

ANNEX I

1. IDENTIFICATION

Title/Number	ZIMBABWE - Support to education in Zimbabwe CRIS No FED/2009/021-796		
Total cost	EUR 7,500,000, 10 th EDF B envelope		
Aid method / Method of implementation	Project approach – Joint Management with UNICEF		
DAC-code	11220	Sector	Primary and Secondary Education

2. RATIONALE

2.1. Sector context

With the evolution of the political situation in Zimbabwe, the EU has agreed to elaborate a Short Term Strategy (STS) to support the Government of National Unity in its stabilisation and reform process. Support to Education is an important pillar of this strategy which will be implemented in line and compliance with Council Decision 2002/148/EC. This action aims at supporting improved quality and effective transitional policies and strategies for the sector and will directly benefit the population.

The education system of Zimbabwe is in a state of crisis. 2008 began with teachers' strikes and culminated with major disruptions during and after the national elections. Attendance in the third term declined to around 20%. The Ministry of Education, a key actor contributing to the reconstruction process of Zimbabwe and strongly committed to the reform agenda, declared the conduct of national examinations a 'country wide emergency'.¹ In recent years, educational standards have spiralled downwards, reflecting major socio-economic and health calamities in Zimbabwe, as well as other challenges specific to the sector. A recent rapid assessment, funded by the EU, has shown that primary school enrolment has stagnated; secondary school enrolment is declining (9% since 2006) and is now below 2003 levels, indicating major problems in the delivery of primary education. Almost 50% of primary school children do not go on to attend secondary school and the general quality of primary and secondary education has declined significantly due to lack of learning materials, textbooks and supplies. This is in a country which used to be the African model in education.

Zimbabwe now has a substantial population of 'out-of-school' children but monitoring data are lacking, as are coordinated strategies to tackle the challenge. The primary education sub-

¹ O level results for the 2008 examinations were announced in June 2009: the Mathematics pass rate was 18%, the English pass rate 22%; last year's primary grade 7 results have not yet been announced.

sector is characterised by a very high parental contribution to the costs, (earlier estimated at in excess of 80%)², as well as a rapid deterioration of the physical and teaching/learning environment. Quality is declining due to the lack of non-salary investment, brain drain, the impact of hyperinflation and the HIV/AIDS pandemic. Rural Schools suffer most because few of their parents are able to contribute to the level needed to purchase essential inputs. Satellite Schools have grown in number in recent years (to around 13% of all primary schools) in response to the impact of land reform and resettlement schemes and each is linked to a registered 'mother' primary school. They are housed – if housed at all – in the most appalling physical conditions and, as they are most often in remote rural areas, have great difficulty in attracting experienced and trained teachers.

Midway through 2009, there are a few signs of recovery, mainly due to the Government's decision to pay US dollar salaries to teachers (approximately \$150 per month). Although insufficient to cover basic costs, salaries are generally considered to be an improvement and are comparable to those of neighbouring low income countries. Considering the macro-economic situation, government's priority will be to maintain public sector wages at an affordable and sustainable level. Securing other critical (non-salary) investments in the education system is now a major priority. The recent 'National Education Advisory Board' rapid assessment has revealed extremely poor access to teaching and learning materials. Over 20% of primary schools have no textbooks at all for English, Mathematics and African Language³, all compulsory subjects. At secondary level, one third of rural schools had no textbooks for English language, and 22% had no textbooks for Mathematics and Ndebele/Shona, all of which are compulsory subjects.

In response, the Minister of Education⁴ has requested UNICEF to urgently set up a 'transitional financing mechanism' to coordinate donor support for early recovery activities in the education sector. A Concept Note for an 'Education Transition Fund' (ETF) has been developed and endorsed at Ambassadorial level in Harare. The ETF, officially launched on 14 September 2009 with contributions from Australia, Denmark, Netherlands, Norway, New Zealand, Sweden, the UK and the EU, is a pooled programme managed by UNICEF, and will enable the procurement and distribution of 'teaching and learning materials, capacity building and training for 'School Development Committees' to manage resources and related high quality coordinated technical assistance' working in coordination with MoESAC, to provide coherent donor support for key educational outcomes at the school level. This EDF support project will substantially contribute to this pooled fund with €7,5M. The EU will play a lead role in the steering committee, in guiding the implementation of the ETF in relation to GoZ priorities.

A number of donors have already confirmed their pledges to the ETF. Apart from the EUR 7.4 million provided by the EU through this project, Australia, Denmark, Germany, Netherlands, Norway, New Zealand, Sweden, and the UK have together pledged around 30 of the 50 million USD needed for the ETF. As of September 2009, USD 4.8 million has been committed in signed contribution agreements by Denmark, Netherlands and DFID.

² Murenha, A, (2006) *Cost and Community Co-Financing of Basic Education in Zimbabwe*, UNICEF

³ The language policy is that children are allowed to learn in their mother tongues in Grades 1 – 3, but English is taught from Grade 1 onwards. One of the two national languages of Ndebele or Shona is compulsory for all students from Grade 4 up to Form 2 (Grade 9).

⁴ Meeting between the Minister of Education, Teacher Unions, and Partners/Donors, 23 February 2009.

2.2. Lessons learnt

The proposed support builds upon earlier and current EU interventions which have addressed disadvantaged vulnerable groups in the population. Particular conclusions include:

- The realisation that coordinated efforts by development partners are more likely to produce significant and sustainable results than are smaller uncoordinated approaches by individual donors. This is particularly evident in the 'Programme of Support' to the National Action Plan for Orphans and Vulnerable Children (POS/NAP), coordinated by UNICEF and with the EU as a major player. Another lesson POS/NAP bears witness to is that development partners will, as a group, be increasingly involved in dialogue with MoESAC through such mechanisms as the Education Cluster and the Education Donors Coordination Group (see 2.4, below);
- The recognition that, despite the widespread poverty and the difficulties of sustaining an effective primary school system, there remains an on-going commitment to education at the local community level. Both the long-running Micro-projects Programme and the Zimbabwe Developing Communities Project addressed community involvement in construction projects with school and teacher housing building being high on the list of locally-determined priorities;
- The appreciation, derived from those same two EU interventions, of the potential for community empowerment, particularly through enhancing the capacity of School Development Committees and Associations (SDC/SDA);
- The understanding of how direct teaching and learning support may be provided to poor schools: this was exemplified in the Education Transition and Reform Programme (ETRP) which is regarded as a forerunner of this project: ETRP's final evaluation in 2006 recommended that its model for support be replicated in view of its effectiveness and efficiency: that recommendation has been taken into account in the design; and
- The recognition of the capacity of civil society, notable the NGO sector, to support the delivery of coordinated nationally-planned interventions to the school and community level, which – as many donors are now operating through NGOs rather than directly through GOZ – is apparent in many interventions.

Several NGOs have, in recent years, delivered a range of textbooks and other materials to some schools across Zimbabwe. While of undoubted benefit to those schools involved, it is necessary to recognise that this approach is uncoordinated, not replicable and expensive. The NSA sector does not follow a strategically planned approach to distribution and, as was observed during the Feasibility Study, provinces would benefit from a planned national approach to the sharing of very scarce resources.

Particular lessons learned from the distributions of stationery, non-food items and (cholera-related) hygiene kits by UNICEF and NGOs in recent years – essentially, that a realistic logistics plan needs to be detailed and carefully implemented, with clear lines of information and control – will be taken fully into account in the development of logistics plans, as will the information gained from the Feasibility Study and through discussions with MoESAC on the limited abilities of Provincial and District Education Officers to visit schools or to monitor and report upon the outcomes of initiatives such as those included in this project.

The education sector was investigated in a *Feasibility Study* based upon fieldwork performed in November 2007⁵. Due to the substantial developments over the last 18 months, an *Education Sector Update* was conducted in July 2009. These explorations confirmed that the typical Zimbabwean primary school has very poor infrastructure, is often without water or sanitary facilities, possesses limited furniture and has few or no textbooks and teaching materials. As the feasibility study reported “*The textbook situation is nothing less than catastrophic. In many cases, only the teacher had a textbook. School levies were not sufficient to buy any textbooks and those schools which had textbooks usually had received them from NGOs...*”

The provision of textbooks and stationery is high on the list of GoZ priorities: the official estimate of textbooks per child in all primary schools is 1:7⁶ but this global ratio conceals the reality that many remote schools have just one book per class (or, in some instances, none). The Short-Term Economic Recovery Programme (STERP)⁷ cites (a) conditions of service for teachers, (b) examinations and (c) learning material and equipment as the three major challenges faced by the education sector. The provision of textbooks and other teaching and learning materials are identified as a priority within MoESAC’s 100 Days Action Plan and, in the listed financial requirements in support of education, the first item mentioned is “school teaching and learning materials”⁸. Further indicating the recognition of the seriousness of this issue, a technical committee involving publishers, printers, NGOs and MoESAC officers has been established in order to establish standards and priorities regarding textbooks and stationery requirements.

A joint scoping mission⁹ between the ADB, EU, UN and WB took place in May 2009 and, reflecting the STERP and the 100 Days Action Plan, education was a prioritised sector with the first two identified needs being “teacher salaries and utilization, for possible rationalization and redeployment” and “transitional arrangements for textbooks and learning materials production and distribution”. A Needs Assessment¹⁰, funded by the EU and carried out at around that time, brought those two elements together, reporting that “the low morale of teachers affected the quality of education offered. Teachers were demotivated by low salaries, lack of security in rural areas, lack of accommodation and shortages of teaching and learning resources such as textbooks, stationery”.

2.3. Complementary actions

In general, the flow of aid was reorientated over the last decade shifting the focus towards humanitarian assistance, with education not being prioritised within that response. EU development assistance to Zimbabwe is currently limited to projects that directly support the population in line with the EU General Affairs Council’s decision of 2002 under Article 96(2)

⁵ A Report on the Feasibility Study was circulated to stakeholders in December 2007 and it was presented and discussed at a Stakeholder Workshop in January 2008. There was broad agreement with the proposals and MoESC confirmed that the intervention was in line with their policies and strategies.

⁶ As stated by the Acting MoESAC Secretary at a meeting on 16th July 2009.

⁷ As presented to Cabinet on 24th February by the Ministry of Finance

⁸ 100 day plan as launched by GoZ on 19th March 2009

⁹ Unpublished Scoping Mission Report, reflected in draft TOR for an education sector needs assessment now being reviewed by MoESAC and donors

¹⁰ Chung F. *et al* (2009) *The Rapid Assessment of Primary and Secondary Schools*, conducted by the National Education Advisory Board, final version

(c) of the Cotonou Agreement which states that “*financing support for all projects is suspended except those in direct support of the population, in particular in the social sectors, democratization, respect for human rights and the rule of law*”. Therefore, SPSP and/or GBS are not currently options. Human and Social Development, including education, has been selected as a focal sector by the Government of Zimbabwe in the Country Strategy Paper (CSP), still to be approved. A short term strategy (STS) has been developed and will provide funding through an Adhoc EDF allocation, to fill the gap until the 10th EDF can be implemented, assuring the support to the Zimbabwean population. This project is a major component of the EU's short term strategy for Zimbabwe.

The intervention is situated within the current transitional context of Zimbabwe but will continue to remain relevant in the event that there is a full reengagement by GoZ with the international community. In the event of a full resumption of dialogue during the implementation period, complementary activities geared to increase capacity within government and support to the formulation of a sector wide approach could be assessed as part of the revision of the CSP and could be subject to complementary funding from the A envelope. In the short to medium term, EU will expand technical assistance to MoESAC, through the ETF, in support of the formulation of an Education Sector Plan – which is another priority need identified in discussions¹¹. Involving the provision of TA and based upon widespread consultation, this exercise would benefit from information gathered through ETF activities.

The problem of the attrition of teachers in rural areas, and the ‘brain drain’ more generally, are consequences of the political and macroeconomic situation, and are now gradually being addressed. Since February, teachers – in common with other public servants – received a monthly allowance of US\$100. In July, following the mid term budgetary review, salaries have been reintroduced, but with a limited differential of pay scales. Teachers' salaries have been increased by 50%, ensuring an average salary of \$150 per month. This amount is, however, still considered (particularly by the three teachers’ unions) to be well below a living wage in Zimbabwe.¹² Direct support for the payment of teacher salaries is not currently an option, due to considerable uncertainties regarding teacher numbers and attendance. Nevertheless, it is anticipated that the provision of teaching and learning materials, together with briefings and basic capacity-building at the school and local community level, will make a significant contribution to education quality at school level and to the restoration of morale amongst the disheartened teaching profession.

An important complimentary intervention for the education sector is the Government wide ‘payroll and skills audit’ currently being implemented by the Ministry of Public Service. The audit is financed by the MDTF Analytical, and will include the services of an independent audit firm to review the process at each of the four phases of implementation. Considering the sheer size and significance of the education payroll, the Public Service Audit project will be a critical complementary intervention for the Ministry of Education during the transition period. Technical assistance provided through the ETF will further enable the Ministry to appropriately engage with this important public sector governance reform. There will be a need to go beyond simply a ‘recapitalisation’ of the human resource stock of the Ministry, and

¹¹ For example in meetings during July 2009 between the consultant carrying out the Education Sector Update and senior MoESAC officers

¹² Budget statement to Parliament by Minister of Finance on 15th July 2009.

to assist the Government to develop transitional educational policies and strategies in response to the reform.

Another important complementary intervention is the revitalised 'Basic Education Assistance Model' (BEAM) which from September 2009 will be funded under the UNICEF 'Program of Support' for Orphans and Vulnerable Children (OVCs).¹³ 'BEAM' was established in 2001 and operated entirely from government funds, but withered away as a consequence of hyper-inflation. The approach is now being restructured, and with donor support, will target at least 30% of primary school aged children. As a demand side intervention, the BEAM aims to more efficiently address 'access to education' for orphans and vulnerable children through the channelling of operational grants directly to the school level. The 'Education Transition Fund' will complement, addressing supply side issues to improve educational quality for those who gain access.

Opportunities also exist for linkages with on-going programmes of the many local and international NGOs, which work in the areas of environment, youth and gender, SME development, food security, nutrition, water and sanitation and humanitarian assistance, as well as in education.

2.4. Donor coordination

The intervention will operate within the framework of the "Principles for Good International Engagement in Fragile States" as part of the broader Paris Agenda. The objective of these Principles is to help maximize the positive impact of engagement and minimize unintentional harm. Of the twelve international Principles, donors in Zimbabwe, led by the European Community, are focussing on the following five: (a) Take context as the starting point; (b) Move from reaction to prevention; (c) Focus on institutional development of state institutions as the central objective; (d) Align with local priorities and/or systems; and (e) Agree on practical coordination mechanisms between international actors. The proposed project has adopted these principles and is aligned with Government education policies and harmonised with the other donor interventions in this sector.

Although an 'Education Sector Working Group' had been active in earlier years, even extending towards the consideration of an Education Sector-Wide Approach, this ceased operating as donors moved away from direct aid to GoZ, channelling their support through the NGO sector. In recent months, GOZ has instigated a number of encouraging initiatives and there is now better liaison and cooperation in regard to the education sector than before. Early in 2009, the Education Minister resuscitated the earlier coordination mechanism, in the form of an 'Education Donors Coordination Group', under his leadership, to provide technical support to MoESAC in its response to identified priorities. This group will have a special role in coordinating the gathering of support for and implementing the nationwide provision of textbooks and stationery, of which this project is and integral part.

A significant development was the appointment of a 'National Education Advisory Board' (NEAB) in March 2009 to advise upon and recommend to the Minister policy-level and strategic approaches aimed at re-establishing a viable and high-quality general education

¹³ BEAM programme runs from 2007 through 2010 and the donors participating in the pooled fund are The EC has provided €10M from EDF 9 B envelop to the POS. Other donors include AusAID, DFID, EC, KfW, NZAID, and SIDA.

system. Another important move forward was the transformation of the former 'Working Group' into an Education Cluster to coordinate the humanitarian response in the education sector between MoESAC, NEAB, UN agencies, Development Partners and NGOs.

Chaired by DFID, a Multi-Donor Trust Fund – Basic Services Technical Review Group is financing analytical work related to revitalising basic services, notably health and education, and supporting a recovery in human capacity. In addition to the EU, the WB, UNICEF, UNFPA, WHO, UNESCO, CDC, CIDA, SIDA, France, Norway, Ireland, USAID and IOM are involved in this initiative.

The challenge now for all of those involved in these several groups is to clarify each body's roles and functions, to secure synergy as opposed to overlap, and to offer well-informed and realistic guidance to the Minister, backed up by the coordinated support of the involved Development Partners. Such approaches will embody the Transitional Aid Approach concepts and GoZ's Aid Coordination Structure¹⁴, aimed at coherence, effectiveness, transparency and accountability, 'ultimately reducing dependency on donor aid'.

A number of donors have already confirmed their pledges to the ETF. Apart from the EUR 7.4 million provided by the EU through this project, Australia, Denmark, Germany, Netherlands, Norway, New Zealand, Sweden, and the UK have together pledged more than 30 of the 50 million USD needed for the ETF.

This coordinated programme aimed at nationwide provision of textbooks, stationery and high quality technical assistance, will itself strengthen donor coordination in support of the education sector. The EC will play a key role in the 'Steering Committee' (SC) for the fund, and may be invited to co-chair with the Government. In addition, particular project elements, notably the gathering and analysis of information on school conditions and priorities and the development of effective strategies, will make significant contributions to the well-informed and effective harmonisation of donor support in the furtherance of educational access, equity and quality.

3. DESCRIPTION

The Logical Framework for this project is a prototype of the Logical Framework for the UNICEF-coordinated, pool-funded nationwide programme. Essentially, funding will, in late 2009 and during 2010, support a national campaign to deliver textbooks, stationery and some other materials, along with briefing and basic capacity building sessions with Head Teachers, Teachers and School Development Committee members at all Zimbabwe's primary schools. High quality 'technical assistance' will be secured against a list of prioritised needs provided by the Ministry of Education.

3.1. Objectives

The **Overall Objective** of the intervention are:

- **Improved quality of education for children in Zimbabwe;** and
- **Improved understanding of the education system,** in support of effective transitional policies and strategies for the sector.

¹⁴ Set out in GoZ's 'Aid Coordination Policy' of May 2009, subtitled 'Getting Zimbabwe working again'.

These will be contributed to by the purpose and/or specific objective of the 'Education Transition Fund' (ETF) which are:

- **To decrease drop-out rates by procuring and distributing textbooks and learning materials to all 5,300 primary schools, according to need, to reach a minimum 2:1 pupil / textbook ratio.**
- **To improve access of MOESC to high quality technical assistance**

Alongside the specific focus on the delivery of commodities and capacity building sessions to all primary schools, there will be provision of technical assistance to support information management, understanding the underlying problems, assessing appropriate strategies, developing and disseminating practical recommendations, and thereby facilitating MoESAC in its development of its 'Education Sector Plan'. In case funding of the ETF is further increased, textbook procurement may also be expanded to secondary schools.

3.2. Expected results and main activities

The project will contribute to the overall drive to deliver teaching and learning materials, in accordance with MoESAC priorities and standards, initially to primary schools nationwide. Synchronized with those deliveries, there will be briefings and basic capacity development to Head Teachers, Teachers and School Development Committee members covering both the care and effective utilisation of the materials and other more general issues related to learning and teaching.

This intervention will enable and support information gathering at all primary schools, as the commodities are being delivered, and a report will be produced based upon an analysis of that information. The 'school conditions checklist' will be developed and piloted in close coordination with MoESAC and the data gathered will be entered into the Ministry's emerging MIS.¹⁵ Based upon analyses of that information, a report will be compiled and seminars organised addressing the implications of the evidence assembled.

Provision of specific technical assistance will also be provided for priority needs identified by the Ministry¹⁶ and to assist with the development of transitional education policies and plans. It is proposed that outcomes of the provision of teaching and learning materials, capacity building and technical assistance will be assessed through an *ex post* evaluation in early-2011.

Direct Beneficiaries of the project will be children attending primary schools, now and in the coming years. Nationwide, an estimated 2 million children in 5,500 schools will have access to improved learning materials in the 2010 school year, as a direct result of the wider programme to which the project contributes. Furthermore, as steps will be taken to maximise the textbooks' 'learning lives', significantly more children will directly benefit from them in subsequent school years. The Head Teachers, Teachers and SDC members receiving briefings

¹⁵ In reference of the Decision C2009/8592: whereas7: "It is proposed to earmark some funds for an expert facility to provide expertise and technical assistance to the Government and other key institutions as required."

¹⁶ Idem than footnote 15

and basic capacity building sessions will also benefit directly. MoESAC, and thus the education sector generally, will benefit from receiving data on the conditions of all primary schools and from the shared consideration of strategies that respond to those conditions.

Indirect Beneficiaries include the community at large through the social and economic benefits of an enhanced primary education system. District Education Officers will, as the commodities are being delivered, have opportunities to visit their schools and be involved in these developments. In addition, children, teachers and others associated with Zimbabwe’s primary sector, will in time benefit through the development of information-based strategies for upgrading teaching and learning in primary schools, which will also support MoESAC in its formulation of an Education Sector Plan.

There are four main Results necessary and sufficient to achieve the Purpose, within the wider UNICEF-coordinated programme. The main Activities in relation to each Result are tabulated below; the scheduled timings are indicative:

<p>Result 1: Textbooks and stationery in use by teachers and pupils.</p> <p>Main Activities:</p> <p>1.1 MoESAC and the UNICEF-led Commodities Working Group agree on standard textbooks, child: book ratios, stationery and related details (September-November 2009)</p> <p>1.2 UNICEF-coordinated procurement on national basis, including some in-country production dependent upon local printing capacity (Jan.-May 2010)</p> <p>1.3 Delineation of logistical arrangements regarding the efficient provision of commodities and related services nationwide determined (December 2009)</p> <p>1.4 Briefing sessions for NGOs involved in the distribution of commodities, the capacity building and basic data gathering (December 2009)</p> <p>1.5 Distribution of textbooks and related materials to primary schools nationwide, including basic data gathering (March - August 2010)</p>
<p>Result 2: Strengthened capacity of teachers to utilise textbooks in effective teaching.</p> <p>Main Activities:</p> <p>2.1 As for 1.3 and 1.4, above</p> <p>2.2 Briefings and basic capacity building for Teachers, covering the long-time care of commodities and pedagogic methodologies utilising textbooks and teachers’ guides (January-March 2010)</p> <p>2.3 Briefings and basic capacity building for Head Teachers, covering asset management and teacher mentoring (January-March 2010)</p>
<p>Result 3: Strengthened institutional capacity at MoESAC and community level.¹⁷</p> <p>Main Activities:</p> <p>3.1 As for 1.3 and 1.4, above</p> <p>3.2 Meetings with SDC and SDA members, covering the provision of commodities and the content of the briefings to Teachers and Head Teachers, and how these may be monitored and the aims supported by effective SDAs/SDCs (January-March 2010)</p> <p>3.3 Provision of high quality coordinated technical assistance to support strategic institutional and capacity development issues, prioritised by MoESAC (October 2009 – April 2011)</p>
<p>Result 4: Information gathered and understanding of best practice developed and applied at school and community level.</p> <p>Main Activities:</p> <p>4.1 Consultations between MoESAC and the UNICEF-led Commodities Working Group on the former’s data requirements (October-November 2009)</p> <p>4.2 Development, piloting and finalisation of a checklist on school conditions and priorities, compatible with MoESAC’s emerging MIS (January – March 2010)</p>

¹⁷ Idem than footnote 15

- 4.3 As for 1.3 and 1.4, above
- 4.4 Administration of checklist during the distribution of textbooks et cetera to primary schools nationwide (see 1.5, above)
- 4.5 Data entry, analyses, compilation of report, seminars and dissemination on findings, implications and recommendations (May – August 2010)

Project/Programme Management

Main Activities:

- 0.1 Development Partners confirm their level of involvement in the UNICEF-coordinated pooled approach (Aug.-Sept. 2009)
- 0.2 Implementation and monitoring, overseen by Programme Steering Committee (August 2009-July 2011)
- 0.3 *Ex post* evaluation of project consequences for primary teaching and learning; seminars and dissemination on findings, implications and recommendations (Feb-April 2011)

3.3. Risks and assumptions

With regard to the project, there are two inter-related pre-conditions:

- Timely establishment of the Education Transition Fund
- Critical mass of donor support committed to the Fund.

From discussions with UNICEF, EU Member States and other development partners in July 2009 with the consultant preparing the Education Sector Update, it seems highly likely that these conditions will be met. Many DPs are positive regarding the approach embodied in the pooled programme and indications received from those interviewed are that significant support will be available to proceed on a pooled basis. Moreover, ECD will further and facilitate the achievement these pre-conditions, through its on-going consultations and liaison.

The remaining risks and assumptions apply to the overall nationwide programme of which the project will be an integral part. The main risks and planned mitigating measures are:

- Worsening of the politico-economic situation: this will be closely monitored – as long as the schools are operational, every attempt will be made to implement the project, subject to the safety of those involved;
- Absence of teachers, low teacher morale, flight from the rural areas: this will be monitored and addressed in project reports – the provision of learning materials and the briefing sessions should send a message to teachers that they are valued and that, in the medium term future, their conditions and status may start to improve;
- Substantial dropouts due to fees, levies and opportunity costs: this too will be monitored – the provision of learning materials should be an incentive to children to remain in school;
- Insecurity of commodities: deliveries will be signed for by both Head Teachers and SDC chairmen; asset registers will be established (dealt with in training sessions), Grade 1 pupils will be told that they will be given Grade 2 textbooks only if they return their Grade 1 books in good condition *et cetera*; textbooks will be covered and stamped – community ‘book-covering days’ will occur;
- Disruptions in Grade 7 examinations: results of these are intended as Means of Verification for a key OVI, comparing 2010 with 2009 and previous results (i.e. with-project and before-project). If disruptions occur, or if results are significantly delayed, other information will be gathered;
- There is a risk that important complementary initiatives, such as the Annual School Census and the Public service Payroll and Skills Audit, do not advance, or do not deliver the expected results for the Ministry of Education.

Prior to and during implementation it is assumed that there will be:

- No major natural or man-made disasters;

- A continued GOZ commitment to education;
- Full cooperation by Provincial and District Education Officers;
- Revision of government per capita grants in line with real costs;
- Continued development and application of new regulatory provisions to increase the autonomy of Parental Assemblies and SDCs;
- Traditional strong community support for education; and
- No impediments placed in the way of independent research.

Sustainability is specifically addressed in the following ways:

- Full and open cooperation between development partners and MoESAC in all aspects of the project and within the wider nationwide programme;
- Sessions with Head Teachers, Teachers and SDC members which include a consideration of long-term enhancement of school conditions and thus of learning and teaching quality;
- Particular actions aimed at prolonging the ‘learning lives’ of the textbooks; and
- Data-gathering and analyses aimed at enabling information-driven planning.

3.4. Crosscutting Issues

The following cross-cutting objectives are integral to the project:

HIV/AIDS education: The pandemic and its social, economic and demographic consequences is the setting in which this intervention is positioned. Science and Social Sciences texts address the issue from their particular perspectives. Sensitive information-gathering on, for example, numbers of orphans, will occur, using standard definitions. The resultant report and associated seminars will thoughtfully address these issues, covering how HIV/AIDS is presently dealt with in the classroom, and extending to its incidence amongst teachers.

Environmental sustainability: the project itself has no direct implications in this area, save that the briefings of Head Teachers and SDC members may touch upon sanitation and other school facility-related matters. However, the primary curriculum does treat environmental issues at several levels and these will all be covered in the Science and the Social Science textbooks being provided.

Gender equality is reflected in MoESAC’s commitment to the MDGs and EFA which emphasises quantitative and qualitative aspects of this issue, such as access of boys and girls, and gender and the curriculum.

Good governance is addressed in the Social Science textbooks – it is of particular significance in contemporary Zimbabwe.

Human rights considerations are fundamental to this project: the right to education is withering away and the economic and other challenges need to be met. The provision of learning materials, the briefings for teachers and community representatives, and the strengthening of information will contribute. Other human rights are addressed in the Social Science textbooks.

3.5. Stakeholders

The core stakeholders of the project – and of the wider programme of which it is an integral part – include:

- MoESAC nationally, which provides policy direction¹⁸;
- Provincial and District Education Officers who will provide support, supervision and policy direction and, within their resources, contribute to project monitoring and sustainability;
- UNICEF, which will provide coordination;
- Other Development Partners through their direct involvement in the Fund;
- The NGO sector, through the delivery of commodities and briefing and capacity building sessions at the school and community level, and through complementary activities; and
- School Development Committees, Head Teachers and Teachers.

Secondary stakeholders are:

- Private sector suppliers of commodities, national printing and publishing firms, local book sellers (where applicable – it is likely that GOZ and the Education Donors Coordination Group will choose to procure some textbooks from outside Zimbabwe¹⁹); and
- Those supportive Development Partners who, while they cannot be directly involved in the Fund, will implement complementary activities and participate fully in the dialogue.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The EU contribution will be pooled with those of a number of donors in the Education Transition Fund (ETF). The implementation method shall be **joint management through the signature of a Standard Contribution Agreement with UNICEF** in accordance with EU regulations for "multi-donor actions". The monitoring of the implementation of the action by the services of the European Commission should focus on results, in this case the time delivery of commodities and services, and the consequent enhancement of teaching and learning in Zimbabwe's primary schools. UNICEF has been chosen due to its comparative advantage in the education sector in general and in procuring textbooks and learning materials in particular. Moreover, in the past years, UNICEF has proven to have a strong capacity in managing pool funds, such as the Programme of Support to the National Action Plan on OVC and the Vital Medicines Fund.

4.2. Procurement and grant award procedures

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the International Organisation concerned.

¹⁸ Idem than footnote 15

¹⁹ The feasibility of printing a proportion of the books, and of manufacturing a proportion of the stationery, in-country – depending upon a realistic assessment of capacity – will be addressed. Supporting and stimulating Zimbabwe industry is a justifiable strategy, alongside achieving good (and timely) value for money.

4.3. Budget and calendar

The cost of the project, being a contribution to the Education Transition Fund (ETF), is estimated at **7.500.000 euros**, all of which shall be financed from an Ad-hoc Allocation for Zimbabwe from the 10th European Development Fund (EDF) of the European Communities. This amount will be covered by a direct contribution agreement with UNICEF. Out of the 7.500.000 euros, 500,000 euros will be earmarked for technical assistance for the MoESAC which will be part of the same Contribution Agreement.

Indicative breakdown of the budget

Activities	TOTAL (euros)
Contribution Agreement with UNICEF	7,500,000*

*This amount includes 500,000 euros specifically earmarked for technical assistance, as well as provisions for a final evaluation to be commissioned by UNICEF

As per Article 19 of Annex IV to the revised Cotonou Agreement, retro-active financing has been agreed at the level of AIDCO Director / C.

The date of entry into force of this agreement for retroactive financing corresponds to the date of the request submitted by the implementing organisation (UNICEF).

Foreseen duration of the operational implementation is 24 months as from signature of the Contribution Agreement.

4.4. Performance monitoring

Recognising the financial problems currently facing MoESAC, no especial monitoring requirements are prescribed. Within the ETF, District Education Officers will be enabled to accompany and monitor the delivery of materials to schools and also be involved in the briefing sessions for Head Teachers, Teachers and SDC members.

4.5. Evaluation and audit

The EU will advocate that there be a programme-wide *ex-post* external evaluation one year after the delivery of commodities and capacity building sessions to primary schools nationwide. The audit will be commissioned by UNICEF, to be financed out of ETF resources.

4.6. Communication and visibility

The EU communication and visibility guidelines for international organisations apply for this project.

There will be no project specific media releases beyond the announcement of EU support to the overall Education Transition Fund (ETF). An appropriate public information campaign should occur articulated with the delivery of textbooks and other materials to primary schools and related activities nationwide, the objectives to include raising morale amongst teachers and ensuring public awareness of steps being taken to restore the primary education system to normality.

Annex II

5. IDENTIFICATION

Title/Number	ZIMBABWE - Accelerated Midwifery Training CRIS n°: FED/2009/ 021-828		
Total cost	1,500,000 euros – 10 th EDF B envelope		
Aid method / Method of implementation	Project approach Partially decentralised management		
DAC-code	12281	Social Sectors	Health

6. RATIONALE

6.1. Sector context

With the evolution of the political situation in Zimbabwe, the EU has agreed to elaborate a Short Term Strategy (STS) to support the Government of National Unity in its stabilisation and its reform process. Support to public health is an important pillar of this strategy which will be implemented in line and compliance with article 96. During the last 10 years the EU has been playing a major role in the public health sector in Zimbabwe, contributing to an average 10 Million Euro per year, gaining a strong and recognised expertise in this area. Within its STS, the EU aims at improving the quality and access to public health services countrywide and continuing supporting life saving activities. The proposed action is an important element of this strategy.

Zimbabwe's national health system has been among the best in the region. It is capable of training most of its Human Resources for Health (HRH) both at under and post-graduate levels.. However, the sharp economic decline registered over the last decade and its recent acceleration resulted in a dramatic decrease of public funding in real terms, leading to a severe deterioration of its capacity to deliver health services to the population particularly in the last two years.

In recognition of this situation, and of the increasing levels of poverty and vulnerability, **the rehabilitation of the social and public health services is a key priority for stabilization under the Global Political Agreement (GPA) and the related Government Short Term Economic Recovery Plan (STERP)**. In this regard, the Ministries of Education are key actors contributing to the reconstruction and stabilisation process of Zimbabwe.

As far as the health sector is concerned, the STERP identifies the following core issues that need to be addressed:

1. the loss of medical and managerial health professionals;
2. the inadequate supply of essential drugs and medical supplies;
3. the inadequate provision and maintenance of equipment and infrastructure;

4. the disrupted transportation and telecommunications systems;
5. the possible modalities for health sector financing.

The problem of maternal mortality (MMR) and peri-natal mortality (PNMR) remains an international concern. In line with the Millennium Development Goals (MDGs) the country is required to reduce by 2015, the maternal mortality ratio (MMR) by 75% compare to that of 1990.

According to the Ministry of Health and Child Welfare (MoHCW) "**Maternal and Perinatal Mortality Study, 2007**", the estimated MMR was **725 per 100.000 live births** (higher than 555 in the DHS 2005-06)

HIV and AIDS was the leading cause of death (including TB) among the notified cases, but as in other countries, pregnancy induced hypertension/eclampsia, postpartum haemorrhage and puerperal sepsis were among the top five causes of maternal deaths.

The **PNMR has risen to 29 per 1.000 live births** and the three major causes of peri-natal death are: preterm birth, intrapartum asphyxia and trauma, and unexplained intrauterine death.

2.1.1 Human Resources for Health General Situation

In 2008, the MOHCW conducted an HRH situational analysis²⁰. The main findings of the analysis are related to: 1) HRH Deployment, utilization and management and to 2) HRH production, training and development.

Very high vacancy rates were registered due to staff migration from the public sector and to neighbouring countries and beyond. These include Clinical Officers (56%), **Nurse tutors (71%)**, **Trained midwife (49%)**, Government medical officer (62%), Heads of medical departments and consultants (73%), X-ray operator (54%), etc.

The country also lacks of adequate numbers of lecturers and tutors across all fields and faces reduced training outputs for a number of training programmes. The nation is confronted with compromised quality of training outputs, increased failure and drop-out rates and increased number of inexperienced and unsupervised junior personnel standing in for senior professional cadres.

²⁰ Zimbabwe HRH Situational Analysis Report analysis prior to developing a HRH Policy and HRH Strategic Plan was in line with WHO/AFRO's rEUommendations (Nyoni et al., 2006: 5-11).

In a comprehensive response to the increased MMR and PNMR and the poor availability of midwives and as a contribution for the achievement of the MDGs, the MoHCW intends to increase its midwifery training capacity, **upgrading** Primary Care Nurses (PCN) to a **Midwifery Diploma** (12 month course). This will ensure, according to the "Midwifery Deployment Policy" of the MoHCW, that 60% of nurses in peripheral health facilities are midwives. In this regard, there is also the need to consolidate the number of midwifery trained tutors. The MoHCW Nurse department estimate that with available funds nursing training schools will be able to train about 550 midwives over a period of 18 months. As a result of this training according to the MoHCW Nursing Department estimation it will be possible to deploy a minimum of one midwife per each of the peripheral health centres, nationwide.

This action intends to contribute to the reduction of maternal and perinatal mortality.

6.2. Lessons learnt

Due to the current economical constraints the Government of Zimbabwe has very limited financial resources, mainly devoted to recurrent costs of the public systems, leaving limited space for human resources investments and provision of vital drugs and medical supplies and consumables.

According to the Ministry of Health and Child Welfare (MoHCW) the successful prevention and treatment of obstetric complications could potentially reduce maternal deaths by 46%²¹. None of the intervention are particularly complex or beyond the capacity of a functioning health system in Zimbabwe.

The **availability of midwives**, together with the revitalization of "**Maternity Waiting Homes**" at peripheral health centre and the **availability of medical supplies and consumable** (essential drugs, medical gasses, safe blood, etc.)²² can allow the public health system to better address the obstetric causes of death.

The EU-financed Vital Health Service Support Programmes (VHSSP) 1 and 2 are clearly making a significant impact which provided valuable lessons, confirming that to avoid the collapse of the health services delivery in Zimbabwe, it has been fundamental to train and retain health staff and ensure the availability of essential medicines. Substantial has been the contribution of the VHSSP 1 in training Primary Care Nurses (PCN) during the last 2 and half years.

One of major recurrent recommendation of recent studies financed by various donors is to **pay decent salaries to retain staff but also have funds to train new cadres and improve qualification of already trained**.

6.3. Complementary actions

This action is complementary to the VHSSP 1 training component (ending in December 2009), since it intends to retrain PCNs trained during VHSSP 1 to become midwives. It consolidates the role of PCNs within the health system, contributing to the enhancement of the quality of delivered health

²¹ "**Maternal and Peri-natal Mortality Study, 2007**"

²² EU contributes nation-wide to the provision of essential medicine (VHSSP 1, VHSSP 2, EUHO), medical gasses and safe blood (Instrument for Stability).

services. In this project VHSSP, the National Authorising Officer was already in charge of the implementation (decentralised management). Its cooperation with EC Delegation was positive and efficient.

The VHSSP 2 (also ending in December 2009) will partially complement this action in addressing the obstetric causes of maternal death, with the provision of essential medicines and basic medical supplies, which are to be delivered by December 2009.

The action is complementary to other interventions supported by the EU, including food security and other Budget Lines (BL) projects implemented by NGOs (CESVI, Plan International, Mercy Corps, etc.) and UN family (UNFPA) which mainly address preventive measures against HIV-AIDS.

6.4. Donor coordination

Donor coordination has improved in the last two years. An informal group (EU, DFID, USAID, Center for Disease Control) is meeting "ad hoc" when necessary and a "Health Development Partners Coordination Group" (HDPCG) composed by Bilateral and Multilateral Donors, UN Family, major NGOs is meeting once a month. Also during the cholera outbreaks Health and Water and Sanitation Clusters under the UN Office for the Coordination of Human Affairs (OCHA) were activated.

Practical example of donor coordination are the adoption of an "*harmonised retention package for health staff*", a virtual²³ pool funding for the procurement and distribution of essential medicines and medical supplies as well as a real pool funding in support to the national strategy in favour of OVC; etc.

7. DESCRIPTION

7.1. Objectives

3.1.1 Overall Objective

Contribute to better health status and reduced poverty of the Zimbabwe population.

3.1.2 Purpose

To improve the delivery of effective health services, especially targeting women and children and the most disadvantage group of the population.

7.2. Expected results and main activities

In a comprehensive response to decrease Maternal Mortality Rate (MMR) and Peri-Natal Mortality Rate (PNMR) and as a contribution for the achievement of the MDGs, this action intends to increase the MoHCW midwifery training capacity, upgrading PCNs with a midwifery diploma (12 month course). This will contribute to the implementation of the "*Midwifery Deployment Policy*", that foresees:

- One of two nurses at Rural Health Centre be a midwife (Equity in Health – Addendum to the ZIMCORD Report 1981) and,
- 60% of nurses at any health facilities/hospitals be a midwife.

²³ It means that donors are financing the same initiative, implemented by a single agent, which utilises same methodology and strategy, but financial resources are not pooled together (eg.: different financial agreement, different bank accounts, different financial reporting and accountability per each donor)

The expected results of the action are also detailed in the logical framework and they are summarised as follow:

- 1) Consolidation through a specific orientation course of the number and quality of midwifery trained tutors;
- 2) Availability at training centres of basic provision of midwifery teaching and learning materials;
- 3) Training of about 550 PCNs in midwifery and achievement of midwifery diploma.

The related quota, of tutors, cadres and training and learning materials will be better defined in a specific training plan during the inception phase of the programme, especially taking into consideration the indication of the 2008-2013 HRH Policy and the related strategic plan currently under definition.

7.3. Risks and assumptions

The regular implementation of this action will be possible assuming that:

- The MoHCW, through the retention allowance scheme, will be able to train and attract a sufficient number midwifery tutors in the midwifery training schools.
- The Country political and socio-economic conditions should not affect the free movement of tutors and students.
- Food, electricity, water and transports should be available in order to ensure the normal running of classes and make available basic services for the student's accommodation.

7.4. Crosscutting Issues

Because of their role in informing women and their family on preventive and promotive health, the midwife represents an important link between the health system and the community. The increased availability of midwives will also benefit the prevention, care and mitigation of HIV-AIDS related interventions and will substantially contribute to the better quality of delivered public health services. Midwives also play a role in human rights, providing women with information on their rights during pregnancy and issues related to their HIV status.

7.5. Stakeholders

The main stakeholder of the action will be the MoHCW Nursing Department. Midwifery Training Schools and Nursing Schools at district, provincial and central hospitals will play also a major role. Intermediate beneficiaries are the upgraded PCNs and midwifery training tutors. Final beneficiaries of the action are the nationwide pregnant women and children.

8. IMPLEMENTATION ISSUES

8.1. Method of implementation

The action will be implemented as **partially decentralised management** through the signature of a financing agreement with the National Authorising Officer (NAO) who has developed a positive and efficient relationship throughout his past experience with the EU Delegation..Thus it is not necessary in the circumstances for the Commission to implement the special support on direct centralised management pursuant to article 4(5) of Annex IV to the ACP-EC Partnership Agreement

The MoHCW Nursing Department is the technical coordinator of the action, responsible for the daily management and implementation of the foreseen activities (eg: recruitment and training of midwifery tutors; PCNs midwifery training, TA and supportive supervision, definition of technical specification for the procurement of learning and teaching materials etc.).

Although the MoHCW Nursing Department remains the main stakeholder, the financial implementation will be ensured by “**private indirect decentralized operations**”. The NAO will entrust tasks relating to the financial implementation of the programme to a “**body**”, which will assume the responsibility for the management and financial implementation of the programme, also overlooking at the real cost of planned activities submitted by the MoHCW.

The Commission controls ex ante all the procurement procedures except in cases where programmes estimates are applied, under which the Commission applies ex ante control for procurement contracts > 50.000 EUR and may apply ex post for procurement contracts • 50.000 EUR. The Commission controls ex ante the contracting procedures for all grant contracts.

Payments remain centralised except in cases where programmes estimates are applied, under which payments are decentralised for operating costs and contracts up to the ceilings indicated in the table below.

The Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the authorising officer and the accounting officer or of the equivalent functions within the delegated entity will be effective, so that the decentralisation of the payments can be carried out for contracts up to the ceilings specified below.

Works	Supplies	Services	Grants
< 300,000 EUR	< 150,000 EUR	< 200,000 EUR	• 100,000 EUR

4.2 Procurement and grant award procedures / programme estimates

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by *the Financial Regulation applicable to the 10th EDF*.

By derogation from the rules and procedures of the Commission regarding the award of contracts, the NAO will sign a service contract and a programme estimate with a “body” governed by private law, through direct award.

The MoHCW will submit to the NAO and in copy to the Body and the EU Delegation a detailed "inception plan" including related costs, within 2 months from the signature of the Financing Agreement, which will be followed by request of payments according to the foreseen activities.

The Body will provide a global service such as the payment of students' fees; students' and tutors' per diem and transport; running cost of training centres, cost of seminar and workshops; supervision costs; preparation of the tender dossier for the procurement of supplies, procurement of the supply project visibility etc.

Contracts related to monitoring, external evaluation and audit shall be concluded by the Commission on behalf of the Beneficiary.

All programme estimates must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the programme estimates in question.

4.3 Budget and calendar

The duration of the programme is estimated to be of 30 months of implementation and the total cost is estimated at 1.500.000 euros, which shall be financed through the 10 EDF "Ad Hoc Allocation" from the B envelope for Zimbabwe. The indicative breakdown of overall amount by main components, including evaluation, audit and visibility is sets out as follows:

Budget Plan

Categories	EU Contribution Euro	Total Euro
1. Service Contract with Body	75,000	75,000
2. Programme Estimate with Body	1,375,000	1,375,000
2.1 Midwifery Tutors Recruitment and Orientation	150,000	150,000
2.2 PCNs Midwifery Training	1,070,000	1,070,000
2.3 Communication / Visibility	5,000	5,000
2.4 Procurement of Basic Training and Learning Materials	150,000	150,000
3. External Monitoring and Evaluation (service)	20,000	20,000
4. Audit (service)	20,000	20,000
5. Contingency	10,000	10,000
Total	1,500,000	1,500,000

Activities will be implemented according to the below calendar:

Description of Activities	Quarters										Responsible
	1 st	2 nd	3 rd	4 th	5 th	6 th	7 th	8 th	9 th	10 th	
Service contract and Programme Estimate signature											NAO/ EU Delegation
Programme Management											Body
Midwifery Tutors Recruitment and Orientation											MoHCW
PCNs and Midwifery Training											MoHCW/Body
Communication / Visibility											Body
Procurement of Basic Training and Learning Materials											MoHCW/ Body
External Monitoring and Evaluation (service)*											EU Delegation
Audit (service)*											EU Delegation

* Start at the end of implementation phase

4.4 Performance monitoring

a) Day-to-day technical and financial monitoring will be a continuous process as part of the Beneficiary responsibilities. To this aim, the Beneficiary shall establish a permanent internal, technical and financial, monitoring system to the project, which will be used to elaborate the progress reports. Process indicators will be defined in the inception report.

b) The Body on the basis of specifically established terms of reference defined by the Commission will carry out external monitoring of activities implementation by the main stakeholders.

4.5 Evaluation and audit

a) Independent consultants recruited directly by the Commission on specifically established terms of reference will carry out a final evaluation, at the beginning of the closing phase.

b) The EU shall appoint, in accordance with EU procurement rules, a reputable external auditor/accountant (i.e. international firm member of an internationally recognised auditing body).

4.6 Communication and visibility

Every project/programme financed by the Community shall be the subject of appropriate communication and information operations. These operations shall be defined under the responsibility of the Beneficiary with the approval of the Commission.

These communication and information operations must follow the rules laid down and published by the Commission for the visibility of external operations in force at the time of the operations, which include labeling of all EU supplied items.

ANNEX III

1 IDENTIFICATION

Title	ZIMBABWE - Technical Cooperation Facility CRIS n° FED/2009/021-820		
Total cost	1,000,000 euros – 10 th EDF B envelope		
Aid method / Management mode	Project approach –Partially decentralised management		
DAC-code	15010	Sector	Economic and Development Planning

2 RATIONALE

2.1 Sector context

EU development assistance to Zimbabwe is currently limited to projects that directly support the population in line with the Council Decision 2002/148/EC of 18 February 2002 concluding consultations with Zimbabwe under Article 96 of the ACP-EC Partnership Agreement which provides that “*financing support for all projects is suspended except those in direct support of the population, in particular in the social sectors, democratization, respect for human rights and the rule of law*”. In this context, Zimbabwe has continued to receive support from EU, channelled directly towards the population.

The situation in Zimbabwe has evolved with the inception of a Government of National Unity based on the power sharing agreement – Global Political Agreement signed on 15 September 2008. Its implementation is largely supported by the EU as it addresses our concerns on Human rights, democracy and rule of law which were the basis for the adoption of Article 96 appropriate measures in 2002. As a follow up to the official re-launch of of EU-Zimbabwe political dialogue under Article 8 of the ACP-EC Partnership Agreement in June 2009 and in support to the implementation of the Global Political Agreement, the EU agreed to elaborate a a **Short Term Strategy (STS)** to support the stabilisation of the Government of National Unity (GNU) and its reform program. The Strategy covers the current Commission support to the Zimbabwean population and includes additional funding that is intended to provide a direct benefit to the population while supporting the recovery and democratic transition of Zimbabwe. Supplementary resources consist of EUR 12 million financed from the 10th EDF allocation for unforeseen needs (the allocation decision was adopted on the 11/11/2009 - Ref C(2009) 8592) which will be complemented by EUR 10,5 from the EC general budget, namely the Instrument for Stability.

Once finalised, the STS will be structured around three pillars: (1) food security and agriculture, (2) social sectors including public health and education and (3) governance and GPA implementation. The bulk of the proposed support is in areas in which the EU has been active in the past.

The proposed programme aims at facilitating and supporting the implementation of an EU Short Term Strategy for Zimbabwe. Its overall purpose is to provide targeted Technical

Assistance to support the stabilisation of the inclusive government and the implementation of its governance, social, and economic reform program.

The present program will provide:

- a) **TAF** – Technical Assistance Facility - a facility for the engagement of short- to medium-term consultants to assist in the main stages of the project cycle to ensure the effective implementation of the Short Term Strategy (STS) and other EU programmes, in keeping with the objectives of the ACP-EC Partnership Agreement. Consultants will be engaged to assist with specific tasks related to: project identification, preparation and assistance with tender procedures and with evaluation and monitoring or audit where this has not been provided for in the project itself, or the project has already been closed. It is proposed that these services be provided by consultants and/or individual experts recruited by or on behalf of the NAO in accordance with EDF procedures. The cost of this component will be 900,000 Euro.
- b) **TSPP** (Training Support for Projects & Programmes) this will finance various educational actions such as seminars or consciousness-raising activities prior to or during the formulation of a project or programme – for example a Project Cycle Management workshop of stakeholders in a sector identified in the STS in accordance with EDF procedures. CS (Conferences and Seminars) these include: (a) more general short-term training activities for officials and/or non-state actors on topics related either to the priorities of the ACP-EC Partnership Agreement (structural adjustment, democracy, environment, trade, etc.) or to EDF or other EU administrative and financial procedures and (b) participation by ACP officials or non-state actors in international meetings or seminars on development or trade themes. The latter are normally organised by bodies or organisations other than the Commission (including UN bodies) - in accordance with EDF procedures. The cost of this component will be 45,000 Euro.

2.2 Lessons learnt

A TCF was already used under the 9th EDF. It proved to be a flexible and strategic instrument allowing the Delegation to finance targeted technical support to quickly respond to numerous requests of the NAO to facilitate preparation of new interventions or to assist in the implementation.. These past TCF activities contributed to strategic studies and to the smooth preparation and implementation of our current activities. In particular; (i) in commissioning of detailed sector studies within the current cooperation framework; (ii) studies in the context of the 10th EDF programming exercise and (iii) studies as part of the preparatory works for the STS. Expertise, studies and need assessment financed under the previous TCF have been conducive to the reforms currently been carried out in Zimbabwe and allow the EU to play an important role in the transition process.

In addition, current TCF has also funded a contribution to a MDTF led by the World Bank which objectives are (i) to contribute to analytical work on the key development challenges facing Zimbabwe and (ii) to develop, including through pilot activities, Expertise that will enable both the Government of Zimbabwe and the donors to the Trust Fund to respond quickly to the Government of National Unity priority needs for its economic and social recovery and its transition towards democracy.

Internal appreciation has shown that the following lessons have been learnt and taken into account in the elaboration of the present financing proposal:

- Good project cycle management and beneficiaries' participation in developing and approval of projects, in particular at the level of identification and formulation, is crucial.
- The facility has also been a very important and flexible tool to respond to the need of increased knowledge on the current crisis and to plan for the future.
- The facility enabled quick responses to unexpected needs of the Authorities and to assist NSAs to strengthen their capacities and to better involve them in the development process of the country.
- Timely and flexible technical assistance inputs for the identification and preparation of projects and programmes result in more efficient and effective implementation of projects.

The present TCF also shows that the most frequently used component is the Technical Assistance Facility (TAF) and therefore, the amount dedicated to the TAF will be increased.

2.3 Donor coordination

External assistance through Official Development Aid (ODA) to Zimbabwe is currently evolving from humanitarian to a more transitional type of support.

So far, Zimbabwe did not sign the Paris Declaration; however, under the leadership of the Commission, aid harmonisation has been quickly brought onto the agenda following the inception of the GNU. Government has quickly taken the initiative of preparing an Aid Coordination Policy. This was approved by Cabinet in June 2009, and formally presented to Heads of Missions of the donors' community on 1 July 2009. An EU-funded study identifying options for coordination including donors' coordination and principles for donors' harmonisation in Zimbabwe was completed at the end of May 2009 and is being discussed among donors. DFID has also proposed in June 2009, a "transitional support" model for donor alignment to Government needs in a restrictive environment. Until now, the fora of donor co-ordinations are orbiting around the UN-led initiatives, the WB-led initiatives (MDTF), some EU led technical coordination at sector level in education and food security as well as the likeminded donors groups that include all OECD donors having established Cooperation offices in Zimbabwe.

Being a technical assistance facility targeting programming there is not coordinated approach; however under fragile state facility the African development Banks is currently implementing a 6 M\$ budget line targeting studies on PFM and energy studies and the MDTF Analytical is providing as well a 6 M\$ facilities providing Technical assistance to Government in key areas as well as studies.

In terms of overview of the Cooperation a table compiled by Government in July 2009 provided a first overview of the donor funding although incomplete. A new matrix for the reporting of Aid has been agreed upon between donors and Government and is currently being filled with forecast disbursement for 2009 and 2010.

3 DESCRIPTION

3.1 Objectives

The overall objective of the proposed project is the successful implementation of the EU-Zimbabwe STS through the support of sound development programmes that directly benefit the population and ad hoc activities financed from the European Development Fund (EDF).

Through this project, the EU will provide targeted Technical Assistance to support the stabilisation of the inclusive government and the implementation of its governance, social and economic reform program.

The project purpose is the identification and successful implementation of actions under the EU-Zimbabwe STS and other EDF/EU funds together with improved awareness among key actors in the country of general development and trade issues and of EU policies in these areas by means of training for beneficiaries in Zimbabwe.

3.2 Expected results and main activities

The TCF will mainly complement the technical capacity available within the Zimbabwean entities responsible for the development cooperation with the EU and those of the EU Delegation to Zimbabwe. The expected results are:

Under the Technical Assistance Facility (TAF)

- 1) Successful identification, formulation and preparation of programmes to be supported under the EU-Zimbabwe STS
- 2) Specific expertise and assistance in policy making and implementation related to the GPA implementation.
- 3) Specific expertise and assistance related to the pursuance of our current support to the population in the social sector, agriculture and food security sectors, and in trade.
- 4) Specific expertise in support to the National Authorizing Officer as indicated in the ad hoc allocation Decision C2009/8592²⁴.

Under the conference and visibility facility

- 5) Main stakeholders are well informed about objectives pursued by the proposed actions and have a positive attitude regarding their implementation and envisaged benefits.
- 6) Capability of the NAO and concerned line ministries/agencies²⁵ and non-state actors is strengthened to ensure timely and cost-effective preparation/implementation of actions.

Under audit and evaluation

- 7) Experiences gained from previous and ongoing actions are assessed in order to draw lessons for the design of further actions.

3.3 Risks and assumptions

It is assumed that the relative political stability currently enjoyed under the Government of National Unity will hold.

²⁴ Whereas.5: Considering that it can be implemented by the National Authorising Officer, it is not necessary for the Commission to implement the special support on direct centralised management pursuant to article 4(5) of Annex IV to the ACP-EC Partnership Agreement.

²⁵ In reference of the Decision C2009/8592: whereas 5 as mentioned above and 7: "It is proposed to earmark some funds for an expert facility to provide expertise and technical assistance to the Government and other key institutions as required."

The quality of short-term technical assistance is a major issue for the support under the facility to be effective. In order to ensure appropriate standards of assistance, detailed terms of reference will need to be prepared and continuous monitoring of the assignment guaranteed.

3.4 Crosscutting Issues

More directly: At the request of the Commission; the TCF may finance the participation of stakeholders to environment and gender related events. The TCF will also reinforce capacities through training and technical assistance.

3.5 Stakeholders

The main stakeholders²⁶ are the following:

- The National Authorising Officer and the National Planning Commission being the focal actors as regards development cooperation with the European Commission.
- Ministries, actively and positively committed to the reform process, involved in the focal sectors (human capacity development and rural development) and non-focal sectors identified in the STS and in the future CSP/NIP as well as those concerned with trade and trade related issues.
- Non State Actors from the civil society and the private sector. They may benefit from capacity building, training or technical assistance, or participation in conferences and seminars.

4 IMPLEMENTATION ISSUES

4.1 Implementation method

The TCF will be implemented by partially decentralised management through the signature of a Financing Agreement with the National Authorising Officer with whom the EC Delegation has developed a constructive relationship which shows commitments to the reform process.

The Commission controls ex ante all the procurement procedures except in cases where programmes estimates are applied, under which the Commission applies ex ante control for procurement contracts > 50.000 EUR and may apply ex post for procurement contracts • 50,000 EUR. The Commission controls ex ante the contracting procedures for all grant contracts.

Payments remain centralised except in cases where programmes estimates are applied, under which payments are decentralised for operating costs and contracts up to the ceilings indicated in the table below.

The Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the authorising officer and the accounting officer or of the equivalent functions within the delegated entity will be effective, so that the decentralisation of the payments can be carried out for contracts up to the ceilings specified below.

²⁶ In reference of the Decision C2009/8592: whereas 5 and 7.

Works	Supplies	Services	Grants
< 300,000 EUR	< 150,000 EUR	< 200,000 EUR	• 100,000 EUR

4.2 Procurement and grant award procedures; Programme estimates.

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the EDF regulations. Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in Annex IV of the Cotonou Agreement.

2) Specific rules of grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EC external actions. They are established in accordance with the principles set out in Title VII 'Grants' of the Financial Regulation applicable to the 10th European Development Fund. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80%. Full financing may only be applied in the cases provided in Article 109 of the Council Regulation on the Financial Regulation applicable to the 10th European Development Fund.
- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 108 of the Financial Regulation applicable to the 10th EDF.

3) Specific rules on programme estimates

All programme estimates must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the programme estimates in question.

4.3 Budget and calendar

The operational duration will be of 48 months as from the signature of the Financing Agreement.

The total project cost is estimated at 1,000,000 euros, which shall be financed from an Ad Hoc allocation. No contribution of the Government of Zimbabwe is foreseen.

The indicative budget is broken down as follows:

Categories	EC contribution
	Euros
TAF – Technical Assistance Facility	900,000
TSPP – Training Support for Projects & Programmes and CS - Conferences and Seminars	45,000
Communication/Visibility	5,000
Reviews, Monitoring and External Evaluation (of this programme)	35,000
Audit(of this programme)	15,000
TOTAL	1,000,000

The programme will involve:

- (a) Approximately 15 medium and short term consultancy contracts: consultancy firms or individual experts will be identified
- (b) Rental, incidental expenses (interpretation, equipment, participation fees and other expenses of participants and for conferences.

4.4 Performance monitoring

The main indicator will be the commitment and disbursement of resources that will be made available under the Short Term Strategy and under the 10th EDF CSP-NIP provided that the CSP will be signed by both parties. This will involve the successful identification, formulation, implementation and evaluation of actions. The EAMR will be the master monitoring tools.

4.5 Evaluation and audit

An evaluation of this Technical Cooperation Facility will be conducted at the end of the period of implementation. A provision for audit is included in the budget.

4.6 Communication and visibility

The project's visibility will accord with the EU's Visibility Guidelines for External Actions of April 2008. In particular, it will be ensured through adequate press and media coverage as well as by means of other communication products with appropriate signage indicating source of support.

The budget will be used to fund among others:

- Ceremonies of signature of Financing Agreements and important contracts together with NPC/NAO.

- Delivery ceremonies of supplies and infrastructure funded under programmes
- Promotional material like banners, stickers and brochures
- Press conferences, meetings with the media/Civil Society and publication of advertisements.

