



NORWEGIAN
REFUGEE COUNCIL

**EXTERNAL EVALUATION OF COMMUNITY BASED PLANNING AS AN APPROACH TO
FACILITATE DURABLE SOLUTIONS FOR INTERNALLY DISPLACED PEOPLE IN
ZIMBABWE**

2011-2014 NRC Zimbabwe



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Acknowledgement & Disclaimer

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The Evaluators have tried to incorporate into the final report only verified suggestions backed by evidence and data and not findings that are hearsay or an opinion that is not based on analysed facts. However, statements regarding significant unresolved differences of opinion on part of the respondents, discussants and key informants have also been captured without taking sides. The Evaluators hopes that this document will provide NRC with sufficient information and recommendations on what needs to be done to improve CBP programming. Any remaining errors or omissions are the responsibility of the Evaluators.

The views expressed in the report are those of the evaluators, and do not necessarily represent the view of NRC or their implementing partners.

Douglas Gumbo,

Dovich Development Management Experts: 20th June 2014

Acronyms and Abbreviations

AGRITEX	Department of Agriculture, Technical and Extension Services
AIDS	Acquired Immunity Deficiency Syndrome
CAP:	Community Action Plan
CBP	Community Based Planning
CBO	Community Based Organisation
CEO:	Chief Executive Officer
CDF:	Constituency Development Fund
CF	Conservation Farming
CFT:	Core Facilitation Team
CRS:	Catholic Relief Services
DA:	District Administrator
DEMEX	: Dovich Development Management Experts
DRR:	Disaster Risk Reduction
DTT	District Training Team
FGD	Focus Group Discussion
FFA:	Food for Asset
HIV	Human Immuno Deficiency Virus
IDP:	Internally Displaced Person
IGA	Income Generating Activity
IMC:	Irrigation Management Committee
IOM:	International Organisation for Migration
ISALS	Income Savings and Lending Schemes
ISL:	Integrated Sustainable Livelihoods
KII	Key Informant Interviews
LBFT	Locally Based Facilitation Team
MLGNHPW:	Ministry of Local Government National Housing and Public Works
MOU	Memorandum of Agreement
MTEDT:	Manicaland Training for Enterprise Development Trust
MTC:	Magamba Training centre
NGO	Non- Governmental Organisation
NRC:	Norwegian Refugee Council
PCW:	Productive Community Works
PLWHA	People Living with HIV and AIDS
RDC:	Rural District Council
RIASCO:	Regional Inter-Agency Standing Committee
TFT:	Training for Transformation
ToRs	Terms of Reference
WFP	World Food Programme

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Executive Summary

Background

The Norwegian Refugee Council (NRC), in close partnership with local government actors and community leaders, has been using community based planning (CBP) to support durable solutions for internally displaced persons (IDPs) in Zimbabwe since 2010. Community based planning was used as an entry point to begin working with communities affected by displacement with the aim to improve the understanding of the needs and vulnerabilities of internally displaced persons (IDPs), to promote reconciliation and social cohesion between IDPs the host community and district government actors, and to inform complementary NRC programming. Community based planning was implemented in the four districts of Chipinge, Chiredzi, Mutare and Mutasa in Zimbabwe, targeting communities that have been impacted by displacement and migration.

The community based planning approach was linked to the mainstream government planning processes in order to ensure the sustainability of the action and to support the attainment of a durable solution¹ for IDPs and migrants. The main output of this approach was expected to be a Ward Development Plan endorsed by the local authorities, especially the Rural District Council and the Office of the District Administrator. Local leaders, in particular councillors and village heads, were expected to play key roles in community mobilisation to enable the community based planning process to be effective in their respective areas.

Evaluation

An evaluation of the NRC community based planning approach was undertaken in May 2014 in Chipinge, Chiredzi, Mutare and Mutasa districts in Zimbabwe. The evaluation methodology consisted of an extensive study of the community based planning process in these four districts in Zimbabwe, interviews with key informants and focus group discussions with project beneficiaries. The scope of the evaluation included three areas of focus:

1. Assessment of the relevance, effectiveness and impact of the community based planning approach to support durable solutions for IDPs in communities affected by displacement in Chipinge, Chiredzi, Mutare and Mutasa districts. The evaluation assessed whether community based planning contributed to increased acceptance of IDPs by the host community, improved access for IDPs to basic protection and social services in a durable way, and whether the project outputs and outcomes and the CBP process itself were sustainable.
2. Comparative analysis of the community based planning approach for IDPs and migrant who resettled in rural, urban and peri-urban environments.
3. Draw useful lessons that inform and promote the use and replication of the community based planning approach in other communities affected by displacement in Zimbabwe and in other NRC country programmes with similar contexts.

Findings

The main findings from the evaluation NRC community based planning approach in Zimbabwe are the following:

1. In all locations where the community based planning approach were initiated, IDPs and the host community were supported to come together in an amicable way to agree upon development priorities for their community. In all cases, a Ward Development Plan (WDP) was developed and adopted by the local authority.

¹ When IDPS no longer have any specific assistance and protection needs that are linked to their displacement and enjoy the same rights as the host community

2. The CBP process was acknowledged by all key stakeholders – IDPs, host communities, local authorities and district government officials – as a tool that has enabled IDPs to be successfully integrated within the broader community.
3. Over the four years that NRC applied community based planning the approach contributed to the increased acceptance, stability and security, improved livelihoods and increased access to basic services for IDPs. The short-term, one-year humanitarian funding cycles used to finance the community based planning approach, however, limited the ability of the project to develop and implement a clear strategy to establish links with other existing recovery and long term development initiatives.
4. The community based planning approach was found to be an all-inclusive participatory planning and resource allocation tool. The process brought together IDPs and the host community to define and prioritise their own development. In all four districts, key informants including IDP representatives confirmed that the successful integration of IDPs was attributed to the multi-stakeholder participation in the community based planning process, which ensured buy-in and action by all stakeholders. The process facilitated a shared vision that promoted community and government authority ownership of initiatives. The community based planning process was essential for creating a good foundation for identifying and supporting development initiatives important for IDPs’ livelihoods and access to services. Active participation of IDPs and host communities strengthened acceptance and community cohesion, and promoted ownership of interventions articulated in the Ward Development Plans. The approach revitalised the planning and development structures by ensuring that the local authorities – the Rural District Councils – were the drivers of the process.

4. **Contribution of the community based planning approach to the increased acceptance of IDPs by the host community:**

After production of the Ward Development Plans, the wards received community grants from NRC to supported implement of those plans to establish of community services. Grants were managed by a community steering committee made up of IDPs and host community members. Key informants, local leaders and focus group participants viewed this as one way of strengthening community cohesion because they jointly defined, planned and implemented the projects.

Community projects stemming from the Ward Development Plans and supported through community managed grants provided by NRC further improved the cohesion of these communities and strengthened the acceptance of IDPs within the host community. In every ward assessed, the key informants and focus group participants confirmed that IDPs, together with host communities, were directly involved in producing the Ward Development Plan which defined their community driven agenda and vision for the current and future generations. This process built acceptance and cohesion between groups that had previously been in conflict by bringing those groups together to develop a joint vision for their community and then to work together on a mutually beneficial, shared community resource. In all the locations where NRC began activities with the community based planning approach, IDPs reported that the process created an opportunity for their voices to be heard and that they were treated with the same degree of respect and attention that all Zimbabwean citizens receive, especially on enjoying equal access to social services and recovery resources.

As a result of the community based planning process, IDPs reported a cessation of attacks, harassment, intimidation, persecution or any other form of punitive action upon settlement in other locations. Formerly displaced persons were not subjected to discrimination for reasons related to their displacement. There was fostering of a mutually beneficial relationship and rebuilding of trust as IDPs were no longer viewed by the host community as trouble makers, *vekumatende!* or “aliens” but as equal, contributing members of the community. This gradual change of attitude by the host community was facilitated by the fact that IDPs were able to productively contribute to community development projects.

5. **Contribution of community based planning approach to genuine stability and security of tenure:**

Community based planning contributed to an improved feeling of stability for IDPs through the increased level of acceptance it facilitated. IDPs reported feeling secure where land had been pegged, allocated, issued with certificate of occupation and community based planning conducted. The IDPs confirmed that

the security of tenure certificates issued and the community based planning process gave them the enthusiasm to invest in long term livelihood interventions in the areas where they are currently residing.

6. **Contribution of the CBP approach to basic protection and social services in target communities**
NRC established a protection referral pathway as part of the community based planning approach. The protection referral pathway is linked to the national referral pathway, and its objective is to ensure that IDPs and other marginalised groups in the host community have access to social services and protection. As a result of well-defined protection referral pathway linked to the community based planning approach, social services such as the issuing of birth certificates, government assisted agriculture input schemes, reproductive health services, infrastructural developments such as school buildings, clinics and the development of water sources such as piped water schemes and boreholes for domestic and productive purposes were provided within the general service delivery framework.
7. **Contribution to sustainability of project outputs and the community based planning process itself**
Livelihood initiatives identified through the community based planning approach showed that the IDPs and the host community had a sense of community ownership of the identified projects that increased the likelihood that they would continue to function after NRC's exit. NRC encouraged communities to contribute their own resources when supporting any livelihood intervention. This approach should also be done at district level with the district authorities when applying a community based planning approach.

The promotion of environment friendly technologies such as solar-powered water pumps was key component for easy maintenance of irrigation schemes and gardens. However, an operational fund needs to be established so that groups meet the operational and maintenance costs such as pump minder's costs, spare parts for boreholes and bicycles. NRC is addressing this through facilitating income generating projects for the managing committees.

Income savings and lending schemes contributed to raising income to start small businesses for IDPs. However, in resettlement areas where farm workers in the host community have a low income base, the beneficiaries struggled to sustain some of the projects in an unfavourable macro-economic environment.

The current project started well by building on existing local structures. This was critical for securing buy-in and support from the local authorities. Conditions for sustainability of projects were further enhanced by the training of facilitators and the district training team. This requires strong support from the local authorities and a shared understanding by those who were part of the sustainability mechanism. Various components of the livelihood projects had community based structures set up such as project committees, water point committees and Ward Development Committees, to which the project functions were to be transferred at closure of the project, in line with normal community management processes. Only a few among these structures, however, overtly articulated that they were part of the sustainability mechanism of the projects.

Enabling community based facilitators, taken from the host community and IDP group, to lead the community based planning approach proved to be an invaluable factor for local people to be the drivers and controllers of their own development and durable solutions. The role of the facilitator was critical for connecting the district facilitators to representatives of the various communities.

Local authorities, however, have not been able to scale up and expand the community based planning approach in other wards because they have not developed a resource and roll-out strategy. Local authorities still view the community based planning process as only possible with external resources despite acknowledging that it is directly linked to the mainstream government planning process.

8. **The community based planning approach in different settings:**
The community based planning approach is not a location neutral and stand-alone process. The approach needs to be complemented with other initiatives depending on the existing conditions in each settlement. For example, community based planning could have created greater impact in resettlement areas where there were incidences of conflict or political polarisation if the approach of conflict transformation was later utilised. Community based planning approach should not be applied as an one size fits all approach,

but should be adapted to suit the differing needs, vulnerabilities and social dynamics in rural, resettlement, peri-urban and urban environments.

RECOMMENDATIONS: For NRC and other actors

Actor	Recommendation for the actor
NRC	<ol style="list-style-type: none"> 1. The CBP process needs to be further strengthened. Consistency in applying the CBP tools can be enhanced by a continuous updating of the Facilitator's Guidelines to include learning, and by conducting refresher courses to the District Training Team (DTT) and Core Facilitation Team (CFT). 2. It is important that complementary approaches are included as part of the CBP process based on the rural, urban resettlement and peri-urban conditions. For example CBP could have created greater impact in peri-urban areas where there was limited access to land and limited livelihood options if a grounded value chain approach was also used with diversified market linkages for identified enterprises. 3. Promote knowledge sharing or showcasing platforms, as piloted in one ward in Chiredzi. This encourages CFTs, DTTs and other stakeholders to review Ward Development Plans and encourages the different districts to trade ideas and allow cross learning. 4. The NRC should assist the Local Authorities to develop a resource mobilisation strategy for the CBP process. Although the project was humanitarian in nature and, hence, with short funding cycles, inclusion during the project design stage would have strengthened the sustainability. 5. Ideally livelihood interventions should be supported for a minimum of three years to support beneficiaries to build long term sustainable livelihoods. NRC graduate from taking the role of promoter in the value chain for livelihoods products and become a facilitator building community capacity in marketing. Where feasible, for every livelihood intervention supported there should be diversified market output options. 6. Overtly create awareness on sustainability mechanisms among key stakeholders from inception, which should be consistently highlighted during the life of a project.
Local Authorities	<ol style="list-style-type: none"> 1. Harmonise the CBP process across districts by inviting all stakeholders to a 2-3 day orientation so that all programming is informed by this planning process. 2. Local Authorities should mobilise different stakeholders working in a particular ward to contribute to a pulled fund meant to support the planning and reviewing of the ward plans. The advantage of this model is that it brings in a multi-stakeholder process and strengthens partnership approach to development. 3. Where wards are too big, it is advisable that the Local authorities divide the wards into manageable and walkable distances for socio-economic group representatives.
Facilitators of the CBP process	<ol style="list-style-type: none"> 1. Set up a Community Based Monitoring and Reflection System (CBMRS) in each target ward the same way the local community planners were identified 2. Setting up a team composed of CFTs, Locally Based Facilitation Team (LBFT) and community representatives to complete the write up of the WDP should be done at the start of the CBP process and deadlines for the submission should be agreed.

1. BACKGROUND

1.1 Background to NRC programming in Zimbabwe

Since 2010 the Norwegian Refugee Council has been using Community Based Planning (CBP) to facilitate durable solutions for internally displaced groups and their host communities. Internally Displaced Persons (IDPs) in Zimbabwe have in general, been highly marginalized by their lack of identity documentation, lack of security of tenure, lack of access to basic services (such as water and sanitation, health and education infrastructure) which has caused food insecurity and irregular migration of young people. IDP communities therefore have a low resilience to shocks from environmental and other causes which have led to poor food security and a lack of productive livelihoods. IDPs have often been excluded from the planning process with the host community because they are in competition for limited resources and consequently are regarded with suspicion and hostility and often considered inferior and unproductive

NRC currently has a national office in Harare and two field offices (in Chipinge and Chiredzi) and covers Mutare from these offices. Using CBP as an entry point, NRC has conducted the process in more than 25 wards in four districts of Zimbabwe that have been impacted by displacement and migration. This process was then followed up with supportive interventions in livelihoods and food security programme (such as, Low Input Gardens (LIGs), Internal Savings and Lending and income generating projects), education, water, sanitation and hygiene promotion.

NRC has given support to IDPs and migrants aimed at facilitating stabilisation and durable solutions, built on the humanitarian and early recovery assistance. There are three durable solutions to displacement these are: return to one's place of origin, local integration and resettlement in a third location. In Zimbabwe, NRC has largely been focusing on local integration as the most feasible durable solution.

1.2 Community Based Planning (CBP)

1.2.1 The Community Based Planning process in NRC

NRC uses Community Based Planning (CBP) as a tool to foster recognition, acceptance and inclusion of IDPs and other vulnerable groups (such as women, youth, children, female and elderly headed households, people with disabilities and those living with chronic illness) to broaden community participation and ownership of development initiatives within communities. The process is used as a tool to facilitate integration of IDPs with the host community in a way that minimizes the risk of stigmatization.

A CBP workshop conducted by NRC at community level usually involves a 5-day intensive planning process. During a CBP workshop the community is represented by the various socio-economic groups, including vulnerable groups such as IDPs. The process identifies protection, vulnerability and development concerns through a situational analysis and empowers communities to address these concerns and re-build their livelihood capital by facilitating dialogue and joint action planning and then strengthening their skills and capacities to manage their own development. For most displacement affected communities this workshop is the first occasion that all groups in the community have come together for an extended time. Hence, the actual workshop in itself is a tool for the building of acceptance and community cohesion.

To commence the process, NRC liaises with the local authorities to identify wards which have IDPs and then conducts Rapid Vulnerability Assessment to verify the identification. After verification, NRC then holds a meeting with Provincial and District Administrators, Chief Executive Officers of the Rural District Councils (RDCs) and relevant line ministries to discuss NRC's mandate and the approaches it uses.

Below is a summary of the CBP steps followed by NRC

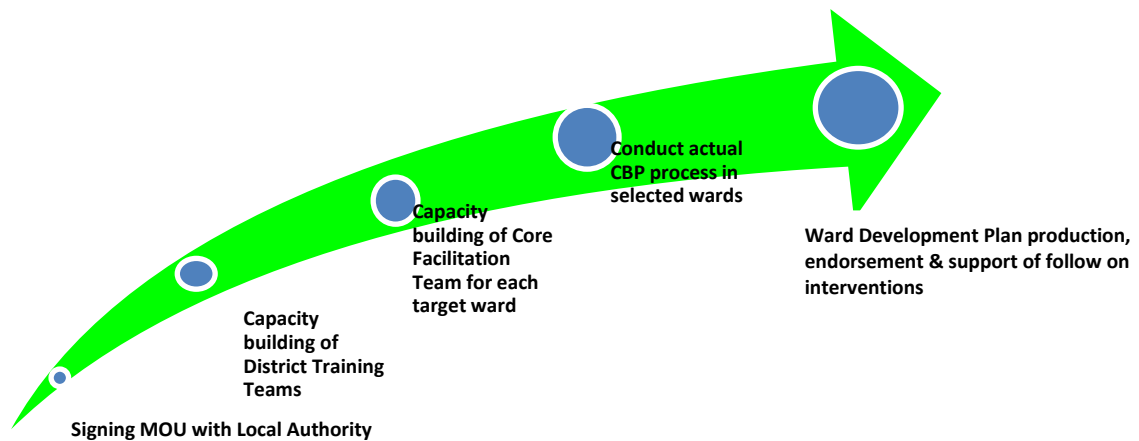


Figure 1: The process followed in applying the CBP process in a district.

NRC undertakes training of provincial and district stakeholders, especially the District Training Team (DTT), on how to facilitate CBP. The DTT comprises representatives from line ministries, thereby building buy-in by local authorities. The DTT then trains the Core Facilitation Team (CFT) which is responsible for the mobilisation of the community to participate in the CBP process. This is normally composed of ward based facilitators such as the extension workers, the Ward Councillor, the Ward Secretary and a respected person selected from the community.

The CBP workshop is then conducted, which produces a Ward Development Plan (WDP), containing community needs and priorities agreed upon by both IDPs and host communities. The WDP is endorsed by the local authorities as the official development plan for the ward. After the production of WDP, NRC provides a community grant to enable the community to jointly implement one of the projects outlined in the WDP. In addition NRC implements other livelihoods interventions such as Low Input Gardens (LIGs), Internal Savings and Lending groups (ISALs) education and water and sanitation activities to address gaps in provision identified in the plan. These specific interventions are targeted at IDPs and the most vulnerable in the host community. They stem from WDP, but specifically ensure that the gaps in service provision and access to social infrastructure for IDPs are addressed.

This approach aims to enable displaced households to integrate with their host communities, building peace and reconciliation by facilitating a process whereby IDPs and the host community jointly find ways for their community to become more self-reliant. NRC then builds on the CBP process and the resultant WDP to start the process of advocating for security of tenure for the IDPs, consistent with the host community and the local planning regulations.

1.3 The Evaluation

1.3.1 Purpose of the evaluation

The main focus of this evaluation was to measure the extent to which NRC's use of the Community Based Planning approach contributed to the integration of Internally Displaced Persons and migrants into the broader community and the extent to which it strengthened their recognition in the development agenda as active participants. It also aimed at assessing the extent to which CBP facilitated the attainment of a 'durable solution'.

1.3.2 The main objectives of the External Evaluation

There were two main objectives for this evaluation;

- ✓ Firstly, to assess the relevance/appropriateness, effectiveness and contribution towards facilitating a durable solution for IDPs through local integration using CBP approach.

- ✓ Secondly, to provide a comparative analysis of the CBP process in different settings; rural, resettlement, peri-urban and urban so as to draw lessons, recommendations for sustainability and strategies for future CBP processes with displacement affected communities.

The evaluation therefore was conducted as part of a learning process for NRC as an organisation, but also aimed at facilitating learning for Local Authorities and other NRC partners. The evaluation results will hopefully be used to inform and lobby for continued use of the approach as well as possible replication of the approach in other displacement affected communities in Zimbabwe. In addition it is intended that the report will be of value to other NRC country programmes with similar contexts for possible replica.

1.3.3 Key Evaluation Questions

1. How relevant is the CBP methodology in achieving a durable solution for IDPs?
2. Is CBP an effective methodology to facilitate transition to a durable solution for IDPs? Are there other approaches to strengthen it?
3. Under what conditions or settings was the CBP implemented by NRC? Does CBP have to be applied the same way in rural, resettlement, peri-urban and urban settings?
4. How sustainable and replicable is the durable solutions to IDPs using CBP process in the current Zimbabwe context?
5. What lessons are emerging from the current practices in facilitating acceptance, access to basic services and durable solutions?

1.4 Methodology and Approaches used in the Evaluation

1.4.1 The Main Approach

The evaluation team conducted a detailed review of programme documents and qualitative data collection methods used were mainly through Key informant interviews (KII) at National, District and community or local level. These included;

1. The Local Authorities (District Administrator and Chief Executive Officer) in four Districts (namely Chipinge, Chiredzi, Mutare and Mutasa)
2. Ministry of Labour and Social Services especially the Productive Community Works Coordinator and some members of the Technical Committee
3. District Training Team members who were trained and later on conducted the CBP process
4. Local leaders who participated in the CBP process and NRC follow on livelihoods interventions.
5. Government extension staffs that were part of the Core Facilitation team at Ward level.
6. NRC's management and field staff

Focus group discussions (FGDs) were conducted with representatives from different socio-economic groups, at times as separate gender groups, taken from IDPs and the host community who participated in the planning process and who are engaged in livelihood initiatives. Below is a table of summary of participants for the FGDs

Table 1: Number of Discussant in FGDs			
Venue	Participants	Male	Female
<i>Chiredzi District</i>			
Manyika Village, Ward 21	former farmer workers mixed	4	3
Tasimuka Village, Ward 21	former farmer workers mixed	2	5
Pension area Ward 28	host community women	0	12
Pension area Ward 28	host community men	12	0
<i>Mutare District</i>			
Ward 17 Dream house	Women group IDPs	0	11
Ward 17 Dream house	Men group IDPs	6	0
Ward 17 Dream house	Host community mixed	1	9
<i>Mutasa District</i>			
Ward 21 Tsvingwe,	former farmer workers women	0	12
Ward 21 Tsvingwe,	former farmer workers men	7	0

<i>Chipinge District</i>			
Ward 15	Women group IDPs	0	10
Ward 15	Men group IDPs	5	0
Ward 5	former farmer workers	3	6
War 15	host community women	0	10
Ward 15	host community men	6	0

The key documents that were the main source of information and reference are shown in Annex 3. During Fieldwork the Evaluation Team reviewed the following documents at district and community levels for the purposes of verifying evidence of functionality;

- District Strategic Plan: to assess if the ward based plans were linked to the District strategic Plan
- District Implementation Plan: to identify the community based plans that have been resourced or supported
- Copies of Ward based Plans at ward level: To assess ownership and control over the plan



Figure 2: Copies of Ward Plans at the RDC in Chiredzi District

1.5.1 Challenges and limitations during the survey

- In Chipinge, Mutasa and Mutare the evaluation team was not able to review some important documents, such as the ward plans, because they were either misfiled or could not be located.
- Key Informant Interviewees at District level tended to be biased towards the ideal as opposed to the reality. Most Key informants were able to articulate the CBP processes and steps but these were not matching the process they followed at community level.

2. MAJOR FINDINGS

Community Based Planning was used in 25 wards in three districts. In all wards IDPs and the host community were supported to come together in an amicable way to agree development priorities for their community. In all cases a Ward Development Plan was developed and adopted by the local authority.

In order to ensure durable integration and protection of IDPs, NRC engaged and planned together with district and community level stakeholders. Overall, the CBP process was acknowledged by all key actors (IDPs, Local Authorities, District stakeholders and host communities) as a tool that has enabled IDPs to be integrated into the broader community. For the Wards that used CBP as an entry point, the community development agenda, which includes the voice and priorities of IDPs, were reflected in the Ward Development Plans.

Livelihood initiatives identified through the CBP showed that the IDPs and the host community had a sense of community ownership of the identified projects and were likely to continue functioning even after NRC exit. Community projects stemming from the WDPs, and supported through community managed grants, further cemented the cohesion of these communities and strengthened the acceptance of IDPs within the host community.

2.1 Relevance of the CBP approach

NRC brought together representatives of socio-economic groups, support organisations, the local authority and local leaders to dialogue negotiate and reach consensus during inception meetings. These meetings led to identification and selection of socio-economic groups for participation and later for identifying potential livelihood initiatives and action planning. They used legitimate structures that were complemented by local facilitators in different sectors such health, water, education and agriculture. This helped in creating a shared understanding of how the process should be conducted. The CBP process opened space and platforms for the inclusion and representation of marginalised local voices, especially the IDPs. The process did not impose and exclude but rather empowered and supported vulnerable groups. This resulted in better understanding of the IDP profile and their priority needs. This process was relevant because, previously, IDPs and migrants had been negatively labeled and stigmatized². The CBP process provided a platform of reconciliation and cooperation as a community through the visioning process.

Facilitating active community participation constitutes a part of NRC's overall rights-based approach. The steps in the CBP approach strengthens the capacities of IDPs and the host community to have ownership and control over their own development. NRC uses the CBP process as the principal methodology and entry point for contribution to the durable resettlement and integration of IDPs into the communities in which they reside, improve acceptance, access to basic social services and support sustainable livelihoods. NRC emphasizes the importance of community participation by involving both IDP and host community members in project planning, design, implementation and follow-up. Ownership of the CBP process is critical for ensuring the durability of the IDPs' integration. In order to ensure the *durable* integration and protection of IDPs, NRC engaged and planned together with district and community level stakeholders. The CBP process and implementation creates space for the transition of IDPs towards a durable solutions therefore providing an exit strategy from NRC's supported interventions. The authorities and communities are drivers of the CBP process with support of NRC.

2.2 Conditions under which CBP was applied by NRC

The condition under which CBP was applied was important in identifying the key issues that may have promoted or derailed the process and/or approaches required to complement the CBP process. Table 2 below shows the setting, issues and impact of such a setting in applying the CBP process and promoting sustainable livelihoods for IDPs.

² For example in Chipinge ward 15 and Mutare ward 21 they indicated that they were previous referred to as squatters.

Table 2: Conditions under which CBP was applied in the four Districts		
Setting	Issues	CBP programming implication
Resettlement or former commercial farms	Availability and accessibility to land	Multiple options to support follow-on livelihood interventions.
	Some areas are still regarded as ‘contested areas’ and people are residing without permits and land allocation and pegging has not been done or is incomplete. The only relocated groups are Tsvingwe, Muzite and Dreamhouse	Provision of basic and social services still remains a challenge e.g Ward 16, 21 and 28 in Chiredzi District. According to FGDs some parts of the Ward still feel the plan produced will only benefit areas where people have permits and ‘officially’ pegged.
	Wards too big	<ul style="list-style-type: none"> ▪ Active participation and inclusivity affected by long walking distances ▪ Provision of basic and social services difficult to provide as people live far apart
	leadership wrangles and conflicts, which is common among local leaders	Difficult to mobilise people to meetings and makes the planning process more complex and affects participation. Example Ward 16 in Chiredzi where there are 3 Chiefs and 3 Headmen.
	Politically sensitive and dominance of certain socio-economic groups	Fear and intimidation are common especially by host communities resulting in inclusion and dilution errors. Good facilitation skills are required to manage group dynamics and dominance
	Low income earning capacity of the target market	Late payment of wages and repayment of loans negatively affected the functionality of the follow on income generating initiatives. Some poultry projects and ISALs in Chiredzi have collapsed.
Peri-urban	Lack of political will by duty bearers to see IDPs as a problem	Resourcing of the CBP process relegated to support agencies. There is only symbolic commitment of resources.
	Limited access to land which limited engagement in livelihood initiatives	<ul style="list-style-type: none"> ▪ Some people abandoning small scale livelihood interventions and engaging in illegal and negative coping strategies e.g in Tsvingwe in Mutasa District where men were involved in gold panning and selling firewood. ▪ Limited community contribution in resourcing the CBP process.
	Beneficiaries not able to pay land fees and utilities (water, electricity, refuse) due low income earning capacity.	The follow-on projects must be well resourced to become part of the long term development agenda instead of viewing it as an emergency or recovery initiative.
Urban	Limited by Municipal By-laws to engage in meaningful livelihood interventions	Livelihood interventions limited to income generating activities. Local authorities may need to invest or explore potential livelihood initiatives in an urban setting.
	Allocation of land	The allocation of land for IDPs in one concentrated area still reinforces the mentality that the IDPs had when they were in undesignated areas. In Mutare and Mutasa some of the host communities still labelled the residential areas as that of IDPs.

	Beneficiaries not able to pay land fees and utilities (water, electricity, refuse)	In ward 17 of Mutare (Dreamhouse) and Tsvingwe some members in the community are failing to repay the utilities and they end up using negative coping strategies such as stealing
	Duty bearers already (City/Urban council) overwhelmed by demand for basic services	<ul style="list-style-type: none"> ▪ Need to identify someone who has got the zeal and passion to drive the process within the city council e.g. in Mutare the Town Clerk played an instrumental role ▪ It is not easy to support basic services that are required as resource commitment to supporting basic services to IDPs is limited. Land fees, surveying, house plans, pegging and inspection fees were all paid by support agencies The city fathers were too dependent on external support.

To complement the CBP process in all settings (urban, resettlement, peri-urban areas) the following cross cutting issues were important: HIV/AIDS, inclusion of other disadvantaged groups (such as people with disabilities), child protection and gender (for equal livelihood opportunities and decision making positions for men and women).

2.3 Progress on project outcomes

Table 3: Summary findings on outcomes	
Outcome	Key Findings
Acceptance of IDPs into the host communities in which they reside.	<p style="text-align: center;">Processes and achievements</p> <ul style="list-style-type: none"> ✓The approach built upon the overall desire of communities to live in harmony and to work together. From the focus groups discussions (FGDs) conducted most IDPs and the host communities felt that CBP made IDPs more accepted within the broader community. ✓IDPs and migrants, together with host communities, were directly involved in producing the Ward Development Plan which defines their community driven agenda and vision for the current and future generations. ✓IDPs and migrants were represented and contributed to defining their desired livelihood outcomes. ✓Increase in communication during the CBP process led to better community understanding and improved social cohesion. ✓The programme used local existing platforms to advocate for the integration of IDPs (for example in Mutare Provincial IDP Committee, the Child Protection Committee, Victim Friendly Committee). Most stakeholders meet at these fora. <p style="text-align: center;">Implications and outcomes</p> <ul style="list-style-type: none"> ✓Former IDPs are now registered as part of community and are involved in planning together with host communities ✓There is mutual benefit of collaborative planning—that is in defining a shared vision, setting strategies, developing alternative solutions, and selecting a course of action.
Contribution of the CBP approach to genuine stability and tenure security:	<p style="text-align: center;">Processes and achievements</p> <ul style="list-style-type: none"> ✓Security of tenure improved in Mutare ward 17 and Chipinge ward 15 where the IDPs signed lease agreements and were given land offer letters. The communities now have land for shelter and productive purposes. In Chipinge the IDPs are paying \$2 land levy per year consistent with the host community. ✓There is less stability for IDPs where they have not received offer letters which regularises land occupation. Despite efforts to engage the Ministry of Lands and the DA's office by NRC, IDPs in Chipinge wards 5, 6 and 10 and Chiredzi wards

	<p>28 and 21 still had some uncertainties on whether they will stay at the new areas forever or they will be moved again because the land had not been pegged and IDPs and host community did not have certificates of occupation. In Chiredzi the land for some are still contested areas.</p> <p>Implications and outcomes</p> <ul style="list-style-type: none"> ✓There is enthusiasm to invest in long term livelihood interventions by IDPs in areas which have been pegged and land allocated with security of tenure certificates issued. ✓Where all IDPs had signed lease agreements in urban and peri-urban areas there is need for a clear strategy to raise income required so that IDPs are able to pay utilities and levies. The livelihoods projects being implemented had yet to provide this. ✓In Mutare Dreamhouse and Tsvingwe, although all IDPs had signed lease agreements, none had paid their land levies and utility bills to council so far. ✓NRC is still negotiating lease agreements for use of land at some sites (e.g the Mugondi Irrigation scheme in Chipinge district) which until completed may result in some IDPs losing land of a conflict with the previous land owners emerges.
<p>Contribution of the CBP approach to basic protection and social services in target communities</p>	<p>Processes and achievements</p> <ul style="list-style-type: none"> ✓As a result of well-defined Protection Referral Pathway linked to the CBP process, basic social services such as issuing of birth certificates, government assisted agriculture input schemes, reproductive health services, access to education and safe drinking water were provided within the general service delivery framework. ✓The interviewees in Chiredzi, Chipinge and in Mutare all indicated that the areas they moved to did not have access to social services such as water, sanitation, education, health, houses and civil services prior to the NRC programme. ✓In Chiredzi wards 15, 16 and 28 the community grant helped in the construction of classroom blocks. Before the intervention the students were learning under thatched shades, but they now learn in well-built classrooms. ✓In Tsvingwe, Mutasa District, and Ward 17 in Mutare City, NRC supported the IDPs to build houses. Area to build IDP houses was provided through the local leadership structures and resources required to build shelter was exclusively for IDPs as defined in the Community Action plan. ✓IDPs were asked to pay \$300 as land fees. At the time of the evaluation none of the IDPs had paid because the livelihood projects supported by NRC had not yet started yielding results. ✓NRC supported Chiredzi ward 28 and 21 to construct more than 11 toilets per village. The members highlighted that the introduction of toilets and hygiene education alleviated challenges of disease outbreaks such as childhood diarrhoea and cholera. ✓The construction of boreholes improved access to clean water to communities. Previously communities in some wards used to walk more than 20 km for water. The CBP process in Chiredzi has led other organizations, eg German Agro Action, to resuscitate boreholes in the area. The provision of water in resettlement areas, however, is still a challenge with some still walking long distances of up to 8km. ✓The CBP process also led the Ministry of Home Affairs in some Chiredzi wards to provide a mobile registration point where IDPs and migrants took birth certificates for their children and for themselves. Previously most did not have identity documents because they are considered to be of “Alien” origin. <p>Implications and outcomes</p> <ul style="list-style-type: none"> ✓Plans to improve access to education, health, water and sanitation services were also reflected in the Ward Development Plans although resources to establish the infrastructure, other than NRC support, had not been identified. ✓The CBP process in the target districts contributed to informed delivery of value service to communities. The process promoted support organisations (local

	<p>authorities, change agencies and communities) to be more transparent and accountable in their choice of strategic basic protection and social services interventions.</p>
<p>Engagement sustainable livelihoods in</p>	<p>Processes and achievements</p> <ul style="list-style-type: none"> ✓ When going through the WDPs the type and nature of livelihood interventions identified through the CBP process included; <ul style="list-style-type: none"> ○ Agriculture based interventions such as irrigation schemes, poultry and community nutrition gardens. All these had a water source development component such dams and boreholes ○ Income generating such as ISALs and buying and selling ○ Linkage to centres that offer life skills. ISAL groups were linked to Mutare Teacher’s College on fabric design, entrepreneurship development through SMEs at various centres Chikanga Hall, Moffat Hall and Dangamvura Hall, Youth in Tsvingwe to Magamba training centre. ✓ A number of livelihood interventions had weak market linkages and market access, lacked transition strategies and extension support <p>Implications and outcomes.</p> <ul style="list-style-type: none"> ✓ ISALs have contributed to raising income to start small businesses. However in some areas where neighbouring farm workers have low incomes, the IDPs and host communities struggled to raise income to sustain their ISAL groups. Loan repayments with customers were delayed and treated as bad debts by eh groups meaning that no share-outs were made.
<p>Contribution to sustainability of project outputs and the CBP process itself</p>	<p>Processes and achievements</p> <ul style="list-style-type: none"> ✓ In conducting the CBP process, implementing the follow-on livelihood interventions and provision of basic services the Local authorities and communities were drivers of the process. This is a crucial step in contributing towards self-sustenance and continuation of activities even after NRC exit. An example is in Chiredzi District where the Local Authority is asking different support organisations to align their support to the Ward Development Plans that were developed through the CBP process. ✓ Chiredzi and Chipinge Rural District Councils are ploughing back 30% and 60% of collected levies to support projects developed through the CBP process respectively. ✓ NRC encourages communities to contribute own resources when supporting any livelihood intervention. This is a good approach to building a sense of ownership and responsibility. An example is of Chipinge ward 15 where they have LIG committee members set to monitor the proceedings at the garden, they have members leading in canal maintenance, crop, marketing and security. ✓ The promotion of environment friendly technologies, such as solar pumping water systems, was a key component of the sustainability because of the easy maintenance of irrigation schemes and gardens. ✓ The sustainability is also evidenced by having trained Pump Minders who will continue manning the boreholes without NRC continued support. <p>Implications and outcomes</p> <ul style="list-style-type: none"> ✓ Planning and reviewing of the Community Action Plans did not continue after termination of NRC support. Community based monitoring was therefore weak.

2.4 Contribution towards impact

2.4.1 Increased acceptance of IDPs by host community

In all the sites where the CBP process was used as an entry point for building durable solutions for IDPs and migrants;

- ✓ IDPs and host communities were able to agree on the contents of the Ward Development Plan and to articulate their desired outcomes and strategies required to sustain their lives. They were able to see the potential, opportunities and assets that can be used to support, transform and sustain their lives. These well organized ideas and voices were more likely to influence resource allocation than a passive community which waits to receive external assistance. CBP encourage the target communities to make choices for themselves and not to be patronized and become passive recipients of development interventions.
- ✓ IDPs gained greater acceptance by host communities and local authorities and were recognised as being able to contribute to their community in a productive way.

“Community members are now following through their plans at council offices demanding services and sometimes suggesting ideas how their lives can be improved” Health Community Officer Mutasa DC

- ✓ This shows that the planning capacity of communities to own and control their development has been strengthened. Communities especially the IDPs were excited to produce their own plans. IDPs participate fully as citizens in target wards in order to ensure the *durable* integration and protection of IDPs, NRC engaged and planned together with district and community level stakeholders.
- ✓ NRC recognized the community structures that already exist and made use of them rather than attempt to establish new ones and this has led to the smooth running of the programmes in all the areas because the local leaders appreciated how they were utilized. Although the inherent weaknesses in these structures had a bearing on the overall project achievements.
- ✓ CBP opened space and platforms for the inclusion and representation of local voices especially the IDPs. The initiatives identified do not impose and exclude but rather empower and support vulnerable groups. This resulted in better understanding of the community profile.

2.4.2 Contribution of the CBP approach to genuine stability and tenure security:

In some resettlement areas IDPs had access to user rights, lease agreements certificates and security of tenure. Examples of sites where IDPs had certificates of ownership or user rights are Chiredzi ward 27, 28 and part of 16 and Mugondi irrigation scheme where 129 IDPs had 0.05 ha of irrigation land each. In wards where these are not yet in place, NRC is continuing to advocate with Local Authorities for tenure security using the good will created by the CBP process.

2.4.3 Integration of the of IDPs into the broader communities in which they reside:

One of the key elements towards integration that NRC promoted included the treatment of the IDPs with the same degree of respect and attention that all Zimbabwean citizens receive especially, on enjoying equal access to social services and recovery resources. The assistance that the former IDPs are receiving now is no longer linked to their displacement but they are enjoying their human rights without discrimination. There were two conditions required for the achievement of a durable solution that were met as a result of the IDPs and host communities planning together;

- Formerly displaced persons do not any longer suffer attacks, harassment, intimidation, persecution or any other form of punitive action upon settlement in other locations.
- Formerly displaced persons are not now subject to discrimination for reasons related to their displacement.

Evidence of evolution of a beneficial relationship and rebuilding of trust included IDPs no longer being viewed as trouble makers, *vekumatende!* or “aliens”, but as equal contributing members by the host communities.

2.4.4 Contribution towards to improved access to basic protection and social services

The targeted IDPs used to have no access to basic social services and say they were living “in the jungle”. The NRC targeted areas had improvements in access to shelter, land, schools, clean water, and sanitation and improved food security, diet diversity due to LIGs. They also had strengthened youth employment opportunities³ and improvements in income through ISALs.

³ Through the NRC Youth Education Pack project

Relocated IDPs used to live in tents which were subdivided to ensure all family members have shelter but they have now moved to better semi-detached houses.

As a result of a well-defined Protection Referral Pathway, basic social services such as Government assisted agriculture input schemes, reproductive health services and safe drinking water were provided in exclusive places but within the general service delivery framework.

2.4.5 Engaging in livelihood initiatives

In resettlement areas the CBP process enabled IDPs and host communities to engage in Agro-based livelihood interventions which have benefitted them in terms of generating income, increased crop production in irrigation schemes, gardens and increase in livestock assets.

<i>Poultry Project ward 21 Chiredzi</i>	<i>Tuckshop in Ward 21 Chiredzi</i>
	
Low Input Garden Ward 16 Chiredzi	ISALs Ward 16 Chiredzi
 	

Therefore the livelihoods interventions such as ISALs, LIGs brought about a change in their lives by managing to have some income to buy basic needs for their families. In Chiredzi ward 15 and Chipinge ward 10 the participants indicated that they have ready market for selling their horticulture products and in Chipinge they are planning to expand their gardens. There were success stories documented in Chiredzi and Chipinge on how ISALs improved their lives from living in houses made of poles to brick walls

**Success Story 1: 'Starting Income generating initiatives where there are holes everywhere'
A case of Gwinyai Chicken /Poultry project in Chiredzi wards 21 Area S**

The Gwinyai Poultry group is composed of ten members, nine women and one man. These were former farm workers in Ward 21 in Mkwesine Estates. Their main livelihood source was seasonal casual labour at the sugar cane farms. With support from NRC the group started a savings and lending group contributing \$10 per month. Three months in the project, their savings were boosted by a cash transfer grant of \$80 from NRC. They charge 20% interest on loans. They contributed \$50 to start a poultry project. They started with 50 chickens in December 2013, the second batch had 100 chickens in March 2014 and 16 birds died. The third batch for April had 100 chickens and 4 died. The group's main market are the farm workers both permanent and casual workers.

The group has been faced a number of challenges associated with income generating initiatives in resettlement areas particularly former sugar cane estates;

1. Bad debts have been incurred by the group's customers, due to their low wages which are rarely paid on time
2. The group gave customer credit that they have been able to recoup.. Farm workers who were the main buyers of chickens for Gwinyai group have gone up to 4 months without being paid. This means they are unable to pay for the services they received.

On the key ingredients for survival the group gave the following advice;

1. Diversified market outlets rather depend on one market
2. Link poultry production to the cane harvesting period (April to October) when there is disposable income and diversify into other income generating activities (November to March).
3. Split the chicken batches so that each individual keeps a manageable number of chickens since members of a group live far from each other. This has kept the group intact.

Implication on programming

For livelihood initiative with a marketing component there is need to take a value chain approach and intensive participatory market systems development agenda. In this agenda the support agency should be a promoter and facilitator rather than a chain actor in the value chain of the livelihood intervention.

How their lives were changed by this:

- Able to pay fees for children and now some have students at various universities in the country
- buy food and other basic commodities for consumption and household use.
- brought new ideas of diversifying such as cross border, meat selling in order to boost their income

Success story 2: From living in poles to living in walls success story

The Budirirai ISAL group in ward 16 Chiredzi consists of 5 men and 5 women. The group was started in 2012 after the CBP process which was conducted by NRC and the community. The group started with 8 members who were contributing US\$10 each per month. After 2 months when the group was formed they received a cash transfer of US\$ 80 per individual to boost their ISAL. They agreed with NRC that each member was going to contribute US\$ 50 toward the group and the other US \$30 was used for bus fare and groceries. The group highlighted their critical success factors as follows;

- Proper record keeping, disciplined and organised
- The group has drawn their constitution in a participatory manner and they adhere to it
- The members are committed and work with specific targets that they want to achieve annually for e.g. they sell their goats or chickens to make sure that they meet their monthly pledges with interest
- They have good leadership through their chairperson
- They are dedicated farmers who also assist each other in times of need which has helped to foster unity
- They also arrived in the area around the same time in the year 2000 hence they are united, trust each other and have known each other for a long while

Major Impacts

- All the 10 ISAL members have managed to build 3 roomed houses for each other. The picture below shows the houses they built. Before they used to stay in houses built from poles and mud



- They also managed to buy 1 heifer for each member. As a result their cattle have increased; some have multiplied to 2 or 3 as a result of heifer breeding in addition to the ones they already had.
- The members also confessed improved household food security. Furthermore they are now able to pay school fees for their

2.5 Challenges/ Weaknesses in achieving project outcomes

2.5.1 CBP process related challenges

1. Although the CBP process engaged the community in deliberative dialogue ensuring that the process of priority setting, resource allocation and decision making takes place in a democratic manner with the inclusion of marginalised groups, the knowledge of the specific outputs have mainly remained with the 'people who attended the workshop'. In all the wards sampled, except in Chipinge ward 10 (process conducted in 2013), only people who participated in CBP workshop had a detailed knowledge about the priorities in the ward plans. In earlier years the community representatives did not hold feedback meetings where they reported to other community members what transpired in the process. In ward 15 even the people who participated in the development of the ward plan (in 2011) had forgotten much about it and

had not seen the completed WDP. The improved process in 2013 led to the CBP process being viewed as a continuous process rather than a once off event for developing a WDP only.

2. The process did not work so well in large wards where non-inclusion of all socio economic groups was found because of the mobilization strategy taken by some village heads⁴. This was mainly caused by the size of the wards which were too big and the village heads ended up limiting representation from their villages. In these cases they did include mostly IDPs at the expense of other social economic groups.
3. Where there were ongoing leadership wrangles in some resettlement areas. This led to the process being less inclusive and contributed to low number of participants during planning meetings due to poor mobilization by some leaders. An example was in Ward 16 in Chiredzi where 3 Chiefs and 3 Headmen were fighting over the control of the people in the Ward.

2.5.2 Programming related challenges

1. Provision of basic services such as housing without linking it to reliable sources of income resulted in some IDPs engaging in illegal and negative coping strategies e.g in Tsvingwe in Mutasa District men were involved in gold panning and selling firewood. This is because they were not able to pay land fees and utilities (water, electricity, refuse) due to low income earning capacity.
2. There was low support from Local Authorities especially on WDP outcomes. The WDP were not resourced by stakeholders other than NRC and, to a lesser extent, some rural councils.
3. The success of income generating projects is linked to the wider macroeconomic environment which is beyond the influence of the project. For example, some ISALs groups in Chiredzi ward 21 were abandoned because of bad debtors to their services. This was due to non-payment of sugar plantations workers for more than three months. This issue had not been in place when the projects were planned and could not have been foreseen by the project but had an impact. Most of the poultry projects which originated from ISALs in the ward were affected. It was also common among these ISAL groups to have members that were borrowing money for consumption not for income generation.
4. In some wards in Chipinge the beneficiaries of unconditional cash transfers used the \$80 for personal use. They were very few who contributed \$50 to the livelihoods projects. This was not the case in f Chiredzi where all the people contributed about \$50 to projects such as poultry, baking and informal trading.
5. Although NRC is aiming to build access to basic social services, and did improve access to social services in the targeted areas, the full impact was affected by the fact that the duty bearers (City/Urban councils) are overwhelmed by demand for basic services. Hence, the Councils are not committing resources to support basic services to IDPs due to their limited budgets. There is too much dependence on external support for example in Tsvingwe the council relied on NRC to pay fees for surveying, house plans, pegging and inspection. In Tsvingwe the Ministry of Health or Council is failing to build the matron's house so that the clinic can be fully opened. In Chipinge ward 10 the Councillor highlighted that they have been a delay by the Ministry of Health in pegging the toilets and Matron's house they keep postponing their availability.
6. Although in many wards self reliance has been enhanced, there is still external dependency syndrome among a few resettlement communities; they are over relying on NRC to improve their livelihoods and access basic social services. In one ward in Chiredzi, some people in the host community were not eager to construct their own toilets because NRC gave support to vulnerable village members. They are still waiting for NRC to support them so that they can construct the toilets. Another example is a ward in Chiredzi where the community is waiting for NRC to provide them with hose pipes so that they can irrigate their gardens while the people indicated that they are getting some profits from the garden and they have a ready market in Chiredzi and Triangle. This group has the potential of investing in hose pipes. NRC has already contributed to the borehole drilling, garden construction materials, solar powering the borehole and supplying taps.

2.5.3 Sustainability related challenges

1. Conditions for sustainability for follow-on projects were created towards the end of project implementation without a strong back up support and no overt understanding by those who were part of

⁴ EG Chiredzi ward 28 and Chipinge wards 15, 6 and 5.

the sustainability mechanism. NRC has supported the formation of community led steering committees, and also built the capacity of mainstream community structure such as Water Point Committees and Garden Committees. Only a few among these structures said that they were aware that they were part of the sustainability mechanism of the projects⁵. This could be improved by strengthening these existing structures by consistently referring to the self reliance and sustainability objectives, giving improved awareness and buy-in.

2. During Focus Group Discussions (FGDs), there was a general observation that the people who did not attend the ‘workshop’ were not able to articulate or relate the ward vision and strategies. This may be attributed to poorly organised broader community feedback meetings or poor facilitation on the part of the CFT. This was more noticeable in wards where CBP had been done in 2011 or earlier.
3. There was over reliance on the NRC resource envelope and very little resources were contributed from other actors such as local authorities or government departments. There was no evidence that councils were scaling up the CBP process or reviewing the process periodically. Also there was little evidence of support for follow-on projects by local authorities and government technical departments.
4. Short term funding cycles limit the ability of NRC to make the process itself sustainable, even where the specific processes with individual communities have had an impact. Donors should acknowledge that the CBP process and the supporting interventions in FSL, WASH and education would greatly benefit from more sustained funding to maximise sustainable impact.

3. Further observations

The following section outlines some broad observations made using the information gathered across the evaluation areas. These in turn lead into some focused lessons emerging from both conclusions and the data gathered.

1. CBP has proved to be an effective tool for building community cohesion and integration of mobile, vulnerable groups. It can be a useful tool for enabling local authorities utilise the approach beyond IDPs to include rural-urban migrants, especially in cities. Migrants are moving to urban areas in search of employment, which is becoming increasingly difficult to obtain, thereby increasing demand for basic and social services.
2. CBP is likely to achieve greater impact when complemented with other approaches after a proper community profile has been undertaken. For example CBP could have created greater impact in;
 - *Resettlement areas where there were incidences of conflict or political polarisation, conflict transformation strategies could have been later utilised.*
 - *Peri-urban areas where there were limited access to land and limited livelihood options, a grounded value chain approach and extended market linkages need to be identified for enterprises.*
 - *The urban communities which were dependent on external support after Operation Murambatsvina required mindset change sessions on Training for Transformation. This approach had demonstrated impact in rural areas.*
3. Promising livelihood initiatives that have a guarantee of self-sustenance and ownership are the ones that were identified through a CBP process. Livelihood initiatives identified through a community led and driven process such as CBP, that is linked to district level planning, has shown potential for building and strengthening a sense of community ownership of the identified projects. Where communities had not progressed fully, the main reason was poor coordination and linkages at district level.
4. NRC managed to collect comprehensive data related to the causes of displacement in displaced communities, although this is difficult. This is because of good rapport created at both community and District at entry and during the consultation process.
5. Development agencies at District level need to sit together to have a standardised approach and principles so as to avoid duplication.

⁵ NRC said that this was discussed with communities and that it was made explained at the start of each process that NRC would not remain in a ward for longer than three years. This needed to be more consistently mentioned over time to avoid “denial” amongst communities.

4. Recommendations

There are recommendations for NRC to strengthen their support, as well as recommendations for the Local Authorities and district facilitators to strengthen their support for the process.

Actor	Recommendation
NRC	<p>R1: The CBP process is effective and can be strengthened by building on the existing good practice. Consistency in applying the CBP tools can be enhanced by continuous updating of the Facilitator’s guidelines and conducting refresher courses to the DTT and CFT using project learning. There is need to ensure clarification on the way forward after planners have completed the CBP intensive planning process. Communities need to be clear on:</p> <ul style="list-style-type: none"> - How documentation is to be finalised and the custodian of the plan. It is advisable that communities produce their own document in their local language in one ‘book’ as well as the printed copy from the CFT for adoption by the Local Authority - When and how community feedback and review meetings will be conducted - To have local monitoring champions of the process who are trained to undertake ongoing community-led M&E. <p>R2: To improve the effectiveness of the CBP process NRC should identify relevant complementary approaches to address issues specifically faced in rural, urban resettlement and peri-urban settings. For example where conflicts are common, conflict transformation should be part of the CBP process.</p> <p>R3: Continue to promote knowledge sharing or showcasing platforms for CFTs, DTTs and other stakeholders to encourage reviewing of WDPs and encourage different districts to share ideas and facilitate cross learning.</p> <p>R4: NRC and other agencies who undertake CBP should assist the LA to develop a resources mobilisation strategy.</p> <p>R5: It is important that the Livelihoods interventions be supported for a minimum of three years. The one year funding cycles have made this difficult and affected impact.</p> <p>R6: NRC should graduate from taking the role of promoter in the value chain for livelihoods products and become a facilitator building community capacity in marketing. Where feasible, for every livelihood intervention supported there should be diversified market output options.</p> <p>R7: Build on the awareness on sustainability mechanisms with key stakeholders from inception by regularly and consistently emphasising this during the life of a project.</p>
Local Authorities (LA)	<p>R:8 The driver of the CBP process at District level should be the LA. This will lead to clear engagement, contribution, partnership, management and accountability mechanisms among actors/stakeholders which will enable coordination architecture and institutionalise partnership at all levels. There is need to harmonise the CBP process by inviting all stakeholders to a 2-3 day orientation so that all programming is informed by this planning process.</p> <p>R9: The LA needs to show commitment to the process through developing a resource envelope to implement district-wide CBP.</p> <p>R10: The LA should mobilise different stakeholders working in a particular ward to contribute to a pooled fund meant to support the planning and reviewing of the ward plans. The advantage of this model is that it brings in a multi-stakeholder process and strengthens a partnership approach to development</p> <p>R11 It is important that the LA divides the wards into manageable sizes with walkable distances for socio-economic group representatives.</p>
Facilitators of the CBP process	<p>R13: Set up a Community Based Monitoring and Reflection System (CBMRS) in each target ward in the same way the local community planners were identified.</p> <p>R14: Setting up of a team composed of CFTs, LBFTs and community representatives to complete the WDP write up should be done at the start of the CBP process and deadlines for the submission should be agreed.</p> <p>R15: The WDP should be reviewed regularly, at least once a year, for the initiatives to remain relevant to the community. Not taking action, misfiling, outdated plans and easily</p>

forgetting about the plans were identified as the main problems associated with perceiving CBP as a one-off event.
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Annex 1: Terms of reference for the End of Programme Evaluation

External Evaluation of Community Based Planning

2011-2014 NRC Zimbabwe

1. BACKGROUND

Over the past two decades Zimbabwe has experienced a high number of internal displacements and irregular migration to neighbouring countries, especially to South Africa. The two main causes of internal displacements have been the Fast Track Land Reform Programme (FTLRP), which led to several hundred thousand farm workers losing their livelihoods, houses and assets, and Operation Murambatsvina (OM) in 2005 which displaced over 570,000 people from urban areas. In addition, people have been displaced due to natural disasters (floods, drought) and political violence in 2008. In most cases these last groups have since returned to their homes.

IDPs in Zimbabwe have, in general, been highly marginalized by their lack of identity documentation, lack of security of tenure, lack of access to basic services (such as water and sanitation, health and education infrastructure) which has caused food insecurity and irregular migration of young people. These IDP communities therefore have a low resilience to shocks from environmental and other causes which have led to poor food security and a lack of productive livelihoods across the whole country. IDPs, and sometimes their host communities, are often excluded in other government programmes and initiatives because of their socio-economic status and lack of security of tenure. IDPs have also been excluded from the planning process with the host community because they are regarded with hostility and considered inferior and unproductive. Due to the causes of displacement the most preferred durable solution among IDPs is local integration which requires negotiation with government and community stakeholders because integration will only be durable if there is agreement on security of tenure, access to services and IDPs are accepted as members of the community.

The Government of Zimbabwe at a central level denies on the existence of IDPs and the issue is highly sensitive. There is, therefore, little verifiable data on the IDP situation in the country. There is no policy framework for the protection of IDPs although this may change in the future following the ratification of the Kampala Convention by the GoZ in 2013. At a local level, some local authorities have been more open to discussion on durable solutions and more receptive to interventions which do not openly look at the causes of displacement and which fit in with mainstream national policies and systems.

The Norwegian Refugee Council (NRC) has been operating in Zimbabwe since the end of 2010 under a Memorandum of Understanding (MoU) with the Ministry of Labour and Social Services and an additional MOU with Ministry of Youth Development. Initially NRC implemented programmes in Chiredzi district (Masvingo province) and Chipinge district (Manicaland province). These were selected due to the high numbers of IDPs and their proximity districts to the South African and Mozambique borders which lead to high sending levels of irregular cross border migration. Later, activities were extended to Mutare urban and Tsvingwe peri-urban in Mutasa district at the request of the Provincial authorities.

COMMUNITY BASED PLANNING

NRC has used Community Based Planning (CBP) to facilitate acceptance and reconciliation within displacement communities and linked it to mainstream government planning policies and processes to identify and facilitate feasible durable solutions. These durable solutions are incorporated in the local planning policies and processes formed an advocacy platform for security of tenure targeting all the local authorities, traditional authorities, and government line ministries responsible for land allocation and issuing of certificates of occupation and offer letters.

Facilitating durable solutions requires an inclusive approach in which all stakeholders, including national and local authorities, traditional leadership, displacement affected communities and humanitarian and development actors, work together. The NRC programme used the CBP process to ensure an inclusive approach in profiling IDPs and to identify the right strategies and activities to assist IDPs reach a durable solution which is built on the integration of IDPs into the host community. NRC then uses the issues that were raised in the CBP and in the WDPs to plan other project interventions to build durable solutions such as Food Security and Livelihoods, Water Sanitation and Hygiene (WASH), shelter, education and protection.

After the CBP, Ward Development Plans (WDP) were used as a tool with which to advocate for security of tenure with the relevant land allocating authorities to address the issues of limited access to residential and agricultural land and security of tenure. This also facilitated access to protection services and enabled IDPs to establish more viable sources of livelihoods and gave the opportunity to construct more permanent shelters.

A small community grant was given to each community to implement a project chosen from the WDP. This helped to build community cohesion as they united around the implementation of the project and had to work together to mobilize additional resources. The process also helped the community to see the WDP as a “living” document and to build their confidence to work together to increase productive community assets and access to basic services. Training for Transformation (TfT) was also used to build the skills and capacity of the community to implement the plans and to cement cohesion between host communities and IDPs.

In the event of NRC exit, it is intended that the inclusive nature of the CBP process will enable sustainability of the intervention by fostering ownership of the process by government authorities. Hence, capacity building for focal planning departments that monitor, evaluate and follow up on issues raised during CBP was also part of the project design.

2. PURPOSE OF THE EVALUATION

The purpose of the evaluation is to provide an independent assessment of the relevance, effectiveness and impact of the NRC's Community Based Planning approach to facilitate durable solutions for IDP in displacement affected communities in Manicaland and Masvingo provinces. The evaluation will also give a comparative analysis of the CBP process in different settings; rural, urban and peri-urban.

The evaluation results will be used to inform and lobby for continued use of the approach as well as possible replication of the approach in other displacement affected communities in Zimbabwe. In addition is intended that the report will be of value to other NRC country programmes with similar contexts who are considering adopting this approach and adapting it to their situation.

3.1 The following are guidelines to the evaluation process:

Increased acceptance

- To what extent did CBP contribute to increased acceptance of IDPs by the host community? Specifically, how did the following approaches in the CBP design contribute towards any changes in acceptance and tenure security:
 - The CBP process itself, creation of community cohesion, acceptance and joint visioning
 - Promotion of community participation
 - The impact of the Ward Development Plan
 - To what extent do IDPs have genuine stability and tenure security?

Basic protection and social services

- To what extent did CBP contribute to improved access to basic protection and social services in targeted communities in a durable way?
 - Did the Protection Referral Pathway provide access to relevant protection services?

- Was CBP facilitate sustainable access to land, water, health, education and other services and improved livelihoods?
- Are there any gaps in access to service provision that need to be strengthened? How could the process be strengthened in the future?

Sustainability

- How sustainable is CBP, in the event that NRC exits from the districts where CBP has been implemented? Will the project outputs, such as community gardens and the community committees be sustainable. Are there any social aspects that will affect their sustainability.
- Are there any lessons learnt on how NRC could improve sustainability in future CBP programmes?

4. SCOPE AND METHODS

4.1 Scope

The evaluation will cover wards in Chipinge, Chiredzi, Mutasa and Mutare urban where CBP was implemented between 2011 and 2014.

4.2 Methodology

It is anticipated that the evaluation methodology will include:

- Desk review of relevant secondary data sources, including project proposals, reports and other documents associated with the project.
- Field visits to various project sites in Chipinge, Chiredzi, Mutare and Mutasa.
- Interviews with key stakeholders, including Government departments, Ward officials, beneficiaries and host community members in each district.
- Beneficiary focus group discussions.
- Key informant interviews.

The detailed approach will, however, be agreed on discussion with the Evaluation consultants.

5. EVALUATION PRINCIPLES

The evaluation will be guided by the following ethical considerations:

- Openness - of information given, to the highest possible degree to all involved parties, bearing in mind the sensitivities with government actors
- Public access - to the results, where there are not special considerations against this
- Broad participation - all interested parties including government stakeholders, local authorities, community leaders and members and other partners, should be involved where relevant and possible, a gender balance should be sought
- Reliability and independence - the evaluation should be conducted so that findings and conclusions are correct and trustworthy

6. TIMEFRAME

It is intended that the field work for the External Evaluation will require 10 days and will take place in May 2014.

7. BUDGET

The total budget for the External Evaluation is \$16, 050. A detailed budget is outlined in Annex 2.

NRC will make an advanced payment of DSA for Fieldwork and 30% of professional fees on signing the contract and the remaining 70% of the professional fees on successful production of final report.

Annex 2: People consulted during the evaluation

Key Stakeholders

Position of person interviewed	Sex
<i>NRC Staff</i>	5
Base Manager- Chiredzi	M
Food Security Assistant Project Officer – Chipinge	M
Project Education Coordinator- Chipinge	M
CBP Officer- Chipinge	M
CBP Coordinator- Chipinge	F
<i>Local Authority KII</i>	11
Town Clerk- Mutare City Council	M
Assistant Director Housing- Mutare City Council	M
Social services Officer- Mutare City Council	F
District Administrator –Mutasa District	M
Principal, Magamba Training Centre,	M
Vice Principal, Magamba Training Centre,	M
Health Community Officer- Mutasa RDC	M
District Administrator – Chiredzi District	F
Acting CEO- Chiredzi RDC	M
Planning Officer- Chiredzi RDC	M
Community Service Officer – Chipinge RDC	M
Assistant District Administrator – Chipinge District	M
Administration Assistant Officer- Chipinge RDC	M
<i>District Training Team members</i>	9
District Head: Ministry of Youth- Chiredzi	M
District Head: Ministry of women Affairs- Chiredzi	M
Chiredzi RDC Representative- Chiredzi	M
Lands Officer: Ministry of Lands Chipinge	F
District Officer: Child welfare	M
DDF Officer	M
District Head: Ministry of women Affairs	M
District Agritex Officer	F
Livestock Production Department Officer	M
<i>Core Facilitation Team</i>	1
Agritex Extension officer Ward 15 Chipinge	M
<i>Local Leaders</i>	22
Headman Chiredzi Ward 28	M
Village head Chiredzi Ward 28	M
Health/Clinic Chairperson Chiredzi Ward 28	M
WASH-Borehole Chairperson Chiredzi Ward 28	F
School Development Committee Chairperson Chiredzi Ward 28	M
Health Facilitator Chiredzi Ward 28	F
LIG Chairperson Chiredzi Ward 28	F
Councillor Chiredzi Ward 21	M

Councillor Chiredzi Ward 16	M
Village head Chipinge Ward 15	M
Councillor Chipinge Ward 15	M
Chief Chipinge Ward 15	M
Village head Chipinge Ward 6	M
Councillor Chipinge Ward 6	M
Village head Chipinge Ward 5	M
Councillor Chipinge Ward 5	M
Village head Chipinge Ward 10	5M
Councillor Chipinge Ward 10	M

Focus Group Discussions

Venue	Participants	Male	Female
Chiredzi District			
Manyika Village, Ward 21	former farmer workers mixed	4	3
Tasimuka Village, Ward 21	former farmer workers mixed	2	5
Pension area Ward 28	host community women	0	12
Pension area Ward 28	host community men	12	0
Mutare District			
Ward 17 Dream house	Women group IDPs	0	11
Ward 17 Dream house	Men group IDPs	6	0
Ward 17 Dream house	Host community mixed	1	9
Mutasa District			
Ward 21 Tsvingwe,	former farmer workers women	0	12
Ward 21 Tsvingwe,	former farmer workers men	7	0
Chipinge District			
Ward 15	Women group IDPs	0	10
Ward 15	Men group IDPs	5	0
Ward 5	former farmer workers	3	6
War 15	host community women	0	10
Ward 15	host community men	6	0

Livelihood interventions

Chiredzi	M	F
Ward 28 Respondents	3	3
Clinic Chairperson	1	0
Borehole chairperson	0	1
School development committee Chairperson (SDC)	1	0
Lead Health Facilitator	0	1
Toilets Builder	1	0
LIG member	0	1
Ward 21 Respondents	4	11
Gwinyai Group-Poultry	0	4
Batanai Group -Poultry	0	3
Progress-Grocery	4	4
Ward 16 Respondents	6	6
Budirirai Group-ISALs	4	5

Budiriro	2	0
Marimo	0	1
Chipinge		
Ward 15 Respondents	6	25
ISALs group	1	12
Small livestock group	5	13
LIGs group	0	6
Ward 6 Respondents	13	12
Hurudza group ISALs	4	0
Tapfuma group ISALs	0	4
Materenda group ISALs	3	2
Pachipamwe group ISALs	3	0
Kwayedzanebasa group ISALs	2	2
Kushinga group ISALs	1	4
Ward 5 Respondents	2	7
Farmers group	2	7

Annex 3: Bibliography

Government Reports

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