there was agreement that the programme targeting of the most vulnerable with resilience programming had not always been appropriate and alternative ways need to be identified.
 - ISALs: There was agreement that the ISALs playing a key role as a driver of resilience building and sustainability.
 - Insufficient adaptation to urban contexts: There was agreement that the programme was not sufficiently adapted to urban context to support sustainability and this is largely a result of insufficient research to inform design and implementation models and insufficient engagement with communities.
 - Involvement of key stakeholders: There was agreement that the programme did not sufficiently involve key stakeholders, such as Government and communities, in the design and planning implementation models in the early stages of the programme, and this affected ownership and sustainability.
 - Involvement of the private sector: It was agreed that there had not been sufficient engagement with the private sector to support relationships that would enhance the sustainability of the programme.
 - Exit strategy: There was agreement that there is no exit strategy for the programme.

Participants reflections

Participants reflections and lessons identified included the following:

- Targeting: The programme did not specifically target youth with sustainable interventions, which requires design focus to provide interventions relevant to youth and M&E to ensure this. Targeting the most vulnerable, including PLWD, for resilience building is not appropriate and requires ongoing social transfers that need to be budgeted for by government. Targeting the very poor was difficult because people were used to handouts, and mind shifts away from this is needed for people to benefit from resilience programmes. A bottom up approach is needed to look at the skill sets and interests of beneficiaries first before identifying IGAs rather than the other way round.
- ISALs: The role that ISALs play has the potential to be developed and scaled up to play a much greater role in IGAs and local economic development.
- Focus on adapting resilience to urban contexts: The programme needs to have more adaptation to the specific risks and opportunities in urban areas rather than bringing models with their historical roots in rural resilience and trying to implement them in urban areas without sufficient regard to the limitations, e.g. urban by-laws, space, water.
- Contextual analysis to identify risks and opportunities in specific locations and amongst specific beneficiary types needs to be a much more robust feature in programming. A multi sectorial approach is needed to identify the different needs and vulnerabilities of beneficiary types. What are the risks? Why are beneficiaries not venturing into resilience? What are the entry points? Differential vulnerabilities must be assessed with all stakeholders: GoZ, communities, IPs. This requires baselines to ascertain needs and scan the environment for partners who can be synergistically engaged. Contextual analysis can also identify IGA opportunities that communities may not be aware of. Research will help to know what has been done elsewhere and build on that, e.g. a group came up with their own initiative, ice making, which is made a lot of money because there is demand in urban areas.

- Involve stakeholders in the design stage is important to create stakeholder ownership, sustainability and to ensure efficient use of resources. This includes developing sustainable relationships with the private sector.
- M&E needs to capture knock on effects, for example replication of IGAs people who are not beneficiaries, creation of employment, other impact beyond the immediate results of the programme, etc

Recommendations

Two key issues were identified for focus: 1. Design and 2. Building sustainable relationships with Government and the private sector. The recommendations below are summaries from the participants: GoZ, IPs and SDC and WFP.

1. Design

GoZ recommendations:

- Design must be inclusive and have a holistic approach and include all stakeholders including women, PWD, youth, PLHIV, etc. This needs to be at both national and subnational levels.
- Project assessments need to be done to assess feasibility of the programme activities and ecosystem issues (political economic social environmental issues), including VC analysis and cost benefit analysis.
- Design needs to ensure relevance to the urban ecosystem.
- Consultations from both the bottom up and top down are needed to enhance sustainability.
- Targeting needs to be inclusive of gender, youth, disability and include the rights of various groups.
- Barriers for participation need to be identified and data disaggregated to ensure that inclusivity can be monitored.
- Design needs to make use of analysis that is already available, to avoid duplication.

IP recommendations:

- Design needs to be informed by lessons learned and include a holistic approach ensuring that all stakeholders, including beneficiaries, are involved in the design stage. Community and GoZ should be involved in the design process to identify resilience options and IGAs they want to participate in or support.
- The design should include provisions for collaborative learning and adaptive management and have planned M&E to ensure outcome learning is done with all relevant stakeholders: donors, GoZ, IP. This will ensure that learning agendas are captured and incorporated into M&E systems and results analysed as a team so that outcomes and recommendations are owned. M&E must focus more on converting M&E into Learning. Gather and include outcome harvesting to incorporate into the learning process, e.g. beneficiaries who stopped doing poultry and diversified into leather. Use this information for regular workshops to identify ways to adapt.
- Risk and resilience assessments are essential to identify how various groups will be affected.
- Identification of entry points should be done jointly with GOZ, IP, and communities.
- Scaling of ISALs is important and the consortium should jointly design activities to promote this and to identify ISALs that are ready for scaling. But recognise that one size does not fit all ISALs.
- Design should incorporate rural - urban linkages to exploit synergies between rural and urban economies.
- To ensure continuity of programme activities there is need to identify a pool of people in GoZ, not just one person, to be the Government's points of contact.
- Continue with 'look and learn' visits to make sure that good ideas shared amongst other partners, and include the results this in MEL Reports. Make M&E reports available to IPs for learning purposes, and also to Government to ensure cross fertilisation of good ideas.
- Do not publicise funding availability to beneficiaries because this creates expectations of free money which undermines resilience programmes.

SDC and WFP recommendations:

- There is need to check the language and terminology used for resilience since Government uses the word 'livelihoods'. Language and M&E needs to align with Government language and understandings.
- Focus on making markets work for the poor in urban areas.

- Define the programme strategy from the beginning; the broader outcomes were defined in the programme but the detailed strategy on how to achieve goals was not. This was needed at the start.
- Contextual analysis needs to be done, using previous studies, to inform design.
- There is need for a bottom up, ground informed perspective for designing IGAs.
- Urban IGAs need to focus more on processing rather than production in food systems markets. Also focus more on adding value in value chains.
- Focus on making markets work for the poor in urban areas.
- Develop an exit strategy

2. Building sustainable relationships with GoZ and private sector

GoZ recommendations:

- Involve government in the design and planning stages and ensure there is alignment with Government's development targets. Do a stakeholder mapping of Government's involvement in various aspects of the project, so that it is clear which Government ministries and departments are important for the programme to interact with. Establish strong collaboration with Government through quarterly or monthly meetings to review progress, make adjustments and enhance coordination. Meetings should be attended by relevant line ministries, local authorities, IP and community representatives. Roles and responsibilities should be clarified.
- Government should be trained on an ongoing basis, especially for leadership, gender analysis, barrier analysis and international standards to enhance the programme's success.
- Government has requested budgetary support and resources such as laptops.
- Be aware of the need to be compliant with urban and national laws.

IP recommendations:

- There is need for consistent Government participation.
- There is need for ongoing capacity building at different levels. This is needed because resilience is a relatively new concept and understanding its complexities is not sufficiently developed. Resilience is also multi sectorial and involves different technical areas and this requires bringing together technical partners who speak different languages and bringing them on to the same page.
- To develop effective relationships with the private sector there must be ongoing long-term relationships built with the private sector. The private sector also needs mentorship on how to engage with development programme.
- Working with the private sector involves the programme identifying opportunities for aggregation and developing the role of aggregators, as well as identifying the risks and opportunities that aggregators offer.

SDC and WFP recommendations:

- Overcome suspicions that Government has of IP, and which IP have of the private sector. Look for ways to bridge gaps.
- The private sector is a key entry point for empowering young people with vocational skills and employment and therefore developing relationships with the private sector is important.
- Map Government's services and find ways to compliment what Government is doing.
- Coordination meetings are needed with Government, but Government needs a budget for this coordination activity and needs to plan for this.
- Focus on building 'partnerships' rather than 'relationships' with GoZ and IPs so as to build long-term relationships for resilience building.

Annex 6: R4 validation workshop results

The workshop was held at Bronte Hotel, Harare, 23 May 2024

Purpose of the Workshop

The purpose of the workshop with participants who are familiar with the implementation of the programme was to:

- Validate preliminary findings from the evaluation
- with reflection, create value by identifying learnings
- for a selection of findings, obtain participants' conclusions and recommendations.

Preliminary findings presented at the workshop

See slide presentation.

Participants' comments on the validity of the findings

On the whole, the findings were validated by the workshop participants, with a number of comments and some clarifications, which are listed below.

A. Relevance – The findings were accepted.

- Targeting: WFP has different categories of beneficiaries; we need to be clear about what beneficiaries were targeted under R4
- WFP has a humanitarian and development side; R4 falls under the development component of WFP.

B. Coherence/ Coordination

- There were no comments from participants on this section.

C. Effectiveness – planned results: The consultants' reorganisation of the planned outcomes and outputs based on understandings of the Theory of Change and the log frame were accepted. Comments from participants on the findings included:

1. Smallholder food-insecure farm households increased agricultural productivity (CSA), income (from the farm or off-farm) and food security

1.1 Public extension strengthened on building farmers' CSA skills (incl. crop diversification, farmers' seed production)

- In Zimbabwe, the adoption of small grains was excellent and farmers even produced surplus
- The growing of small grains is unlikely to be sustained; this raises questions for how to sustain CSA more widely
- GBM in Zimbabwe is now exchanging small grains for maize to encourage farmers to grow small grains
- In Zambia the programme was aimed at multiplying seed for the community and creating community seed banks to ensure easy access to seed within the community.

1.2 Farmers improved post-harvest preservation, processing

In Zimbabwe:

- There are no results as farmers use traditional methods to preserve their harvest
- Mechanization options were mainly for processing on PHL, to reduce time spent on shelling crops
- Hermetic bags are expensive and discourage farmers; they are encouraged to use other storage methods
- Metal silos are being fabricated in the community and made available to farmers for storage purposes.

1.3 Farmers organised and linking to agricultural product buyers

- There were no comments from participants under the section

1.4 Farmers organised into savings groups

- In Zambia, the programme downtime and associated results showing a drop in beneficiary access to credit could have been affected by timely data collection during the observed period; a possible explanation could be that households had built up assets and the need for borrowing had reduced, e.g. the project introduced savings for seed which enabled most farmers to buy seed without needing credit at the end of the cycle
- It is important to link savings groups to the market, so they are able to actively participate in business. For each value chain, we need to have value chain development plans. This is important for sustainability.

2. Private sector service providers improved their capacity to provide CSA-related services to target households (inputs, finance, market access)

2.1 Crop, livestock insurance services increasingly reach smallholders

- The insurance component was more successful in Zambia because it was linked to the government input scheme which has resulted in many farmers having access; had the insurance not been integrated into the government scheme, demand for it probably wouldn't be there; Therefore demand driven insurance is still a big challenge in Zambia.
- Farmers did buy insurance in Zimbabwe
- Insurance is not benefiting smallholder farmers because the payouts are so small and erratic
- If the insurance had not been integrated into FISP, demand for insurance would have been unlikely
- We need to recognize that there are weak structural channels in the agriculture sector so the FISP stand out as a good distribution network for products like insurance. It better to build from the existing model
- Insurance companies are not on the ground to service the farmers; this is a barrier for farmers to access insurance products
- The insurance component has no effective distribution channel.

2.2 Microfinance institutions increasing savings groups support

No comments from participants on this section.

2.3 Mechanised service providers in business (with financial support)

- The mechanisation programme did work including for the most vulnerable.
- Rippers were very successful, and enabled farmers to move from manual land preparation methods.
- Other technologies should be explored for the mechanisation component.

2.4 Buyers linked to farmer groups to increase offtake

No comments from participants on this section.

3. Communities planned, implement climate responsive strategies and sustainable management of land, water, biodiversity

- The Tree of Life contributed significantly to building social cohesion. There are some linkages to the existing social protection systems, but it needs to be strengthened.
- WFP has a significant community focus that was integrated into the R4, despite there being no planned community outcomes.
- There was some inclusion of community activities and outputs under the Theory of Change for Zimbabwe although the combined Theory of Change does not show anything on community outputs.
- In Masvingo, there was conflict at one of the community assets and the conflicts threatened production. Interventions done were to strengthen capacity to enhance social cohesion and the situation improved. Focus should be on capacitation of the participants to change the mindset and take ownership
- Social cohesion plays an important role in protecting community assets as it creates community ownership, and thereby is important for sustainability. This needs to be strengthened in government systems.

4. National government integrates cc strategies into agric. policies to better manage risks, be more inclusive

There were no comments from participants under the section

D. Transversal themes

- WFP now has a specific gender policy with a specialist to lead on gender mainstreaming.

- On Leaving No One Behind – the plan has been in place with efforts to roll it out through IPs
- The Government of Zimbabwe has a gender strategy.

Participants reflections

Participants reflections and lessons identified included the following:

a. CSA

- The reason why some activities did not perform well may be due to farmer preferences, attitudes, dependence and not aligned with cultural practices
- Farmers have barriers to growing small grains, e.g. losses from birds
- There is limited utilisation of extension services
- Land preparation is an important component of CSA, e.g. ripping. However, focus was mostly on ripping and limited focus on other aspects of CSA
- Seed growers - the plan for this intervention was to create a community seed bank to support communities with easy access to legume seed
- ZARI (Zambia Agricultura Research Institute) has supported the seed multiplication programme since inception
- Messages about CSA to farmers are not always clear, e.g. is it primarily a message about land preparation or other aspects of CSA missing?

b. Post-harvest loss management

The cost of hermetic bags was high and prevented their uptake.

c. Climate services

There is limited utilisation of weather information

d. Mechanisation

Mechanisation reduces drudgery and increases efficiency.

e. Savings groups

- The savings groups have been very successful especially SACCOs.
- Savings groups can play a wider role in local investment.
- Savings groups are a low-cost model for sustainability.

f. Input markets and market supports

- Private sector actors lack capacity to procure and deliver the right products to the farmers at the right time. In part, they are affected by the monetary policy in Zimbabwe
- The engagement with the seed company worked very well
- Regulations on price are creating market distortions
- There is a lack of consumer protection for insurance services to protect farmers from excessive charging and dodging making claim payouts
- The e-Maano app has great potential but is not yet to user-friendly and has not been rolled out in a way to encourage uptake. It has not reached enough uses to reach critical mass and sustainability. The inability of the app to authenticate users and what they claim to be selling on the platform versus what is delivered are another major weaknesses.

g. Output markets

- The approach to value chains is not sufficiently holistic to create viable links between markets, manufacturers and small holder farmers
- Aggregators lack finance to buy in bulk and cannot therefore play their role effectively.

h. Insurance

- There is limited demand for insurance products
- There is a lack of consumer protection for insurance services to protect farmers from excessive charging and dodging making claim payouts.

i. Social cohesion and governance

- Ownership of the project interventions must be encouraged through co-investment
- Project assets and interventions lack sufficient community ownership. It is important to place emphasis on community ownership of assets.

j. Transversal themes

Gender based violence makes it difficult for households to be productive.

k. Engagement with government

- There was increased collaboration due to the project's alignment with the government policies
- Government is well-staffed but poorly resourced. This raises issues and questions around sustainability
- Government has good policies in place for small grains, mechanisation and CSA practices such as pfumbudza, however, implementation is lacking
- Collaboration with government has improved over time, and there is more alignment
- It is important to align the programme with government policies and strategies.

l. Implementation issues

- There was a lack of co-creation of the programme with farmers and this led to design faults
- Resilience goal has been achieved
- Partial targeting creates tensions where some are selected and others left out within the same community greatly affected by delays in WFP contracting
- Impact in resilience building requires long term project investment for 10-15 years
- IPs benefited from the technical expertise within WFP
- The shift of WFP from humanitarian to development fits well with IPs in the development sector
- Limited funding and confusing funding cycles
- Not enough clarity around what is being measured for CSA.

Recommendations

The recommendations below are summaries from the participants, namely Government representatives from Zambia and Zimbabwe, IPs, SDC and WFP.

a. CSA

- Intensive CSA is needed and greater integration with traditional methods is needed to achieve this
- Government could play a greater role in supporting seed multiplication
- Farmers need extension support at pre-season stage and during the season
- Increased uptake of extension services is essential for increasing CSA
- Build the capacity of extension service providers
- Clear messages about CSA need to be given to farmers.

b. Post-harvest loss management

- Government could reduce taxes on hermetic bags to make them more affordable
- Integrate local storage methods for PHL management solutions.

c. Climate services

- Find ways to increase uptake of weather information services and use in decision-making, especially through strengthening climate product to make them more relevant and accessible to farmers
- Enhance authenticity of weather data to convince farmers to use it
- Increase weather information sharing and localise with the services. Decentralise from central national meteorological service
- Strengthen the technical capacity of the Meteorological Services Department to interpret and disseminate the information in a manner that smallholder farmers are able to understand; the pre-season weather focus is useful but information needs to be provided during the season as well.

d. Mechanisation

- Enhance the access of this component to attract more youth
- Support local service providers to provide community-based services such as mechanisation and aggregation services.

e. Savings groups

- The success of the savings groups suggest that they could play a much wider role. Conduct research on savings groups to identify other investment opportunities for them
- The programme should continue to support savings groups and help them to create stronger links to markets.

f. Input markets and market support

- Rather than establishing links with seed companies create community seed banks to enable communities to access seed. Localised service, and support with technical assistance
- Government could give loans for inputs to farmers who do not qualify for commercial finance. This could address the constraint for farmers who have land but no access to finance
- Inputs must be available when they are needed
- Encourage private sector to provide last mile support services to the farmers
- Set up satellite centres within communities for delivering multiple input and production services
- Make private sector services more accessible to the farmers/communities
- Engage with the private sector at the design stage based on value chain assessments to design market linkage components.

g. Output markets

- Enhance relationships between the private sector and small holder farmers for market offtake.
- Farmers need to be able to produce to the quality and quantity that the market needs
- Support local entrepreneurs to add value through processing crops
- Localised processing plants are needed to provide products for local markets
- Explore wider and new opportunities and value chains for smallholder farmers to access markets
- Ensure that value chains farm produce functioning well, and address blockages
- GMB in Zimbabwe must be encouraged to purchase at market prices and pay farmers on time to create trust
- Build the capacity of the private sector to engage with smallholders and build a capacities of farmers to engage with the private sector
- Establish processing plants within the communities to increase local level production. Provide TA to ensure quality to meet market requirement
- Clear lack of value chain analysis is needed for identifying value chains and planning implementation
- Community assets have a huge potential to benefit the community if linked to viable business models and private sector for value chains of interest
- Many private sector actors lack the capacity to deliver the right goods and services to farmers
- Stronger links with contract farming companies to create win-win situations with small holder farmers would enhance resilience efforts
- Strengthen the aggregation services for inputs and market access, and enhanced specialisation
- Support last mile quality control of farmer produce going to market.

h. Insurance

- Build insurance into a bundled service. E.g. Incorporate into input purchases
- Having group insurance, such as portfolio insurance, could reduce the cost of the service and cluster farmers into groups
- In Zambia, the Comprehensive Agriculture Transformation Support Programme (CATSP) is a new government programme that provides for credit for agriculture; this could be used for insurance delivery
- Build consumer protection for insurance services and engagements with banks and microfinance institutions
- Review existing ways that communities manage risk to see if there are opportunities to develop new ways about thinking about Insurance that are better linked to existing local risk structures.

i. Social cohesion and governance

- Enhance community ownership of community assets and intervention activities
- Strengthen local leadership and local influencers, such as church and traditional leaders, to play an effective role in promoting social cohesion
- Encourage transformative mindsets both social and commercial, e.g. transitioning from small scale to commercial
- Strengthen the capacity for decision making at the community level.

j. Transversal themes

There is a need to decrease the incidence of GBV⁷⁸ and enhanced gender equality. No household in conflict can be productive.

k. Engagement with government

- Strengthen relationships with government and traditional leaders so that some problems can be solved much more quickly
- Involve government right from the beginning to ensure success and sustainability.
- Invest in building government capacities to efficiently deliver extension services
- Involve government at national level and at subnational level in visits to the programme.

l. Implementation issues

- Cocreate programmes with farmers, communities, private sector actors, and government
- WFP needs to provide long-term contracts for IP
- There must not be project downtime because of internal systems that create delays
- Programmes should cocreate resilience programmes with farmers, communities and government stakeholders to identify crops, implementation modalities, challenges and how these are to be addressed programme approaches.

⁷⁸ The R4 logframe assumed that the project's impact on household income and savings would lead to reduced GBV,

Annex 7: Strategy (entry points) workshop results

The workshop was held at Bronte Hotel, Harare, in the afternoon of the 23rd of May, 2024.

Purpose

The purpose of the workshop was to identify potential entry points for SDC for urban resilience building programmes, starting from a summary presentation of findings from the UFSRBP evaluation and the landscape review of resilience programming in Zambia and Zimbabwe.

The participants were presented the preliminary conclusions of the UFSRBP evaluation, and a summary of the landscape review (slide presentation).

Preliminary conclusions from the UFSRBP evaluation

After the team leader presented the preliminary findings from the UFSRBP evaluation, participants reflected on *these and drew their own conclusions*.

Overall

- Operational flexibility good, and important in a country such as Zimbabwe, with high levels of economic volatility
- Strategic flexibility, adjust to climate change related risks (drought) could improve
- Urban IGA insufficiently adapted to opportunities and constraints in urban contexts: more preparatory work and customisation needed for IGA
- Individual IGA worked better than group IGA because they are more profitable, don't need strong social cohesion which is lacking in urban areas
- Targeting blurred the line between resilience and humanitarian aid; it created inefficiencies and undermined results

Sustainability

- Savings groups play a critical role in financing IGA and in income diversification, and have potential to play a wider role in financing IGA and supporting wider local economic development rather than only focusing on subsistence incomes
- Although the programme has achieved many results, the basis for sustaining these is tenuous, and approaches to sustainability need to be enhanced

Management

- High staff turnover within Government, WFP and partners has resulted in programme downtime and negatively affected results
- Coordination and knowledge sharing and learning not as strong as they need to be
- Effective layering and sequencing play a crucial role in project efficiency and effectiveness, but gaps have affected results

Design

- Resilience programmes are multi-sectoral and long-term in nature, require coordination and systems that support learning, long-term relationships and activities adapted to the context, the programme was not sufficiently designed to assure this
- IGA need longer-term support, capacity building and handholding
- There could have been closer cooperation with GoZ and private sector, it is key to results and sustainability.

Suggested entry points for urban resilience programming

Government engagement for sustainability

- National urban agricultural policy, well integrated within national agricultural policy.
- National working group and steering committee, led by government, for urban agricultural programming.
- Creation with relevant ministries to map and incorporate existing services and strength and ownership.
- Operationalisation of existing policies.
- Creation of an enabling environment.
- Build a capacity of government.
- Cocreate resilience programmes with government.
- Urban Council are key stakeholders in urban areas must be the focus of urban resilience partnerships.
- By laws for developing micro-entrepreneurship need to be more conducive, i.e. address current lack of registration, high levels of informality.
- Emphasise to government the mutual benefits of creating an enabling business environment through better policies.
- Target urban councils for by-law reforms and the Ministry of Local Government for national policy reform.
- Support traders' associations to push for policy development.
- Identify with the government their role in responding to shocks in urban areas and budgeting responses for this
- Consider supporting urban planning.

Design

- In urban areas, individual IGA are more attractive to beneficiaries than group IGA/interventions.
- Design should incorporate analyses around linking rural interventions (production) to urban IGA (e.g., processing), and understanding how rural-urban linkages can be created.
- Value chain analysis at the onset of the project is important, to identify viable value chains and the key areas in the value chains to focus on. The enabling policy environment needs to be included in the analyses, generally and for specific value chains. It is also critical that the IGA are well aligned with the policy and local by laws.
- Savings groups provide useful benefits from savings, but they also play a significant role in supporting social cohesion. This benefit should be used to leverage success of other interventions.
- Capacity should be developed for urban beneficiaries to engage more effectively with political leaders.
- Programmes must take a systematic approach to creating ownership of IGA through beneficiaries co-investing in them. Co-investment creates more ownership, and this supports IGA sustainability.
- It is important also that we do not overlook food safety as we promote especially food related IGA.
- For any intervention to be success, even in urban areas, certain level of social cohesion is required.
- Understand what are the sources of resilience for urban communities with different vulnerabilities, and key shocks and stresses. Design packaged resilience components based on a sound understanding of these.
- Be clear about what 'urban' means and what are 'urban characteristics'.
- Determine what Government involvement is required for the programme to be successful.
- Take a abroad view of resilience beyond simply IGA.
- Programme design needs to be aware that open populations are not homogenous.
- Programme design needs to understand urban power dynamics and what and who influences urban populations.
- Targeting high density areas only may exclude vulnerable groups in more upmarket areas.
- Map urban opportunities.
- Cocreation can be difficult in urban communities.

Implementation

- The role of development organisations is to facilitate, not do deliver, services since service delivery is a preserve of government and the private sector.
- Some of IP practices are undermining a sense of ownership, e.g. IPs want to see ownership but have products for beneficiaries that are branded with their logos

- When looking at success in a project using resilience lenses, frequent collection and analysis of data is important. Piloting can be done to build resilience after any shock. What makes a project resilient is understanding the shock context and how participants respond. Monitoring and measuring a shock should take place every six months. Using a panel approach to M&E is useful for this.
- Sequencing and layering with adaptive management is a useful practice.
- Youth savings groups tend to work better in rural areas than in urban areas, which may be because there is stronger social cohesion in rural areas.
- WFP has an adaptive approach to implementation that is able to trigger emergency responses to a drought situation that has eroded the assets communities built.
- Manage community expectations through doing consultations.

Entry points for private sector engagement

- Upfront value chain assessment and co-creation with the private sector.
- Explore peri-urban opportunities for scaling private sector engagement.
- Vocational skills development and labour market assessments.
- Build the business vision and skills of participants to engage with the private sector.
- More rural-urban partnerships., e.g. quasi contract farming for groundnuts.
- Cocreate resilience programmes with the private sector.
- Develop partnerships with microfinance institutions and create an enabling environment access to finance.
- Map market systems and apply market systems development lens and employ both push and pull features to catalyse market opportunities.
- Support traders' associations and consumer councils.
- Identify what formal sector employers require in the way of skills and qualifications to employ people. Then design programmes around this and negotiate attachments and internships.
- Support IGA quality control and food safety training to ensure they can participate in markets.
- Technological transfers from the private sector and into the private sector could incentivise the private sector to participate in resilience programmes.
- Incentivise the private sector to buy from small and local enterprises

Entry points for urban communities' engagement

- Understand and engage with households and conduct family dynamics assessments and visioning.
- Integrate savings groups into programme components.
- Conducting visioning with communities.
- Targeting should be more dynamic and less rigid.
- Matchmaking of urban and rural Press opportunities.
- Counsellors can be invited to participate, but political risk would need to be managed.
- Community groups, churches, schools, community health workers, youth centres and recreational centres can be helpful for targeting.
- Utilisation of peer learning and mentorship of opportunities for scaling skills.

About Ecorys

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Sound analysis, inspiring ideas

Resilience landscape analysis in Zambia and Zimbabwe

Final report

Client: SDC (Swiss Agency for Development and Cooperation)

Rotterdam, Netherlands, 6th of August 2023

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Acronyms

| | |
|--------------|--|
| AGRITEX | Department of Agricultural, Technical and Extension Services (Zimbabwe) |
| ANCHORS | Accelerating New Community-based Holistic Outcomes for Resource Sustainability (USAID) |
| AQZ | Aquaculture Zimbabwe |
| CA | Conservation agriculture |
| CAD | Canadian dollar |
| CARL | Climate Adaptation Rural Livelihoods (programme, Sida) |
| CASU | Conservation Agriculture Scaling-Up (project) |
| CATSP | Comprehensive Agriculture Transformation Support Programme (Government of Zambia) |
| CAWEP | Climate Adaptation Water and Energy Infrastructure Programme (FCDO) |
| CBT | Cash-based transfer |
| CELUCT | Chikukwa Ecological Land Use Community Trust |
| CHEP | Copperbelt Health Education Project |
| CIMMYT | International Maize and Wheat Improvement Centre |
| CNFA | Cultivating New Frontiers in Agriculture |
| CO | Country office (WFP) |
| COVID-19 | Corona virus immune disease 2019 |
| CP | Cooperating Partner |
| CSI | Coping strategy index |
| CTDO | Community Technology Development Organisation |
| CUTS | Customer Unity and Trust |
| DAPP | Development Aid from People to People |
| DCA | Danish Church Aid |
| DFID | Department for International Development (UK, now FCDO) |
| DR | Desk Research |
| DROPP | Drought resilience to overcome poverty project |
| ECHO | European Commission Humanitarian Aid & Civil Protection |
| ECODIT | Women-owned small business |
| EQ | Evaluation question |
| ERVHIZ | Enhanced Resilience for Vulnerable Households in Zimbabwe (FAO) |
| EUR | Euro |
| FAO | Food and Agricultural Organisation |
| FARM | Fostering Agribusiness for Resilient Markets (USAID) |
| FCDO | Foreign, Commonwealth, and Development Office (United Kingdom) |
| FES | Food expenditure share |
| FFA | Food Assistance for Assets (project) |
| FGD | Focus group discussion |
| GBV | Gender based violence |
| GCF | Green Climate Fund |
| GBP | Great Britain Pounds Sterling |
| GOALZimbabwe | International humanitarian organisation |
| HA | Humanitarian aid |
| HIV | Human immunodeficiency virus |
| Hivos | Humanist Institute for Development Cooperation |
| ICRM | Integrated risk management programme |
| IFAD | International Fund for Agricultural Development |
| IGA | Income generating activities |
| IP | Implementation partner |
| ISAL | Internal savings and lending (group) |

| | |
|----------|---|
| KII | Key informant interview |
| KOICA | Korean International Cooperation Agency |
| LEAD | Linkages for the Economic Advancement of the Disadvantaged (project) |
| LEAD | Local Empowerment to Advance Development (USAID) |
| LNOB | Leave no one behind |
| M&E | Monitoring and evaluation |
| MDD-W | Minimum dietary diversity - women |
| MDTC | Mwenezi Development Training Centre |
| MEL | Monitoring, evaluation and learning |
| MTR | Mid-term review |
| OECD DAC | Organisation for Economic Cooperation and Development, Development Assistance Committee |
| OYE | Opportunities for Youth Employment (SNV) |
| PLWD | People living with disabilities |
| PLWH | People living with HIV/AIDS |
| Q&A | Questions and answers |
| QDA | Quantitative data analysis |
| R4 | Rural Resilience Initiative (project) |
| RBJ | Regional Bureau Johannesburg (WFP) |
| SCRALA | Strengthening climate resilience of agricultural livelihoods (GCF) |
| SDC | Swiss Agency for Development Cooperation |
| SGBV | Sexual and gender-based violence |
| SIDA | Swedish International Development Agency |
| SIFAZ | Sustainable Intensification of Smallholder Farming Systems in Zambia (EU, FAO) |
| SMART | Specific, measurable, attainable, relatable to key stakeholders and time bound |
| SME | Small and medium size enterprises |
| SNV | Netherlands Development Organisation |
| TA | Technical assistance |
| Tba | To be advised |
| ToC | Theory of change |
| TRALARD | Transforming Landscapes for Resilience and Development (World Bank) |
| TSURO | Towards Sustainable Use of Resources Organisation |
| UFSRB | Urban Food Security and Resilience Building Programme (project) |
| UNCERF | United Nations Central Emergency Relief Fund |
| UNDP | United Nations Development Programme |
| UPLIFT | Uplifting women and girls toward economic opportunity (USAID) |
| USAID | United States Agency for International Development |
| USD | United States dollar |
| WARMA | Water Resource Management Authority (Zambia, re. SCRALA) |
| WASH | Water, sanitation and hygiene |
| WFP | World Food Organisation |
| WHH | WeltHungerHilfe |
| WII | Weather index insurance |
| YETT | Youth Empowerment and Transformation Trust |
| ZELA | Zimbabwe Environmental Law Association |
| ZIMREF | Zimbabwe Reconstruction Fund |
| ZRBF | Zimbabwe Resilience Building Fund (EU et.al.) |

1 Introduction

As part of the Combined Mid-term Review (MTR) of the R4 Rural Resilience Programme 2021 - 2023 and the Urban Food Security and Resilience Building Programme 2020-2023, Ecorys was asked to produce a landscape analysis presenting an overview of resilience initiatives.

For Switzerland to find entry points for its future resilience programming, this landscape review deals with two questions that were provided as part of the evaluation ToR:

EQ 39: What other major food security-related resilience building initiatives, supported by international donors or governments, are in place in Zimbabwe and Zambia? In what aspects do they differ or align with the UFSRBP and R4 resilience programmes?

Chapters 2 and 3 deal with EQ39, presenting other major food security-related resilience building initiatives, in urban and rural context:

Then chapter 4 discusses emerging trends in response to EQ40.

EQ 40: What are emerging trends and developments in building resilience and food security in the face of climate-related and economic shocks?

To conclude, chapter 5 suggests entry points for SDC interventions on resilience, it responds to EQ30:

EQ 30: Where should Switzerland focus its interventions to achieve sustainable impacts for poor urban communities?

There are many different programs that overlap with the UFSRBP and R4, thematically:

- 1) Government programmes include:
 - a) Urban programmes: Urban Transformation Programme, local government urban agriculture programmes,
 - b) Rural programmes: Various programmes operated by Government ministries and agencies (e.g. Ministry of Agriculture, Ministry of Environment, Environmental Management Agency, Ministry of Women's Affairs, Ministry of Youth, Ministry of Local Government, Ministry of Labour and Social Development, etc).
- 2) Development partner programmes include:
 - a) Urban programmes: Cash-based transfer programmes (WFP and partners)
 - b) Rural programmes: Zimbabwe Resilience Building Fund (ZRBF, UNDP), Climate Adaptation Water and Energy Infrastructure Programme (CAWEP, FCDO), Climate Change TA component of the Zimbabwe Reconstruction Fund (ZIMREF), Climate Adaptation Rural Livelihoods (CARL, Sida), Utariri is a bio diversity climate and livelihoods project (Sida), Zambuko (USAID, SNV), ANCHORS (USAID protect and manage community-based natural resources and wildlife economy), Amalima Loko (USAID, food security), Enhanced Resilience for Vulnerable Households in Zimbabwe (ERVHIZ, FAO) as well as many other FAO operated projects.
- 3) NGO programmes include:
 - a) Mixed urban and rural programmes: Opportunities for Youth Employment (OYE, SNV), Musasa project (GBV), Friendship Bench (counselling services), Tree of Life (strengthening resilience and social cohesion through community-based psychoeducational interventions), Padare (GBV), Child Line (child abuse), Youth Empowerment and Transformation Trust (YETT),
 - b) Rural programmes: Chikukwa Ecological Land Use Community Trust (CELUCT), Towards Sustainable Use of Resources Organisation (TSURO Trust), amongst other NGO programmes.

2 Overview of urban programmes

The evaluation identified three urban resilience programs in Zambia and Zimbabwe. Details of the main features of these are provided in Table 1.

Key focus areas for all the programs include enhancing livelihoods, vocational or entrepreneurial skill building, increasing access to finance and enhancing social cohesion to improve the management of community assets.

Table 1: Urban resilience programmes in Zambia and Zimbabwe

| Programme details | Objectives and modalities | Alignment w R4 | Differences with R4 |
|---|---|---|--|
| <p>UPLIFT/SIMUDZA Funder: USAID Implementer: GOAL, Childline (Children), Musasa project (GBV), Youth Empowerment and Transformation Trust (YETT) (Youth) 2023-2024 Budget: \$3,200,000 Zimbabwe: Mbare, Hopely, Stoneridge (Harare) 18,140 people</p> | <p>Overall objective: improve food security and child protection and GBV risks of vulnerable urban households:</p> <ul style="list-style-type: none"> Economic recovery and market systems: <ul style="list-style-type: none"> Cash for work Small grants TVET training Access to financial services, savings groups Social protection and cohesion to reduce GBV, substance and child abuse | <ul style="list-style-type: none"> Women, youth Cash assistance Livelihood support Cash for work on community assets Linking households to finance Vocational skills building | <ul style="list-style-type: none"> Strong focus on support for survivors of GBV, child abuse, substance abuse Focus on addressing social norms that perpetuate inequality Cash assistance |
| <p>Urban Resilience Building Programme Funder: USAID Implementer: World Vision, LEAD, Plan 2023-2024 Budget: \$2,000,000 Zimbabwe: Chiredzi, Chinhoyi, Epworth</p> | <p>Provide skills training, tools and infrastructure to vulnerable urban households for enhanced livelihoods and entrepreneurship, for 1,700 households.</p> <ul style="list-style-type: none"> Improved management of community-level assets Improved livelihoods and economic empowerment Improved savings capacities for urban communities | <ul style="list-style-type: none"> Improved livelihoods Savings groups | <p>No significant differences noted</p> |
| <p>Urban Futures Project Funder: Fondation Botnar Implementer: Hivos Zambia partners: Customer Unity and Trust (CUTS), and Copperbelt Health Education Project (CHEP) Zimbabwe partners: Bulawayo Vendors and Traders Association, Green Governance trust Budget: €19,551,682, for Latina America, Southern Africa and Indonesia 2023-2027 Zambia: Bulawayo, Mutare Zambia: Chongwe, Kitwe</p> | <p>Building Climate Resilient Cities with youth as the front Drivers of Change. Objectives: Work with urban partners, City Councils to:</p> <ul style="list-style-type: none"> Build inclusive climate-resilient urban food systems Improve participation of youth in policies and decision-making around urban food systems Influence behaviour change around consumption patterns Increase public and private financial flows to inclusive, climate resilient food systems | <ul style="list-style-type: none"> Food security Youth Gender equality and inclusion | <ul style="list-style-type: none"> Greater focus on wider food systems Behaviour change Mobilising public and private finance Technology and digitalisation |
| <p>FAO Green City Initiative, a UN Habitat programme funded by Norway</p> | | <ul style="list-style-type: none"> | <ul style="list-style-type: none"> |

3 Overview of rural programmes

There are eight main rural resilience programs in Zimbabwe and four in Zambia. Below tables provide an overview of these programmes and the themes these programmes focus on.

Table 2: Rural resilience programs in Zambia - overview

| ZAMBIA RURAL RESILIENCE PROGRAMMES | CSA, production/ PHL | Pvt sector/ markets/VC/ Mechanisation | Finance, savings? Asset creation | Nutrition | Livelihoods | Policy | Women, youth | Social cohesion, governance | NRM | Emergency aid | Climate info/ insurance |
|--|-------------------------|---|-------------------------------------|-----------|-------------|--------|--------------|--------------------------------|-----|---------------|----------------------------|
| Strengthening climate resilience of agricultural livelihoods - GOZ, GCF | X | X | | | X | | X | | X | | |
| Transforming Landscapes for Resilience and Development TRALARD – World Bank | | | | | X | | | | X | X | |
| Sustainable Intensification of Smallholder Farming Systems in Zambia (SIFAZ) - EU | X | X | | | | X | | | X | | |
| Green Solutions for Sustainable Development and Growth - Caritas | X | X | X | | | | X | | | | |
| Drought Resilience to Overcome Poverty Project (DROPP) – Self Help Africa (funded by Irish Aid) | | | | | | | | | | | |
| Government’s Farmer Input Support Program (FISP) | | | | | | | | | | | |
| Comprehensive Agriculture Transformation Support Programme (CATSP) | | | X for agric. | | | | | | | | |
| The Global Agriculture and Food Security Program (GAFSP) is a multilateral financing platform dedicated to improving food and nutrition security worldwide. Launched by the G20 in the wake of the 2007–08 food price crisis, GAFSP works to build sustainable and resilient agriculture and food systems in the world’s poorest and most vulnerable countries. As of December 2022, the Program has mobilized more than US\$2 billion in donor funds to reach more than 16.6 million people. Of this, \$1.87 billion in grants under the Public Sector Window (PuSW) were provided to 46 countries, and the Private Sector Window (PrSW) has in parallel approved 84 investment projects in 29 countries for \$446 million and 95 advisory projects in 33 countries for a total of \$47 million. GAFSP provides financial and technical resources— investment grants, technical assistance, concessional finance, and advisory services— to demand driven projects along the food chain, from farm to table. Zambia: APMEP https://www.gafspfund.org/projects/agricultural-productivity-and-market-enhancement-project-apmep | | | | | | | | | | | |

Table 3: Rural resilience programs in Zimbabwe - overview

| ZIMBABWE RURAL RESILIENCE PROGRAMMES | CSA, production/ PHL | Pvt sector/ markets/VC/ Mechanisation | Finance, savings? Asset creation | Nutrition | Livelihoods | Policy | Women, youth TVET | Social cohesion, governance | NRM | Emergency aid | Climate info/ insurance |
|--|-------------------------|---|-------------------------------------|-----------|-------------|--------|----------------------|--------------------------------|-----|---------------|----------------------------|
| Zimbabwe Resilience Building Fund (ZRBF) – EU, FCDO, SIDA | X | X | X | X | X | X | X | X | | X | X |
| AMALIMA LOKO - USAID | X | X | X | X | X | | X | X | X | X | X |
| Takunda - USAID | X | X | X | X | X | | X | | X | X | X |
| Feed the Future Zimbabwe Fostering Agribusiness for Resilient Markets (FARM) - USAID | X | X | X | X | X | | | | | | |
| Accelerating New Community-based Holistic Outcomes for Resource Sustainability (ANCHORS) | X | X | | | X | | X | X | X | | |
| Zambuko Livelihoods Initiative - USAID | X | X | X | X | X | X | X | X | | | |
| Utariri Biodiversity, Climate Change and Livelihoods Programme - Sida | X | X | | | X | X | | | X | | |
| Climate adaption rural livelihoods (CARL 2) – Sida | X | | X | | X | | X | | X | | X |

The main focus areas of resilience building programmes in Zambia and Zimbabwe are CSA enhancing productivity and minimising post-harvest losses, developing markets and mechanisation, livelihoods, enhancing access to finance, women and youth a natural resource management (NRM). The number of programmes by focus area is shown in Figure 1.

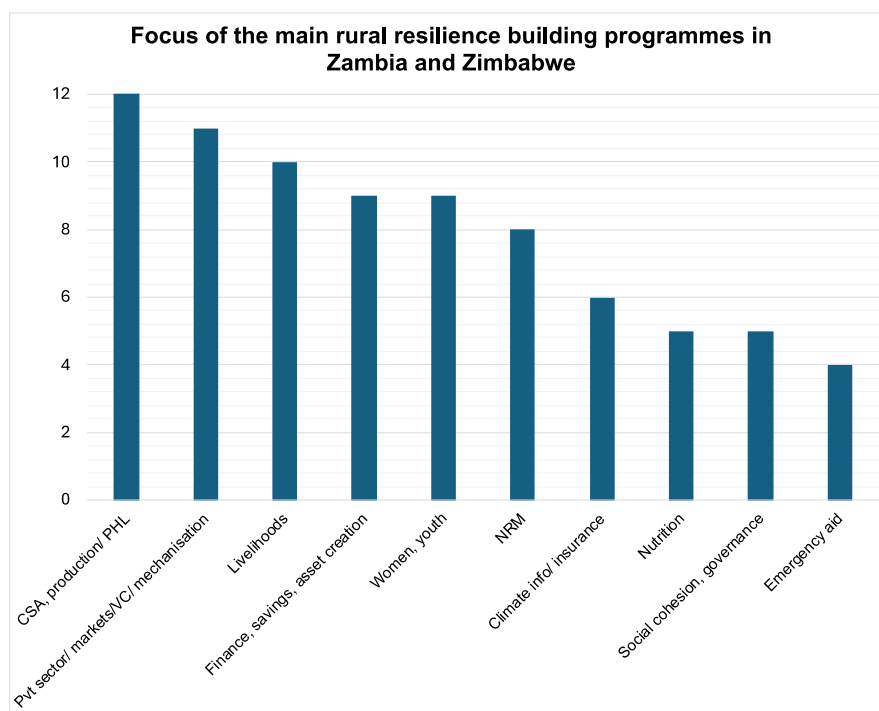


Figure 1: Number of programmes by resilience focus area

Details of rural resilience programmes are provided in Table 4.

Table 4: Rural resilience programs in Zambia

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|--|--|--|---|
| <p>Strengthening climate resilience of agricultural livelihoods – SCRALA (Zambia)¹</p> <p>Funders: GoZ (\$103 mill), Green Climate Fund (\$32 mill), UNDP, WARMA (\$2 mill).</p> <p>Implementers: GOZ extension staff, UNDP, FAO, WFP</p> <p>2018-2025</p> <p>Agro-Eco Regions I, II</p> <p>Reach target: 940,000 people</p> <p>Reached so far 300,000 people</p> | <p>SCRALA aims to strengthen the capacity of farmers to plan for climate risks that threaten to derail development gains, promote climate resilient agricultural production and diversification practices to improve food security and income generation, improve access to markets, and foster the commercialization of climate-resilient agricultural commodities.</p> <p>Target is to build climate-resilient food security and poverty reduction measures for approximately 940,000 people</p> <ul style="list-style-type: none"> • Output 1: Small holder farmers plan and manage water resources for resilient agricultural production • Output 2: Resilient agricultural livelihoods in the face of changing rainfall, increased drought and occasional floods • Output 3: Farmers' access to markets and commercialization of resilient agricultural products | <ul style="list-style-type: none"> • Plan for climate risk • Climate resilient agriculture • Crop diversification • Livelihoods • Improve market access • Access to finance • Focus on female headed households and rural enterprises • LNOB focus • Climate information services | <ul style="list-style-type: none"> • Irrigation and water conservation • Stronger focus on commercialization climate-resilient agricultural commodities • Stronger focus on managing water resources |

¹ <https://www.adaptation-undp.org/projects/GCF-Zambia> work in 16 districts within the agroecological regions: Mambwe, Nyimba, Chongwe, Luangwa, Chirundu, Rufunsa, Chama, Mafinga, Kazungula, Siavonga, Gwembe, Namwala, Shangombo, Senanga, Seshheke and Mulobezi

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|---|---|---|--|
| | Key activities: Early warning systems (generation, interpretation and dissemination in collaboration with Zambia Meteorological Department, improving agricultural productive systems through promotion of CA, alternative livelihoods like goat rearing, bee keeping, market access through promotion of PHL management, aggregation services and infrastructure, warehouse receipts & village banking, farmer field school and access to seed, early warning systems. | | |
| <p>Transforming Landscapes for Resilience and Development TRAL ARD²</p> <p>Funder: World Bank, \$100 million</p> <p>Implementer: Government through Ministry of Green Economy and Environment</p> <p>2019-2025</p> <p>Three protected Areas in Northern Provinces</p> <p>10,000 direct beneficiaries</p> | <p>Overall objective: development objective is to improve natural resource management in the selected districts, support sustainable livelihoods and in the event of an eligible crisis or emergency provide immediate and effective response to the eligible crisis or emergency.</p> <ul style="list-style-type: none"> • Uses the landscape approach where it takes into account the entire landscape (holistic and integrated) between environment and community livelihood activities. <p>3 components namely:</p> <ul style="list-style-type: none"> • Diversifying Livelihoods and Improving Farming Practices • Developing Productive Climate Resilient Infrastructure for Sustainable Livelihoods • Strengthening Communities and Expanding Services • Strengthening Climate Hydro-metrological information <p>It has a diverse of interventions under each component from promotion of CA, small livestock (chickens, goats), rehabilitation of crossing points, fish farming, climate information services, clearing and deepening canals, building bulking centres, protecting community forest, installation of weather stations, supporting wildlife conservation etc. Emergency response when needed, TA, capacity building of communities and institutions</p> | <ul style="list-style-type: none"> • Increase smallholder productivity • Mitigate farmer risks through technology • Diversify resilient livelihoods • Strengthen resilience infrastructure • Focus on female-headed households • Focus on resilience infrastructure development | <ul style="list-style-type: none"> • Uses a holistic landscape approach • Reducing livelihoods reliance on natural resources • Natural resource management, e.g. forestry management • Protecting biodiversity, ecosystem services • Establishing protected areas for tourism • Contingency emergency response/ early recovery |
| <p>Sustainable Intensification of Smallholder Farming Systems in Zambia (SIFAZ)³</p> <p>Funder: EU \$35 million implementers: FAO Min of Ag, CIMMYT</p> | <ul style="list-style-type: none"> • Co-develop and scale intensification practices with farmers • Farmers trained, mentored and capacitated to use sustainable intensification practices, better manage farmer enterprises and engage value chain actors. • Support an enabling policy and institutional environment | <ul style="list-style-type: none"> • Promotes sustainable intensification practices, including mechanisation • Market linkages • Mother and baby trials, | <ul style="list-style-type: none"> • Establishing on farm field testing, socio-economic research |

² <https://projects.worldbank.org/en/projects-operations/project-detail/P164764> <https://www.worldbank.org/en/news/press-release/2019/05/15/world-bank-approves-100-million-to-improve-natural-resource-management-and-enhance-resilience-of-communities-in-zambia>

³ <https://www.cimmyt.org/projects/sustainable-intensification-of-smallholder-farming-systems-in-zambia-sifaz/> <https://zambia.charita.cz/news/green-solutions-for-sustainable-development-and-growth-in-monze-district-a-path-towards-resilient-agriculture-and-economic-empowerment/> [https://www.fao.org/europe/union/projects/projects-detail/sustainable-intensification-of-smallholder-farming-systems-in-zambia-\(sifaz\)-gcp-zam-080-ec/en](https://www.fao.org/europe/union/projects/projects-detail/sustainable-intensification-of-smallholder-farming-systems-in-zambia-(sifaz)-gcp-zam-080-ec/en)

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|---|---|---|---|
| 2019-2027 Three agroecological zones Approximately 45,000 farmers | <ul style="list-style-type: none"> Research-for-development approach: research alongside scaling-up of sustainable and climate-smart crop production and land management practices | <ul style="list-style-type: none"> Creates enabling policy environment for sustainable agriculture | |
| Green Solutions for Sustainable Development and Growth: A Path Towards Resilient Agriculture and Economic Empowerment ⁴ Funder: Caritas. Funding unknown 2023 - 2025 Monze, Southern Province 1,650 farmers | <ul style="list-style-type: none"> Transform farming practices, grow green businesses, foster a sustainable and prosperous community in Monze Farmer training GoZ – Ministries of Agriculture, SME Development, Environment - facilitates implementation | <ul style="list-style-type: none"> Women, youth focus Small scale farmers Market linkages for farmers – organic soya Train agronomic practices, post-harvest management, diversification, Agro processing, storage Climate change resilience Financial literacy Savings groups Agri research to identify nutrition value of soya | <ul style="list-style-type: none"> Medium scale farmers Green agricultural value chains and businesses Agroforestry Natural resource management Minimising environmental footprint SME development with loan finance link |

Table 5: Rural resilience programs in Zimbabwe

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|---|---|--|---|
| Zimbabwe Resilience Building Fund (ZRBF) ⁵ Funders: Mainly EU, FCDO, Sida. \$100,000,000 2015-2023 Implementer: UNDP, Min of Agriculture 18 rural districts 1.1 million people | <p>Build resilience of individuals, households and communities to enhance assets, opportunities, resources and choices to withstand and recover from shocks/stresses. It has 3 parts:</p> <ul style="list-style-type: none"> Create evidence and capacity to improve policy and service provision Increase adaptive, absorptive, transformative capacities Crisis modifier for shocks. <p>Works with GoZ structures and platforms and at community level. 6-7 IP consortia</p> | <ul style="list-style-type: none"> Building resilience of individuals and communities Building extension services capacity VC development Infrastructure development Seed banks Savings groups Women and youth focus Insurance | <ul style="list-style-type: none"> Focus evidence to inform policy change and programme design Crisis modifier for humanitarian shocks Sustainability focuses on collaborating with private sector and on building GoZ's capacity Did not target the very poor and not the 'not vulnerable'-in-between Focus on livestock VC development Disaster Risk Reduction |
| AMALIMA LOKO ⁶ Funder: USAID Implementer: Cultivating New Frontiers in Agriculture (CNFA) \$75,000,000 | <p>Overall objective: improve food security through increased food access and sustainable watershed management. Improve:</p> <ul style="list-style-type: none"> Inclusive local ownership of food security, resilience planning and development | <ul style="list-style-type: none"> Water infrastructure Cash for building community assets Building household capacities to withstand weather shocks Savings groups | <ul style="list-style-type: none"> Communities define their own priorities and define solutions to support social cohesion and resilience Micro catchment focus Restores and protects natural resources |

⁴ <https://zambia.charita.cz/news/green-solutions-for-sustainable-development-and-growth-in-monze-district-a-path-towards-resilient-agriculture-and-economic-empowerment/>

⁵ Zimbabwe Resilience Building Fund, Sustainability of Interventions, May 2015- March 2023
<https://www.undp.org/zimbabwe/publications/zrbf-sustainability-interventions> <https://www.developmentsolutions.co.zw/latest-news/data-collection-kicks-zimbabwe-resilience-building-fund-zrbf-programme>
https://www.eas.europa.eu/delegations/zimbabwe/zimbabwe-resilience-building-fund_en?s=129

⁶ <https://www.cnfa.org/program/amalima-loko/>

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|--|---|--|---|
| 2020-2025 Matabeleland North 67,000 households | <ul style="list-style-type: none"> Health and availability of soil, water, plant resources Improve human health and livelihoods | <ul style="list-style-type: none"> Diversify livelihoods Private sectors development Market and VC development Women and use Climate information Insurance | <ul style="list-style-type: none"> Integrated water resource management IWRM Health-women, children Building household business skills Humanitarian aid |
| TAKUNDA ⁷ Funder: USAID Implementer: CARE \$55,000,000 2020-2025 92 wards: Chivi, Buhera, Zaka, Mutare 77,211 households | <p>Overall goal is to achieve sustainable, equitable and resilient food, nutrition and income security. Focus:</p> <ul style="list-style-type: none"> Increased gender equitable income among poor, chronically vulnerable household, women and youth. Improve nutritional status among children under five years, adolescent girls and women of reproductive age Reduce impact of shocks for poor, chronically vulnerable households, women and youth | <ul style="list-style-type: none"> Use of layering and sequencing approaches Nutrition, water Savings groups Improved income from farm and farm activities CSA, nutrition focussed agriculture Technical and vocational skills Private sectors development Market and VC development Climate information Insurance | <ul style="list-style-type: none"> Targets most poor chronically vulnerable Targets children, adolescent girls at risk of malnutrition Focus on gender power dynamics Focus on social norms and belief systems that drive inequality Maternal and child health, including WASH Community visioning to influence activities selection Natural resource management Humanitarian aid |
| Feed the Future Zimbabwe fostering agribusiness for resilient markets (FARM) ⁸ Funder: USAID Implementer: Fintrac Chemonics, GoZ \$19,800,000 2020-2025 Manicaland, Masvingo 20,000 smallholder farmers | <p>Overall objective is to promote inclusive economic opportunities to sustainably reduce poverty, increase food security and resilience among targeted households and livelihood systems. Interventions include:</p> <ul style="list-style-type: none"> Enhance agricultural productivity and profitability Strengthen market systems Increasing financial inclusion, literacy, entrepreneurship Diversify / improve household diets Improve WASH | <ul style="list-style-type: none"> Increase farm productivity Access to CSA technologies Promote market orientated farm production Reduce postharvest losses Farming which provides nutritional value Increase farm household assets | <ul style="list-style-type: none"> More focus on adding value through crop processing Developing VC demand for farmer products and ability of farmers to supply Stronger focus on communities livelihoods not just household Promote private sector engagement |
| Accelerating new community-based holistic outcomes for resource sustainability (ANCHORS) ⁹ Funder: USAID Implementer: ECODIT, ZELA | <p>Overall objective: Increase the capacity of communities to sustainably protect and manage community natural resources and the wildlife economy in anticipation of future shocks and stresses.</p> <ul style="list-style-type: none"> Improve economic benefits from community governance and oversight of conservation enterprises Sustainable access to water | <ul style="list-style-type: none"> Rural focus Improving economic benefits to Household Youth, women CSA Market access Gender equality Cash crop gardens | <ul style="list-style-type: none"> Biodiversity protection VC development Community governance of natural resources Locally led economic development Wildlife and conservation management |

⁷ <https://www.care.org/our-work/food-and-nutrition/markets/takunda/>
<https://www.care-international.org/news/care-zimbabwe-launches-takunda-55m-usaid-bureau-humanitarian-assistance-resilience-food>

⁸ https://pdf.usaid.gov/pdf_docs/PA00ZCD5.pdf <https://chemonics.com/projects/farming-for-food-security-in-zimbabwe/>

⁹ <https://www.ecodit.com/ProjectDetails/?contId=110206> https://pdf.usaid.gov/pdf_docs/PA00XX1G.pdf
<https://ecodit.com/newsDetails/?contId=110249> https://pdf.usaid.gov/pdf_docs/PA00ZDH9.pdf

| Programme details | Objectives and modalities | Alignment with R4 | Differences with R4 |
|---|---|---|--|
| \$19,000,000 2020-2025 SE Lowveld 7,000 farmers | <ul style="list-style-type: none"> Strengthen locally led private sector engagement and development | <ul style="list-style-type: none"> Rehabilitation of water infrastructure | |
| Zambuko livelihoods initiative ¹⁰ Funder: USAID Implementer: WFP, CIMMYT, SNV, Tree of Life, MTDC, Old Mutual \$8,300,000 2023-2025 Masvingo, Mwenezi 6,000 households | <p>Overall objective is to strengthen and diversify livelihoods of those living in poverty and vulnerable to recurrent crises. Improve:</p> <ul style="list-style-type: none"> Farmer access to finance Farmer access to markets Agricultural productivity Reduce post-harvest losses Social cohesion Social protection – children and substance abuse, GBV Training farmers, private sector engagement | <ul style="list-style-type: none"> Mother/baby demo plots Improving farmer productivity, CSA Improved seed Mechanisation of farm services Access to finance Access to markets Diverse livelihoods Women, youth Nutrition | <ul style="list-style-type: none"> Governance of community assets Focus on social cohesion, conflict resolution, coping skills development No weather index insurance Promotion of small livestock Focus on GBV, child abuse, substance abuse |
| Utariri biodiversity, climate change and livelihoods programme ¹¹ Funded by Sida Implemented by DanChurchAid \$6 million 2023-2025 Location: Zambezi Valley 12,000 households | <p>Protects ecosystems for future generations by promoting community stewardship, sustainable livelihoods, water, and wildlife management by:</p> <ul style="list-style-type: none"> Promoting sustainable use and management natural resources including water Enhancing sustainable livelihoods diversity Wildlife management Works with communities, policy makers, socioeconomic actors, conservationists | <ul style="list-style-type: none"> Livelihood diversification Sustainable use and management natural resources Community gardens Scaling agroecology, CSA | <ul style="list-style-type: none"> Protects critical ecosystems and biodiversity Focus on human wildlife conflicts Greater focus on water conservation Re-forestation |
| Climate adaption rural livelihoods (CARL 2) ¹² Funded by Sida Implemented by Oxfam consortia \$3.9 million 2022-2025 Buhera, Gutu, Bulilima Districts 20,000 households (120,000 people) | <p>Enhance and scale food-natural resources-climate-biodiversity nexus adaptation that contribute to food security, environmentally sustainable rural livelihoods, gender justice:</p> <ul style="list-style-type: none"> Increased adoption of gendered CSA solutions integrated with NRM, biodiversity protection and diversified livelihoods at household and landscape level Increased women and youth economic empowerment and more equitable access and control over household and community resources Increased hydro-meteorological products, dissemination and use. | <ul style="list-style-type: none"> CSA Farmer access to climate forecasting services Savings groups Farmer training Diversifying livelihoods | <ul style="list-style-type: none"> Links food security to NRM, environmental and biodiversity sustainability Landscape focus not just household Focuses on power dynamics and promoting access and control of resources by women, youth Focus on hydrology |

¹⁰ <https://www.cimmyt.org/projects/zambuko-livelihoods-initiative/#:~:text=This%20initiative%20strategically%20concentrates%20on,improved%20access%20to%20financial%20resources>
<https://www.snv.org/project/zambuko-resilience-challenge> <https://www.treeoflifetimber.org/node/163>
<https://www.facebook.com/USAIDZimbabwe/posts/661443014983858/>

¹¹ <https://www.danchurchaid.org/utariri> <https://www.utariri.org/about/>

¹² <https://safirezim.org/active-projects/> <https://openaid.se/en/contributions/SE-0-SE-6-14509#description>

4 Emerging trends

EQ 40: What are emerging trends and developments in building resilience and food security in the face of climate-related and economic shocks?

Social cohesion - There is increasing recognition that social cohesion is important for successful and sustainable resilience programmes, because it creates attitudes and values to support resilience activities through increasing confidence and skills, reducing conflict, narrowing social distance between actors, increasing community ownership, enhancing the effectiveness of community structures, increasing economic and social cooperation within communities, e.g. building trust amongst farmer groups to cooperate with each other to realise economies of scale on input supplies and market supply, building a sense of responsibility and ownership to maintain an asset, enhance cooperation at family level, etc. sense of community ownership, maintenance skills, community structures, etc.

Landscape approach - There is an increasing focus on a landscape approach¹³, which involves an integrated approach to community-based natural resource management and the promotion of climate-smart agriculture, clean technologies, integrated water resource management, sustainable forest management, natural capital accounting and the valuation of ecosystems, protection of biodiversity, improving climate services and early warning systems, rehabilitating dams and water conveyance structures, and increasing water storage capacity

Conducting more thorough, context based, beneficiary focussed assessments - There is growing recognition that a greater pre-design preparation is needed to understand local conditions, local priorities, local actors and their agendas, how value chains work in local areas, local barriers and risks that will need to be addressed, local priorities for developing resilience, historical practices for building community resilience, as well as identifying local opportunities to inform the design of robust resilience building programs. This also requires greater numbers and depth of consultations with stakeholders, including Government and communities, to co-create programme design and implementation modalities rather than implementing partners designing programmes mostly in isolation from local stakeholders. The approach is being seen as a way to enhance the relevance, effectiveness and efficiency of resilience programs, as well sustainability through creating ownership right from the start.

Adapting urban resilience programming to urban contexts:= - There is growing awareness that there have been difficulties in replicating models and intervention activities from rural resilience programmes into urban contexts. There is greater understanding of the need to adapt resilience programming to the specific contexts urban locations that allows customisation of urban resilience programmes to urban skills needs, urban economic opportunities, urban risks, etc.

Savings groups - There is an increasing appreciation that savings groups are a very significant key for developing resilience in both urban and rural resilience programs, and that resilience programs need to pay much greater attention to them.

Youth - Young people are a very important group to target for resilience building programmes. However, they are not easy to reach. There is an increasing number of interventions with some success to youth in urban areas: digital skills for youth, vocational training. Digital skills can be developed through creating digital hubs to give you access to digital services, e.g. computers, connectivity, and tutors to train young people in how to develop websites, how to market online, how to create cartoons, etc. Gaining a formal qualification is useful for opening job opportunities.

Sustainability relies upon creating links with the private sector - There is growing appreciation of the very significant role that the private sector plays in the sustainability of resilience programs in both rural and urban areas and that greater attention is needed to identify and develop commercial opportunities and provide the required support to program beneficiaries to enable them to engage successfully with the private sector.

Be more opportunistic in volatile countries - A trend emerging from the economic and political volatility in Zimbabwe is that more opportunistic or ad-hoc approaches are developed, that identify where attractive economic opportunities lie, and where government and private sector interests converge around development opportunities in a particular timeframe. Such approaches are less systematic in programming and more focused on a private sector that is to play a key role in making initiatives sustainable. This may not necessarily involve large budgets or numbers of implementing staff; it looks at playing a facilitating role around an initiative or investment.

¹³ . <https://www.iisd.org/ssi/wp-content/uploads/2019/09/Landscape-Approach.pdf>

5 Entry points for SDC interventions on resilience

This chapter addresses EQ 30, based on:

1. the evaluations of UFSRBP and R4 (reported separately)
2. the landscape review (separate report, addressing EQ 39 and EQ 40), and
3. the cocreation workshop on the afternoon of the 23rd of May, reflecting on the entry points (see annex for notes from the workshop).

EQ 30: Where should Switzerland focus its interventions to achieve sustainable impacts for poor urban communities?

Urban resilience programming

- Build a much more robust programme focus on links with the private sector as part of a sustainability strategy. Because of the limitations that the economy imposes on what as possible to do in resilience building and because of the high levels of volatility in Zimbabwe, it makes sense to take a more opportunistic approach that identifies where attractive economic opportunities, government interest, and private sector interests converge around development opportunities. It needs however the skills to identify such opportunities.
- **Example:** The abattoir in Lupane that was developed under ZRBF is a good model of public, private and donor partnership. There was a clear gap in the local market with large differences between prices farmers were getting from livestock sales and margins made by middlemen. An arrangement was made where the private sector and donor community shared the cost of building an abattoir on a 50-50 basis, with Government playing a supportive role. As a result, the local economy has been transformed. This way of programming that is more ad-hoc and opportunistic than a systematic programme. It looks for opportunities with transformative local economic development potential and enables this to happen, with the private sector playing a key role in making initiatives sustainable. This may not necessarily involve large budgets or numbers of implementing staff but rather looks at playing a facilitatory role around an investment.
- Despite the challenges, continue to look for effective ways to collaborate with Government to build ownership, commitment and capacity to operate resilience programmes as this is key to sustainability. Be conscious of how programme funding can divert Government's attention, sense of ownership and own budget allocations away from its responsibilities as Government. Also support policy reform to create an enabling environment for resilience activities.
- Focus on adapting resilience to urban settings and urban residents rather than trying to import IGA that are more suited to rural settings into urban areas. Also look for ways to link rural resilience programmes to urban resilience programmes to create synergies, such is the case with rural areas supplying peanuts to manufacturers in urban areas. Creating such linkages supports mutual and synergistic resilience building.
- Focus on building social protection and soft skills to make asset creation more sustainable, e.g. attitudes and values to support resilience activities through increasing confidence and skills, reducing conflict, narrowing social distance between actors and increasing economic and social cooperation within communities, e.g. building trust amongst farmer groups to cooperate with each other to realise economies of scale on input supplies and market supply, building sense of responsibility and ownership to maintain an asset, enhance cooperation at family level, etc.
- Build and expand the role of ISAL. These are clearly already playing a very important role in financing IGA and are probably also supporting a significant amount of unmeasured local economic development. They have transformed in recent years from being focused on subsistence-focussed economic activities to profitable commercial activities. They appear poised to play a much greater role in local-level financing which formal financial institutions are not able to reach directly. ISAL provide an ideal conduit to channel greater amounts of finance to informal sector businesses because they know the local markets, local actors and local conditions. In addition, ISAL have and continue to play an important role in the financial empowerment of women. Thus, developing the potential of ISAL presents an opportunity for innovation in development programming.

Rural

- Developing sustainable commercial relationships between the private sector and small holder farmers through developing market linkages, supporting aggregation services and providing farmers with capacity to supply the quality and quantities the market requires, should be a focus of Switzerland future support.

- In terms of targeting, Switzerland should consider refocusing the targeted groups to focus more on groups that have potential to benefit from resilience programming activities.
- As part of resilience programming, Switzerland should focus on supporting the development of policies that affect resilience, such as government budgeting of resilience programs and forming a national resilience building platform and supporting the implementation of existing government policies relevant to resilience.
- Switzerland should focus its interventions on components of the program that have been most successful. Notable in this regard has been the success of informal and formal ISAL groups. Additional focus should be given to support ISAL groups that are mature enough to formalise, since this opens up opportunities for private sector engagement that can bring a wide range of resilience benefits to local communities.
- Scale the adoption of CSA, including livestock, and an integrated with a landscape approach¹⁴ which includes reducing the use of water and other natural resource inputs, in food production systems, should remain a key focus area for Switzerland's future support.
- The mechanisation program offers opportunities for greater efficiencies in agricultural systems for crop production and processing of food. Switzerland should continue to support this component of the program but look for ways to make the component more inclusive of women and young people.
- Governance, social cohesion, building trust and other soft skills should also be supported since these are important for protecting resilience assets, ensuring their sustainable ability to deliver benefits and to ensure that benefits are equitably shared amongst different groups.

¹⁴ A landscape approach landscape approach involves community-based natural resource management and the promotion of climate-smart agriculture, clean technologies, integrated water resource management, sustainable forest management, natural capital accounting and the valuation of ecosystems, protection of biodiversity, improving climate services and early warning systems, rehabilitating dams and water conveyance structures, and increasing water storage capacity.
<https://www.iisd.org/ssi/wp-content/uploads/2019/09/Landscape-Approach.pdf>

Annex: Notes from the entry points workshop

The workshop was held at Bronte Hotel, Harare, in the afternoon of the 23rd of May, 2024.

Purpose

The purpose of the workshop was to identify potential entry points for SDC for urban resilience building programmes, starting from a summary presentation of findings from the UFSRBP evaluation and the landscape review of resilience programming in Zambia and Zimbabwe.

The participants were presented the preliminary conclusions of the UFSRBP evaluation, and the landscape review.

Suggested entry points for urban resilience programming

Government engagement for sustainability

- National urban agricultural policy, well integrated within national agricultural policy.
- National working group and steering committee, led by government, for urban agricultural programming.
- Creation with relevant ministries to map and incorporate existing services and strength and ownership.
- Operationalisation of existing policies.
- Creation of an enabling environment.
- Build a capacity of government.
- Cocreate resilience programs with government.
- Urban Council are key stakeholders in urban areas must be the focus of urban resilience partnerships.
- By laws for developing micro entrepreneurship need to be more conducive, i.e. address current lack of registration, high levels of informality.
- Emphasise to government the mutual benefits of creating an enabling business environment through better policies.
- Target urban councils for by-law reforms and the Ministry of Local Government for national policy reform.
- Support traders' associations to push for policy development.
- Identify with the government their role in responding to shocks in urban areas and budgeting responses for this
- Consider supporting urban planning.

Design

- In urban areas, individual IGA are more attractive to beneficiaries than group IGA/interventions.
- Design should incorporate analyses around linking rural interventions (production) to urban IGA (e.g., processing), and understanding how rural-urban linkages can be created.
- Value chain analysis at the onset of the project is important, to identify viable value chains and the key areas in the value chains to focus on. The enabling policy environment needs to be included in the analyses, generally and for specific value chains. It is also critical that the IGA are well aligned with the policy and local by laws.
- Savings groups provide useful benefits from savings, but they also play a significant role in supporting social cohesion. This benefit should be used to leverage success of other interventions.
- Capacity should be developed for urban beneficiaries to engage more effectively with political leaders.
- Programmes must take a systematic approach to creating ownership of IGA through beneficiaries co-investing in them. Co-investment creates more ownership, and this supports IGA sustainability.
- It is important also that we do not overlook food safety as we promote especially food related IGA.
- For any intervention to be success, even in urban areas, certain level of social cohesion is required.

- Understand what are the sources of resilience for urban communities with different vulnerabilities, and key shocks and stresses. Design packaged resilience components based on a sound understanding of these.
- Be clear about what 'urban' means and what are 'urban characteristics'.
- Determine what Government involvement is required for the program to be successful.
- Take a broad view of resilience beyond simply IGA.
- Program design needs to be aware that open populations are not homogenous.
- Program design needs to understand urban power dynamics and what and who influences urban populations.
- Targeting high density areas only may exclude vulnerable groups in more upmarket areas.
- Map urban opportunities.
- Cocreation can be difficult in urban communities as people have little time available ('always in a hurry').

Implementation

- The role of development organisations is to facilitate, not do deliver, services since service delivery is a preserve of government and the private sector.
- Some of IP practices are undermining a sense of ownership, e.g. IPs want to see ownership but have products for beneficiaries that are branded with their logos
- When looking at success in a project using resilience lenses, frequent collection and analysis of data is important. Piloting can be done to build resilience after any shock. What makes a project resilient is understanding the shock context and how participants respond. Monitoring and measuring a shock should take place every six months. Using a panel approach to M&E is useful for this.
- Sequencing and layering with adaptive management is a useful practice.
- Youth savings groups tend to work better in rural areas than in urban areas, which may be because there is stronger social cohesion in rural areas.
- WFP has an adaptive approach to implementation that is able to trigger emergency responses to a drought situation that has eroded the assets communities built.
- Manage community expectations through doing consultations.

Entry points for private sector engagement

- Upfront value chain assessment and co-creation with the private sector.
- Explore peri-urban opportunities for scaling private sector engagement.
- Vocational skills development and labour market assessments.
- Build the business vision and skills of participants to engage with the private sector.
- More rural-urban partnerships., e.g. quasi contract farming for groundnuts.
- Cocreate resilience programs with the private sector.
- Develop partnerships with micro finance institutions and create an enabling environment access to finance.
- Map market systems and apply market systems development lens and employ both push and pull features to catalyse market opportunities.
- Support traders' associations and consumer councils.
- Identify what formal sector employers require in the way of skills and qualifications to employ people. Then design programs around this and negotiate attachments and internships.
- Support IGA quality control and food safety training to ensure they can participate in markets.
- Technological transfers from the private sector and into the private sector could incentivise the private sector to participate in resilience programs.
- Incentivise the private sector to buy from small and local enterprises

Entry points for urban communities' engagement

- Understand and engage with households and conduct family dynamics assessments and visioning.
- Integrate savings groups into programme components.
- Conducting visioning with communities.
- Targeting should be more dynamic and less rigid.

- Matchmaking of urban and rural Press opportunities.
- Counsellors can be invited to participate, but political risk would need to be managed.
- Community groups, churches, schools, community health workers, youth centres and recreational centres can be helpful for targeting.
- Utilisation of peer learning and mentorship of opportunities for scaling skills.

Participants in the strategy (entry points) workshop - availability internal only