

**Document of
The World Bank**

Report No: 77237-ZW

**IMPLEMENTATION COMPLETION AND RESULTS REPORT
(STATE AND PEACE-BUILDING FUND GRANT NO. TF098399-ZW)**

ON A

GRANT

IN THE AMOUNT OF US\$2.65 MILLION

TO THE

BEITBRIDGE TOWN COUNCIL

FOR A

ZIMBABWE BEITBRIDGE EMERGENCY WATER SUPPLY AND SANITATION PROJECT

October 9, 2013

Urban Development and Services (AFTU1)
Zimbabwe Country Department
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective [date])

Currency Unit = [local currency]

[Euro] 1.00 = US\$ []

US\$ 1.00 = [Euro] []

FISCAL YEAR

[January 1 – December 31]

ABBREVIATIONS AND ACRONYMS

AFTOS	Bank's Africa Technical Unit Core Operations Services
AIS	Activity Initiation Summary
A-MDTF	Analytical Multi-Donor Trust Fund
BTC	Beitbridge Town Council
CMU	Country Management Unit
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
FM	Financial Management
GOZ	Government of Zimbabwe
GRM	Grant Reporting and Monitoring
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
ISN	Interim Strategy Note
ISR	Implementation Support and Results Report
M&E	Monitoring and Evaluation
PCU	Project Coordinating Unit
PDO	Project Development Objective
SADC	Southern Africa Development Community
SPF	State and Peace Building Fund
ZINWA	Zimbabwe National Waters Authority

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REPUBLIC OF ZIMBABWE

ZIMBABWE: BEITBRIDGE EMERGENCY WATER SUPPLY AND SANITATION PROJECT

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ICR Context

(Data Availability, Format, Progress Reporting and Additional Section on SPF Performance)

1. This Implementation Completion and Results Report (ICR) assesses the performance of a State and Peace Building Fund (SPF) project and was prepared at the request of the Country Management Unit (CMU). Because the project is a Bank-executed grant under the “Small Grant” category (below US\$ 5.00 million), the **Portal based Roadmap** of this project was **not available**. Therefore the:
 - ICR format with system populated data and creation and revision of data sheet was **not available**. Data entry for the ICR Data Sheet, Annex 1, and Annex 4 was **done offline** (outside the Portal system) using the standard ICR format.
 - **Processing** of the State-and Peace-Building Fund FY09 **Activity Proposal** Form (by Implementing Agency) and the **Project Restructuring** Paper for Reallocation of Grant Proceeds was **done offline**. These documents are available in WB Docs.
2. Annex 10 has been added as a separate Grant Reporting and Monitoring (GRM) Section in lieu of a full GRM Report, due to the additional requirements for assessing and reporting the SPF contribution and performance under the project.
3. The ICR review meeting held on June 24, 2013 and chaired by the Country Manager further clarified that although an SPF-funded project typically only requires a GRM, the CMU had requested the team to prepare an ICR to serve as a valuable record and learning experience on good practice projects in fragile state, for both the region and SPF. Thus, this ICR was not a regional deliverable, nor will it be reviewed by the Bank’s Independent Evaluation Group (IEG). Subsequent to the meeting, the SPF Secretariat confirmed the above, waiving all GRM requirements in Systems, Application and Products (SAP).
4. **Project – Implementation Status and Results Report (ISR) and Progress Rating:** The project’s progress ratings for Implementation Progress (IP), Development Objectives (DO), Components, Financial Management, Safeguards, Procurement, and Monitoring and Reporting) are provided in two ISRs (one archived, one draft) and in the Aide-memoires of the two full implementation review missions, conducted in September 2011 and September 2012. Progress ratings were not provided in the Aide-memoires of five supplemental implementation review missions (including the post-project implementation mission of January 2013) nor ISRs were filed for these missions. As a result, to compare progress as needed for this ICR, the project’s progress ratings draw from the two full Aide-memoires and corresponding ISRs. According to the Bank team, because this is a SPF-financed grant, it was not clear whether ISRs were required. Once the new Task Team Leader took over the project and enquired from SPF and the Bank’s Africa Technical Unit Core Operations Services (AFTOS), it was left to the judgment to the team whether or not to do an ISR. Therefore, only two ISRs of the full missions were prepared, although, a total of six supervision missions and one post-implementation mission were completed for the project.

A. Basic Information

Country: Republic of Zimbabwe	Project name: Zimbabwe: Beitbridge Emergency Water Supply and Sanitation Project
Project ID: P121848	L/C/TF Number(s): TF098399-ZW
ICR Date: August 2013	ICR Type: Core
Lending Instrument: SIL	Borrower: Beitbridge Town Council
Original total commitment: US\$2,650,000.00	Disbursed amount: US\$2,649,423.75
Environmental category: B	[Focal Area—for GEF only]: N/A
Implementing Agencies: Beitbridge Town Council	
Cofinanciers and Other External Partners: None	

B. Key Dates

Process	Date	Process	Original Date	Revised/Actual Date(s)
Concept review:	06/16/2010	Effectiveness:	03/01/2011	03/01/2011
Appraisal:	N/A	Restructuring(s):		11/25/2011
Approval:	10/20/2010	Mid-term Review:	N/A	N/A
		Closing:	12/31/2012	12/31/2012

C. Ratings Summary¹

C.1 Performance Rating by ICR	
Outcome:	Satisfactory
Risk to Development Outcome	Modest
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	N/A
Quality of Supervision:	Satisfactory	Implementation Agencies:	Satisfactory
Overall Bank Performance:	Satisfactory	Overall Borrower Performance:	Satisfactory

¹ All ratings used are standard six-point rating scale (Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, or Highly Unsatisfactory), *except* for the rating of Risk to Development Outcome a four-point scale (Negligible to Low, Moderate, Significant, High) is used.

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Prob. Project at any time (Yes/No):	No	Quality at Entry (QEA):	N/A
Problem Project at any time(Yes/No):	No	Quality of Supervision (QSA):	N/A
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes²

	Original	Actual
Sector Code (as % of total Bank financing)		
1. Water Supply	40%	40%
2. Sewerage	30%	30%
3. Public Administration–Water, Sanitation and Flood Protection	20%	20%
4. Solid Waste Management	10%	10%
	Original Priority	Actual Priority
Theme Code (Primary/Secondary)		
1. Other Urban Development	60%	60%
2. Pollution Management and Environmental Health	40%	40%

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Makhtar Diop	Obiageli Katryn Ezekwesili
Country Director:	Kundhavi Kadiresan	Olivier P. Godron
Sector Manager:	Rosemary Mukami Kariuki	Junaid Kamal Ahmad
Project Team Leader:	Michael John Webster	Mathewos Woldu
ICR Team Leader:	Devendra Bajgain	
ICR Primary Author:	Devendra Bajgain	

² There can be a maximum of five Sector Codes (each greater than zero percent) and five Theme Codes (of which at least one must be “Primary”).

F. Results Framework Analysis

Project Development Objective

The project's development objective (PDO) was to improve access to sustainable quality water supply and sanitation services in Beitbridge.

Revised Project Development Objective (as approved by original approving authority):

(a) The PDO was not revised. **PDO Indicator(s)** — from Project Activity Proposal

Baseline Values from Project Outcome Indicators/Date of Value (from approval documents)

	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Values Achieved at Completion or Target Years
PDO Indicator 1:	People in urban areas provided with access to Improved Water Sources under the project (%)			
Value (quantitative or qualitative)	0.00	94%	N/A	77.80%
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 83% of the original target was met.			
PDO Indicator 2:	Average hours of water supply service per day in utilities targeted by the project			
Value (quantitative or qualitative)	03 hours	20 hours	N/A	17.10 hours
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 86% of the original target was met. However, compared to the baseline in 2010, the average hours of water supply per day increased by over 5 times in December 2012.			
PDO Indicator 3:	People in urban areas with access to "Improved Sanitation" under the project (%)			
Value (quantitative or qualitative)	20%	87%	N/A	80.70%
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 93% of the original target was met. However, compared to the baseline in 2010, the number of people with access to improved sanitation increased by 4 times.			
PDO Indicator 4:	Water samples passing national quality standard tests (%)			
Value (quantitative or qualitative)	20%	80%	N/A	85.6%
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	The original target was exceeded, with 107% of the original target met at project closing. Compared to the baseline in 2010, the water sample passing national quality standard test increased by over 4 times.			
PDO Indicator 5:	Direct project beneficiaries			
Value (quantitative or qualitative)	37,600	38,700	N/A	43,000
Date achieved	07/14/2010			12/31/2012

Comments (incl. % achievement)	At project closing, the original target was exceeded, meeting 111% of the original target.			
PDO Indicator 6:	Female Beneficiaries (%)			
Value (quantitative or qualitative)	52% (19,552 females)	52% (20,124 females)	N/A	52% (22,360 females)
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, the original target was exceeded, meeting 111% of original target.			

(b) Intermediate Outcome Indicator(s) - from Project Activity Proposal

Baseline Values from Project Outcome Indicators/Date of Value (from approval documents)

	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Values Achieved at Completion or Target Years
IO Indicator 1:	Piped household water connections benefiting from rehabilitation works undertaken by the project (number)			
Value (quantitative or qualitative)	4,400	4,400	N/A	4,177
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 95% of the original target was met. It was reported by the project team that the baseline value of 4,400 refers to properties that were physically connected to the infrastructure although not all were getting water. The target of 4,400 was based on the need to restore services.			
IO Indicator 2:	Volume of wastewater/sewage collected that is treated to at least secondary level (m3/day)			
Value (quantitative or qualitative)	350	2,500	N/A	1,161
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, only 46% of the original target was met. However, compared to the baseline in 2010, the increase in the volume of wastewater/sewage collected that is treated to at least secondary level (m3/day) was threefold by December 2012.			
IO Indicator 3:	Water production (m3 per day)			
Value (quantitative or qualitative)	600	4,200	N/A	6,185
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	The original target was exceeded, with 147% of the original target met at project closing.			
IO Indicator 4:	Volume of sewage reaching the plant (m3 per day)			
Value (quantitative or qualitative)	350	2,500	N/A	1,161
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, only 46% of the original target was met. However, compared to the baseline in 2010, the volume of sewage reaching the plant (m3/day) increased by over 3 times.			
IO Indicator 5:	Wastewater/sewer blockages removed			
Value (quantitative or qualitative)	50	10	N/A	183
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	The set target was not achieved with significant difference. The project team indicated that as a result of improved water supply, most properties could now use their toilets, previously abandoned due to poor water supply. As such, the blockages increased with more users of the system and also a larger			

	part of the network was now in use. According to the project team, the 50 blockages were located primarily in the part of the system working at the time of the baseline.			
IO Indicator 6:	Bill collection ratio (%)			
Value (quantitative or qualitative)	20	70%	N/A	43.3%
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 62% of the original target was met. However, compared to the 2010 baseline, the bill collection ratio increased by over twofold by December 2012.			
IO Indicator 7:	Operating cost coverage ratio in utilities targeted by the project (AFR indicator)			
Value (quantitative or qualitative)	30	100%	N/A	94.3%
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 94% of the original target was met. When compared to the 2010 baseline, the operating cost coverage in utilities targeted by the project increased by 314%.			
IO Indicator 8:	Financial statements submitted within (X)number of days after FY end/quarter			
Value (quantitative or qualitative)	180 days	60 days	N/A	90 days
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 75% of the original target was met. The end results were 200% of the 2010 baseline value.			
IO Indicator 9:	People trained to improve hygiene behavior or sanitation practices under the project			
Value (quantitative or qualitative)	0	4,000	N/A	8,400
Date achieved	07/14/2010			08/31/2012
Comments (incl. % achievement)	The original target was exceeded, with 210% of the original target met at project closing.			
IO Indicator 10:	BTC staff trained in small town systems management of water and sanitation			
Value (quantitative or qualitative)	0	5	N/A	4 3BTC +1 ZINWA
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	At project closing, 80% of the original target was met, with 3 BTC staff and 1 ZINWA staff trained (against the target of training 5 BTC staff). Adjusted to a total of 4 trained, per the project team.			
IO Indicator 11:	New meters installed			
Value (quantitative or qualitative)	0	200	N/A	362
Date achieved	07/14/2010			12/31/2012
Comments (incl. % achievement)	The original target was exceeded, with 147% of the original target met at project closing.			

NOTE: Some of the PDO Indicators or Key Outcome Targets in the final results framework provided by the Borrower (attached with the Borrower's Final Evaluation Report) are different from those listed in the Original SPF Activity Proposal. Since the indicators and targets were not formally revised (and approved by the original approving body), the original baseline and target values from the SPF Activity Proposal have been used to analyze and interpret results in this ICR.

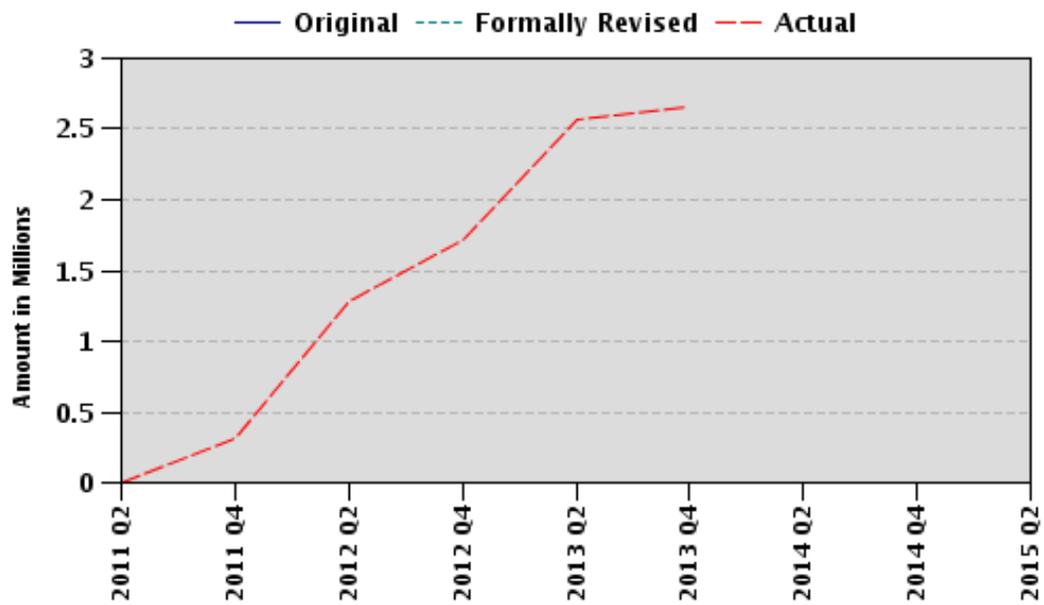
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (US\$ mil.)
1	10/24/2011	S	MS	US\$0.81

H. Restructuring

Restructuring Date(s)	Board Approved PDO Change [check box]	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in % of Total	Reason for Restructuring and Key Changes Made
		DO	IP		
11/25/2011	N/A	S	MS	30.45%	Reallocation of grant funds to cover operating expenses. Operating costs were envisaged in the project design, but inadvertently were not provided for in the Grant Agreement.
If PDO[GEO] and/or Key Outcome Targets were formally revised (approved by the original approving body) enter ratings below: N/A. (The PDO] and/or Key Outcome Targets were not formally revised)					
				Outcome Ratings	
Against Original PDO[GEO]/Targets				N/A	
Against Formally Revised PDO[GEO]/Targets				N/A	
Overall (weighted) rating				[the same rating as Section 8]	

I. Disbursement Profile



Note: The above system generated disbursement graph does not show the original and formally revised profiles because these data were not entered in the system.

1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. The period between 1999 and 2008 saw significant decline of the Zimbabwean economy with hyperinflation, poor macroeconomic management, the collapse of infrastructure, a reduction in the delivery of essential services, challenges in land redistribution and the emigration of skilled workers. In 2008 there was a political transition with the formation of a government of national unity within the framework of a Global Political Agreement. Efforts were subsequently put in place to stabilize the political and economic environment and restore key public services.

2. Zimbabwe's water and sanitation services, once a source of national pride, had suffered a major collapse. There had been virtually no new investments in service delivery since 2000, resulting in the decay of an already aging infrastructure, reduced water supply for both industry and domestic consumption, and the failure of repair and maintenance services. As service levels fell and unemployment rose, fewer and fewer customers were willing or able to pay their water and sewerage bills. The downward spiral left cities and towns with barely functioning water and sewerage systems, few qualified staff, and virtually no funds to operate and maintain systems, much less invest in improvement or expansion.

3. The project was conceived shortly after the nation-wide cholera epidemic in 2008-09, in which over 100,000 cholera cases and 4,300 associated deaths were recorded by July 2009. This cholera outbreak was viewed not as an isolated phenomenon, but as an indicator of the dangerously degraded state of the water and sanitation systems in Zimbabwe. The town of Beitbridge was considered the epicenter for the epidemic with 26 percent of the total recorded cases yet its population was only around 40,000 against a national population of between 11-12 million by then. The outbreak was linked to poor coverage of water and sanitation services and poor maintenance of the systems. People resorted to unsafe sources as a result of the poor coverage. In addition, the town was facing water shortages due to inadequate raw water abstraction, treatment and storage capacity, coupled with erratic power supply. Because of the limited water supply for flushing, the sewerage system had also not been functioning properly, with numerous blockages and spills recorded each month. At this time also, solid waste collection was very low, at about 30 percent, linked mainly to the limited capacity for refuse collection.

4. The project was a high priority for the country as it was designed to address a very urgent need of improved access to basic water supply and sanitation services in Beitbridge to mitigate the risk of renewed cholera outbreaks. As Beitbridge is located on the border with South Africa, the project was key to mitigating the risk of a regional spillover of any future cholera outbreaks into neighboring South Africa and other countries in the South African Development Community (SADC) region. The project supported the first two of the three-level infrastructure priorities identified in the Government's budget framework, namely: *Highest Priority* investments needed to mitigate high risks to the loss of life and existing physical assets, and *High Priority* investments needed to resuscitate or rehabilitate existing capacity and improve financial sustainability.

5. The state of economic collapse, a complete breakdown in public services, and weak institutional base and fragility were important considerations in the preparation and implementation of the project. It was within this context that the project was initiated by the Government of Zimbabwe and the World

Bank to address priority investment needs to mitigate a substantial risk of loss of life, to resuscitate or rehabilitate the capacity of the existing systems, and improve financial sustainability. More specifically, the focus was on selected physical investments in the water supply, wastewater and solid waste management systems, coupled with interventions to strengthen the institutional capacity of Beitbridge Town Council (BTC) and Zimbabwe National Waters Authority (ZINWA) for more effective provision of water and sanitation services.

6. The rationale for the Bank's involvement was to support the Government in addressing a crisis, through the State and Peace Building Fund (SPF). The SPF also provided an opportunity for the Bank to begin re-engaging in the water sector after an absence of almost two decades. Zimbabwe went into arrears with the World Bank in 2000, prior to which the Bank had been actively engaged in a variety of programs, including water supply and sanitation, of which the last loan to the sector was in 1989. Funding for this project was sought from the SPF under two of its eligibility categories: (i) a country with arrears to IBRD and IDA; and (ii) a country in a fragile situation; and the project supported SPF fund-level outcomes 1 (more effective facilitation of Bank engagement in fragile and conflict situations). The Government was interested in engaging with the Bank, and through this project the Bank was able to develop and maintain a level of dialogue and trust, while providing visible support that confirms the Bank's engagement. This was necessary in preparing for re-engagement and this project can therefore be viewed as a key part of the preparation process for the Bank's re-engagement in Zimbabwe.

1.1 Original Project Development Objectives and Key Indicators (as approved):

7. The Project Development Objective (PDO) was to improve access to sustainable quality water supply and sanitation services in Beitbridge.

8. The key indicators established to measure progress towards achievement of the project objective were:

- Average hours of water supply service per day in utilities targeted by the project
- Water samples passing national water quality standard tests (%)
- People in urban areas with access to "Improved Water Sources" under the project (%)
- People in urban areas with access to "Improved Sanitation" under the project (%)
- Direct project beneficiaries (number), and percentage of whom are female (%)

1.2 Revised PDO (as approved by original approving authority) and Key Indicators, and justification:

9. The project development objective and the key indicators were **not revised**.

1.3 Main Beneficiaries

10. The direct project beneficiaries are estimated at 37,600 people or 94% of an estimated 40,000 residents, and an additional 10,000 daily travelers who are in transit between Zimbabwe and South Africa, of whom an estimated 2000 spend the night Beitbridge.

1.5 Original Components (as approved):

11. The following three components were established towards meeting the project objective:

Component 1: Water Treatment and Supply Rehabilitation (US\$890,000). This component supported repairs to and the provision of equipment related to water abstraction from the Limpopo River and storage prior to treatment, repairs to the water treatment plant and main pumping station for Beitbridge, and repairs to the water conveyance, storage, and distribution networks. More specifically, this component financed:

(i) Rehabilitation of the Abstraction System by replacing a pump and related electrical equipment to improve the raw water abstraction capacity and repairing the major raw water storage dam (which was leaking) to restore its storage capacity thereby increasing water security;

(ii) Rehabilitation of Water Treatment Works by repairing the valves for filters and the clear water delivery main; replacement of blowers for backwashing to improve operational efficiency; procurement of laboratory equipment to improve chemical use efficiency and drinking water quality; and the procurement and installation of starting systems for four pumps for a new booster pump house at the main booster station to improve the distribution capacity;

(iii) Improvement of the Water Distribution System by replacing about 400 customer meters to improve metering which will lead to bill accuracy and customer confidence and consequently improved customer willingness to pay and revenue collection for the council; and the procurement of two heavy duty generators for the water works and the main booster pump station to ensure continuity of water production as erratic electricity supply has been cited as one of the major challenges for water supply.

Component 2: Sewage Treatment Rehabilitation and Improvement of Solid Waste Management (US\$810,000). This component supported rehabilitation works and the provision and installation of goods and equipment related to sewage collection and treatment. More specifically, this component financed:

(i) Rehabilitation of the Sewage Treatment by upgrading the part of the sewer trunk main (1.2 km) thus increasing the capacity of sewage conveyance and therefore increasing the amount of sewage reaching the sewage plant by reducing raw sewage spillages and blockages due to increased capacity; the construction of by-passes around sand traps near residential and public places to remove the nuisance associated with sand traps; the re-routing of the link between Pond Number 1 and Pond Number 2 at the sewage works to reduce hydraulic short-circuiting, thus improving treatment efficiency, and in turn, reducing environmental pollution; and the procurement of sewer cleaning equipment (high velocity machine) and a slurry pump to be used for operations, thus increasing the council's operation and maintenance capacity leading to reduced sewage blockages and reduced time to attend to repairs.

(ii) Improving Solid Waste Management Conditions by procuring refuse collection vehicles (2 dump trucks and a tractor) and repairing a broken down refuse tractor so as to increase the Council's overall collection capacity and removal of solid waste from near household steps. The project also financed a consulting firm to conduct a feasibility study to identify a new dump site, technical design, and Environmental and Social Impact Assessment.

Component 3: Strengthening Institutional Capacity Component (US\$400,000). This component supported technical assistance and training and monitoring and evaluation (M&E) including environmental and social safeguard management. The objective was to strengthen the Council's capacity in project implementation, coordination and effective O&M of water distribution and waste collection facilities. More specifically, this component financed:

(i) Technical Assistance in the form of an engineering consulting firm to assist the Council in the preparation of detailed designs, preparation of drawings and tenders, tender evaluation, procurement and project supervision and management. This was aimed to ensure high quality of work;

(ii) Monitoring and Evaluation Consultant for impact evaluation and knowledge sharing activities and Community Participatory Hygiene and Health Education (PHHE) programs; and

(iii) Procurement of Goods to Support Operations including two vehicles for the Project Coordinating Unit (PCU) for project supervision and their operating cost, and computers, accessories and billing software to strengthen the Council's billing capacity.

1.6 Revised Components:

12. The Project Components were **not revised**.

1.7 Other Significant Changes

13. A reallocation of US\$100,000 from the Goods, Works and Consultant's Services category to the Operating Costs category was carried out through a Level II restructuring to cover operating expenses. These operating costs were envisaged in the project design, but were inadvertently not provided for in the Grant Agreement.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design, and Quality at Entry

14. The project was designed in response to a high-profile cholera outbreak (in the town of Beitbridge, near the border with South Africa) caused by deterioration in the water and sanitation services in the area. The project was identified jointly by staff of the World Bank, ZINWA, the Beitbridge Town Council, and World Vision, and followed by Bank scoping mission in May 2009. In November 2009, a Bank consultant carried out a rapid assessment of water and sanitation services in Beitbridge which identified priority interventions aimed at reducing the risk of cholera and avoid the loss of life. Subsequently, in December 2009 and January 2010, two different Bank teams visited Beitbridge to assess implementation options including the institutional capacity of organizations involved in water and sanitation activities in the town and to assess the financial management capacity of possible project implementation agencies.

15. The project objective and key activities defined under each component were designed to address the critical water and sanitation issues identified during the rapid assessment, in an effort to curtail the

cholera outbreak and directly supporting the Government's strategy for high priority infrastructure investments. Furthermore, the project was designed as an emergency operation, to provide timely, responsive and effective support towards addressing the cholera crisis resulting from poor water supply and sanitation in the town of Beitbridge, which had the highest incidence of cholera in the country. The grant was to be processed as a Rapid Response project and the project's institutional arrangement and capacity building needs were designed based on these findings and recommendations. The project implementing entities (BTC and ZINWA) were involved from the identification stage.

16. The project design in terms of its institutional model for implementation was perceived as complex as it involved two institutions ZINWA (parastatal) and BTC (local authority) that were at the time competing for ownership and rights for the delivery of water services in Beitbridge. ZINWA expressed reservations with the institutional arrangements in the project design, particularly about not having complete control (including procurement and financial management) over Component 1, and not being included as a signatory to the Grant Agreement or having their own Project Agreement. Instead, as per the project design, BTC was the Recipient of the Grant and lead implementing agency and ZINWA was designated with responsibility only for Component 1 (i) and (ii). While ZINWA was not a signatory to the Agreement, they were represented in the PCU and the Project Steering Committee. The institutional issues between BTC and ZINWA at times led to miscommunication and affected implementation progress, particularly during the first year of the project. But despite the institutional issues, a conscious decision was made and agreed around July 2011 between the PCU members (BTC and ZINWA) that they would cooperate and work together for the sake of the project and seeing better results. This followed sustained efforts and persuasion by the Bank team, including discussions with line ministries. As BTC and ZINWA started to cooperate and work together, the project started to substantially progress, eventually achieving significant results. Although, the project design involved bringing together conflicting and competing institutions, which added a layer of complexity, the cooperation and coordination between the two institutions, demonstrated particularly after the decision taken in July 2011, facilitated successful project outcomes. The improved institutional cooperation and coordination is considered a significant achievement and a secondary benefit, enabled by the project interventions.

17. **Environmental and Social Safeguards:** Integration of environmental and social issues into the project design from the early stages was crucial not only from the environmental management perspective but also for approval of this emergency project in a timely manner. The initial environmental impact assessment (EIA) was initiated late in the preparation and consequently the finalization and disclosure of the EIA and Environmental Management Plan (EMP) delayed the approval of the project. This delay may have been due to some uncertainty from the project team regarding the EIA requirements for emergency projects and SPF Grants. Furthermore, there was an oversight in the budget allocation for implementation and monitoring of EMP activities, but this was addressed through partial reallocation of operating costs through the restructuring in the first year, before the physical works commenced. And later during the second year of the project, additional funds from unallocated amount of the project were allocated to ensure adequate supervision and compliance with environmental and social safeguards.

18. The project preparation and design considerations were quite reasonable, considering the context at appraisal. However, in terms of overall time frame from identification to effectiveness, a relatively long time - given its "emergency" nature - was taken to initiate project activities. The project was intended to be an emergency project to address urgent water and sanitation issues, however from

concept development to approval took over two years. This period for preparation is long considering the emergency response requirements. However, the process was complicated in part by the country's sensitive political, economic and governance environment, in addition to factors associated with working with new implementing entities and associated line ministries (after a long absence of Bank engagement in Zimbabwe). Moreover, there was lack of clarity regarding the processing procedures that would apply vis-à-vis SPF and Bank operations and this led to delays in processing. It is an important lesson for future operations (particularly emergency operations) to have clear guidance on which procedures apply.

19. **Quality at Entry: Moderately Satisfactory (See the discussion and assessment presented in Section 5.1).**

20. The Project Activity Proposal identified **Monitoring and Evaluation and Reporting of Outcomes/Results** as highly important in emergency operations where capacity is weak and institutional arrangement for M&E are yet to be put in place. The PCU was to ensure strategic and systematic monitoring of project outcomes and results while primary responsibility for progress monitoring and reporting was assigned to implementing entities.

2.2 Implementation

21. During the initial stage of project implementation, the following key factors affected project implementation:

- Limited project management capacity of the PCU and weak oversight by the Steering Committee;
- Limited familiarity with World Bank procurement and disbursement procedures, which led to a delay in establishing the implementation arrangements and subsequently delayed the procurement of goods works and services required to carry out project activities;
- Weak contract management, including a failure by the PCU to enforce contract conditions, delays in delivery by suppliers, and payment conditions with many suppliers demanding advance payments;
- Slow progress for the staffing of key positions in the PCU, especially delays by BTC to employ a Town Engineer who would spearhead the project;
- Lack of focus on the M&E framework and importance of results monitoring and incorporating feedback mechanisms into project management;
- Delay in allocation of Operating Costs (Operating Costs were envisaged in the project design, but inadvertently were not provided for in the Grant. As a result restructuring process had to be followed in November 2011 for reallocation of grant funds to cover operating expenses);
- Institutional issues between ZINWA and BTC (as discussed previously).

22. Challenges related to unfamiliarity with Bank procurement and financial management procedures were resolved with close Bank support and provision of training. Project implementation support and guidance on specific technical, procurement and financial management issues was provided by the Bank's technical, procurement and financial management (FM) specialists. However, during the ICR review mission, it was noted by BTC and ZINWA that further training on Bank systems and procedures, prior to project effectiveness or during the very initial stages of the project, may have

facilitated a smoother and timelier commencement of project activities. Specifically-devoted training on Bank procedures and requirements, including Procurement, Financial Management, Safeguards, M&E and Reporting for the implementing entities early on (immediately after project launch) would have helped to ensure greater understanding and familiarity with the Bank's procedures and allow for improved monitoring and evaluation.

23. **Restructuring:** A Level Two restructuring introduced operating costs as a category of expenditure, and the reallocation of US\$100,000 from the goods, works and consultants' services category to the operating costs category. To ensure timely supervision and implementation of the project, the Beitbridge Town Council (the Recipient of the Grant) also requested the Bank's agreement for the reallocation of Grant proceeds to cover operating expenses. The operating costs were envisaged in the project design, but were inadvertently not provided for in the Grant agreement. As a result, the restructuring process was followed in November 2011 to reallocate sufficient funds to cover operating expenses. This, though unintentional from Bank side, delayed the effectiveness of operations (e.g., for use by the Project Environmental and Social safeguards team in field visits and assessments) and affected implementation of the project and output to some extent.

24. The above-discussed Level Two restructuring that was done nine months after project effectiveness could have also included revision of the baseline indicator (while maintaining the same Level Two restructuring). The project team explained that at the time of the restructuring, little construction had taken place and BTC had given little attention to updating the results framework. In turn, not much attention was given to updating the baseline indicators. However, during supervision missions, the team made a lot of effort to establish the accuracy of the indicators including going through available records and interviewing key personnel.

25. **Mid-term Review:** As this was a trust fund (TF), a mid-term review (MTR) was not required or carried out. The Bank team was of the opinion from their correspondence with SPF and AFTOS that a MTR was not required. Instead, intensive supervision missions every four months helped to drive the project and keep both BTC and ZINWA focused. In view of the risks inherent in emergency operations, particularly working with implementing agencies with limited exposure to Bank procedures, the frequent implementation support missions (three times a year - one full and two supplemental) were instrumental in supporting project implementation.

Monitoring and Evaluation (M&E) Design, Implementation and Utilization

26. Monitoring project activities is of prime importance in emergency operations where capacity is weak and institutional arrangement for M&E are yet to be put in place. In this context, the M&E framework was clearly set out in the project's Activity Proposal. The PCU was required to ensure strategic and systematic monitoring of project outcomes and results. The PCU was also responsible for conducting regular monitoring to assess progress towards targets, identify implementation bottlenecks and propose solutions, including quarterly progress report and environmental monitoring results. More specifically, the Project Coordinator, using the quarterly reports from the Council and ZINWA, was responsible for preparing a synthesis progress report covering: (i) progress to date in the implementation of the project; (ii) challenges and proposed actions to address them; (iii) status of the procurement process and projection; and (iv) status of disbursement and projection.

27. Despite the recognized importance of M&E systems, due to its short duration and emergency nature, the project did not focus sufficiently on establishing a robust monitoring system or ensuring the baseline was in place at the start. It also did not complete an impact evaluation, despite the project design, due to the project team's time constraints – which was also dealing with challenging day to day issues in Beitbridge. It seems that there was a need to revisit the baseline figures for results monitoring early on and to improve the way some of the baseline indicators were written. The project team indicated that some of the baseline indicators may not be very accurate. This was due to a general problem of record keeping in the public sector, including councils and not only BTC. At preparation stage, no formal reporting structure was in place. It may be that more should have been done on improving the baseline indicators, as was emphasized during supervision.

28. The M&E concept was not well understood and appreciated by either BTC or ZINWA at the initial stage of project implementation, but as the project progressed, the PCU started utilizing the results framework more systematically. Results monitoring was reflected against the original indicators and targets as presented in the original SPF-project and was carried out by the implementing entities and coordinated and compiled by the PCU. Toward the end of the project, the implementing entities had a closer understanding and appreciation for monitoring and evaluation of project results. They also appreciated the importance of collecting baseline data and conducting impact analyses. However, the reported results may have benefitted from greater scrutiny and verification by the PCU, as some inconsistencies were noted by the Bank during the review missions. Furthermore, a greater emphasis should have been placed on using monitoring results in the decision making process to ensure informed and timely decisions.

29. Despite the recognized value of and plan for the impact evaluation, this task was not done by project closure in December 2012 due to demands on the time of the project team. However, recognizing the importance of this remaining impact evaluation task to capture and understand the state-building linkages better, Water and Sanitation Program (WSP) and the Global Center on Conflict, Security and Development (CCSD) at this ICR review meeting in June 2013 agreed to fund a participatory impact evaluation of the Beitbridge project (planned for September/October 2013). This will be done as a part of the on-going Technical Assistance (TA) project which is a collaboration between WSP and CCSD: “Delivering Water Supply and Sanitation in Fragile States: The Transition from Emergency to Development” (P131964). The evaluation should examine, for example, whether and how the project helped restore citizens' confidence in the municipal council. If it did, which aspects of the project were most important in doing so (more water, solid waste management, functioning sewers)? What grievances remain? Do residents of high density areas not pay because they cannot or because they feel marginalized?

2.3 Safeguard and Fiduciary:

30. **Environmental and Social Safeguards:** This was a Category B Project based on the World Bank's screening guidelines and therefore required a Partial Environmental and Social Assessment. An EIA was conducted by a local consultant under the guidance of the Bank's Environmental Safeguards Specialist. The project triggered four safeguards: (i) Environmental Assessment (OP 4.01); (ii) Natural Habitats (OP 4.04); (iii) Dam Safety (OP 4.37); and (iv) International Waterways (OP/BP 7.50). While the latter was triggered, notification to riparian countries was not required as the activities fell within the exception and the exception was granted.

31. As mentioned in Section 2.1 above, a constraint in monitoring implementation of the Environmental Plan (EMP) was an inadequate budget, but this was addressed through allocation of partial operating costs which were reallocated during the first year, and allocation of additional funds from unallocated amount later during the second year of the project. ZINWA assigned the responsibility for environmental safeguards to its water quality technician, a chemist by training, while BTC had assigned the Environmental Health specialist to monitor components and activities being implemented by ZINWA and BTC respectively. The qualifications and experience of these two officers complemented each other and thus, in October 2011 it was agreed to designate the two as the Project Environmental Safeguards Team with responsibility for ensuring proper implementation and monitoring of the EMP, under the PCU.

32. Compliance with environmental and social safeguards was rated as Moderately Satisfactory (MS) during the September 2011 supervision mission. However, the compliance rating was upgraded during the final supervision mission in September 2012 to reflect the progress made in monitoring the implementation of the EMP activities and maintaining compliance towards the end of the project.

33. **Procurement:** Initial challenges related to unfamiliarity with Bank procurement procedures were resolved as reported with close Bank support and training. As a result, the project procurement performance improved with experience and there were no serious procurement issues under the project. This project benefitted through more relaxed qualification criteria for civil works which enabled local contractors to participate and abbreviated procedures and higher thresholds for procurement of goods and services. The procurement performance was rated Satisfactory during the September 2011 mission as well as in final supervision mission.

34. **Financial Management:** Other than the initial delay in putting the financial management system in place, there were no significant financial management issues noted under the project. Financial management performance was generally rated as Satisfactory by the Bank team with the project submitting reports and audits compliant with fiduciary requirements of the financing agreement. Furthermore, Bank review missions assessed the project's financial management systems and concluded that systems were in place to ensure project funds are used for the intended purposes, transactions and balances are recorded accurately, financial reports are accurate, reliable and submitted in a timely manner, project assets are safeguarded, and appropriate external auditing arrangements are in place.

2.4 Post-completion Operation – The Next Phase

35. The two implementing institutions, BTC and ZINWA, will need to ensure that they put in place robust strategies to ensure service levels attained as a result of the project are at least maintained or improved beyond the project period. The two institutions should ensure among other things, preventative maintenance plans, expansion plans and regular allocation of appropriate human, logistical and financial resources. This was communicated to the entities by the Bank team and was captured in the post-implementation aide-memoire.

36. The Beitbridge project stakeholders emphasized the need for a scaling up and expansion of the project to meet the long-term water and sanitation needs for the town. The successes achieved from this small US\$2.65 million SPF-funded project could stimulate extra funding for small towns' water and

sanitation systems. It is important for the Bank and development partners to consider options for follow-on financing to build on the successes of the Beitbridge model for service delivery.

37. There is a strong demand for new projects and scope for further investment in the rehabilitation and expansion of improved water supply and sanitation services, both in Beitbridge and in other urban centers in Zimbabwe. This represents an opportunity for the Bank and Donor Community to extend the engagement and build upon the lessons learned to widen and deepen the development impact. Future projects should focus on further institutional strengthening, improving services delivery, and enhancing the sustainability of the systems.

38. The Bank involvement and the significant achievement of the Beitbridge project is the attracting interest of development partners. There is a strong possibility that Beitbridge may benefit from additional follow-up funding from the DFID trust fund (CRIDF -- Climate Resilient Infrastructure Development Facility) to continue the work stated under the SPF-funded project. The CRIDF may be particularly interested in supporting Beitbridge due to the Bank engagement and as it is a border town. If the CRIDF funds do not materialize, there would still be a very strong possibility of others arising as there are a number of bilateral donors interested in funding this kind of work, particularly where the Bank has laid the institutional framework.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

Relevance of Objectives: High

39. The original project objective remains consistent with current country, sectoral, and global priorities, and with the Bank's Africa Regional Strategies. Provision of improved access to sustainable quality water supply and sanitation services is highly relevant to the country's development agenda in Zimbabwe. This project supports the first two of the three high level infrastructure priorities identified in the Government's budget framework, namely: *Highest Priority* investments needed to mitigate high risks to the loss of life and existing physical assets, and *High Priority* investments needed to resuscitate or rehabilitate existing capacity and improve financial sustainability.

40. The project objective was relevant to the FY 08-09 Interim Strategy Note (ISN) for Zimbabwe which had as its primary objective the maintenance of operational readiness, expected to be achieved through improved capacity and accountability of the central and local government agencies and strengthened donor harmonization. The project objective is also relevant to the FY 13-15 ISN, in particular through strengthening core systems for service delivery, and reducing vulnerabilities, improving resilience, and strengthening human development.

41. The project objective and design are highly relevant to the Millennium Development Goals, in particular through the provision of infrastructure services, including safe drinking water and sanitation. Further, the project objective also remains relevant and aligned with the Bank's Africa Regional Strategy (Pillar II: Vulnerability and Resilience).

42. The project objective was relevant to the prevailing circumstances in the Beitbridge region at the time when a cholera outbreak threatened stability in the area. The water and sanitation infrastructure in

the town had deteriorated during the crisis. As a border post with an additional 10,000 people passing through each day, the potential threat of another cholera outbreak in Beitbridge holds regional significance if the water and sanitation system is unable to cope. Moreover, the objectives of the project remain relevant today and water and sanitation issues remain prevalent in all urban centers and Beitbridge in particular, and improving services is a key development objective for local authorities and the line Ministries.

Relevance of Design and Implementation: High

43. The design and implementation of the project correspond well to the priorities and objectives discussed above, as the successful outcome of the project demonstrate. One consideration for future projects would be to have a separate Project Implementing Agreement to enable further ownership over activities to be implemented by each entity, enhance sustainability, and develop their capacity to implement Bank-financed projects. The Bank also used the opportunity of this SPF grant-supported project to begin re-engaging in the water sector after an absence of almost two decades. The Bank's involvement was considered to be timely and quite valid as the Government at that time was interested in engaging with the Bank. Zimbabwe, however, was in arrears to the Bank. This small project funded by SPF allowed the Bank to develop and maintain a level of dialogue and trust, while providing visible support that confirms the Bank's engagement.

3.2 Achievement of Project Development Objectives (See Annex 2):

Achievement of Project Development Objectives: Substantial

44. The PDO was to improve access to sustainable quality water and sanitation services in Beitbridge to reduce risks of renewed outbreak of cholera. Based on the reported results indicators at project closure (See results framework tables A.2.1 and A.2.2 in Annex 2), the project substantially achieved its objectives. The PDO indicator result for water samples passing national quality standards exceeded the target value, with 85.6 percent against the target of 80 percent. Similarly, progress toward achieving results for the direct project beneficiaries exceeded the target value, with 43,000 people against the target of 38,700 people. In terms of percentage of female beneficiaries, the result achieved was equivalent to the target value of 52 percent. The PDO indicator results for the average hours of water supply per day increased from 3 hours before the project to around 17.1 hours which was closer to the set target value of 20 hours at project closure in December 2012.

45. Based on the reported results of intermediate indicators for the **Water Treatment and Supply Rehabilitation Component** at project closure, this component for the most part exceeded the end target values. The indicator results for the water production increased from 600 m³ per day before the project to 6,185 m³ per day at project closure, highly exceeding the target value of 4,200 m³. This clearly indicates the project interventions have significantly improved the efficiency of water treatment systems. In terms of the indicator result for the number of piped household water connections that benefited from rehabilitation works undertaken by the project, 4,177 household benefitted compared to the set target value of 4,400 household. In this case, 95 percent of the set target was achieved, which can be considered a significant achievement in less than two years. Moreover, the indicator result for number of new meters installed at project closure reached 392, exceeding the target value of 360. At the time of project preparation, Beitbridge had a significant portion of the installed meters being non-functional

(this was also true for almost all of the 32 urban local authorities in Zimbabwe), and an achievement of 392 against a target of 360 in less than two years was seen as quite reasonable.

46. Based on the reported results, all three original indicators (included in the SPF Activity Proposal) under the **Sewerage Treatment, Rehabilitation and improvement of Solid Waste Component** did not reach their end target values, but results still demonstrate substantial progress. In terms of volume of wastewater and sewage collected that receives at least a secondary level treatment, the result achieved was 1,161 m³ per day which represents an increase of three times above the baseline condition, which is a substantial achievement in less than two years duration of the project. A similar situation was observed in the case of sewage volumes reaching the plant, with an increase of three times above the baseline condition.

47. Regarding the difficulty of achieving the targeted reduction in the number of wastewater/sewer blockages to 10 per month at project closure, BTC explained that the initial target of 10 per month was not realistic and could not be achieved unless further upgrading of sewer line is carried out in the high density residential areas where most of the blockages now occur. The project team indicated that as a result of improved water supply, most residents could now use their toilets which had been abandoned due to poor water supply. As such, the blockages increased as there were more users of the system and also a larger part of the network was now in use. The project team also indicated that the baseline figure was based on reporting records on the part of the system which was operational at the time of designing the project. And it is very likely that the records did not truly reflect the actual level of blockages as the community may have lost confidence in the service providers and thus was not making efforts to report all blockages. In Zimbabwe, the source of information on burst water pipes and sewer blockages is mostly from reports from residents. Expressed as blockages per 1000 functional connections, the blockages were reduced at the end of the project.

48. The solid waste collection” indicator was not included in the original SPF Activity Proposal but was provided by BTC. It shows a marked improvement in solid waste collection which was averaging 81.7 percent in the last few months before project closing and ranged between 69 percent and 96 percent, against a target of 80 percent. Solid waste management and public health and hygiene education played a useful role in helping with behavioral changes and improvements to public health.

49. Progress towards achieving results under the **Institutional Capacity Strengthening Component** exceeded the set target in terms of number of people trained to improve hygiene behavior or sanitation practices, with 8,400 people trained against the end project target of training 4,000 people. The indicator results for operating cost coverage ratio in utilities targeted by the project reached 94.3 percent at project closure, which is closer to the set target value of 100 percent. The indicators under this component that did not meet the set targets include: bill collection ratio (43.3 percent against the target of 70 percent. Poor bill payment in high density areas is believed by BTC to be due to lack of Government support to disconnect customers who do not pay); timely submission of financial statements (90 days against the target of 60 days); and the number of BTC staff trained in small town systems management of water and sanitation (4 staff against the set target of 5 staff). The major improvements on the institutional capacity relate specifically to the sustainability aspect of the PDO statement and are key indicators demonstrating sustainable provision of services.

50. In general, the results indicators demonstrate a substantial improvement in the sustainable access to water and sanitation services in Beitbridge. Critical equipment and infrastructure has been upgraded or replaced and new protocols for maintenance and management have been established. The institutional capacity of the local town council and working relationships with ZINWA have improved and now systems are in place to mitigate the risks of potential future cholera outbreaks.

51. The project has also contributed to the institutional capacity development of both BTC and ZINWA who have been jointly responsible for implementation. The project piloted a unique implementation arrangement, with the Local Council serving in a lead role, directly signing the Financing Agreement, and ZINWA assigned responsibility for the bulk water supply related activities. Signing the funding agreement with Beitbridge Town Council cut out layers of government bureaucracy that would otherwise have slowed down disbursement and expense liquidation process. The project has also provided an important opportunity for the Local Council to strengthen its interaction with the community. Lessons from the project and possible arrangement for service delivery at the local level should be captured and shared with national ministries for future planning as well as with the donor community.

52. At the time of project preparation, almost all development finance in Zimbabwe was routed through non-state actors, particularly NGOs. This project was innovative in transferring funds directly to two state institutions – the Beitbridge Town Council (BTC) and ZINWA – and using country systems to a large extent. It also contributed to shifting the role of NGOs from service providers to facilitators and supporters. In addition, by making BTC the primary grant recipient, the project helped build the capacity of the local authority and improve local accountability.

53. Moreover, assigning the Town Engineer as the head of the PCU controlling the TA appears to have helped incentivize and build capacity of core BTC staff members rather than sideline them with a parallel TA-led operation. The Town Engineer has a 'positive' vested interest in making the project work and ensuring it is sustained, as WSS service provision is one of his key responsibilities and his salary is paid in part from the WSS revenues.

54. In addition, the institutional design that used both BTC and ZINWA staff in the Project Coordination Unit, was successful in maintaining the institutional integrity of the key agencies, but providing a dedicated implementation unit, a challenge in many Bank projects. There were no monetary incentives paid to the implementation agencies. However, project staff did enjoy some “perks” such as a dedicated vehicle, stationery, airtime, training and the opportunity to work on a Bank project in a time when there were very few other projects being implemented.

55. The Beitbridge project also provides an important lesson on how the Bank’s intensive supervision and implementation support, with the Task Team Leader (TTL) placed in the country and consistency in the Bank team members for supervision and client support throughout project implementation, enabled the project to be satisfactorily delivered on timely basis. This is an important lesson for project implementation in FCAS particularly where the client has not had experience of working with Bank systems for close to 20 years.

3.3 Efficiency:

Efficiency Rating: High

56. The efficiency of the project has been rated **High**, reflecting the substantial achievement of outcomes, with limited available funds. In general, the project had a high impact at low cost – which is largely attributed to the design which focused on rehabilitating and replacing critical pieces of infrastructure and equipment to enable major improvements to the existing water supply, wastewater and solid waste management systems.

57. The project costs remained within the planned budget allocations towards achievement of the PDO. Importantly also, the full scope of activities were implemented within the planned project period (2 years). The second year in particular, was highly efficient as the Project Coordination Unit became more experienced with the Bank's systems for project implementation and efforts were concentrated largely towards the physical completion of the construction activities. The project operational costs were reviewed and also considered to be an efficient utilization of funds. The composition of the PCU as regular employees contributed to the efficiency.

58. The goods, works and services contracts implemented under the project were all procured through competitive processes and selections made with consideration to costs as per the Bank's procurement procedures and the specific criteria outlined in the bidding documents. During the evaluation process, bid prices and rates were reviewed and considered to be reasonable in comparison with both the outputs and the recognized norms, and unit rates provided in the contracts are considered to be competitive market values at the time of bidding.

59. An economic and financial analysis was not carried out during preparation due to the emergency nature of the works. Accordingly, at closure such an analysis has not been updated and rates of return are thus not available. It is expected, however, that the economic rate of return is increasing due to the increased number of connections and substantial improvements in the billing systems and collection ratio, as discussed in previous sections.

3.4 Justification of Overall Outcome Rating

Overall Outcome Rating: Satisfactory

60. The Overall outcome rating for the project is **Satisfactory**. The overall assessment is based on the high relevance, substantial achievement of PDOs, and high efficiency.

61. The project activities have had a significant impact, directly benefitting some 40,000 residents and 2,000 travelers (who spend the night in Beitbridge) through the provision of improved water supply and sanitation services. Targeted investments in the water supply system (e.g., dam / storage rehabilitation works, installation of new pumps, blowers, back-up generators, meters, valves, etc.) have enabled ZINWA and BTC to increase the quality, duration and reliability of potable water supply. Upgrades to the trunk sewer system, in combination with rehabilitation work on the treatment system and procurement of maintenance equipment (e.g., high velocity cleanser) have led to improved collection, transmission and safe disposal of wastewater. The town is also markedly cleaner, due to

improved solid waste management systems which were supported by the project, including the procurement of a refuse collection truck and two tractors.

62. With support from the project, BTC has also implemented a number of non-structural activities which have supported the physical investments and deepened the project impacts. This has included: (i) Public Health and Hygiene Education sessions which have contributed to behavioral change and promotion of service demands; (ii) installation of a new billing software and establishment of a new system for meter reading, which has led to more accurate and regular billing for the services; and (iii) improved systems for solid waste collection and management and preparation of a feasibility study for a new land fill site, which has been prepared as part of BTC's priority investment plans.

63. In effect, Beitbridge is now experiencing improved public health, with no new cases of cholera reported, and the residents are increasingly appreciative of the services being provided by the Council. It is evident that there is a greater willingness to pay for services as bill collection ratios and revenue generation rates have improved significantly. BTC is now in a better position financially to meet its obligation to make payments to ZINWA for the bulk supply of treated water.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

64. Overall, the project had positive impacts towards reducing poverty and improving social development through increased access to sustainable quality water supply and sanitation services in Beitbridge. While there was inadequate monitoring of gender related impacts, it is expected that the primary beneficiaries of the water supply and sanitation activities will be women and girls.

65. The project also had a significant positive impact on a population of about 10,000 transient or daily travelers who are in transit between Zimbabwe and South Africa. According to the BTC Town Engineer, "Travelers used to complain of the unpleasant smell within the border post as a result of sewage spillages near this place. Following implementation of the project, BTC has witnessed an increase in investors from Harare wanting to invest in both industrial and commercial properties in Beitbridge. During meetings with them, they have highlighted this change. Musina Municipality officials have also mentioned this during bi-lateral meetings held in this border town". In addition, the following are further anecdotal impacts on travelers: (i) risk of contracting cholera is clearly reduced; (ii) aesthetically, the town is significantly improved; and (iii) there is a lot more use made of local services in the town by travelers (petrol stations, restaurants, hotels and guest houses, public toilets etc.).

(b) Institutional Change/Strengthening

66. Both BTC and ZINWA have been strengthened and expanded their capacity through implementation of the project. The core team members involved in project implementation are regular staff, and the knowledge and experience they gained along with the improved systems for procurement and financial management will be retained and further disseminated within the institutions. Both BTC and ZINWA have adequate human resources to sustain the project which is an important factor when considering the sustainability for the provision of services.

(c) **Other Unintended Outcomes and Impacts (positive and negative):**

67. As discussed previously, the project brought together two competing institutions, BTC (responsible for distribution) and ZINWA (responsible for bulk supply of treated water), who were at the time in the midst of an on-going dispute related to the provision of water supply services. Through sustained efforts and support from the Bank, the PCU (which was comprised of BTC and ZINWA staff), worked together in an integrated and coordinated manner towards achievement of the project development objective. An indirect positive impact associated with this project implementation process was the improved coordination and communication between the two institutions, which is important for the on-going sustainable delivery of water supply to Beitbridge.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

Not Applicable.

4. Assessment of Risk to Development Outcome

Rating: Modest

68. The overall risk to development outcomes has been rated as **Modest**. This rating reflects the magnitude and likelihood of the key identified risks. This assessment is based at the time of evaluation and focuses on issues that could potentially affect the realization and sustainability of the project interventions and development outcomes. Key identified risks are discussed below.

69. **Water Source Constraints.** It was noted during the review mission that the water levels in the main water source for the system, the Limpopo River, have been low, particularly during the dry season. As such, the full abstraction quantities required to meet the growing demand may not be sufficient, which could lead to a less reliable supply. This potential risk, however, is expected to be mitigated through the restored operation of the upper dam, facilitated by the project, which by design will store substantial additional quantities available during the rainy season.

70. **Split Institutional Arrangements for Drinking Water Supply.** The Beitbridge water supply system has split institutional arrangements, where ZINWA is mandated for the provision of bulk treated water and controls the water abstraction and treatment assets, while BTC distributes the treated water to their residents. As such, if issues between the two institutions arise again, it may have the potential to affect the operation of the entire system and impact the reliability and quality of water supply to the residents of the town. However, this risk is considered to be reduced after the implementation of the project, as coordination between ZINWA and BTC has improved and BTC has improved its revenue generation and is now in a better position to meet its financial obligations for the provision of the bulk water supply.

71. **Cost Recovery for Operations, Maintenance and System Expansions.** The sustainability of the systems depends upon the recovery of costs for operations and maintenance and eventually to cover system expansion also. While progress related to the billing collection and revenue generation has been substantial – facilitated by the project – full financial sustainability has not yet been achieved. At this point it is noted that the water supply system, particularly the water abstraction (pumping from the river to the dams), treatment and transfer systems, is relatively energy intensive. The ability of ZINWA (bulk

water, in particular) and BTC (to a lesser extent) to continue to meet the power costs could potentially affect the reliability of water supply.

72. ***Sustainability of Component 2 Activities.*** Due to the limitation of funds, the project only intervened in a number of critical items in the wastewater management system, which enabled significant operational improvements. However, for the entire system to continue to function effectively towards the sustainable provision of sanitation services, substantially more work needs to be done. Most notably, this includes upgrading the remaining (4 kms) of trunk sewer line, substantial upgrades to the treatment systems and construction of a new solid waste dump site.

5. Assessment of Bank and Borrower Performance

5.1 Bank

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Satisfactory

73. The Bank responded effectively to requests for support to identify priority interventions aimed at reducing the risk of cholera, avoid loss of life and to rehabilitate the capacity of the existing water supply, wastewater and solid waste management systems. The project was identified jointly by staff of the World Bank, ZINWA, and the Beitbridge Town Council. Following identification, substantial Bank input was provided over the period of about one year. The project's institutional arrangement and capacity building needs were designed based on the Bank teams' findings and recommendations of the feasibility studies and assessment of implementation options and financial management capacity of possible project implementing agencies. The Bank's internal Quality Enhancement Review (QER) was also carried out and discussed the key issues related to: institutional arrangement, project coordination and capacity building, etc. In the midst of following Bank procedures and design considerations, it seems to have been forgotten that this was an emergency project and rapid preparation was expected as it took more than two years before being approved and effective. Despite the relatively long preparation time, there was some oversight on budget allocation for implementation of EMP activities and for operating costs. The project was to be financed under the SPF small trust funds grants and clearly it was indicated in the proposal that the grant was to be processed as "Rapid Response" project. By following streamlined project processing procedures applicable to small grants, the project preparation time could have been reduced significantly. **Overall, the quality at entry is rated Moderately Satisfactory.**

Quality of Supervision

Rating: Satisfactory

74. The Bank carried out six supervision or implementation support missions during 22 months of project implementation. Two of the six missions were "full" three-day missions, taking place about one year apart, and comprised of six Bank Team members (Water and Sanitation Specialist, Water and Sanitation Engineer, Financial Management Specialist, Procurement Specialist, Environmental Specialist, and Program Assistant). The other four "supplemental" missions combined with supervision of 1-2 other projects in the country and were typically of a two-week duration, twice a year, comprised,

on average, of seven members who reviewed, assessed, and monitored operational, management, technical, financial, procurement, and safeguards aspects of the project.

75. The Bank team conducted implementation support missions three times a year (one full and two supplemental), which is more than average and was important in providing direction and support to BTC and ZINWA. There was high degree of continuity on the Bank team, with all the core team members (for technical, financial, procurement and safeguards) remaining same throughout the project duration. Although the task team leadership changed due to retirement of the former task manager, the current task manager who is based in the field office was involved in this project almost from the beginning of its implementation and led both of the “full” supervision missions discussed above. Intensive supervision missions every four months helped to drive the project and keep both BTC and ZINWA focused. It also helped to ensure each project member did their part in the project and helped to enable ZINWA and BTC to cooperate and work together. The regular missions helped to ensure risks were quickly identified and mitigating measure put in place to facilitate progress. Procurement, financial management and safeguards support were provided in a satisfactory manner.

76. However, it is noted that inclusion of an M&E specialist in the mission team could have helped to address M&E issues, providing greater benefit to the project.

(b) Justification of Rating for Overall Bank Performance

Rating: Satisfactory

77. The Bank played an important role in advising BTC and ZINWA, providing technical assistance in the identification, design, preparation, and successful implementation and conclusion of this project, which achieved substantial results and had a visible impact on the town. The Bank is also preparing for re-engaging in water sector as requested by the Government of Zimbabwe (GOZ) and other development partners, leading and focusing on technical assistance, studies and rehabilitation of water and sanitation infrastructures. The Bank’s support helped to successfully bring the ZINWA and BTC to work together despite their institutional issues, build capacity of implementing entities, and keep the project on track so that the project was able to achieve its development objectives.

5.2 Implementing Agencies Performance

Rating: Satisfactory

78. The performance of the implementing entities has been rated as **Satisfactory**, indicating that there were **no** significant shortcomings. All three components of the project received Satisfactory rating from the Bank team during the final supervision mission. The project overall was able to operate effectively and efficiently. Both implementing agencies (BTC and ZINWA) worked closely with the Bank team on all important aspects of the project implementation by focusing on achieving project development objectives.

79. Overall, progress in implementation has shown marked improvement after an initial slow period due to project staff's limited familiarity with World Bank's procedures, especially procurement procedures. The project team was able to quickly learn from the Bank team, sort out issues, and respond to the implementation challenges with flexibility. This facilitated stability and confidence building in the

project areas and showed it was possible to work with a range of partners both government and non-government, and at national and local levels.

80. Despite the issues between BTC and ZINWA, the two organizations managed to cooperate under the project and achieve results. Project implementation has been successful and it has had an impact on the town of Beitbridge. The project has helped towards safeguarding against another cholera outbreak. Performance of both BTC and ZINWA was satisfactory.

Justification of Rating for Overall Performance of Implementing Agencies

Rating: Satisfactory

81. Both the implementing agencies (BTC and ZINWA) were fully committed. They maintained strong support for the development objectives and played an instrumental role in overcoming the implementation issues in the initial stages of the Project and their strongly performance is directly related to the substantial achievement of the Project Development Objectives.

6. Lessons Learned

82. The following lessons have been drawn through implementation of this project:

- (i) ***Design and implementation of emergency projects in a politically fragile context requires special consideration.*** A brief yet thorough project preparation process is particularly important for emergency projects to respond to urgent needs. The process should be timely in order to respond effectively but also thorough, in order to ensure adequate consultation and design, including consideration of potential environmental and social impacts. In addition, built-in provision for training and technical support on Bank systems and procedures is critical for strengthening implementation capacity early on, as is the ability to allow course correction during implementation. Furthermore, special project design considerations can help to facilitate activities for such projects by considering ground realities and incorporating special conditions into the procurement procedures, as appropriate, to expedite processes. This project specifically benefitted through more relaxed qualification criteria for civil works which enabled local contractors to participate and abbreviated procedures and higher thresholds for procurement of goods and services. Moreover, the Bank's implementation support and active supervision is critically important to facilitate project activities with new clients, for emergency works and in politically fragile contexts.
- (ii) ***Implementation modalities are critical to the success of the project.*** BTC was the Recipient and implementing entity and ZINWA was designated responsibilities for some activities under Component 1. ZINWA proved to be a capable and effective partner and managed to cooperate with BTC, but future projects should consider having a separate implementing agreement to support and strengthen their capacity, independence and position within the national mandate. This project also demonstrated that with an appropriate level of implementation support and supervision, local Governments for towns and smaller cities can be effective implementing entities. BTC demonstrated willingness to learn, motivation and improved on the job in their capacity to implement the activities.

- (iii) ***Implementation structures outlined in the project design play an important role in the achievement of sustainable development outcomes.*** The composition of regular employees within the PCU will lead to more sustainable outcomes. While the project activities were demanding on the individuals who were also managing their other daily responsibilities for BTC and ZINWA, the model proved effective and enhanced sustainability of the interventions as knowledge and experience gained are retained and disseminated within each institution. Furthermore, an active Project Steering Committee can benefit project implementation through its role in project governance, identification and resolution of key issues, provision of strategic guidance and increasing the level of inter-Governmental coordination. The PCU and Steering Committee structures were both instrumental in developing the cooperation and coordination between BTC and ZINWA, required for the implementation of the project. Moreover, the experience of project implementation played an important role in the process of institutional strengthening. In this case, BTC and ZINWA both developed their internal capacity and learned through the experience of project implementation.
- (iv) ***Small but strategic and targeted physical and institutional investments can result in a significant impact.*** The US\$2.65 million project funds were utilized effectively and efficiently by focusing on strategic interventions which helped to curtail the cholera epidemic and significantly improve water supply and sanitation service provision through physical and institutional investments.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) *Borrower/implementing agencies:*

None

(b) *Cofinanciers:*

None

(c) *Other partners and stakeholders (e.g. NGOs/private sector/civil society):*

None

Annex 1. Project Costs and Financing

(a) Project Cost by Component

Components	Appraisal Estimate (US\$)	Actual /Latest Estimate (US\$)	Percentage of Appraisal
1. Water Treatment and Supply Rehabilitation	890,000	1,035,500	
2. Sewage treatment rehabilitation and Improvement of Solid waste Management	860,000	893,200	
3. Strengthening institutional capacity	650,000	709,350	
(Unallocated)	250,000		
Total Baseline Cost	2,650,000	2,638,8050	99.5%
Physical Contingencies			
Price Contingencies			
Total Project Costs			
Project Preparation Facility (PPF)			
Front-end fee (IBRD only)			
Total Financing Required			

(b) Financing

Source of Funds	Type of Financing	Appraisal Estimate (US\$)	Actual/Latest Estimate (US\$)	Percentage of Appraisal
[Government]				
[IBRD/IDA or GEF]				
[Donor A]	[WB-administered TF]	2,650,000	2,638,8050	99.5%
[Donor B]	[Parallel financing]			

Annex 2. Outputs by Component

Results Framework – at Closure

Table A. 2.1: Project Development Objective Indicators and Results Reported at Project Closing

Indicator Name	Unit of Measure	Baseline (July 14, 2010)	Target, End of Project (Dec. 31, 2012)	Actual, End of Project (Dec. 31, 2012)
Average hours of water supply service per day in utilities targeted by the project	Hours	3	20	17.1
Water samples passing national water quality standard tests (%)	Percentage	20	80	85.6
People in urban areas with access to “Improved Water Sources” under the project (%)	Percentage	0	94	77.8
People in urban areas with access to “Improved Sanitation” under the project (%)	Percentage	20	87	80.7
Direct project beneficiaries (number), and percentage of whom are female (%)	Number Percentage	37,600 (52 %)	38,700 (52%)	43,000 (52%)

Table A. 2.2: Intermediate Outcome/Results Indicators by Component at Project Closing

Indicator Name	Unit of Measure	Baseline (July 14, 2010)	Target, End of Project (Dec. 31, 2012)	Actual, End of Project (Dec. 31, 2012)
Component 1: Water Treatment and Supply Rehabilitation				
Water Production (m3 per day)	m3/day	600	4200	6,185
Piped household water connections that are benefitting from rehabilitation works undertaken by the project	Number	4,400	4,400	4,177
Component 1 Output				
New meter installed (number)	Number	0	360	392
Component 2: Sewerage Treatment Rehabilitation & Improvement of Solid Waste Management				
Volume of wastewater/sewage collected that is treated to at least secondary level (m3 per day)	m3/day	350	2,500	1,161
Volume of sewage reaching the plant (m3 per year)	m3/year	350	2,500	1,161

Indicator Name	Unit of Measure	Baseline (July 14, 2010)	Target, End of Project (Dec. 31, 2012)	Actual, End of Project (Dec. 31, 2012)
Component 2 Outputs				
Wastewater/ sewer blockages removed (number/month)	Number per Month	50	10	183
Component 3: Strengthening Institutional Capacity				
Bill collection ratio (%)	Percentage	20	70	43.3
Operating cost coverage ratio in utilities targeted by the project	Percentage	30	100	94.3
Financial statements submitted within X number of days after FY end/ quarter	Number of days	180	60	90
Component 3 Outputs				
People trained to improve Hygiene behaviour or sanitation practices under the project	Number	0	4,000	8,400
BTC staff trained in small town systems management of water and sanitation (number)	Number	0	5	3

NOTE: Some of the PDO Indicators or Key Outcome Targets in the final results framework provided by the GOZ (attached with the Borrower's Final Evaluation Report) are different than those listed in the Original SPF Activity Proposal. Since the indicators and targets were not formally revised (and approved by the original approving body), the original baseline and target values from the SPF-Activity Proposal have been used to analyze and interpret results in this ICR.

Annex 3. Economic and Financial Analysis

Economic analysis was not undertaken at the time of project design. So no new economic analysis was undertaken at the end of project.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/Specialty
Lending			
Mathewos Woldu	Senior Economist	AFTUW	Task Team Leader
Ditte Fallesen	Operations Officer	OPCFC	Operations Quality
Roisin De Burca	Senior Operations Officer	OPCFC	Operations Quality
Marjorie Mpundu	Senior Counsel	LEGAF	Legal
Amadou Konare	Senior Environmental Specialist	AFTEN	Environmental Safeguards
Zvikomborero Hoko	Consultant	AFCMZ	Water and Sanitation
Webster Muti	Consultant	AFTUW	Environmental Safeguards
Daniel Yaw Domelevo	Senior Financial Specialist	AFTME	Financial Management
Simon Chirwa	Senior Procurement Specialist	(AFTPC)	Procurement
Belinda Lorraine Asaam	Program Assistant	AFTUW	Program Support
Priscilla Netsai Mutikani	Program Assistant	AFMZW	Program Support
Supervision			
Mathewos Woldu	Senior Economist	AFTU1	Task Team Leader
Michael John Webster	Senior Water & Sanitation Specialist	AFTU1	Task Team Leader
Daniel Yaw Domelevo	Senior Financial Specialist	AFTME	Financial Management
Simon Chirwa	Senior Procurement Specialist	(AFTPC)	Procurement
Zvikomborero Hoko	Consultant	AFTU1	Water and Sanitation
Webster Muti	Consultant	AFTU2	Environmental Safeguards
Devendra Bajgain	Senior Water & Sanitation Specialist	AFTU1	ICR Author & ICR Team Leader
Belinda Lorraine Asaam	Program Assistant	AFTU1	Program Support
Blessing Karadzandma	Procurement Assistant	AFMZW	Procurement
Priscilla Netsai Mutikani	Program Assistant	AFMZW	Program Support

(b) Staff Time and Cost (from SAP)

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of Staff Weeks	US\$ Thousands (including travel and consultant costs)
Lending		
FY: Cost Data N/A		
FY: Cost Data N/A		
TOTAL:	Data N/A	Data N/A
Supervision/ICR		
FY11	15.72	117,944.96
FY12	14.65	94,767.05
FY13	18.70	95,614.94
TOTAL	49.07	308,326.95

Annex 5. Beneficiary Survey Results (if any)

Not Applicable.

Annex 6. Stakeholder Workshop Report and Results (if any)

Not Applicable.

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

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Borrower's Project Completion Report Zimbabwe- Beitbridge Emergency Water Supply and Sanitation Project (ZBEWSSP)

Background

Zimbabwe's water and sanitation services, once a source of national pride, have suffered a major collapse. There have been virtually no new investments in service delivery since 2000, resulting in the decay of an already aging infrastructure, reduced water supply for both industry and domestic consumption, and the failure of repair and maintenance services. As service levels fell and unemployment rose, fewer customers have been willing or able to pay their water and sewerage bills. The downward spiral has left cities and towns with barely functioning water and sewerage systems, few qualified staff, and virtually no funds to operate and maintain systems, much less investment in improvement or expansion.

A nationwide cholera epidemic, beginning from an urban epicentre in August 2008, resulted in over 90,000 cholera cases and over 4,000 deaths by July 2009. The national epidemic spread to 60 of the country's 62 districts, as well as into neighboring countries. The cholera outbreak throughout Zimbabwe in late 2008/early 2009, in particular in Harare and Beitbridge Town, was not an isolated phenomenon but an indicator of the dangerously degraded state of the water and sanitation systems in Zimbabwe. Beitbridge was a significant vector for cholera in the region and accounted for 26 percent of the cholera cases recorded nationally. Without new investment in the sector, Zimbabweans will face further cholera outbreaks, more deaths, illness and damage to livelihoods, industry, tourism, food production and agriculture, pollution of rivers and water courses.

Beitbridge town was one of the worst affected districts. It is located in the southern end of Zimbabwe near the border with South Africa and regarded as the busiest border post in Zimbabwe, perhaps in the Southern Africa Development Community (SADC) region. At the time of project scoping, it was estimated that there were 40,000 people residing in Beitbridge town and a transitional population estimated at 10,000 people. Major economic activities are based on service industries of which the

transport and service industry appear dominant. As of December 2008, the World Health Organization (WHO) reported that Beitbridge recorded 26 percent of all cholera cases in Zimbabwe. The outbreak was linked to poor water and sanitation services, with the main contributing factors are the low coverage of water supply in some parts of town, poor level of borehole maintenance, the existence of unprotected drinking water and poorly maintained systems.

At that time, Beitbridge was facing serious water shortages. The water production has been fluctuating due to inadequate raw water abstraction and storage capacity coupled with erratic electricity supply. Water supply was erratic due to equipment breakdown and also frequent power outages. This resulted in people resorting to alternative sources, including unprotected water sources such as wells and rivers. Sanitation coverage was at 87 percent of households (with 75 percent connected to a water borne reticulated sewage system owned and operated by Council; 12 percent connected to septic tanks and soakaway systems; with the remaining 13 percent without any sanitation facilities, posing a health risk for the population). Because of the limited water supply for flushing excreta, the sewerage system had not been functioning properly and as a consequence, the sewers had as many as 50 blockages per month. While certain portions of the trunk sewer had been upgraded, other parts needed upgrading. The trunk sewer was the source of sewage spillage especially during the rainy season. Solid waste collection was very low at about 30 percent and this was linked mainly to the limited capacity (vehicles) for refuse collection. The city council regards improvement of water supply and wastewater infrastructure and solid waste services as a critical priority to ensure that the cholera outbreak that occurred in 2008-09 is not repeated.

The institutional framework for water resources management in Zimbabwe is such that management of urban water and sewage services in the cities and large towns falls under the responsibility of local authorities (Councils), while water services in smaller towns is usually managed by ZINWA. The sewage treatment systems for growth points and government institutions fall under the management of the Ministry of Public Construction. The Government, however, sometimes varies this institutional arrangement as it deems necessary, as was the case in 2006 when all water supply and sewerage services (with the exception of Bulawayo) were placed under the responsibility of ZINWA. Following the establishment of the All-Inclusive Government in 2009, the responsibility for urban water supply and sewerage was handed back to municipalities with a few exceptions. There is widespread agreement that the immediate priority in the water and sanitation sector is the repair and rehabilitation of existing infrastructure and that such work needs to be carried out in parallel with policy and institutional strengthening.

Objectives of the project

The project's development objective (PDO) was to improve access to sustainable quality water supply and sanitation services in Beitbridge. Direct project beneficiaries were an estimated 40,000 town residents and about 10,000 daily travelers who are in transit between Zimbabwe and South Africa. The project was expected to be implemented in 24 months, from November 2010 to November 2012.

Assessment methods

Performance indicators to monitor progress in achievement of the PDO are given as Results Framework in the annexes. The results framework was updated every three months during project implementation.

Bank missions were arranged every three months as well. In the last six months of the project, a Monitoring and Evaluation Consultant was engaged to monitor monthly progress and produce monthly reports.

Project Design

Project Components

This project supports four components covering: (i) water treatment and supply rehabilitation; (ii) sewage treatment; (iii) solid waste disposal, and (iv) institutional strengthening. A detailed presentation of the project components and its activities is given in the technical appraisal chapter of the rapid Appraisal Report.

A. **Water Treatment and Supply Rehabilitation Component (US\$890,000).** This component supports: (i) Repairs to and the installation of new equipment related to water abstraction from the Limpopo river and storage prior to treatment; (ii) Repairs to the water treatment plant and main pumping station for Beitbridge, and (iii) Repairs to the water conveyance, storage and distribution networks. The object is to restore the water supply to the initial capacity of 5.0ML. This work involves excavations and backfilling along the current pipeline route. The project will finance:

i) Rehabilitation of the abstraction system by replacing pump-related electrical equipment to improve the raw water abstraction capacity and repairing the major raw water storage dam (which is currently leaking) to restore its storage capacity, thereby increasing water security;

ii) Rehabilitation of water treatment works by repairing the valves for filters and the clear water delivery main; replacement of blowers for backwashing to improve operational efficiency as well as the procurement of laboratory equipment to improve chemical use efficiency and drinking water quality; and the procurement and installation of starting systems for four pumps for a new booster pump house at the main booster station to improve the distribution capacity;

iii) Improvement of the Water Distribution System by replacing by about 400 customer meters to improve metering which will lead to bill accuracy and customer confidence and consequently improved customer willingness to pay the revenue collection for the Council; and the procurement of two heavy duty generators for the water works and the main pump station to ensure continuity of water production as erratic electricity supply has been cited as one of the major challenges for water supply.

B. **Sewage treatment Rehabilitation and Improvement of Solid Waste Management Component (US\$860,000).** The component supports the provision and installation of goods and equipment related to sewage collection, treatment and disposal. This involves upgrading the current sewer line to a higher carrying capacity by replacing old pipes with new and larger pipes. The project will finance:

i) Rehabilitation of the sewage treatment by upgrading the remaining part of the sewer trunk main (1.2 km) which, by increasing the capacity of sewage conveyance, will reduce raw sewage spillages and blockages, and in turn, increase the amount of sewage reaching the sewage plant;

(ii) Construction of by-passes around sand traps near residential and public places to remove the nuisance associated with sand traps; (iii) the rerouting the link between Pond No.1 and Pond No.2 at the sewage works to reduce hydraulic short-circuiting, thus improving treatment efficiency and reducing environmental pollution; and (iv) the procurement of sewer cleaning equipment (high velocity machine) and a slurry pump to be used for operations, thus increasing the Council's operation and maintenance capacity and leading to reduced sewage blockages and reduced time to attend to repairs.

(iii) Improving solid waste management conditions by procuring two refuse collection compactor trucks, water collection tractors, and repair of broken down refuse tractor to increase the Council's overall collection capacity and removal of solid waste from near household steps. The project will also finance a consulting firm to conduct a feasibility study to identify a new dump site, technical design, and an Environmental and Social Impact Assessment.

C. Strengthening Institutional Capacity Components (US\$650,000). This component will support technical assistance and training and M&E, including implementation of environmental safeguard measures. The objective is to strengthen the Council's capacity in project implementation, coordination and effective Operations and Maintenance (O&M) of water distribution and waste collection facilities. The project will finance:

- i) Technical assistance in the form of engineering consultants to assist the Council in the preparation of detailed designs, preparation of drawings and tenders, tender evaluation, procurement and project supervision and management. This will ensure high quality of work;
- ii) A Monitoring and Evaluation consultant for impact evaluation and knowledge sharing activities and Community Participatory Hygiene and Health Education (PHHE) programs;
- iii) Procurement of two vehicles for the PCU for the supervision of the project, including coverage of their operating costs, as well as computers and accessories and billing software to strengthen the billing capacity of the Council; and
- iv) Environmental consultants to assist the PCU for monitoring and reporting environmental impacts and the implementation of required safeguard mitigation measures.

Implementation Arrangements

Beitbridge Town Council was responsible for the overall project implementation and, in particular, rehabilitation of the conveyance and distribution systems, and sewerage and solid waste improvement activities. ZINWA was responsible for implementing selected activities, namely, the rehabilitation of the abstraction system and water treatment works (Component A (i) and (ii) of the project). This arrangement is consistent with the current roles and mandates of these agencies in water system operations in small towns. To ensure strong collaboration by both agencies and for closer oversight and overall direction, a high level Steering Committee (SC) was formed, comprised of the Town Secretary (Chairperson), ZINWA Catchment Manager, and a Town Councillor.

To carry out project management responsibilities, the Council established a small Project Coordination Unit (PCU) responsible for:

- (i) day to day coordination of project activities;
- (ii) managing the project’s special account and ensuring proper and timely project accounting and project expenditure reporting;
- (iii) preparing progress reports, including environmental mitigation measures, and their submission to the Government and the Bank;

The PCU team was comprised of the Town Engineer who served as the Project Coordinator reporting to the Town Secretary. A Project Accountant was also designated by Council while a Project Engineer was designated by ZINWA. The Council recruited an Engineering Consulting Firm to assist the PCU in the preparation of bidding documents, tendering, evaluation and supervision of supply and installation by contractors.

Assessment of Risk to Development Outcomes

Description of Risks	Proposed Mitigation Measures	Rating
Delays in procurement, particularly in TA due to non-familiarity of Council staff with Bank procedures	The Council hired an experienced and competent consulting firm to provide TA support. CQS method was used.	Medium
Delays in appointment and recruitment of key project staff	BTC filled the position of Town Engineer	Low
The relationship between BTC and ZINWA and risk associated with their relationship	The relationship between the two institutions was strained following a 2009 Government directive to ZINWA to return the management of water supply to urban councils. ZINWA would continue to supply Councils with bulk treated water. To mitigate potential problems, the project had a high level Steering Committee (SC) comprised of the Town Secretary and ZINWA catchment manager to address/arbitrate any conflict that may arise during project implementation. The Ministry of Water Resources Development, under whose oversight ZINWA falls, pledged to facilitate the full cooperation of ZINWA for the smooth execution of the project. ZINWA also assigned a senior resident engineer to the project.	Medium

The overall risk rating was medium

Assessment of Bank Performance

The Bank supported the project from the start by engaging a Specialist to do the project scoping. It is important to mention that in the project design, the Bank recognized the existence of two separate entities (BTC and ZINWA) and maintained their different mandates in the project implementation. At the project commencement, the Bank organized a project launch mission and invited stakeholders. Project staff received training from the Bank which helped to familiarize staff with Bank procedures that were otherwise new to the implementing agencies. During implementation, the Bank supported the project through consistent Bank Implementation Support Missions. These were organized once every three months. Through these missions, project risks were quickly identified and advice given to the implementing agencies. Technical, procurement and financial advice was further given to project staff through tele-communication and e-mail.

Assessment of Borrower Performance

Though the two implementing agencies are somewhat contending for control of resources within current institutional arrangements, under this project no major differences emerged that interrupted the project and this is commendable. The implementing agencies provided qualified staff to run the project. Project implementation however, could have been accelerated by engaging this staff earlier. The Steering Committee held meetings at least once every quarter to provide oversight on the project implementation. Implementing agencies response to agreed actions drawn during Bank missions improved immensely during project implementation. In some instances, implementing agencies pulled their own resources in order to achieve the development objectives. For example, BTC supported revenue collection strategy implementation outside the project in order to improve revenue collection and is further financing the implementation of land application to reduce environmental pollution.

Lesson learned

Implementing agencies learned the following:

- i) It is vital, especially for considering projects in developing countries, to have an operational cost line in the Grant Agreement. This project operated smoothly due to this provision without which the project could have been slowed down;
- ii) The sustainability of some projects may require post-implementation period financial support until the system is able to sustain itself since some impacts may only begin to be more measurable after project completion;
- iii) On projects that involve multiple institutions, it is important to clarify the issue of post-project ownership of assets and operation in the Grant Agreement;
- iv) World Bank procurement procedures are stringent and the processes did delay project implementation to some degree. In determining the project duration, the time taken for training of project staff, and the time lag before staff really begin to understand Bank procedures, needs be considered carefully.
- v) The bill collection ratio target was difficult to achieve because it is does not depend solely on service delivery levels but is significantly dependent on policy making issues, too. For

- example, it is not easy to get approval to disconnect services for, or bring suit against, defaulters from the high density communities;
- vi) Some Bank requirements require customization in order to apply in some countries. For example, the post-qualification requirement of Annual Turnover over the past three years exceeding the contract sum was difficult to meet since Zimbabwe is only rising from a ten year economic melt-down where the Zimbabwean dollar was being used. Currently the US dollar is being used in Zimbabwe. In addition, with the current liquidity challenges for many firms in Zimbabwe, it was difficult to have goods delivered without advance payment or making payment direct to reputable manufacturers;
 - vii) The procurement process is strengthened by good governance practices, such as publishing names of firms that would have won contracts and enabling losing bidders to contact the evaluation team;
 - viii) In order to implement a project effectively in bureaucratic institutions such as Municipalities, it is important to find ways of avoiding institutional bottlenecks Under this project, the PCU handled the day to day running of the project, from procurement and disbursement, to construction supervision, free from the normal Municipal/ ZINWA bureaucracy but with SC oversight. In addition, simplified methods of procurement such as shopping as applied under this project are helpful in implementing emergency projects;
 - ix) It is crucial to recognize the importance of stakeholder involvement at planning stage.

Annexes

Table 1 Results Framework as of December 31, 2012

Project Development Objective (PDO)	PDO Indicators	Baseline (2010)	Target 2011	Target 2012	Status 2011 [#]	Status 2012
To improve access to sustainable quality water and sanitation services in Beitbridge	Average hours of water supply service per day in utilities targeted by the project	3	10	20		17.3 ²
	Water samples meeting WHO or SAZ Standards for drinking water (%)	20	50	100		85.6
	People in urban areas with access to “Improved water sources” under the project (%)	0	50	94		77.8
	People in urban areas with access to “Improved Sanitation” under the project (%) 2.9% on septic tanks and the rest are not connected	20	50	87		80.7
	Direct project beneficiaries (number), of whom are female (%)	37,600 (52%)	38,000 (52%)	38,700 (52%)		38,741 ⁸ (52%)
Component 1	Intermediate Outcome Indicators for Component 1					
Water treatment and supply system improved						
	Water production (m ³ per day)	600	2,000	4,200		6,185
	Piped household water connections affected by rehabilitation works	4,400	4,400	4,400		4,177
	New meters installed (number) Additional new meters installed (number)	0 0	200	360 ³ 543		392 177
Component 2	Intermediate Outcome Indicators for Component 2					
Sewage collection, treatment and						

³There are 543 new meters needed to replace non-functional ones, and the 553 becomes a separate target for additional meters.

²Represents average hours of pumping which may not correspond with hours of supply.

Project Development Objective (PDO)	PDO Indicators	Baseline (2010)	Target 2011	Target 2012	Status 2011 [#]	Status 2012
disposal system improved						
	Volume of wastewater/ sewage collected that is treated to at least secondary level (m ³ /day)	*350	1,200	2,500		1,161
	Volume of sewage reaching the plant (m ³ per day)	*350	1,200	2,500		1161
	Wastewater/ sewer blockages removed (number/month)	50	30	188 ⁴		183
*Improve solid waste collection	Refuse collection efficiency ratio (% coverage)	30	50	80		81.7
Component 3	Intermediate Outcome Indicators for Component 3					
Management and strengthening implementation capacity						
	Bill collection ratio (%)	20%	45	70% ¹³		43.3
	Operating cost coverage ratio in utilities targeted by the project (%)	30	50	100		94.3
	Financial statements submitted within X number of days after FY end/ quarter	180	120	60		90 ¹⁴
	People trained to improve Hygiene behaviour or sanitation practices under the project	0	2,000	4,000		8400 ¹⁰

⁴New target for sewer blockages, since the project is covering 23 manholes on the sewer trunk main, and the average number of blockages per month on those manholes is 15. This new target is more realistic than the initial target of 10 per month, unless the sewer line is upgraded in the high density residential areas where most of the blockages do occur.

[#] Progress on the project could not allow these indicators to be determined by 2011.

*These figures were estimates since there was no flow meter in the system. Only values obtained after the commissioning of the upgraded sewer trunk mains were obtained from flow meter readings. The target may have been set at a much higher figure and also that the sewerline has not been upgraded in the residential areas where blockages are still frequent and hence a significant volume of sewage is still not getting to the plant.

Project Development Objective (PDO)	PDO Indicators	Baseline (2010)	Target 2011	Target 2012	Status 2011 [#]	Status 2012
	BTC staff trained in small town systems management of water and sanitation (number)	3	2	5 ⁵		3

Project Costs and Financing

(c) Project Cost by Component

Applicable items only

⁵No Procurement Officer and Water and Sanitation Engineer were recruited for the project; hence the number could not get to 5. (Town Eng, Project Finance Officer (doubled as the Procurement Officer, and the PCU Secretary were trained).

⁸ Based on preliminary results of July 2012 Census.

¹⁰ 4,880 brochures were distributed to households, 2,100 to transient population, 460 to schools, 960 to business centres and markets.

¹³ The target could not be reached because defaulters in the high density areas (which is where customers are concentrated) are difficult to sue given the Government's stance on water disconnections for low income earners. A pre-paid metering system could be the solution. Traditionally, collection ratios fall in December. It may be prudent to use the November figure. In addition, low staffing level makes in BTC make enforcement of revenue collection strategies difficult.

¹⁴ Staffing levels need improvement.

Components	Appraisal Estimate (US\$ million)	Actual (US\$ million)	Percentage of Appraisal (including contingencies)
1. Water Treatment and Supply Rehabilitation	890 000	1,035,480.06	
2. Sewage treatment rehabilitation and Improvement of Solid Waste Management	860 000	893,182.81	
3. Strengthening institutional capacity	650 000	709,351.74	
4.	250 000		
Total Baseline Cost			
Physical Contingencies			
Price Contingencies			
Total Project Costs			
Project Preparation Facility (PPF)			
Front-end fee (IBRD only)			
Total Financing Required	2 650 000		

(d) Financing
Applicable items only

Source of Funds	Type of Financing	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal (Including contingencies)
[Government]				
[IBRD/IDA or GEF]				
[Donor A]	[WB-administered TF]	2,650,000	2,638,014.14	
[Donor B]	[Parallel financing]			

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Not Applicable.

Annex 9. List of Supporting Documents

- 1.State-and Peace-Building Fund (SPF) FY09 Activity Proposal Form (by Implementing Agency)
2. SPF Grant No. TF098399 – Beitbridge Emergency Water Supply and Sanitation Project Letter Agreement and Disbursement Letter; January 5, 2011
3. Project Restructuring Paper – Reallocation of Grant Proceeds – Letter Amendment, November 25, 2011
- 4. Project - Implementation Status and Results Reports (ISRs):**
 - 4.1. ISR disclosed and archived on October 24, 2011 (First ISR of the Project for September 7 to 9, 2011 mission)
 - 4.2. Draft ISR, created on September 25, 2012. (Second and Final ISR of the Project for September 19 to 21, 2012 mission).
- 5. Project (and Related) Aide Memoires: (3 Stand-alone full Missions Aide-Memoires highlighted in bold and italic below)**
 - 5.1. Draft Aide Memoire-Emergency Water Supply and Sanitation Project (SPF);Technical Assistance and Studies (A-MDTF) (October 19 to 26, 2010)
 - 5.2. Draft Aide Memoire - the Beitbridge Emergency Water Supply and Sanitation Project (SPF); Technical Assistance and Studies (A-MDTF); Small Towns Water and Sanitation –Rapid Assessment (February 22 to March 7, 2011)
 - 5.3. *Aide Memoire for the Beitbridge Emergency Water Supply and Sanitation Project Implementation Support Mission (September 7 to 9, 2011)***
 - 5.4. Draft Aide-Memoire -Technical Assistance and Studies (A-MDTF) ; Support for the Water Sector Beitbridge Emergency Water Supply and Sanitation (SPF) Project (November 28-December 14, 2011)
 - 5.5. Draft Aide Memoire for the World Bank Technical Assistance and Studies (A-MDTF) Beitbridge Emergency Water Supply and Sanitation Project (SPF) (March 21 to April 6, 2012).
 - 5.6. Draft Aide Memoire - for the Technical Assistance and Studies (A-MDTF) Beitbridge Emergency Water Supply and Sanitation Project (SPF) (June 24 to July 14, 2012).
 - 5.7. Aide Memoire for the World Bank Water Sector Mission (October to November, 2012).
 - 5.8. *Aide Memoire for the Beitbridge Emergency Water Supply and Sanitation Project Implementation Support Mission (September 19 to 21, 2012).***
 - 5.9. *Draft Aide Memoire - Beitbridge Emergency Water Supply and Sanitation Project post Project Implementation Mission (January 30 to February 1, 2013).***
6. Interim Strategy Note – Supporting Economic Recovery for Inclusive Growth for the Republic of Zimbabwe for the Period FY 13 – 15, March 6, 2013.

Annex 10. Key Observations on Project Characteristics, Relevance, and Performance of State and Peace⁶ Building Fund (SPF) Strategy

Background:

1. The Country and Sector background sections and the context at appraisal are the same as presented in Sections 1 and 2 in this ICR. The FY08-09 Interim Strategy Note (ISN) for Zimbabwe had as its primary objective the maintenance of operational readiness. This was expected to be achieved through enhanced country knowledge and improved capacity and accountability of the central and local government agencies, and strengthened donor harmonization. Recent improvements in governance have significantly facilitated progress toward this objective, and have enabled the Bank to further its engagement. The Beitbridge Project, through the SPF grant, provided both immediate assistance to urgent rehabilitation needs to avert potential future emergencies and assisted with building capacity of BTC and ZINWA for risk reduction and rehabilitation.
2. Funding of US\$2.65 million for the Beitbridge Emergency Water and Sanitation Project was provided by the State and Peace Building Fund (SPF) under the two SPF eligibility categories: (i) a country with arrears to IBRD and IDA; and (ii) a country in a fragile situation.
3. The project supported SPF Country-level Objective 1 (measures to improve governance and institutional performance) and Objective 2 (the reconstruction and development of countries prone to, in or emerging from conflict). In addition, the project supported SPF Fund-level Outcomes 1 (more effective facilitation of Bank engagement in fragile and conflict situations). The project was expected to support these objectives through the rehabilitation of water supply and sanitation infrastructure in Beitbridge and strengthening institutional capacity of local government agencies to deliver these services.
4. This project supported the first two of the three level infrastructure priorities identified in the Government's budget framework, namely: *Highest Priority* investments needed to mitigate high risks to the loss of life and existing physical assets, and *High Priority* investments needed to resuscitate or rehabilitate existing capacity and improve financial sustainability.

Project Results/Outcomes:

The achievement of **PDO outcomes** discussed in Sections 3 of this ICR provides evidence of outcomes **feeding into SPF-Country-level Objective 1 (SPF1), SPF-Country-level Objective 2 (SPF2) and SPF Fund-level Outcome 1**. In addition, the achievement of **Component 1** intermediate outcomes and outputs discussed for the project provides evidence for results feeding specifically into **SPF2 outcome** (reconstruction). Similarly, the achievement of **Component 2** intermediate outcomes and outputs provides evidence for results feeding specifically into **SPF2 outcome** (reconstruction). And the achievement of **Component 3** intermediate outcomes and outputs provides evidence for results feeding into **SPF1 Outcome** (improved governance and institutional performance) as presented below.

Project Contributions to SPF Country-Level Objectives (SPF1 and SPF2):

6. In general, the link between the project objectives and the wider state and peace-building goals of the SPF, or indeed the Bank's country strategy at the time, is less straightforward. Considering the achievement of SPF1 (measures to improve governance and institutional performance) and SPF2 (the reconstruction and

⁶ This section on SPF Performance is added in lieu of the standard SPF- Grant Reporting and Monitoring (GRM) Report.

development of countries prone to, in or emerging from conflict) presented below, however, the contribution of in-country level SPF objectives is also quite obvious.

7. **SPF1 Outcomes** (improved governance and institutional performance): Based on the results of intermediate outcomes and outputs for Component 3 (institutional capacity strengthening) presented in Section 3 and Annex 2 of this ICR, as well as the empirical evidence from the field, the project has contributed to institutional capacity development of both BTC and ZINWA, and their improved performance certainly contributed towards achieving SPF1 outcome.

8. **SPF2 Outcomes** (reconstruction): The results of intermediate outcomes and outputs for Component 1 (water treatment and supply rehabilitation) and Component 2 (sewage treatment rehabilitation and improvement of solid waste management), as discussed in Section 3 of this ICR, provide clear evidence that the project has contributed significantly to achieving the SPF2 outcome (reconstruction). The reported results of intermediate indicators for Component 1 for the most part exceeded the target values. Although Component 2 did not realize its end targets, the results still demonstrate substantial progress.

9. Overall, the project, by meeting the urgent need of rehabilitation of water supply and sanitation infrastructures and improved services in the regional border town of Beitbridge, also relevantly contributed to the state and peace-building goals and addressed priority sources of fragility in Zimbabwe.

Project Contributions to SPF fund-level results/Outcome 1:

10. The project supported SPF fund-level outcomes 1 (more effective facilitation of Bank engagement in fragile and conflict situations). The Government is interested in engaging with the Bank. Zimbabwe is, however, currently in arrears to the Bank. This project allowed the Bank to maintain a level of dialogue and trust, while providing visible support that confirms the Bank's engagement. This is necessary in preparing for re-engagement and this project can therefore be seen as part of a preparation process for re-engagement.

11. Moreover, the Bank's involvement and the significant achievement of the Beitbridge project is attracting interest of development partners. There is a strong possibility that Beitbridge may benefit from additional follow-up funding from the DFID trust fund (CRIDF -- Climate Resilient Infrastructure Development Facility) to continue the work stated under the SPF-funded project. The CRIDF may be particularly interested in supporting Beitbridge due to the Bank engagement and as it is a border town. Now, there would still be a very strong possibility of others donors arising as there a number of bilateral donors interested in funding this kind of work, particularly where the Bank has laid the institutional framework.

12. Overall, the project, by meeting the urgent need of rehabilitation of water supply and sanitation infrastructures and improved services in the regional border town of Beitbridge, also was relevant in contributing to the state and peace-building goals and addressing priority sources of fragility in Zimbabwe.