



# Project Information Document/ Identification/Concept Stage (PID)

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Concept Stage | Date Prepared/Updated: 22-Oct-2019 | Report No: PIDC201541



**BASIC INFORMATION**

**A. Basic Project Data**

Project ID	Parent Project ID (if any)	Environmental and Social Risk Classification	Project Name
P172176		Low	SPF - Support to Zimbabwe Recovery and Resilience
Region	Country	Date PID Prepared	Estimated Date of Approval
AFRICA	Zimbabwe	22-Oct-2019	
Financing Instrument	Borrower(s)	Implementing Agency	
Investment Project Financing	Ministry of Finance and Economic Development	Ministry of Finance and Economic Development	

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**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	2.00
<b>Total Financing</b>	2.00
<b>Financing Gap</b>	0.00

**DETAILS**

**Non-World Bank Group Financing**

Trust Funds	2.00
Zimbabwe Reconstruction Fund (ZIMREF)	2.00

**B. Introduction and Context**

Country Context

Zimbabwe is facing a number of risks to the ongoing transition, each with the potential to generate social tension and instability. Over the past 18 years, fiscal excesses, corruption and uneven implementation of reforms – including land reform - had ushered in the deepest peacetime contraction recorded of any economy (real GDP fell by 49 percent between 1999 and 2008), a steep decline in social indicators, and hyperinflation. The elections in 2018 offered an opportunity to break with the past, and the new government has initiated a number of difficult reforms aimed to stabilize the macroeconomic and fiscal conditions,



balance the budget, and create the conditions for private sector driven growth. While necessary, these reforms are taking a heavy toll on the population in the short term - price distortions caused by exchange rate and fiscal reforms, fuel and electricity shortages, and the high cost of living had already led to an escalation in the number of poor and vulnerable households recorded over the past six months. The growing humanitarian crisis triggered by El Niño-induced drought has put 5.3 million people at risk of food insecurity, and the recent Cyclone Idai has further raised the prospects of significant national and regional contagion and spillovers. The cyclone was particularly devastating as it touched some of the most vulnerable districts of the country, with a population that had been particularly badly impacted by the independence war 30 years ago and is still struggling to overcome conflict related traumas. Given the fiscal contraction and austerity measures, the government's capacity to respond to these risks is diminishing, and there is a growing level of frustration and of social tension and violence that could easily jeopardize the transition efforts.

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#### Sectoral and Institutional Context

**Zimbabwe's disaster and crisis risk management capacity is underdeveloped, largely** focusing on response. The Civil Protection Act of 1989 narrowly focuses on civil protection and emergency management, although the GoZ is pursuing a more holistic approach to disaster prevention, mitigation, response, and recovery through their 2012 DRM Bill (not yet enacted) and the 2014 National Climate Change Response Strategy. The institutions lack technical capacity, funding, and equipment. The Department Civil Protection, mandated with coordinating DRM, is decentralized, relying on DRM coordination to be led at provincial, district, ward, and village levels. Disaster response utilizes two distinct coordination structures anchored in separate institutions, including (1) the National Civil Protection Committee, predominantly responsible for leading flood response and DRM policy, and (2) the National Food and Nutrition Council, under the coordination of the Office of the President and Cabinet and oversees drought management and response. The Meteorological Services Department forecasts and supports the management of weather-based disasters, informing weather advisories for agriculture, DRM, and water resources. When a disaster occurs at urban authority level, the urban council is responsible for disaster response. However, many local authorities' budgets have no provision for disaster response activities with the exception of fire. When the magnitude exceeds the urban council's capacities, the urban council submits requests for assistance through the DCPU.

**Funding is largely inadequate.** The national budget does not allocate direct support for DRM activities, while disaster response is financed using ex-post financing options through budget reallocation and debt rescheduling arrangements and ex-ante financing through budget reserves and contingency funds. The National Civil Protection Fund is an important instrument for disaster risk response financing, given the limited budget allocated to DCPU. However, it is generally considered insufficient. The absence of reserve funds at the provincial, district, and local authority level places a lot of pressure on the Civil Protection Fund, minimizing available funds for disaster risk reduction activities. Budget allocations often take a long time to be disbursed given bureaucratic challenges, limiting the DCPU's ability to respond to a disaster in a timely and adequate manner. Furthermore, the Ministry of Finance and Economic Development is pursuing the



Africa Risk Capacity drought risk financing mechanism; however, the GoZ has not yet paid the premium due to the recurrent macro- economic challenges.

Government-led coordination remains a challenge. A cabinet level committee exists, chaired by the Minister of Local Government, which is mandated to oversee disaster response nationally. Yet intergovernmental coordination remains constrained, and line ministries largely develop and implement strategies in isolation from each other. In addition, government-donor coordination is complicated by the continued existence of economic sanctions, and the reluctance of donors to channel resources through government systems.

#### Relationship to CPF

There is currently no active Country Partnership Framework for Zimbabwe, but the project is closely aligned with **the GoZ's Transitional Stabilization Program (2018-2020), including its strong focus on poverty alleviation and resilience building**. It also aligns with **the thematic focal areas with the multi-donor trust fund Zimbabwe Reconstruction Fund (ZIMREF)**, which provides technical assistance in areas such as resilience and livelihoods support, water and sanitation, and climate change. In particular, the project will contribute towards ZIMREF's shifting focus towards specific support to the transition, including through an increased emphasis on coordination, prioritization, and risk mitigation. Finally, the project promotes achievement of the **World Bank Group twin goals** by contributing to more effective implementation of the Zimbabwe Idai Recovery Project, and by allowing targeted piloting of key policy initiatives (decentralization, social protection, service delivery) in the cyclone affected areas, to draw lessons for subsequent application at national level.

The World Bank, through the IDA Crisis Response Window, recently approved US\$72 million for a multi-sector operation to respond to cyclone Idai. The objectives of the operation is to help the people of Zimbabwe transition toward medium-term recovery through the reconstruction of critical infrastructure, restoration of service delivery in key sectors, restoration productive assets and livelihoods support and regeneration. The operation is framed around two components: i) immediate recovery and livelihood support to rural and displaced populations, such as livelihoods support through unconditional cash transfers, cash for work schemes, and provision of agricultural inputs and livestock support; and the provision of food and nutrition through food-for-work schemes, healthcare and disease control services in the early recovery period, and ii) restoration of community and social services and infrastructure, including community schools and health clinics, water and sanitation systems, community-level risk mitigation and reduction.

### **C. Project Development Objective(s)**

#### Proposed Development Objective(s)

Support the Government of Zimbabwe to build capacity for managing the recovery process and promote resilience and stability.



### Key Results

The grant is expected to contribute to building resilience to risks and crises through building the institutional capacity, and effectiveness of national systems to respond to different shocks and to mitigate against multiple risks of increased vulnerability and violence. In addition, it will support mainstreaming of a prevention approach through generating better accountability, coordination, targeting and prioritization of risk mitigation, recovery and resilience building efforts.

The grant will also contribute towards more effective use of the proposed CRW financing and allow testing of approaches to strengthen safety nets which could be scaled up at the national level through other financing sources. It will also contribute towards broader statebuilding and transformation objectives outlined in the Government's Transition Stabilization Programme through allowing dedicated testing of policy commitments related to devolution and social protection, which can subsequently be brought to a national scale.

## D. Preliminary Description

### Activities/Components

Consultations with Government and other stakeholders have been carried out to define the possible scope of the grant and how activities might link with and support other ongoing initiatives. Based on these consultations, the following activities are proposed under the RE component of the Grant:

- a. **Capacity and institutional strengthening:** Support to be provided to strengthen Government's capacity for disaster recovery and resilience at both the national level and local government structures in the cyclone affected districts:
  - a. At the national level, activities could aim to strengthen the capacity of the Ministry of Local Government, Public Works, and National Housing (MLGPWNH), through the Department of Civil Protection (DCP), to coordinate recovery efforts in response to both rapid and slow-onset disasters. Additional staff capacity could be envisaged as part of this, with a dual focus on supporting intergovernmental coordination and monitoring of recovery efforts and responses, and on preparing and implementing the Zimbabwe Recovery and Resilience Framework (ZRRF; Support for ZRRF was requested in a letter from Government to the World Bank Group on 5 September 2019).
  - b. At the local level, activities could focus on providing training and building capacity of the Civil Protection Committees and rural Development Committees at District, Ward and Village levels to allow these to engage with and coordinate the cyclone response, as part of their delegated responsibility. An initial focus could be on those Wards and Villages where the Cyclone Idai Recovery Project (ZIRP) will be active, however a broader focus across all Districts could be included. Identified capacity gaps will be addressed for instance through set-up of committees, projects identification, monitoring, coordination and management, budget planning, resilient community planning, information gathering, synthesis and sharing, operation and maintenance (O&M), community mobilization and organization. A key focus



would be to build capacity and systems for enabling horizontal and vertical information sharing between national and local agencies.

- b. **System for Beneficiary Identification:** This component would support Government’s capacity to rapidly collect and compile data and information on beneficiaries: lists, profiles, service delivery usage, and livelihoods requirements in the cyclone affected areas. Activities could include reviewing options for national Management Information Systems (MIS), procuring the MIS and associated training packages, establishing the interface between the MIS and the Idai Recovery MIS (under ZIRP) which will collect such information from the UN agencies involved in project implementation, and building the capacity of the Ward and District Development Committees in the cyclone affected areas to use and update the MIS.

The two activities above would be supported through a USD 1 million Bank Executed component, which will focus on bringing in relevant external expertise and experiences to support deliver of the RE component, including for: Additional data and assessment work to improve monitoring and accountability for the recovery and resilience-building effort in the cyclone affected areas; hands-on support by WBG staff during development and implementation of the ZRRF; design and delivery of trainings and other capacity strengthening initiatives; support for specific policy developments required for the recovery process to move forward and; supervision of the grant. The grant contributes to a broader effort that also includes a USD 220,000 grant from GFDRR to prepare parts of the ZRRF preparations, and likely financing from DFID in support of climate risk financing.

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**Environmental and Social Standards Relevance**

**E. Relevant Standards**

ESS Standards		Relevance
ESS 1	Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10	Stakeholder Engagement and Information Disclosure	Relevant
ESS 2	Labor and Working Conditions	Relevant
ESS 3	Resource Efficiency and Pollution Prevention and Management	Not Currently Relevant
ESS 4	Community Health and Safety	Not Currently Relevant
ESS 5	Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
ESS 6	Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7	Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8	Cultural Heritage	Not Currently Relevant



ESS 9	Financial Intermediaries	Not Currently Relevant
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**Legal Operational Policies**

Safeguard Policies	Triggered	Explanation (Optional)
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Projects on International Waterways OP 7.50

No

Projects in Disputed Areas OP 7.60

No

Summary of Screening of Environmental and Social Risks and Impacts

This is a Technical Assistance Grant that will mainly focus on strengthening and building up systems and capacities of the Government to effectively manage emergency response and recover for potential future shocks. The nature and scale of the activities are expected to have no or limited adverse environmental or social risks and impacts and as such the environmental and social risk has been classified as low risk.

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