



USAID | **ZIMBABWE**
FROM THE AMERICAN PEOPLE

TRANSITIONCOUNTRY DEVELOPMENT COOPERATION STRATEGY

2013-2015

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Post-Election Addendum

February 11, 2014

Introduction

Four months after the formal approval (March 2013) of USAID/Zimbabwe's Transitional Country Development Cooperation Strategy (TCDCS), Zimbabwe held national elections (July 31) which brought an end to the government of national unity (GNU). The United States concluded that the elections were seriously flawed and did not credibly reflect the will of the Zimbabwean people. During the formulation of the TCDCS prior to the elections, USAID/Zimbabwe analyzed the potential impacts of various elections scenarios on the U.S. strategic approach to development assistance. In the wake of the results, the Mission undertook a collaborative review of the development context with key stakeholders at Post. It concluded that the strategic approaches for Development Objectives related to promoting food security, economic stability, and health remained relevant (DO2, DO3, and DO4). The Mission also revised DO 1's approach to promoting democracy, human rights, and good governance to reflect the current situation.

This addendum provides a summary of the post-election context, formalizes the Mission's adoption of an updated DO1 strategic approach, and modifies the DO3 statement to better reflect the post-election environment.

Post-Election Summary

In the weeks leading up to the July 31 elections, observers began to signal that the GNU had failed to uphold or enforce the implementation of critical electoral reforms, threatening the prospects for a credible election process. Just after the announcement of a landslide victory for ZANU-PF and the incumbent president, Robert Mugabe, the United States questioned whether the election results reflected the will of the Zimbabwean people. In his August 3 statement, Secretary Kerry described circumstances that pointed to a "deeply flawed" election process, including irregularities in the provision and composition of the voters' roll, the candidates' unequal access to state media, the failure of the security sector to safeguard the electoral process on an even-handed basis, and the Zimbabwean government's failure to implement the political reforms outlined in the Global Political Agreement and Zimbabwe's new constitution (passed in a March 2013 referendum).

The July 31 elections represent a disappointing political and democratic setback. A number of other members of the international community echoed the U.S. position, questioning the fairness and credibility of the election results and calling on the Southern African Development Community (SADC) and the African Union (AU) to investigate reports of serious irregularities.

Strategy Adjustments

To appropriately align the Mission’s development strategy and articulation of expected results with political developments in Zimbabwe, the Mission updated DO 1 and slightly modified the wording of DO 3.

As stated by a senior USAID official in a hearing before the House Foreign Affairs Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations, “the United States government will strategically look for opportunities to enhance transparency and open democratic spaces. The United States stands with and supports Zimbabweans of good will both inside and outside of its institutions, including the nation’s next generation of democratic leaders.”

Consistent with the approved TCDCS, U.S. assistance to Zimbabwe will continue to focus primarily on humanitarian-plus approaches that address key concerns such as food security, nutrition, economic resilience, and basic health, while simultaneously promoting good governance, respect of human rights and economic growth. At the same time, USAID will look for and act upon opportunities to influence policy formation, the development of regulatory systems, and the implementation of Zimbabwe’s new constitution with the aim to support Zimbabweans in their quest for economic prosperity and democratic governance.

U.S. stakeholders in Zimbabwe collaboratively identified several assumptions, constraints, and opportunities which characterize the post-election operating environment, as it relates to development, as briefly summarized below:

Assumptions

- Bilateral relations between the United States and Government of Zimbabwe (GOZ) are likely to remain strained in wake of Zimbabwe’s flawed July 2013 elections and maintenance of U.S. targeted economic sanctions. Focus on promoting democratic space will remain a U.S. priority.
- Uncertainty about the future of domestic economic policy will continue to restrict foreign investment and economic growth. Domestic dissatisfaction with slow economic growth could lead to short-term and unsustainable economic policies that will exacerbate economic challenges.

Constraints

- The continuing inability of vulnerable households to respond to sustained shocks, e.g. drought, food availability, and/or disease outbreaks will impede Zimbabwe’s long-term development. The inability of the GOZ to provide a social safety net for vulnerable populations and a strong enabling environment for agribusiness will exacerbate food insecurity.
- Sustained limitations on basic rights enshrined in the new constitution, such as freedom of information, expression and movement will hamper the free flow of information and public dialogue on issues of importance for Zimbabwe’s future.
- Continued reliance by GOZ on donor funding of the health sector does not allow for needed growth in Ministry of Health capacities and staffing. Continued erosion of infrastructure (power, water, transport) will affect economic viability and may redirect

resources, including U.S. resources, to deal with health emergencies, especially waterborne diseases.

Opportunities

- The U.S. commitment to a values-driven policy approach supports domestic efforts for democratic, legal, and economic reform.
- A diverse and committed civil society, working in fields of democracy, human rights, rule of law, health, education, and the arts offers manifold opportunities for productive U.S. partnerships.
- There is broad agreement within Zimbabwe that agricultural development is vital to reduce poverty. Agricultural potential remains high.
- Potential to implement the new constitution and positive impact of its progressive aspects offers opportunity for civil society engagement on civil rights and freedom issues.

This contextual analysis is reflected in the Mission's update to DO 1 and DO 3, as follows:

Development Objective 1: *Promote democratic space*

DO1 contributes to the overall TCDCS goal to *strengthen democratic systems of governance contributing to sustained recovery* by working with Zimbabwean citizens to buttress respect for democratic institutions and good governance.

Critical Assumptions:

- The GOZ continues to allow civic organizations to operate.

The following intermediate results (IRs) are both necessary and sufficient to achieve this DO. These IRs have been updated slightly to reflect current analysis of actual conditions.

IR 1.1: Citizens are mobilized to make their voices heard.

A key element of this strategy is to enable and encourage citizens to engage in the promotion of key democratic reforms. The strategy has been updated to include and focus upon enactment of the new constitution. This IR will focus on supporting broad citizen participation.

IR 1.2: Evidence-based advocacy increased.

Advocacy interventions will target openings such as the new constitution and the legislative alignment process to support well-coordinated and planned CSO engagement and lobbying of policymakers and critical international institutions. Under this result, USAID will continue to support sustained broad-based dialogue between Zimbabwean and like-minded groups in the region, such as trade unions, church organizations and women's groups, to place pressure on their respective governments and influence key democratic reforms from beyond Zimbabwe's borders. Central to effective advocacy campaigns is access to independent information and media sources.

IR 1.3: Parliamentary committees strengthened.

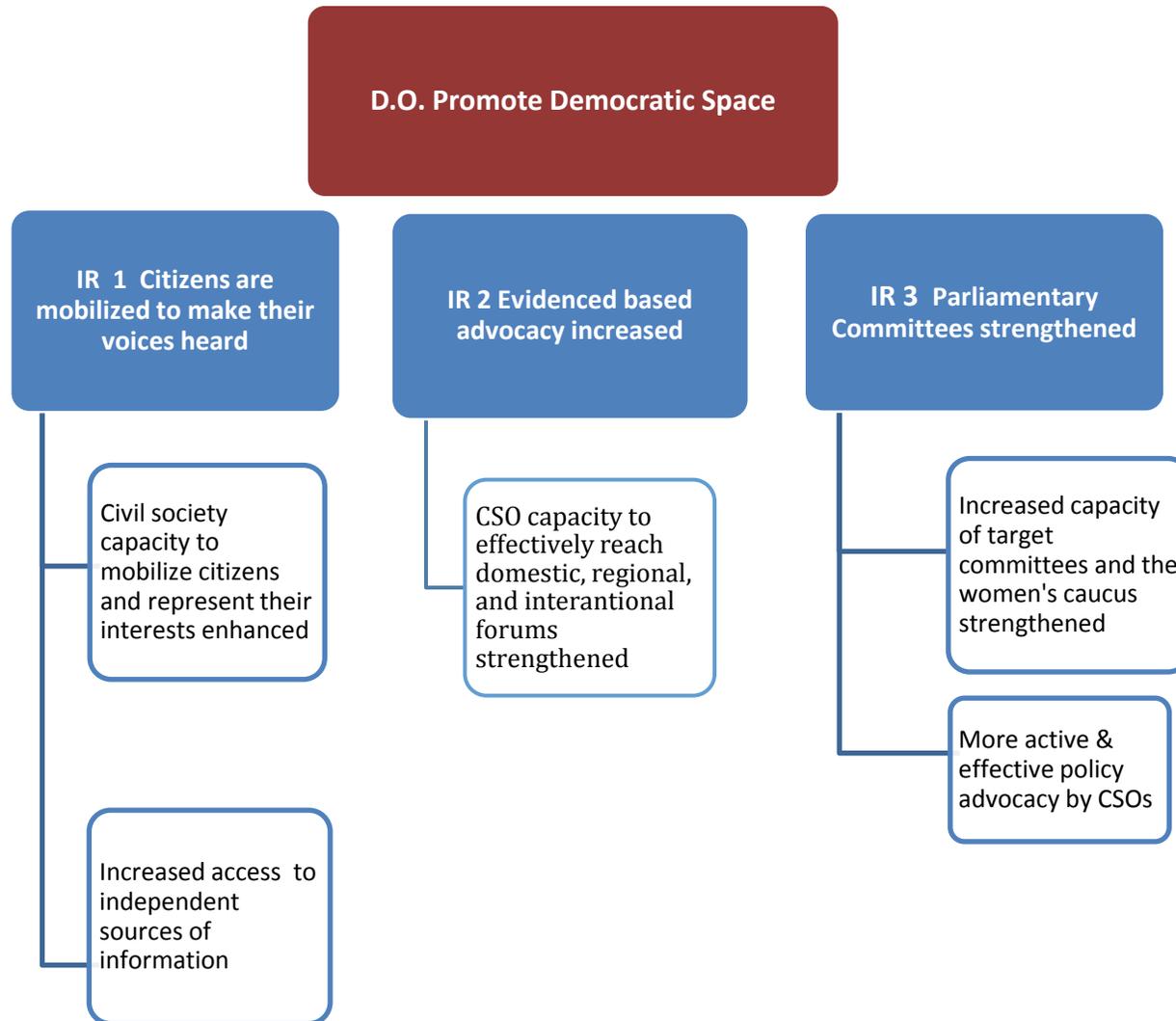
The legislative branch is a critical institution in any democratic system of governance and provides an important oversight and policy-making role. USAID will seek opportunities to

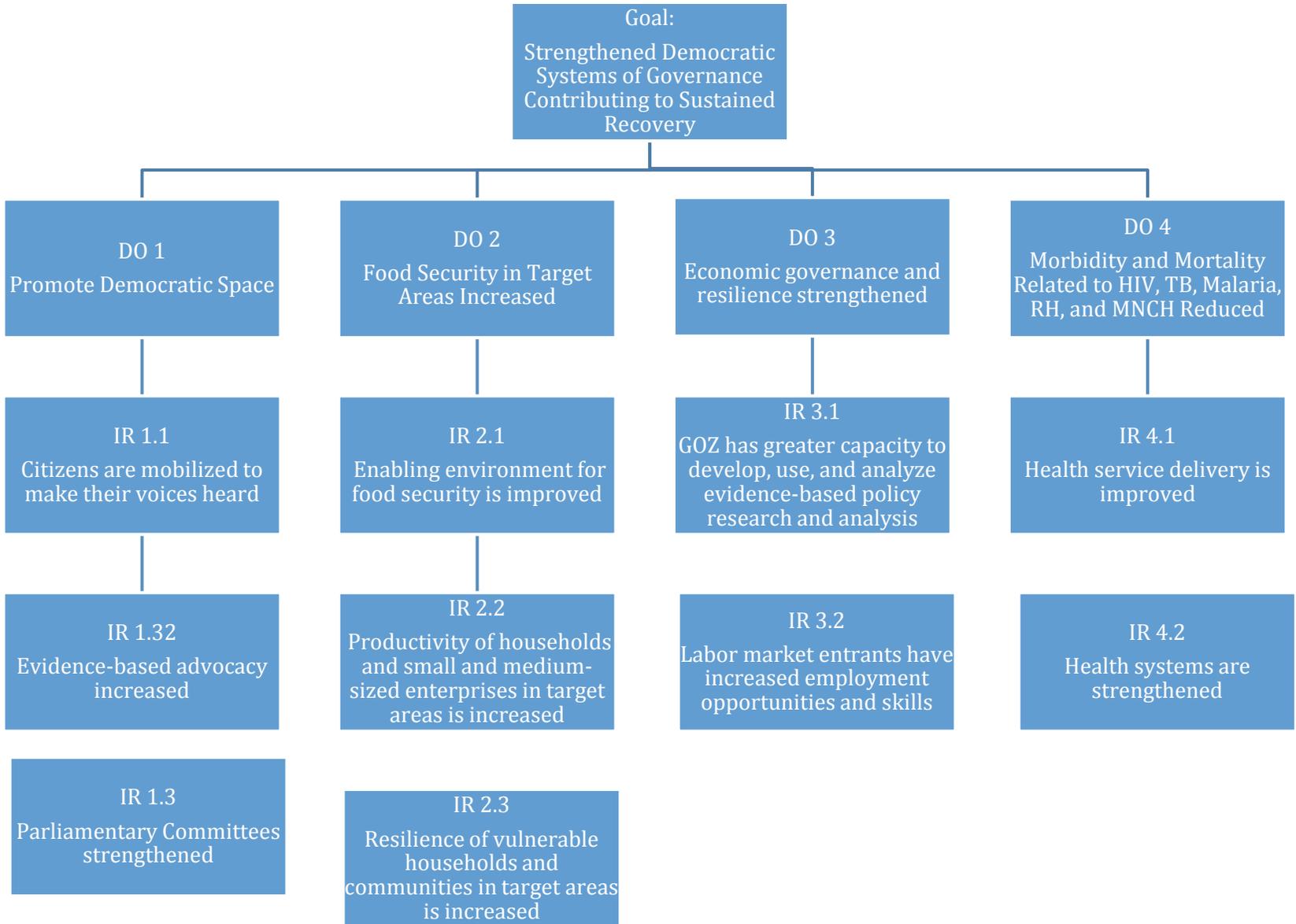
engage with targeted parliamentary committees and support tailored technical assistance and trainings to enhance their capacity to carry out their constitutional mandate. USAID will also support advocacy efforts by civic actors to ensure committees are informed and in touch with citizen needs and interests.

Development Objective 3: *Economic governance and resilience strengthened*

In the post-election period, this DO will continue to strengthen economic resilience and encourage improved economic analysis, public dialogue, and policies and governance, contributing to DO 3 results as originally planned and articulated.

DO1 Results Framework





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ACRONYMS AND ABBREVIATIONS

ACBF	Africa Capacity Building Foundation
ACWG	Agriculture Coordination Working Committee
AfDB	African Development Bank
ART	Anti-Retroviral Treatment
AU	African Union
CAADP	Comprehensive African Agriculture Development Program
CASU	Cooperative Administrative Support Unit
CBO	Community-Based Organization
CDC	Centers for Disease Control
CDCS	Country Development Cooperation Strategy
CIFF	Children’s Investment Fund Foundation
CISOMM	Civil Society Monitoring Mechanism
CLA	Collaboration, Learning and Adaptation
CMAM	Community-based Management of Acute Malnutrition
COPAC	Constitution Select Committee
CPR	Contraceptive Prevalence Rate
CSO	Civil Society Organization
DCA	Development Credit Authority
DCHA	Bureau for Democracy, Conflict and Humanitarian Assistance
DfID	Department for International Development (UKAID)
DLI	Development Leadership Initiative
DO	Development Objective
DRG	Democracy, Human Rights and Governance
EG	Economic Growth
E3	Bureau for Economic Growth, Education and Environment
ESAP	Economic Structural Adjustment Program
EU	European Union
FAA	Foreign Assistance Act

FAO	Food and Agricultural Organization of the United Nations
FEWSNET	Famine Early Warning Systems Network
FFP	Food for Peace
FNC	Food and Nutrition Council
FP	Family Planning
FSL	Foreign Service Limited
FSN	Foreign Service National
FTLRP	Fast-Track Land Reform Program
GDA	Global Development Alliance
GDP	Gross Domestic Product
GHCS	Global Health and Child Survival
GHI	Global Health Initiative
GIS	Geographic Information Systems
GNI	Gross National Income
GNU	Government of National Unity
GOZ	Government of Zimbabwe
GPA	Global Political Agreement
GPS	Global Positioning System
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HTF	Health Transition Fund
ICASS	International Cooperative Administrative Support Services
IMF	International Monetary Fund
IOM	International Organization for Migration
IPR	Implementation and Procurement Reform
IR	Intermediate Result
IRS	Indoor Residual Spraying
JOMIC	Joint Monitoring and Implementation Committee
LCD	Local Capacity Development

M&E	Monitoring and Evaluation
MCHIP	Maternal and Child Health Integrated Project
MDC	Movement for Democratic Change
MDC-M	Movement for Democratic Change-Mutambara
MDC-T	Movement for Democratic Change-Tsvangirai
MDG	Millennium Development Goal
MDTF-A	Multi-Donor Trust Fund - Analytical
MEL	Monitoring, Evaluation and Learning
MEPIP	Ministry of Economic Planning and Investment Promotion
MLWG	Market Linkages Working Group
MMR	Maternal Mortality Rate
MNCH	Maternal, Newborn and Child Health
MOHCW	Ministry of Health and Child Welfare
MP	Member of Parliament
NAC	National AIDS Council
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
OECD	Organization of Economic Cooperation and Development
OFDA	Office of Foreign Disaster Assistance
OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
PEPFAR	President's Emergency Plan for AIDS Relief
PLC	Parliamentary Legal Committee
PM	Prime Minister
PMI	President's Malaria Initiative
PMP	Performance Monitoring Plan
PMTCT	Prevention of Mother-to-Child Transmission
PRIZE	Promoting Recovery in Zimbabwe
RBZ	Reserve Bank of Zimbabwe
RDMA	USAID Regional Development Mission for Asia

RF	Results Framework
RH	Reproductive Health
SADC	Southern Africa Development Community
SERA	Strategic Economic Research and Analysis Project
SOW	Statement of Work
SPSS	Strengthening Private Sector Services Project
STERP	Short-Term Emergency Recovery Program
TB	Tuberculosis
TBCARE	Tuberculosis Care Project
TCN	Third-Country National
USAID	U.S. Agency for International Development
USG	United States Government
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
ZANU-PF	Zimbabwe African National Union-Patriotic Front
ZDHS	Zimbabwe Demographic and Health Survey
ZEC	Zimbabwe Electoral Commission
ZIMSTAT	Zimbabwe National Statistics Agency
ZimVAC	Zimbabwe Vulnerability Assessment Committee

Executive Summary

Zimbabwe was once one of southern Africa's most vibrant, productive and resilient countries. Since 1997, the nation has struggled under the burden of successive and interrelated shocks and crises. The ongoing political, economic, humanitarian, and health crises resulted in a disintegrating economy, a failed currency and related hyperinflation, food insecurity, the breakdown of social services, the resurgence of cholera and other water borne infectious diseases, and a disputed 2008 election marred by widespread violence. This combination of factors severely compromised the Government of Zimbabwe's (GOZ's) capacity to govern. Indeed, the country's fragile status and stagnant economy are significant risk factors for regional destabilization.

Following the contentious elections of 2008, the ruling Zimbabwe African National Union-Patriotic Front (ZANU-PF) signed a Global Political Agreement (GPA) with two opposition parties: Movement for Democratic Change-Tsvangirai, led by Morgan Tsvangirai (MDC-T) and the Movement for Democratic Change led by Arthur Mutambara (MDC-M). The power sharing arrangement placed Tsvangirai in the newly created role of Prime Minister with Mutambara as Deputy Prime Minister, and left Robert Mugabe in place as president and established a Government of National Unity (GNU)¹. While democratic progress has been limited, the introduction of a multi-currency regime and tighter controls on government spending allowed for a nascent economic recovery.

Today, Zimbabwe has an estimated population of 13 million people, of whom two thirds live in rural areas and two-thirds are under the age of 25.² The effect of the shocks of recent years can be seen in key development figures for the country. For example, between 2005 and 2010 maternal mortality rose from 525/100,000 to 960/100,000, among the highest in the region.³ In 2011, Zimbabwe ranked 173 of 187 countries on the Human Development Index, well below the regional average despite recent improvements.⁴ Adult HIV prevalence is currently 15 percent⁵, compared to 18 percent in 2005-06 and 25.3 percent⁶ in 1997. While Zimbabwe has seen a notable decline in prevalence, it remains a high-burden country with one of the highest HIV prevalence rates in the world. In 2010, authorities recorded chronic malnutrition, or stunting rates of 34 percent for children under five, reaching nearly 48 percent⁷ in some areas.

Key issues that are likely to impact the future political, economic, and social development of Zimbabwe include:

¹ NOTE: The mission completed this strategy by April 2013. Since this time, several significant events have occurred which are not contained within this document. In March 2013, the Zimbabwean people passed a new constitution in a referendum that was generally considered to be free, fair, and credible. All the signatories in the GPA endorsed the constitution, which was the product of inter-party negotiations under the auspices of the Zimbabwe Constitution Select Committee. In July 2013, Zimbabwe held presidential and parliamentary elections. Although the process was generally peaceful, a number of serious irregularities led the United States to conclude that the results of the elections did not credibly represent the will of the Zimbabwean people. As a result of the July 2013 elections, President Mugabe was reelected to another five year term and ZANU-PF achieved a majority in both houses of Parliament.

²Preliminary Zimbabwe Country Census, 2012, not yet released.

³ Zimbabwe Demographic and Health Survey 2010-11.

⁴UNDP, 2011.

⁵Zimbabwe Demographic and Health Survey 2010-11.

⁶Zimbabwe National HIV and AIDS Estimates Report 2005.

⁷Zimbabwe National Nutrition Survey, 2010.

- The ongoing land reform process that has not resolved the land tenure system and has hampered production in the agriculture sector;
- Continued uncertainty over the scope and timing of the implementation of the GOZ's indigenization policy;
- Zimbabwe's inability to borrow or attract investment capital to maintain and improve basic infrastructure and to increase economic competitiveness;
- The growth of a young population with limited economic prospects;
- Restricted media and speech; and
- The management and distribution of mineral wealth.

The main objective of U.S. policy in Zimbabwe is for the country to make the transition to a democratic, peaceful, productive, multi-racial society; able to take care of its citizens; abiding by the rule of law; respecting human rights; and contributing to the attainment of U.S. interests including regional stability and growth. This Transition Country Development Cooperation Strategy (Strategy) outlines the focus of USAID's program to achieve these goals, and takes into account new opportunities, as they arise, to promote stability, support democratic transition, and build the foundation for long term economic recovery.

Strategic Goal and Development Objectives (DOs):

Goal: “Strengthened Democratic Systems of Governance Contributing to Sustained Recovery”

DO1: Support more accountable and democratic system of governance

DO2: Food security in targeted areas increased

DO3: Economic resilience in target areas supported

DO4: Morbidity and mortality related to HIV, tuberculosis, malaria, reproductive health, and maternal, neonatal, and child health reduced

Flexibility and targeted assistance are particularly important to achieving results during this strategy period.

Key differences from the previous (FY 2009-2012) Strategy:

- This Strategy contains a specific Development Objective (DO 3) to capture the transitional and opportunistic nature of certain activities designed to take advantage of conditions that may arise to allow USAID activities to directly influence factors that contribute to stability in Zimbabwe.
- Support is more focused on citizen participation at a local level outside Harare, through local partners.
- This Strategy pursues opportunities for economic recovery in Zimbabwe through Feed the Future-funded programs in agriculture.
- Alongside other donors, U.S. food aid programs will seek to transition to development activities that support sustainable and long-term food security, employment and income generation, as climatic conditions permit.

- An increased focus on agriculture and microenterprise reflects a more deliberate approach to supporting U.S. initiatives and policies (Feed the Future Initiative and nutrition goals shared by Feed the Future and Global Health Initiative) as well as the great potential for these areas to contribute to stability and growth.
- Health programs, guided by the new Global Health Initiative, now include malaria and tuberculosis (TB) prevention activities, and support for reproductive and maternal, neonatal, and child health to address alarming trends in these areas.

I. Development Setting

Zimbabwe was once one of southern Africa's most vibrant, productive and resilient countries. Since 1997, the nation has struggled under the burden of successive and interrelated shocks and crises. The ongoing political, economic, humanitarian, and health crises resulted in a disintegrating economy, a failed currency and related hyperinflation, food insecurity, the breakdown of social services, the resurgence of cholera and other water borne infectious diseases, and a disputed 2008 election marred by widespread violence. This combination of factors severely compromised the Government of Zimbabwe's capacity to govern. Indeed, the country's fragile status and stagnant economy are significant risk factors for regional destabilization.

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Economic reforms implemented since the formation of the GNU have resulted in a Gross Domestic Product (GDP) growth rate of 5.8 percent in 2009, 8.1 percent in 2010, and 9.3 percent in 2011¹⁴.

In 2009 Zimbabwe adopted a multi-currency regime, which along with cash budgeting, restored price stability and brought annual inflation down to single digit levels between four and five

⁸Preliminary Zimbabwe Country Census, 2012, not yet released.

⁹Zimbabwe Demographic and Health Survey 2010-11.

¹⁰UNDP, 2011.

¹¹Zimbabwe Demographic and Health Survey 2010-11.

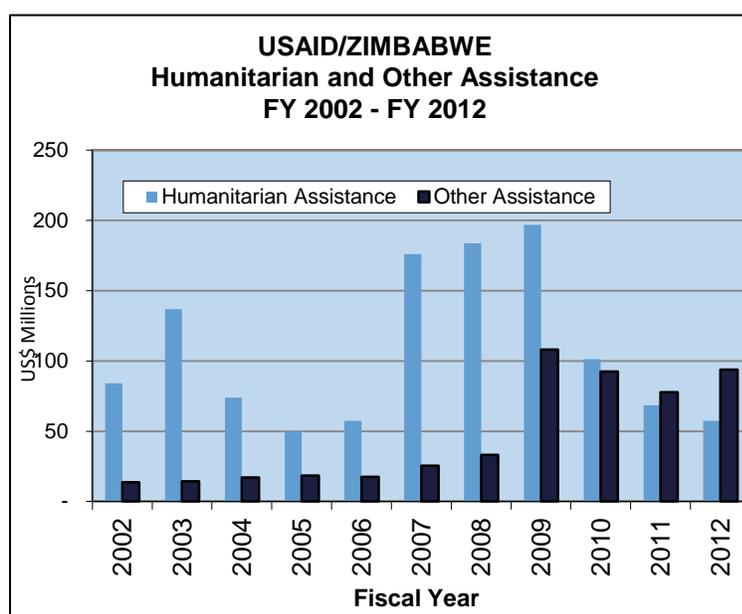
¹²Zimbabwe National HIV and AIDS Estimates Report 2005.

¹³Zimbabwe National Nutrition Survey, 2010.

¹⁴International Monetary Fund: World Economic Outlook April 2012

percent. However, formal unemployment levels remain very high, and industries continue to operate well below capacity. Although goods have once again become available, many people lack disposable income to purchase these goods, and rural residents often have difficulty accessing cash. As of the end of 2011, total external debt was estimated at \$8.5 billion or about 95 percent of GDP, of which about half remained in arrears.¹⁵ The foreign and domestic investment climate has been impacted by misgivings related to political risk and various GOZ policies.

In the medium term, political developments - and how these impact the economy - will largely determine Zimbabwe's economic prospects and performance. Key reforms aimed at controlling government expenditures and revenue leakages, addressing external indebtedness, and improving the investment climate will be vital if the economy is to continue to make progress.



Maintaining stability and providing support to sources of resilience in a protracted transitional environment:

USAID development programs in Zimbabwe date back to independence in 1980. However, since 2002, Zimbabwe has been the recipient of chiefly humanitarian assistance. Non-emergency funds focused on the health sector and limited democracy and governance programs until 2009 when USAID began expanded “humanitarian plus” programming, including a re-entry into agriculture and economic growth.

In 2013, the country remains in a state of protracted transition. It faces multiple challenges in completing its transition to an economically and politically sound state where Zimbabweans will have equal voice and economic opportunity to pursue growth and improvement in their welfare.

Cause for cautious optimism includes recent economic reforms, focused social sector budget allocations, and GOZ cooperation with donors in some sectors. This progress remains tempered by the magnitude of the challenge inherent in the crucial rebuilding and reconciliation that must take place in the years ahead. Short-term political uncertainties dictate that USAID employ focus and selectivity principles in a transitional strategy that leverages a blend of short-term stabilization efforts with assistance that aims to produce results in the longer-term.

¹⁵ IMF Article 4 Consultation Report, September 2012.

Transitional assistance will remain flexible and responsive to changing conditions. USAID will work with and through local partners: legitimate leaders, the private sector, moderates/democratic actors, and other organizations who share mutual positive goals for Zimbabwe. At the same time, USAID programs will incorporate cross-sector efforts, and focus on sustainability while laying the groundwork for development activities in the future.

The Strategy objectives and interventions incorporate analyses of several potential destabilizing factors and reflect programs that are within the mission’s manageable interests. The issues identified below represent ongoing areas of vulnerability and present obstacles to both a smooth transition and development achievements, with implications across sectors and development objectives. A focus in these areas presents the best opportunity to leverage programs for broad impact.



Food Security: Food security trends—which improved from 2009-2011 before dipping again with the 2012 harvest—closely coincide with political and economic trends and highlight Zimbabwe’s tenuous ability to respond to shocks. The 2012 Zimbabwe Vulnerability Assessment (ZimVAC) indicated that approximately 1.6 million people would likely need food assistance during the January to March 2013 hunger season¹⁶—an increase from 2011, but still much lower than the levels that donors were assisting at the peak of the 2008 crisis.¹⁷ Zimbabwe’s previously diverse industrial sector, which provided a foreign exchange cushion during periodic droughts, operates at approximately 40 percent capacity and no longer protects against shocks. With the economic crisis of the last decade, which crested in 2008, 77 percent of those employed are working in low productivity jobs in the informal sector¹⁸, many public services are unavailable, and social safety nets are generally insufficient. The economic collapse severely disrupted commercial supply chain and retail marketing systems, causing chronic food and agricultural commodity shortages. Poorly designed policies, a structural shift in the agriculture sector to smaller farms, declining agricultural extension capabilities, significant deterioration in the agricultural inputs supply chain, and loss of livestock for tillage and household savings inhibited food production, resulting in significant food deficits at both the national and household levels. Along with these factors, recurrent drought and a series of poor harvests, high unemployment, and a high prevalence of HIV/AIDS have all contributed to increasing levels of vulnerability and acute food insecurity in recent years. Until the above issues are resolved, Zimbabweans will continue to be vulnerable to even minor environmental, economic, social and political shocks.

Land and Land Reform: Zimbabwe’s agriculture sector decline was exacerbated by an incomplete and flawed land reform process. Prior to the restructuring of land ownership, farming

¹⁶ NOTE: 2.2 million people are projected to need assistance during the January to March 2014 hunger season

¹⁷ Zimbabwe Vulnerability Assessment Committee (ZimVAC), 2012

¹⁸ZIMSTAT, 2011 Labor Force Survey

in Zimbabwe was highly productive but on land owned largely by a minority population and managed as commercial enterprises able to sustain significant capital investments. The reform process redistributed land to subsistence and small-scale commercial farmers who are climate-dependent, lack access to capital for investment, do not fully utilize good agricultural practices, or face other significant challenges. Some land was also distributed to politically connected recipients with no farming experience. The land reform process has eroded land tenure security and disrupted agricultural productivity. A large proportion of the land that was previously cultivated lies idle, but the greatest capacity reduction has been in the technical and managerial labor needed to work the land, due to large scale displacement of commercial farmers and their former employees. In communal farming areas, a significant proportion of the male population has left the country to find work, leaving women to conduct farm operations. In 2008, the University of Zimbabwe estimated that between 2000 and 2007, agricultural production declined by 51 percent. Without adequate land reform, including a resolution regarding security of tenure, land administration, equal access to land for women, and compensation for land, farmers and other landowners will not possess title and will remain unable to use land as collateral for finance to invest in profitable activities. Currently, there is no consensus within the GOZ and little public dialogue regarding land reform, and sporadic land takeovers continue to occur.

Youth: Despite outdated census figures, estimates indicate that people younger than 25 constitute approximately two-thirds of Zimbabwe's population. While two-thirds of this group has obtained a secondary education—the minimum standard for employment—approximately 80 percent lack formal sector employment.¹⁹ Political and economic exclusion has affected youth in particular. Additionally, there has been a steady decline in the quality of education over the past decade. With serious underinvestment in education and a precipitous reduction in teachers' standard of living, the resulting out-flows of experienced and qualified teachers threaten to create a generation of youth who are ill-prepared to contribute to the future development of the country.

Gender Inequities: Zimbabwe's 2011 UNDP Gender Inequality Index value, which measures women's educational achievement, political participation, and health statistics, ranks Zimbabwe 118 out of 146 countries.²⁰ The situation for women who face intersectional inequalities is generally acknowledged to be much worse, especially for those living with disabilities, widows, orphans and vulnerable children, and sex workers, among others.

Although there is parity in primary education, the number of girls and women who finish secondary and tertiary education diminishes up the educational pyramid.²¹ Most Zimbabwean women live in rural areas and work in the agricultural and informal sectors. Female-headed households are common in rural areas. According to a Poverty Assessment Survey in 2003, 68 percent of those households were living below the poverty line compared with 32 percent of male-headed households.²² Women's contributions to agriculture and food security are under-

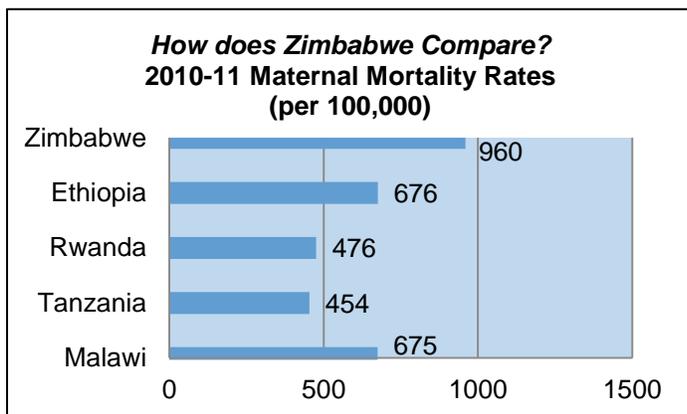
¹⁹Zimbabwe's general unemployment rate is 38 percent. Youth represent 43 percent of the total population and 15 percent of the working population. Special Author, "Zimbabwe Youth Unemployment Rises 10 percent." *ZimDaily News*, April 11, 2011. Accessed January 18, 2012, <http://www.zimdaily.com/news/2011/04/25/zimbabwe-youth-unemployment-rises-10/>

²⁰UNDP Human Development Report 2011.

²¹48.8 percent of women and 62 percent of men achieve secondary or higher level education. UNDP Human Development Report 2011.

²² United Nations, 2006. *Poverty Measurement and Gender: Zimbabwe's Experience* (New York, NY: UN, 2006).

recognized and often unsupported. Although women comprise 53 percent of the agricultural workforce and 65 percent earn their livelihoods from agriculture or trade-related activities, they do not have equitable access to key productive resources and assets, including land, inputs, capital, finance, water, and equipment.²³



Gender inequalities are also apparent in the health sector. Women bear the brunt of deteriorated health delivery systems and shortage of health professionals because they have limited incomes and therefore less access to health services outside their communities. Maternal mortality rates in Zimbabwe have increased to 960/100,000, one of the worst in Africa. In addition, women often provide care for sick family members. Of those families who were caring for

chronically ill persons, 77 percent were female-headed households. This affects their ability to participate effectively in political and economic affairs, further increasing their level of poverty and decreasing their voice.²⁴

Women are under-represented in the country's political and governance spheres and processes, at both local and national levels. According to 2009 estimates, Zimbabwe has a 10 percent female participation ratio compared to the regional average of 30 percent female participation in local government. The percentage of women parliamentarians in Zimbabwe stands at 20 percent, which is below the regional average of 25 percent²⁵. Women are represented in civil society and there are active women's rights organizations, yet gender concerns have not been mainstreamed throughout civil society. Women activists have increasingly been targets as victims of politically motivated gender-based violence in recent years.

Media and Social Media: The media in Zimbabwe has experienced varying levels of control by government. Zimbabwe's constitution provides for freedom of speech and of the press, but legislation limits these freedoms in the "interest of defense, public safety, public order, state economic interests, public morality, and public health." The 2011/2012 Press Freedom Index published by Reporters without Borders ranks Zimbabwe's press freedom at 121 of 179 countries.

Internet use remains unrestricted with an estimated 15.5 percent of the population able to access the internet in 2011 - one of the highest usage rates in Africa.²⁶ This means that nearly two

²³USAID/Zimbabwe Gender Analysis and Assessment for Feed the Future Programming - January 2012.

²⁴Department for International Development (DfID) and Great Minds Consultancy Group, 2011. *DfID Zimbabwe: Gender and Social Exclusion Analysis (GSEA)* (Harare, Zimbabwe, 2011).

²⁵NOTE: After the July 31 elections, 123 of 350 members of Parliament, or 35 percent, are women.

²⁶International Telecommunication Union (UN Specialized Agency): <http://www.itu.int/ITU-D/ict/statistics/explorer/index.html>

million internet users in Zimbabwe, most of who are under age 35, have access to social networking sites and actively participate in online social discourse.

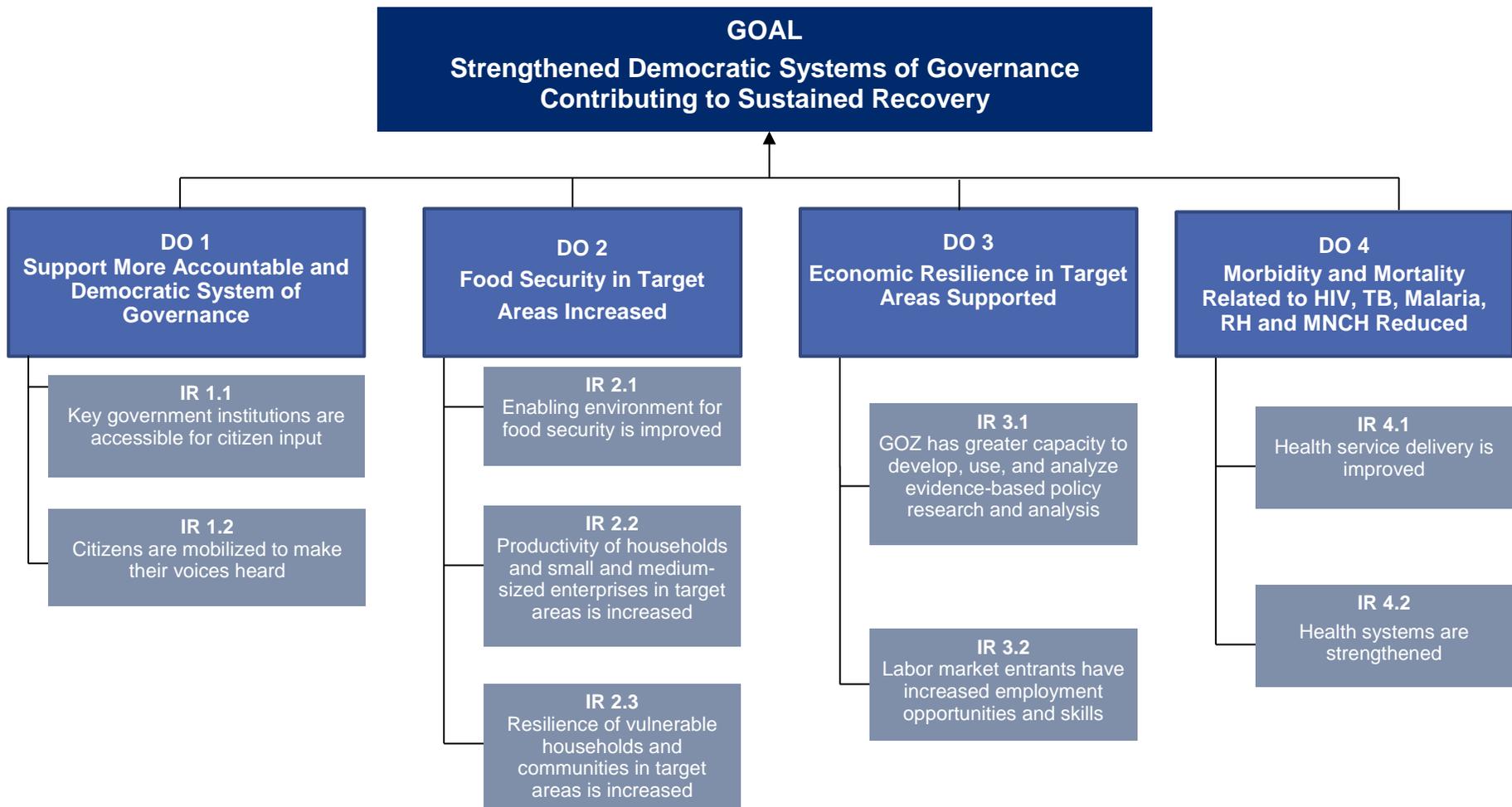
Country Leadership: Although a number of legal provisions related to Zimbabwe’s debt arrears status and other considerations limit assistance to the Government of Zimbabwe, USAID and other bilateral donors respect and align development efforts with national development priorities. USAID, along with other donors, supports and encourages the commitment of various ministries, led by the Ministry of Economic Planning and Investment Promotion (MEPIP), to take ownership of Zimbabwe’s economic and social development policies and programs. The government released the *Zimbabwe Medium Term Plan for 2011-2015*, with the vision of creating “a growing and transforming private sector driven economy, supported by a democratic developmental state.”²⁷ Some of the national priorities detailed in the document, with which the USG is aligned in principle, are:

- Employment creation across all sectors
- Human-centered development to achieve the Millennium Development Goals, with a crucial focus on food security and health
- Good governance, political stability, addressing corruption, and encouraging tolerance
- Macroeconomic stability
- Gender mainstreaming into economic activities

Donor Contributions and Collaboration at the Country Level: Donors are providing roughly \$722 million per year for development activities outside the government budget. The United Kingdom (UK), United States, European Union (EU), Australia, Sweden, and Germany are the top six donors in the country, accounting for almost 89 percent of funding, with the UK contributing about 36 percent, the United States 21 percent and the EU 16 percent. Until recently, the United States was the largest donor in the country. Donor coordination in Zimbabwe is highly collaborative and coordinated at the sector level.

²⁷Government of Zimbabwe, *Zimbabwe Medium Term Plan 2011-2015* (Harare, Zimbabwe, 2011), p. 15.

II. Results Framework



This Strategy identifies and responds to emerging opportunities to advance democratic systems of governance, increase food security, support economic resilience, and improve health systems and services, as described in each related Development Objective (DO). The Goal Statement (“the Goal”) predicates Zimbabwe’s short- and long-term recovery prospects on political progress and continued economic growth and recovery, which would create the conditions to pursue DO activities with other donors and partners, and potentially with the GOZ.

The Goal’s underlying theory of change is based on evidence of the mission’s recent success in building systems and supporting the actors that contribute to the country’s development. USAID’s mission in Zimbabwe believes that strengthening processes and service delivery systems will improve decision-making, allocation of resources, and implementation of policies that affect people’s livelihoods and health. This strategy seeks to strengthen and leverage the human capacity, resources, and systems that are already present in Zimbabwe.



The Goal refers to “*democratic systems of governance*” to describe an ideal enabling environment, in which governance principles of *accountability* and *inclusivity* are applied to national development. Applying democratic values to capacity building, employment generation, civil society, and systems strengthening will correlate to fair and equitable development and increased stability. A “*sustained recovery*” will require systemic change; respect for basic human rights and freedoms; increased investments in agricultural productivity, social services, and health systems; strengthened household-level security and resilience; and the participation of civil society.

USAID will promote stability and maintain the impetus toward recovery, building on progress made in the last Strategy period. Programs implemented under this new Strategy will support inclusive, accountable reform processes and long-term development by focusing on improving governance, rebuilding local capacity, and promoting policies that will lead to economic growth, private investment and livelihood opportunities at all levels, and greater integration of marginalized and disenfranchised groups.

Development Hypothesis - contribution of development objectives to overall goal: The foundation of USAID’s work in Zimbabwe builds on the hypothesis that a more democratic government will enable a process of reform that will, in the long term, lead to improved stability, social service delivery, more transparent

Development Hypothesis in Brief

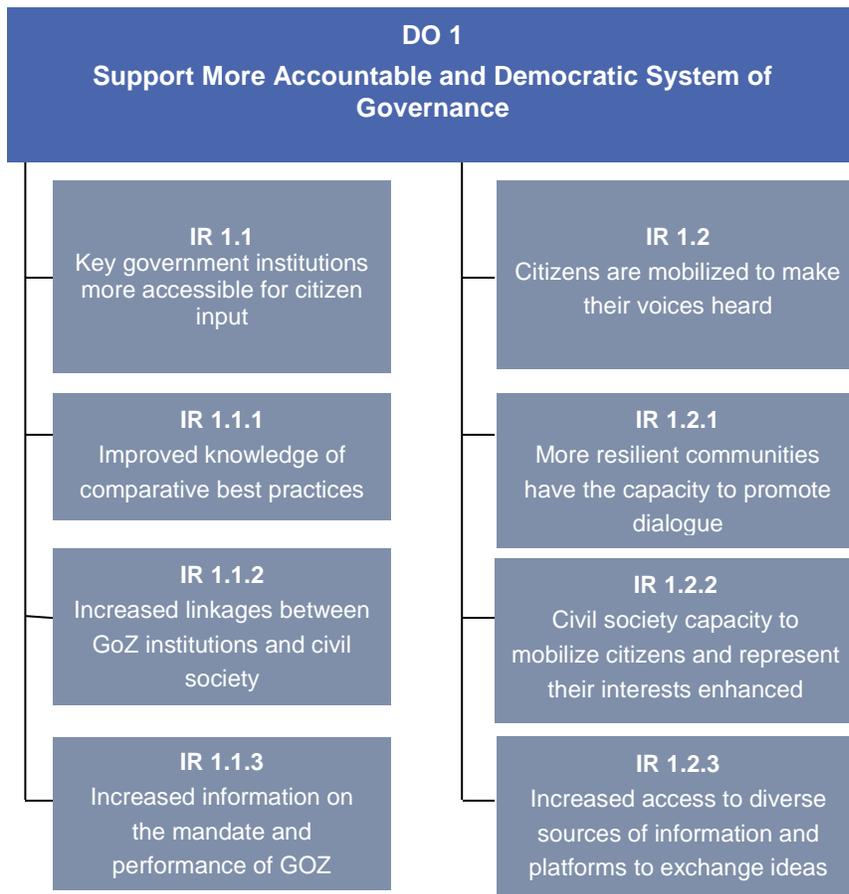
If a transition to more democratic systems is successfully supported within the Zimbabwean government, private sector, civil society, and donors by promoting stability and more transparent and accountable governance,

Then policy formulation, public service delivery systems and potential for private sector contribution to economic growth will be improved while the root causes of poverty are addressed and recovery from years of economic decline and social and political unrest is sustained.

distribution of resources, increased private sector driven growth, and better integration of marginalized and disenfranchised groups in social service planning. In the shorter term, more democratic systems of governance will lead to greater legitimacy in the world community, which will in turn create the potential for broader international collaboration and a more credible and stable economic environment conducive to increased levels of foreign and domestic investment.

Maintaining U.S. Flexibility and Responsiveness: The implementation of this transition strategy and success in achieving its results will be shaped by how the political and economic environment in Zimbabwe evolves. Experience indicates that some programs will be more sensitive to change than others. These factors may present themselves on an ongoing basis in the course of project implementation and will continually challenge the mission's ability to adapt and accommodate.

III. Development Objective 1



USAID proposes to measure achievement of the DO through a scorecard indicator assessing government accountability and citizen input.

Development Hypothesis: This DO supports the mission’s goal to strengthen democratic systems of governance contributing to sustained recovery. It envisions that Zimbabwe moves closer to a democratic system of governance, with a government that is more accountable and more responsive to citizen needs and priorities.

The first, IR 1.1, **Key government institutions are more accessible for citizen input**, will focus on the Zimbabwe Electoral Commission (ZEC) and the Parliament. Efforts will increase these institutions’ exposure to regional and other relevant best practices and strengthen linkages with civil society organizations that can provide analysis and information to these entities, and ensure

more information is available on the mandate and performance of these institutions to set the foundations for citizens to better understand their roles and assess their performance.

DO1 Development Hypothesis in Brief

If key government institutions are more open and accessible to citizens and citizens are mobilized to make their voices heard,

Then, USAID support for more democratic systems of governance will contribute to sustained recovery.

However, stronger institutions will be insufficient unless Zimbabweans actively participate in democratic processes. Thus, IR 1.2 is ***citizens are mobilized to make their voices heard***. This IR will focus on supporting broad citizen participation, particularly of women and youth in target communities. It will enhance the ability of historically disenfranchised populations to participate in democratic processes at both local and national levels. Initiatives will aim to make communities more resilient by equipping leaders with the skills to promote dialogue and resolve conflicts. It will create

an environment where citizens feel safer in openly sharing their opinions and strengthen the ability of local organizations to support this process. Finally, it will increase the availability of diverse sources of information and platforms where citizens can begin to engage in a discourse on community priorities and openly discuss approaches to delivering on those priorities.

Relevance to Gender Equality: Zimbabwe has a 9.5 percent women’s political participation rate compared with a regional average of 29.5 percent.²⁸ Although women occupy one of each of the two Vice President and Deputy Prime Minister positions, nearly three-quarters of the permanent secretaries and principal directors in all government ministries are men. The same pattern exists for both chambers of Parliament and for rural and urban councils; women hold roughly 20 percent of parliamentary seats, which is below the regional average of 25 percent. In light of imbalances in government, USAID will target training women to increase their leadership and communication capacities. The mission also ensures all civil society partners mainstream gender in their approaches, designing activities that reflect the needs, priorities, and capacities of both men and women.

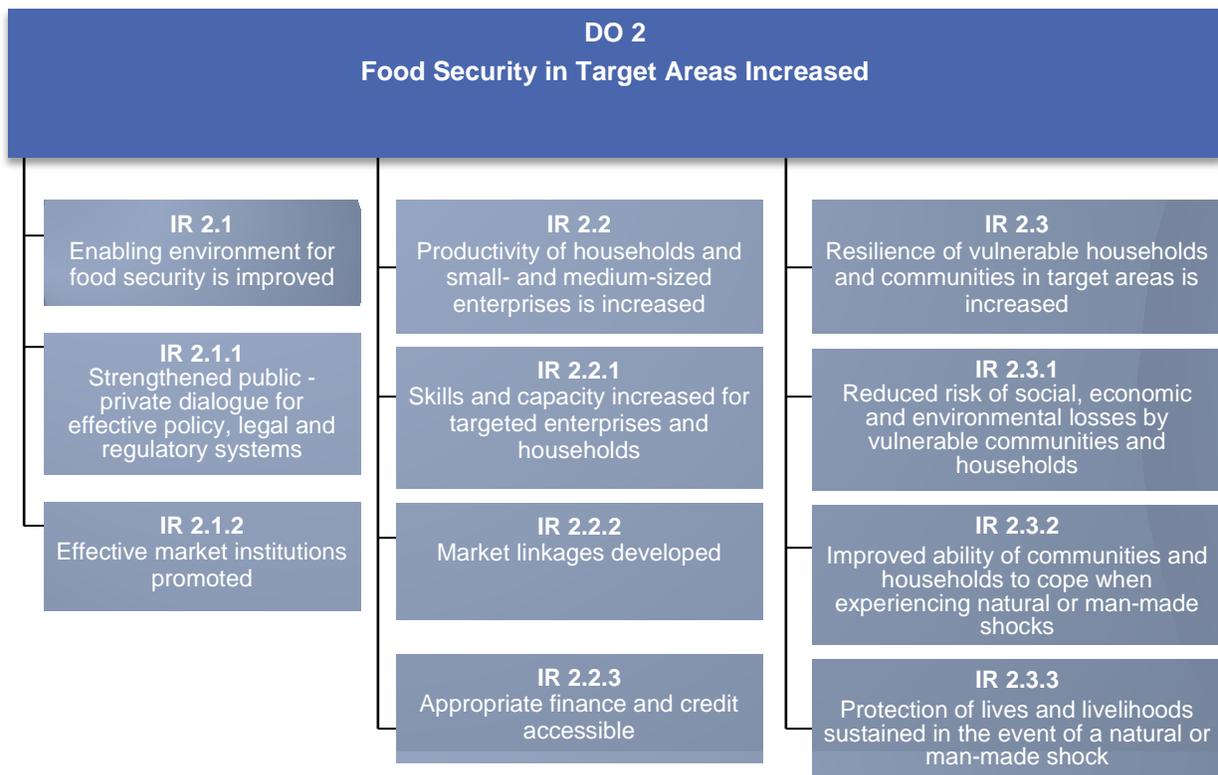
The mission works closely with other donors to coordinate activities and sometimes leverage resources. The key body to coordinate activities is:

The Human Rights and Governance Group (HRGG): USAID is currently chair of this group, which is mandated with overall coordination of donor activities and dialogue with the government in key sectors.



²⁸DfID and Great Minds Consultancy Group, *DfID Zimbabwe: Gender and Social Exclusion Analysis*.

IV. Development Objective 2



The mission proposes to measure achievement of the DO through two indicators:

- Prevalence of households in target areas with moderate or severe hunger (as *measured by the household hunger scale*)
- Investment: value of new private sector investment and percentage of national budget invested in agriculture and nutrition²⁹

Development Hypothesis: This DO supports the mission’s goal to strengthen democratic systems of governance contributing to sustained recovery by providing a measure of short-term stability to Zimbabwe through continued economic and social recovery, specifically by increasing food security in selected areas. In turn, food security will improve longer-term economic progress and enable greater participation in civil society efforts to demand government transparency and accountability. The country’s food security situation has

improved significantly since 2009; however, gains made over the past two years are tenuous. In order to successfully and sustainably increase food security of vulnerable populations and mitigate the impact of social, political, economic, and climatic shocks, USAID will work toward reducing poverty and under-nutrition through improved economic performance of the agricultural sector and increased rural and smallholder incomes.

IR 2.1 activities on *improving enabling environment for food security* will focus on agriculture and food security policy formulation and implementation to encourage competitiveness, reduce the cost of doing business, strengthen market infrastructure, and reduce gender inequities. The mission will strengthen the enabling environment for Zimbabwean farmers, agribusinesses, and foreign investors by building the analytical and advocacy capacity of farmers’ unions and commodity and agribusiness associations to: solicit, analyze, and represent the interests of their members; participate in public forums and Parliamentary committee meetings; conduct policy analysis, research, and evidence-based advocacy; and provide support for policy and regulatory reforms. USAID/Zimbabwe is the only donor working in this policy arena.

DO2 Development Hypothesis in Brief

If access to markets is improved, staple food and cash crop production is expanded, rural employment is generated,

If vulnerable households are better able to meet their food needs, and

If poverty is reduced, income is increased, under-nutrition is mitigated,

Then *food security will be increased and Zimbabweans will be less vulnerable.*

²⁹Both indicators are required by the Feed the Future Initiative.

Under IR 2.2 on ***increasing the productivity of households and small- and medium-sized enterprises***, USAID’s livelihood and value chain activities target farmers and small-scale traders through technical assistance and training, as well as product and market development support. Training includes crop budget development as the first step to commercialization, safe and cost-effective use of agrochemicals, and crop selection based on integrated farm model crop budget development. Technology and skills transfer to farmers, greater and more efficient market linkages, access to appropriate finance and credit, and support for income-generating activities will enhance household and small- to medium-size enterprise productivity. USAID interventions will benefit small- and medium-sized enterprises by providing improved business service provision to increase sales, creating jobs and increasing the value and effectiveness of agricultural loans. USAID interventions assist unemployed and vulnerable groups, including youth and women, through livelihood opportunities.

**Program Highlight:
Promoting Value Chains**

Through this program, USAID enters cost-sharing partnerships with private companies, mainly commodity buyers, to raise production levels, establish new markets and increase profitability of target smallholder-produced crops. A USAID revolving fund is also available for agro-dealers, traders and farmers engaged in contract farming schemes.

This activity complements an ongoing Development Credit Authority (DCA) guarantee facility that supports larger buyers, pack houses and exporters to establish and expand out-grower schemes to additional farming households. By providing assistance to farming communities and farmer associations to establish and deepen market linkages, USAID will engage the private sector’s resources and buying and marketing potential to ensure long-term sustainability of increased producer incomes.

IR 2.3 on ***increasing the resilience of vulnerable households and communities*** targets more vulnerable, labor-constrained populations who have the capacity and willingness to participate in selected programming. To transition them to food security, and significantly decrease the need for humanitarian assistance, the mission plans to build the resiliencies of families to successfully manage multiple years of shocks without becoming reliant on humanitarian assistance. The program will target both chronic and transitory food insecure populations, with activities focused on creating community assets to improve immediate and long-term food security, mobilizing savings and investment, and training to improve farm and livestock production and expand market linkages.

For long-term impact, activities will increase resilience of vulnerable populations through Disaster Risk Reduction approaches, including conservation agriculture, environmental protection of land and water resources, and activities that promote, protect, and diversify livelihoods. Additional components include savings schemes, asset accumulation, and improved nutrition and hygiene. The mission will incorporate lessons learned and best practices from previous short-term humanitarian assistance activities focusing on longer term efforts acknowledging that households need more than three years of program interventions to recover from a decade of economic decline. Resources will be focused on disaster risk reduction

strategies for improved land and water management, diversified livelihoods, and improved planning ability and coping mechanisms to assist households to manage shocks.

Relevance to Gender Equality: USAID aims to reduce gender inequalities as it reduces food insecurity and advances pro-poor and inclusive economic growth policies. For example, the “farming as a family business” training curriculum used in agricultural interventions reaches out to the husband and wife as a team, thereby empowering women while reducing the potential for unintended impact of income disparities-such as increased domestic violence. In addition to this business training, USAID will enhance female small-holder farmer participation in - and outcomes from - technical training, and will link them to regional and local markets. Projects will strengthen partners’ capacities to address unequal access to knowledge and assets, thus improving women’s involvement in all stages of economic development while acknowledging the gendered tasks that men and women may typically perform along the value chain. A recently completed Feed the Future gender assessment and sector analysis identified a number of best practices and lessons learned that will be incorporated into activity design and implementation.

In the most disadvantaged households women play a crucial role in production and livelihoods, and their continued marginalization would be detrimental to achieving relief and recovery objectives. Therefore USAID is also addressing gender-specific needs in this spectrum of food security activities. USAID will empower women, when appropriate, through development food aid interventions, to take leadership roles in their communities and to participate in household decision-making through the food distribution process as well as village savings and lending groups. Interventions will place greater emphasis on inclusive and equitable approaches to allocation and decision making (i.e., around production or marketing choices) in the community mobilization



and sensitization stages. Activities will train communities in accountability for development food resources, focusing on women and youth as vulnerable groups.

Country Leadership and Donor Coordination: Partnership with the GOZ is critical to several of DO 2's interventions, including policy reform in line with Comprehensive African Agriculture Development Program (CAADP) and food security programming. Led by the African Union's (AU) New Partnership for Africa's Development (NEPAD), CAADP is a strategy to end hunger and poverty through agriculture and focuses on four pillars—land and water management, market access, food supply and hunger, and agricultural research.

USAID works closely with the Zimbabwe Vulnerability Assessment Committee (ZimVAC), and the United States is the lead donor on food aid to the World Food Programme (WFP) for seasonal targeted assistance. Relative to other donors active in Zimbabwe, USAID has a comparative advantage in bulk food aid.



While the United States influences and builds upon other donors' investments, the greatest leverage occurs with the Zimbabwean private sector by enabling market access, the availability of quality produce, and infrastructure investment. All value chain activities are developed in conjunction with the private sector only once a market demand has been identified, and all activities operate on a full cost-recovery basis.

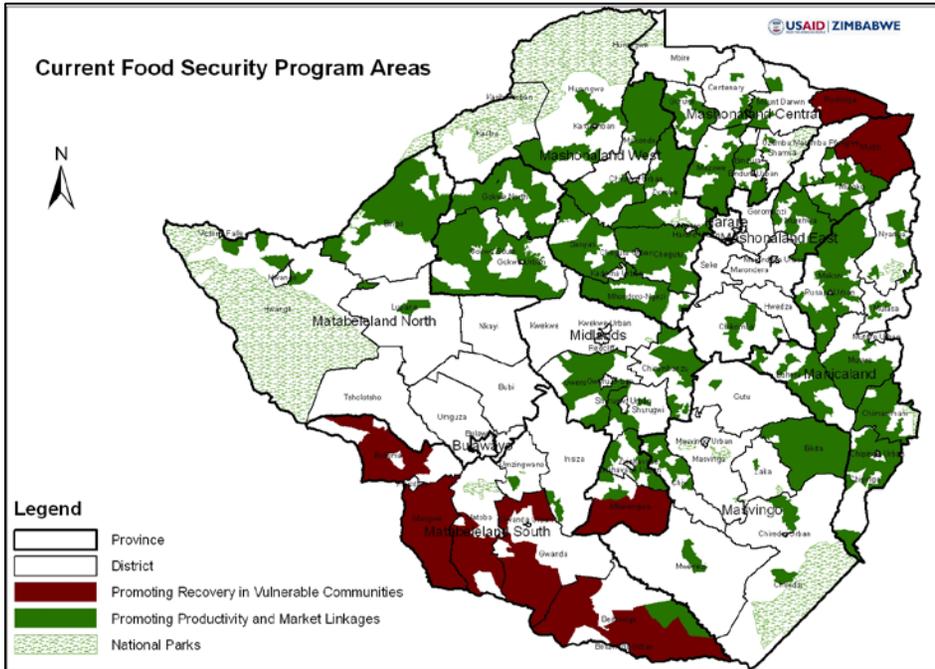


Figure 1: This represents the current project locations for USAID/Zimbabwe's Economic Growth and Humanitarian Assistance portfolios.

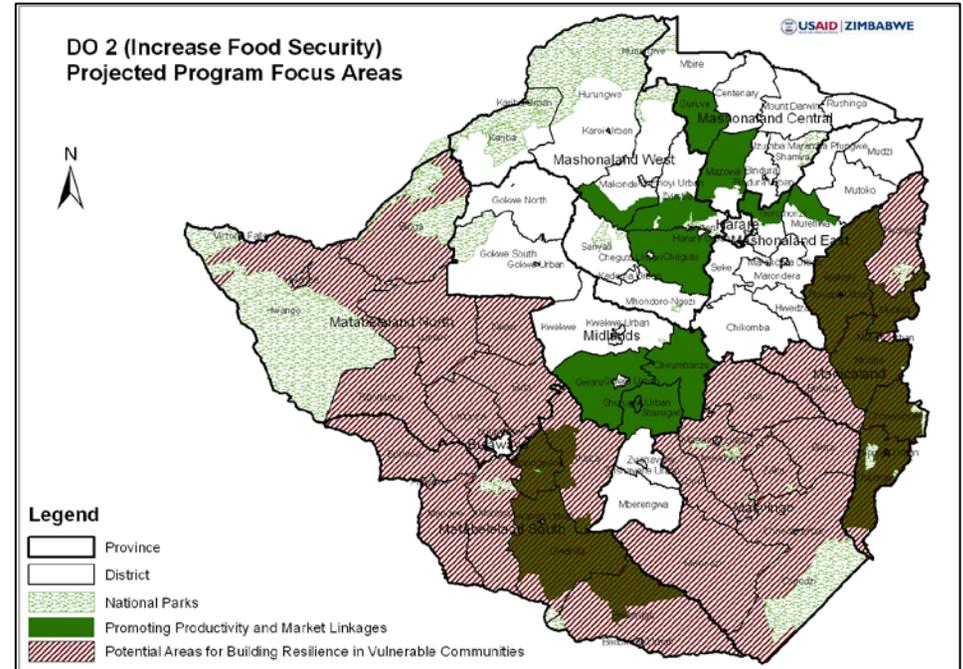
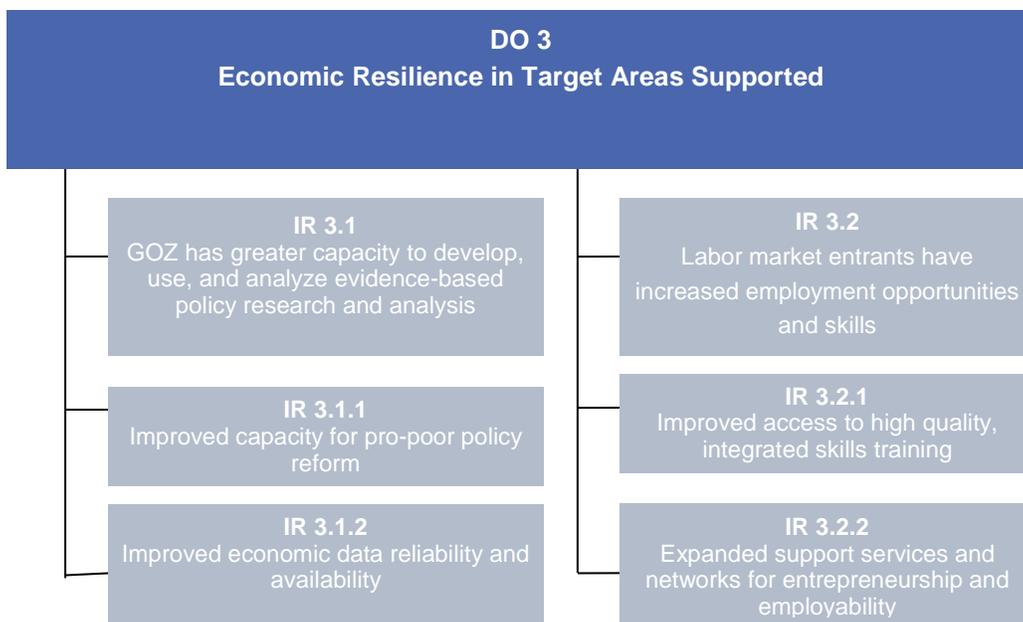


Figure 2: DO2 activities that promote market linkages (in green) will be more focused geographically in the new strategy period and will target agriculturally viable areas. The new Food for Peace program will prioritize proposals that target geographic areas where USAID health programs are concentrated. The hashed areas represent potential program locations, not actual.

V. Development Objective 3



DO-Level Indicators

USAID proposes to measure achievement of the DO through three indicators:

- Number of inclusive growth policy recommendations or data-supported policy decisions adopted through measurable government action (*effectiveness: performance-based evaluation*)
- Number of employability beneficiaries with improved perceptions of personal economic resilience (*disaggregated by sex*)
- Number of job seekers placed in internships, apprenticeships, jobs, or starting/growing their own businesses (*disaggregated by sex*)

Development Hypothesis: DO 3 supports the mission’s goal *to strengthen democratic systems of governance contributing to sustained recovery* with its focus on supporting sound economic policy-making and uplifting marginalized populations through economic opportunity. This Development Objective is critically important to the achievement of the overall goal based on its focus on macroeconomic and community stability. It is also the distinguishing *transition* Development Objective in this Strategy, in line with new guidance on Transition Country Development Strategies.

While the economy is improving, it remains fragile; the benefits from increased growth have not yet translated into widespread economic opportunities for average citizens, particularly for disenfranchised groups such as the unemployed or underemployed. USAID/Zimbabwe is focusing on strengthening the country’s *economic resilience*, which is defined as the ability of an economy to recover from or adjust to the effects of adverse shocks.³⁰ This DO

provides an appropriate and highly innovative response to windows of opportunity to strengthen both structural and community resilience, promote economic development, and contribute to stability. It also offers a conceptual framework for assistance designed specifically to respond to both funding and targeting opportunities as they arise.

Related to IR 3.1 on *GOZ has greater capacity to develop, use and analyze evidence-based policy research and analysis*, professional flight and weaknesses in the policy-making process has diminished effective poverty reduction planning, hampered growth, diverted public funding for development, and deterred investment. Activities under IR 3.1 aim to do the following:

- Provide technical assistance to develop policy analysis capacity to assist economic ministries in developing fiscal and economic policies and implementing policy reforms
- Improve oversight on government and demand increased transparency
- Generate dialogue between the government, civil society and the private sector on policy issues and policy-making processes to improve advocacy and development-oriented policy
- Enhance rigorous and timely economic data collection as a key input to policy analysis and effective economic development policies

Enhanced rigor of data and information collection and analysis, and improved policy formulation can increase policy-making bodies’ independence and minimize the misapplication of

DO3 Development Hypothesis in Brief

If national level policy-making processes are more inclusive, transparent and evidence-based, and individuals have greater access to economic opportunities,

Then economic resilience and democratic systems of governance will be strengthened, leading to sustained recovery.

³⁰Lino Briguglio et al., *Conceptualizing and Measuring Economic Resilience* (University of Malta, Msida, Malta).

discretionary policies. Further, better informed and evidence-based policy growth will accelerate poverty reduction, employment, and economic growth.

With respect to IR 3.2 on *labor market entrants have increased employment opportunities and skills*, high levels of unemployment and a lack of practical experience requires targeted interventions to meet the needs of a demographic that constitutes a majority of the population. This IR approaches economic resilience by targeting the economically disenfranchised, unemployed through a *two-pronged* approach of economic and socio-political assistance.³¹ In the first area, the mission plans to provide job-seekers with practical skills training to match labor supply with labor demands, particularly within the small and medium-sized enterprise sector (SME). This SME-focused livelihoods approach will further benefit from better-informed and targeted economic policies, especially labor and business environment policies.

The second area of focus leverages communities and non-governmental organizations (NGOs) to positively engage job seekers to foster better community relations through community service projects and activities. This is intended to engage the unemployed in community development activities to improve community resilience and gain marketable skills while playing a positive role in their communities.

More specifically, areas of activity under IR 3.2 include:

- Employment, internship, and apprenticeship opportunities for job seekers
- Access to market-driven employability, vocational, technical, and entrepreneurial skills training
- Improved capacity of local NGOs and training institutes to implement effective employment, entrepreneurship, and community service training and support services
- Activities to encourage on the job skills-building through internships, apprenticeships, and community engagement

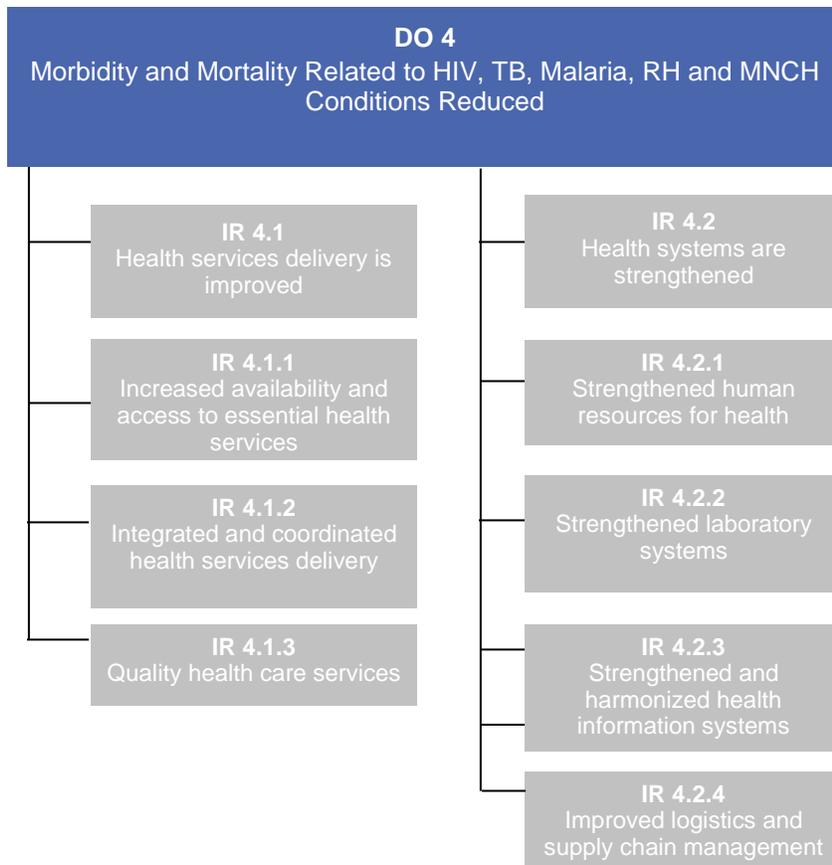
Relevance to Gender Equality: To implement IR 3.1 activities, USAID will work with the Ministry of Finance, the private sector, academic institutions, and civil society organizations to promote gender concerns in policy-making and advocacy. The intervention will promote the use of a gender-lens to analyze policy implementation and evaluation. Focus on gender in statistics will encourage GOZ authorities to track gender-based statistics, including better information on female-headed households and female-owned businesses across the country.

With regard to IR 3.2, women constitute a larger percentage of the rural population than men and are estimated to have higher under- and unemployment rates. USAID/Zimbabwe seeks gender equity in its livelihood programs.



³¹GSDRC, "Helpdesk Research Report: Youth state building and peace building interventions," p. 3.

VI. Development Objective 4



This DO and its IRs are in line with Zimbabwe’s approved Global Health Initiative (GHI) strategy and are oriented towards helping Zimbabwe improve health outcomes through strengthening health systems. In selecting potential programmatic areas, the mission prioritized activities that would support and promote key GHI elements. These include, but are not limited to the following:

- A woman- and girl-centered approach to many services
- Strategic coordination and integration
- Health systems strengthening
- Country ownership and investment in country-led plans

DO-level Indicators: The Interagency Health team will measure achievement of the DO through several indicators:

- Under-five mortality rate
- Maternal mortality rate
- Disease-specific mortality rates for TB, Malaria, HIV/AIDS
- HIV prevalence rate

DO4 Development Hypothesis in Brief

If health services are improved through better systems and service delivery,

Then Zimbabweans will become healthier and better able to advocate for and participate in the democratization of Zimbabwean institutions and contribute to a sustained economic recovery.

Zimbabwe’s Top Priority Health Goals

- Reduce the maternal mortality rate from 725 to 300 deaths per 100,000 live births by 2015
- Reduce the under-five mortality rate from 86 per 1000 live births to 43 by 2013
- Have halted, by 2015, and begun to reverse the spread of HIV and AIDS
- Reduce the mortality, morbidity and transmission of tuberculosis in line with the Millennium Development Goals and the Stop TB Partnership targets
- Have halted, by 2015, and begun to reverse the increasing incidence of malaria

Development Hypothesis: The country’s high morbidity and mortality rates are a result of an under-resourced health delivery system, which is overstretched by the high burden of HIV, TB, and maternal and childhood illnesses. A decade of worsening economic conditions and rising costs has eroded a once vibrant health system. Activities under this DO will contribute to protecting and extending shorter-term stabilization and longer-term support for institutional capacity development to improve service delivery. The

inclusion of systems strengthening components will revitalize and build the national capacity to deliver essential health services and better ensure the sustainability of service delivery improvements.

The DO contributes to the mission's goal of ***strengthened democratic systems of governance contributing to sustained recovery***. It is designed to assist in the re-establishment, initiation or expansion of key basic health services. USAID has worked with the Ministry of Health and Child Welfare (MOHCW)³² to prioritize intervention areas which will contribute to Zimbabwe's sustained recovery by reducing preventable deaths and lessening the burden of disease. A healthier population is better able to participate in all aspects of society and reduces the need for health-related humanitarian assistance.

The first IR, on ***improved health services delivery***, prioritizes delivering quality services to address the most pressing health issues impacting the people of Zimbabwe.

HIV/AIDS: Adult HIV prevalence is currently 15 percent (2010-11 DHS), compared to 18 percent in 2005-06 and 25.3 percent in 1997. While Zimbabwe has seen a notable decline in prevalence, it remains a high-burden country. Interventions will build upon the successes and challenges of the existing President's Emergency Plan for AIDS Relief (PEPFAR) program. U.S. activities will support the national HIV/AIDS program in prevention, care and treatment. Assistance will include scaling-up of male circumcision, HIV testing and counseling, behavior change communication, preventing mother-to-child HIV transmission, anti-retroviral therapy drugs and services, palliative care, and care and treatment of orphans and vulnerable children (OVCs). About one in four of Zimbabwe's children have lost one or both parents. USAID will continue to provide health, education, and protection services to about 167,000 OVCs using a holistic, community approach.

Tuberculosis: TB is the second largest source of mortality in Zimbabwe after AIDS. Interventions will focus on program management and improving TB services at the provincial and district levels.

Maternal, Neonatal, and Child Health: Zimbabwe has one of the highest rates of maternal mortality in Africa - 960 per 100,000 in the 2010/11 Demographic Health Survey. Interventions will improve the availability, quality and utilization of essential health services to improve maternal, neonatal and child health (MNCH) services, enhancing safe delivery through improving emergency obstetric and neonatal care, improving basic child health services at the local level, and strengthening family planning services. Although Zimbabwe has a very high contraceptive prevalence rate, efforts are needed to expand method choice.

Malaria: About four million Zimbabweans are at risk of contracting malaria each year. USG assistance will strengthen malaria control and treatment activities within the highest-risk districts by improving systems for distribution of nets and drugs as well as through an indoor residual spraying program.

The second IR, on ***strengthening health systems***, will assist the GOZ in delivering basic health care to its citizens through interventions in several health system areas, such as supply chain,

³²NOTE: MOHCW has since changed to the Ministry of Health and Child Care

human resources, monitoring and evaluation through technical assistance at the national level, and through training and material support. Emphasis areas include the following:

Logistics: To date, the United States has successfully focused on developing highly efficient new approaches to drug and commodity procurement and distribution for both HIV/AIDS and family planning. Under this Strategy, USAID/Zimbabwe interventions will now expand to include other health sectors such as TB or malaria.

Strengthening Local Services: The mission plans to restart the community mobilization system working with Village Health Workers. Mission programming will also use a community outreach system, working with Rural Health Centers. Women and girls are important target beneficiaries for maternal and child health objectives and because of the central role women play in improving the health of their families and communities.

Expanding Health Services through the Private Sector: Despite a dramatically deteriorated economic environment, Zimbabwe has retained a capable commercial sector, including local and multinational firms. The private sector now comprises only about 10 percent of the overall basic health service provider network. Mission assistance supports a number of local NGOs and the commercial sector who work closely with the MOHCW in the provision of health-related goods and services. As the private sector provision of essential services grows, the burden on the public sector to provide health care will lessen, creating opportunities to focus scarce public resources. USAID's planned assistance to strengthen social marketing of health services/products will build on the successful experience of involving the private sector in HIV/AIDS mitigation. Elements will include the use of franchised outlets for HIV counseling and testing and palliative care, product social marketing for safe water and malaria and associated communication support, health education communications, use of a social franchising network for family planning, and audience and market research.

Relevance to Gender Equality: Women and girls are at the center of DO 4. Given the high levels of maternal mortality and the large percentage of women infected by HIV/AIDS, this Strategy identifies women and girls as the critical target population and primary intended beneficiaries of improved essential health services. The ability of mothers to access essential health services and health-related knowledge is fundamental to the health of Zimbabwean families.

USAID interventions support culturally appropriate, gender-specific social and behavior change communication interventions to support healthier attitudes and encourage the uptake of health services related to MNCH, family planning, and HIV. To improve access for rural women, DO 4 activities will support the revitalization of the Village Health Worker system to strengthen linkages between community and public health facilities and bring health services closer to households. The spacing and prevention of unwanted pregnancies is a well-known intervention that can drastically improve health outcomes in women of child-bearing age. Therefore, USAID is working to increase access to comprehensive FP services by women in hard to reach and underserved areas of Zimbabwe.

USAID Zimbabwe CDCS 2013-15

USAID is integrating gender-based violence within the community mobilization and behavior change activities its partners are undertaking and through its protection services to orphans and vulnerable children. Policy dialogue is an integral part of DO 4. The MOHCW has established technical working groups which are arenas where USAID and other development partners are able to assist the government in discussing and formulating health policies.

USAID coordinates health interventions with the Centers for Disease Control (CDC) and collaborates closely with bilateral and multilateral donors active in the sector. USAID maximizes opportunities for joint programming and seeks to complement support of other

donors active in the health sector. For example, the USG team will work closely with the British and Swedish development agencies and the UN Population Fund (UNFPA) on a joint sexual and reproductive health and HIV prevention program, to improve coordination and ensure the most efficient use of combined resources in order to maximize program impact.



Major Health Programs with Geographic Concentrations

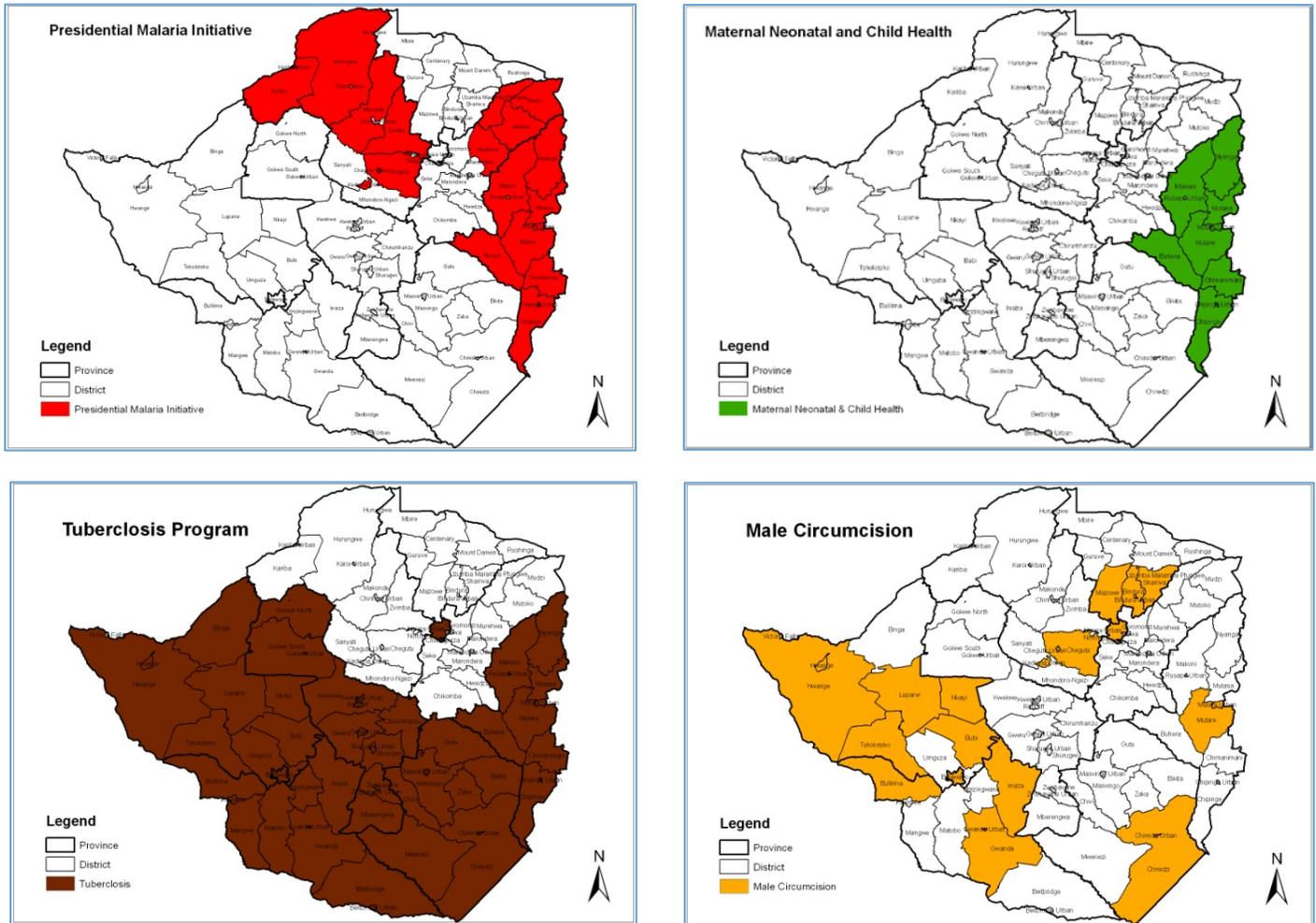


Figure 1 Other DO4 Programs, such as HIV/AIDS are national programs that do not have a geographic concentration. Instead, USAID's involvement in those programs are focused by type of activity, and determined in coordination with other donors and the GOZ. The specific geographic concentrations illustrated here reflect FY 2012 programming, and may be adjusted, in keeping with USAID's comparative advantage, as part of donor coordination and division of labor agreements that are reviewed annually.

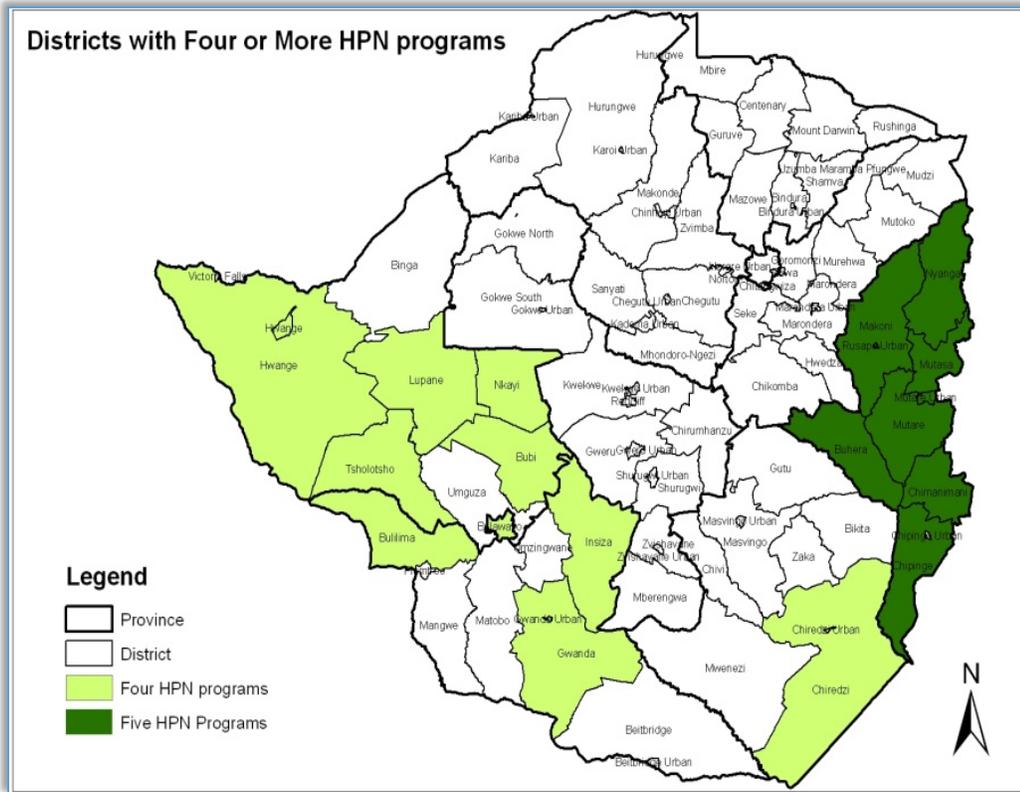


Figure 2: Areas with a concentration of USAID funded health programs. USAID/Zimbabwe's new Food for Peace program under DO2 is designed to encourage bidders to geographically focus their activities to these areas, in addition to meeting other criteria for targeting.

VII. Support for Agency Policies and Strategies

The Strategy adheres to the operational principles as outlined in the *USAID Policy Framework 2011-2015* related to building in sustainability from the start, applying integrated approaches and strategically leveraging “solution holders” and partners, among others. It also aims to operationalize, wherever possible, the core guidelines set forth in the *USAID Evaluation Policy*, and the *USAID Gender Equality and Female Empowerment Policy*. The mission also strives to put into action the core reforms and objectives of *USAID Forward*, as illustrated below.

USAID Forward

Implementation and Procurement Reform (Local Solutions)

- The mission has established a local capacity development (LCD) team to steer activities, including pre-award surveys and the utilization of organizational capacity assessment tools. The team has conducted a survey of internal staff skills and interest in LCD activities and plans to analyze opportunities for future USAID Forward opportunities.
- USAID has already successfully transitioned a number of awards to local partners. In FY 2012, USAID awarded direct grants to six local partners, many of which had been sub-grantees to USG funded projects. Some of these were transition awards and one was a new competitive award with total funding of \$60 million over five years.
- A local organization is the recipient of a one-year grant from OFDA, managed by USAID/Zimbabwe.

Talent Management

- USAID/Zimbabwe has developed a formal mentoring program which was launched in September, 2012. Sixteen qualified staff members have volunteered to be mentors and 24 have signed up to be mentees.
- As of August 31, 2012, 28 mission staff in all categories have at least one USAID Forward related work objective.

USAID/Zimbabwe takes the development of its staff, and their contributions to USAID Forward, seriously. It plans to focus on applied learning particularly through broader participation in assessments and strategy development training, and via TDYs to other missions to share skills and experiences. The mission seeks opportunities to leverage local staff and expertise and to hire new staff commensurate with portfolio growth and diversification.

Strengthening Monitoring and Evaluation

- The mission has conducted several monitoring and evaluation information sessions for technical staff over the past six months and has established a monitoring and evaluation team to review scopes of work and draft evaluation reports. Three members of the team

have attended the USAID/University monitoring and evaluation course for program managers and two more will attend the course for evaluation specialists.

- The mission initiated its first impact evaluation to be completed in FY 2014. This high quality evaluation is the first selected as part of USAID/DCHA's learning agenda to inform future high quality impact evaluations as well as to ensure on-going learning as part of the evaluation process.
- The mission has built M&E and data collection into its programs to enhance their internal capacity to monitor and measure progress during implementation and to inform future decisions.
- The USAID mission is conducting two high quality evaluations in the health sector that will be completed and added to the Development Exchange Clearinghouse (DEC) by January 2013.

Innovation

- DO 4 is helping to introduce the new, more effective PMTCT regimens for service delivery sites across the country and is working to expand point of care CD4 technology, which is a portable device that can be operated by individuals with minimal laboratory expertise. It can operate on battery power, making it easy to take to remote parts of the country - increasing access. The device gives CD4 results within 20 minutes, thus improving the quality of care for affected clients.
- USAID has also expanded the use of *Gene-Xpert technology*, which is a rapid molecular assay that can be used at point of care to diagnose TB and perform simultaneous assessment of rifampicin resistance. The device can be run by operators with minimal technical expertise and results are produced within two hours. Traditional solid media cultures typically produce results in six to eight weeks, thereby reducing the time to initiate a patient on TB treatment.
- The mission has supported the application of the World Health Organization's (WHO) 2009 guidance to scale-up voluntary medical male circumcision (VMMC) as an important new biomedical HIV prevention service. This approach optimizes efficiency in the surgical procedure and operating theater to accelerate the scale-up of VMMC services.
- DO 2 encourages innovation among partners who have introduced several technologies in milk and crop production, transportation, processing, using improved seed, use of donkeys to transport milk, use of new milk pasteurizing equipment that saves firewood, and new methods of irrigation.
- A DO 2 Global Development Alliance (GDA) project is exploring uses of alternative crops and commercializing indigenous and underutilized plants in food insecure areas.

Under current operations, GDAs with donors and partners provide the best opportunity to seek innovation, particularly in agricultural practices and development. GDAs will also augment limited resources. Under DO 4, for example, the Global Health Initiative learning agenda encourages innovation to help solve Zimbabwe's health sector problems.

Science and Technology

- The mission utilizes GIS mapping services to determine service provision, expansion of needs, overlap in activities and to inform future decision-making in every sector of activity. For example, as part of DO 4 programming, the mission uses GIS technologies to map distribution of health services and supplies/commodities (such as condoms) to enhance strategic planning.
- The mission will explore the use of mobile banking for social transfers, vouchers, and cash for cereals.
- The mission will capitalize on the opportunity to revive Zimbabwe's pre-2000 legacy of agricultural, financial, and technological capacity through activities such as improved seed breeding, production technologies, and market information services. The mission also plans to work with National Science Foundation, USAID's Office of Civilian Response, and engineering staff to identify appropriate technologies for low-income households to improve and diversify crop yields and resilience.

Presidential Initiatives

To achieve its goals in country, the mission's health portfolio is guided by the integrated *U.S. Global Health Initiative* framework and the *Zimbabwe GHI Strategy*, which is aligned with the Ministry of Health and Child Welfare (MOHCW)'s national health strategy and plans. Mission DO 4 Health programs also support GHI's core components, the U.S. President's Emergency Plan for AIDS Relief, and the President's Malaria Initiative (PMI) implemented together with the U.S. Centers for Disease Control and Prevention (CDC).

Zimbabwe is not designated as one of the 20 focus countries within the U.S. *Feed the Future Initiative*, but is presently an *Aligned Country*, for which an Implementation Plan exists, whose strategic guidance the mission follows, and on whose indicators the mission reports.³³ Finally, while *Global Climate Change Initiative* principles are relevant to the country context, current mission activities and programming do not fall under its purview.

³³Feed the Future is prioritizing efforts and resources on countries where the Rome Principles can best be realized especially related to investment in country plans and programs and sustained financial commitment.

VIII. Monitoring, Evaluating, and Learning

Overview and Rationale

Monitoring, Evaluation and Learning (MEL) efforts will focus resources on the achievement of intended results. This proposed three-year Strategy has design and rollout implications for the mission's MEL approach, placing greater emphasis on setting realistic and achievable results, choosing accurate and timely indicators, relying on greater collaboration for information gathering and learning and adaptation purposes.

Mission Platforms and Support Systems for MEL

A mission MEL team composed of points of contact from each technical team has been formed to support the mission's implementation of the agency's new evaluation policy. The primary role of the MEL team members is to:

- review evaluation statements of work
- provide technical comment on draft evaluation reports
- disseminate information about evaluation policy, best practices and lessons to USAID colleagues
- ensure USAID/Zimbabwe compliance and progress on achieving top line indicators related to evaluations
- identify and participate in additional learning opportunities
- help ensure evaluation findings are used in project management and design decisions

In addition, a mission database has been created to catalogue past, current and future evaluations and assessments and is available to all staff to inform future design and analyses of USAID program results.

Monitoring

Using cost-effective approaches, the mission will monitor progress towards advancing the Goal, DO, IRs and sub-IRs in the following ways:

- application of frameworks that include indicators required by Feed the Future, PEPFAR/GHI and Food for Peace
- periodic site visits by members of the mission's MEL team
- creating and implementing platforms for consultations with implementing and cooperating partners and information sharing
- quarterly reviews of partner performance by project managers
- semi-annual portfolio reviews

- implementation of a Performance Monitoring Plan (PMP) that links Strategy results to projects and implementing mechanisms
- development of a new mission monitoring and evaluation information system

The mission will seek technical assistance from Washington to provide tools, methods and approaches to develop ambitious, yet realistic and utilitarian PMP's for partner and mission use. Parallel to these specific activities, the mission MEL team will seek to identify other learning and monitoring activities that can enhance its approaches.

The PMP will focus the mission's results-based and performance management approach to link desired results through the selection of appropriate data collection methods and baselines to determine change over time and inform analysis, assess challenges, and validate the mission's approach. It will also be used to communicate expectations to partners and stakeholders, build consensus and ownership, and ultimately report on progress. Strong indicators will also help test the causal linkages and assumptions between (and where relevant, across) sub-IRs, IRs and DOs.

Monitoring will also serve to assess both intended and unintended effects of USAID interventions to determine whether an activity should be modified, scaled up or down, or ended. Timely collection and use of information determines the proper allocation of resources and technical interventions to strategically focus time, energy and resources to yield measurable results. This will also require realistic target setting, the collection of strong baseline information and the ability to be flexible and adapt to any changes in policy direction or in funding. DO teams will synchronize efforts of USAID staff, implementing partners and other stakeholders involved in the MEL process to achieve these objectives.

Evaluation Opportunities

As the DO teams prepare to implement the Strategy, evaluations are in the early stage of design. Teams have identified a few high-priority evaluation questions for each DO to test its Development Hypothesis and the strength of assumptions and linkages underlying each objective.

DO 1: Support More Accountable and Democratic System of Governance

Broad evaluation questions under this DO will consider the following:

- Which elements of the approach contribute most significantly to strengthening democratic governance?
- Do citizens' views yield sufficient pressure on political interests to improve accountability and transparency?

Potential impact evaluation question: Can USAID promote more democratic community leadership and dispute resolution through training of traditional leaders on human rights and peaceful conflict mitigation?

DO 2: Food Security in Targeted Areas Increased

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Broad evaluation questions under this DO will consider the following:

- What is the return on investment (land, capital and labor) to farmers participating in the food security programs?
- How efficient and effective are the mission's transition strategy and programming, moving from humanitarian assistance to greater agricultural development and food security?

DO 2 plans to conduct two *performance evaluations*: First, a food security analysis to assess needs in specific vulnerable areas will be completed and will be used to inform the design and evaluation plan of a new Title II Food Aid Development Program in Zimbabwe that will begin implementation in FY 2013. Second an agriculture portfolio performance evaluation is planned for FY 2013.

Potential impact evaluation question: What changes in household dietary diversity have been achieved as a result of USAID interventions?

DO 3: Economic resilience in target areas supported

Broad evaluation questions under this DO will consider the following:

- To what extent are economic statistics in Zimbabwe more available to the public?
- What types of technical assistance or skills training courses were most effective in helping youth beneficiaries access more economic opportunities?

Potential impact evaluation questions:

- What effect have various methods of policy research dissemination had on the likelihood and speed of economic reform and policy adoption?
- In what ways have economic policies and policy making processes improved in Zimbabwe due to project-supported research and dissemination?

DO 4: Morbidity and Mortality Related to HIV, Tuberculosis (TB), Malaria, Reproductive Health (RH), and Maternal, Neonatal, and Child Health (MNCH) Reduced

High-quality performance evaluations of ongoing projects focusing on measuring project effectiveness and the extent to which the GHI principles of sustainability, coordination, integration, gender, country ownership, innovation, research, and improved metrics are incorporated into program design and implementation. Evaluation questions will consider the following:

- What is the effectiveness of the MNCH innovations implemented by the Maternal and Child Integrated Project (MCHIP)?
- What will it take to scale up and roll out these interventions across the country?
- How and to what effect has the Tuberculosis Care (TBCARE) project contributed to improved TB research and metrics?
- What is still required to meet international standards in national TB program research and metrics?

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- What aspects of the Strengthening Private Sector Services (SPSS) project can be made more sustainable and what opportunities exist to do so?

Potential impact evaluation questions:

The first is a pilot of a simple felt-tip type pen that is used for multiple proteinuria screening tests for pre-eclampsia/eclampsia. USAID/Zimbabwe would like to pilot this new low-cost technology in selected primary care facilities and may seek to answer the following through an impact evaluation:

- What are the feasibility, acceptability and effectiveness of using the “pen” for pre-eclampsia/eclampsia screening in primary health facilities in Zimbabwe?

A second potential impact evaluation question concerns the effects of a pilot project to promote mobile phone use for HIV clinical services referrals:

- What is the feasibility of using mobile phone technology to improve referral systems and linking clients between HIV testing and counseling and follow up care, treatment and prevention services?

Technology and MEL

Significant improvements in access to and cost effectiveness of technology, even in Zimbabwe’s uncertain operating environment, means that the mission can leverage its use to promote development in Zimbabwe as USAID has done in other countries. Already, a Food Security program develops GIS and mission maps for USAID/Zimbabwe using FEWSNET (a USAID funded project) generated data to monitor environmental changes and food shortages/distribution.

As discussed in the section on USAID Forward and the mission’s commitment to using technology, there are numerous potential applications for technology that include GIS to map a variety of data, such as voter stations, agro-dealers nationwide, commodity prices, rainfall patterns, milk collection centers with available supplies for processors, malaria or other incidence rates, and to generally visualize program locations and analyze geographic project coverage.

The mission also works closely with the Zimbabwe Vulnerability Assessment Committee (ZimVAC), and may find opportunities to strengthen technology applications that would enhance Zimbabwe’s ability to predict, prevent, and/or manage complex crises or other humanitarian emergencies.

Collaboration, Learning and Adaptation

The mission plans to roll out its collaboration, learning and adaptation (CLA) approach concurrently with its CDCS. While the coining of this approach is new, many of the practices are

familiar to and within USAID programming. USAID/Zimbabwe has responded to restrictions on GOZ engagement with a highly synthesized and collaborative interaction with donors and partners. This approach has resulted in opportunities for information and resource sharing and leveraging. There are other opportunities for capitalizing on the existing strategies used, to disseminate best practices for each sector/DO approach, to enhance the strategic use of influence as well as support for collaboration among implementing partners, and to refine and extend an adaptive management approach that will enable the program to meet its goal and objectives while at the same time adapting and remaining relevant to evolving conditions.

Adaptive Management

DO 1 is currently testing a new approach to transitional development assistance and creating a hybrid traditional and rapid response mechanism, which maximizes flexibility to both enhance work that is producing results and eliminate activities that are not having their intended impact. This allows the mission to take calculated programmatic risks without committing to inflexible long-term programs. The focus on learning is approached through ongoing research on key issues to identify what is not working, integrating MEL information from all partners, and the use of a rolling assessment model from DCHA.

As this approach is refined, and more is learned about employing adaptive management to DO 1's program, options for implementing this approach across other parts of the mission program will be explored as a means to ensure continued relevance of USAID assistance as new learning emerges and the local context evolves.

Research and Collaborative Learning

The Food for Peace (FFP) solicitation under DO 2 will also contain a research component, and requests a design for an annual learning summit that brings together numerous partners working in food security to share evidence-based lessons learned. The mission will assess prospects for building a learning network methodology into any small grants work it does in the future.

Mission Processes

Portfolio reviews, partner meetings and the mission's new mentoring program all offer opportunities to build on existing processes to enhance coordination and collaboration, learning and adapting. Portfolio reviews will be reconsidered for ways that they can be structured around higher-level questions of the soundness of the program's evidence base and development hypotheses as supported or otherwise by monitoring data and other information. Options will be explored for using partner meetings to enable partners to share technical, contextual and experiential knowledge with each other. The mentoring program will: build from existing peer support practices; include coaching around collaborating and continuous learning; leverage site visits and mission exchanges; and be considered as a means for providing FSN-led orientation to incoming American staff.

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Science & Technology Innovations

Several new technology-based approaches - including GIS mapping and a more efficient method for testing for TB and drug resistance – represent learning opportunities for the mission and its partners. Experiences with implementing these innovations will be captured and shared widely, and will be analyzed for potential for scaling.

Other Tools

Approaches employed and found useful by other missions will be assessed for their useful application in the USAID/Zimbabwe program. These include mapping relationships with other development actors as a way to plan for collaborating with them and/or strategically influencing them; after-action reviews to quickly identify lessons that can feed into subsequent efforts; and the use of advisory groups to ground-test mission initiatives. USAID/Zimbabwe will capture key learning from these and other efforts for sharing them broadly via the ProgramNet and Learning Lab websites.

IX. Planned Evaluations

Program Area	Est. Date of Completion	Purpose	Type (impact, performance, assessment)
DO 1: Support More Accountable and Democratic System of Governance			
Trafficking in Persons Program	9/2012	End of Project Final Performance Evaluation	Performance
DO 2: Food Security in Targeted Areas Increased			
Relief to Development Transition Food Aid Program	3/2013	<i>Midterm evaluation to inform design of new food-aid program</i>	Performance
Food Security Analysis	1/2013	<i>Assess the food security situation and needs in Zimbabwe</i>	Assessment
Agriculture Portfolio Review	6/2013	Performance evaluation of entire portfolio with all partners	Performance
DO3: Economic Resilience in Target Areas Supported			
Macro-Economic Policy Program	9/2013	This mid-term evaluation for accountability and learning to inform implementation in the final two years of the project and potential follow-on activities	Performance
DO4: Morbidity and Mortality Related to HIV, TB, Malaria, Reproductive Health, and Mother and Child Health Conditions Reduced			
PMTCT	1/2013	Accountability and Learning	Performance
Orphans and Vulnerable Children Project	1/2013	End of Project Evaluation	Performance
MCHIP/MNCH	TBD/2013	Midterm evaluation	Performance
HIV Prevention	TBD/2013	Midterm evaluation	Performance

X. Bibliography – Available on Request