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**EVALUATION OF SOUTHERN AFRICA FOOD INSECURITY APPEAL IMPLEMENTED IN ZIMBABWE,  
MALAWI, MOZAMBIQUE AND NAMIBIA**

**FINAL REPORT**

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## Abbreviation

AID	Acquired Immune Deficiency Syndrome
CHF	Swiss Franc
CSI	Coping Strategy Index
DCPPR	Disaster Crisis Prevention Response and Recovery
DREF	Disaster Relief Emergency Fund
DRR	Disaster Risk Reduction
EA	Emergency Appeal
EAO	Emergency Appeal Operation
EPoA	Emergency Plan of Action
FEWSNET	Famine Early Warning Systems Network
FGDs	Focus Group Discussions
GBV	Gender Based Violence
HIV	Human Immune Virus
IFRC	International Federation of Red Cross and Red Crescent Societies
SACO	Southern Africa Cluster Office
MRCS	Malawi Red Cross Society
NGOs	Non-Governmental Organizations
PNS	Partner National Societies
SPSS	Statistical Package for Social Scientists
UNWFP	United Nations World Food Program
USD	United State Dollar
WASH	Water and Sanitation and Health
ZIMVAC	Zimbabwe Vulnerability Assessment Committee
ZRCS	Zimbabwe Red Cross Society

## 1 Executive summary

This is the evaluation report for Southern African Food Insecurity Project implemented by National Societies of Malawi, Zimbabwe, Namibia and Mozambique. The project was funded by IFRC and various Partner National Societies in the four countries.

An estimated 9 million people were food insecure in the four countries under review at the time the Appeal was launched. Food insecurity was addressed through various methods. For example in Malawi, Namibia and Zimbabwe, the National Societies utilized mobile cash transfer system to send money to target beneficiaries to address their immediate food needs. Mozambique Red Cross utilized the voucher system which enabled beneficiaries to obtain from the contracted vendors, cooking oil, beans, rice, sugar and viable seeds. All the National Societies in this review provided farm inputs such as seeds, tools and training in good agricultural practices to the beneficiaries to increase their resilience to the risk of drought. WASH and health components were cross cutting in the Emergency Appeal actions.

The evaluation assessed program relevance, efficiency, effectiveness, impact/outcomes and sustainability in a logical sequence. In addition, it answered the pertinent questions of the evaluation as set out in the ToR, documented lessons learnt, good practices and provided recommendations for future programing.

The study employed various methods of data collection to gather information relating to the various criteria of evaluation. The study heavily relied on four methods of data gathering namely: literature review, survey, key informant interviews, focus group discussions and observation.

### Relevance

The project design took into consideration the priority needs of the beneficiaries which were identified by the proposal and corroborated during the evaluation. The priority needs of the beneficiaries highlighted by each nation's vulnerability assessment and corroborated by the evaluation through focus group discussions with beneficiaries were food, health, water and sanitation. The beneficiaries received money through mobile cash transfer and voucher system to address these needs. The cash enabled beneficiaries to address their immediate food needs.

In the four countries under review, men often abandon their families to live with women perceived to be of high socio-economic status during distress. In many beneficiary households, women were the recipients of the cash transfer; this eliminated the diversion of the cash received to anti-social use which would otherwise have been the case if men received the cash on behalf of the households. Other anti-social behaviour common in male headed households during distress are child labour and early marriage of young girls.

### Efficiency

The level of efficiency in the implementation of Emergency Appeal activities was ranked below average. Delays started with the preparation and approval of the Emergency Appeal documents. A process which would otherwise take a recommended forty eight hours took two months to complete. The evaluation noted that the process of approval of Emergency Appeals can be fast-tracked by seeking and obtaining feedback on the Appeal documents from Cluster office, Regional office and Geneva simultaneously.

#### ❖ Cost control

In terms of cost controls, the cash in advance system ensures proper accountability documents are submitted to the cluster office for approval of the cash request by the National Societies. The implementation of subsequent activities listed in the Emergency Plan of Action proceeds after clearance and transfer of additional funds to the National Societies. The lead time taken by the National Societies to consolidate and submit accountability documents was 33 days and the time taken by IFRC to reconcile the accounts and transfer the money was 14 days. A total of 47 days was used in processing cash requests and reconciling accountability documents from the National Societies.

## ❖ Internal coordination

In terms of internal coordination, the Disaster Crisis Prevention Response and Recovery units at IFRC provided technical inputs needed in the Appeal from inception. This unit is reliant on the technical expertise from other departments including WASH, Health, Food security and Livelihoods. In the current arrangement at IFRC, the DCPRR unit have been devolved to regional and cluster levels. In the Emergency Appeal, this unit did not function effectively and with speed to provide feedback on the Appeal documents from the National Societies. This failure resulted into delays in the start of the implementation of the Emergency Appeal activities and reduced the glamour of the Red Cross Societies as first responders in emergencies.

## Effectiveness

The Emergency Appeal design was appropriate since its components covered the essential elements in emergency response viz Food, Health, Water and Sanitation. In terms of accountability, the Appeal had beneficiary list and telephone numbers from every project site thus allowing any authorized individuals to trace who benefited from the project. The companies contracted to provide cash transfer services also kept a manifest which detailed names and the amount of money transferred to each beneficiary every month.

## ❖ Delivery of output

The evaluation assessed effectiveness in the lens of delivery of project output by making comparison between what was planned against what has been achieved in the detailed operations plan. At evaluation, Malawi Red Cross had achieved 68.1 %; Namibia 89.2%; Zimbabwe 100% and Mozambique 75.9% of the targets set in the detailed operation plan.

## Impact

We have measured change where benchmark secondary data was available from the National vulnerability assessment reports. Despite the short period of implementation of the Emergency Appeal actions, the evaluation noted tangible outcomes for example, at evaluation, the beneficiaries were using less and less of the coping strategies compared to when the project began. In Zimbabwe, the average coping strategy index for the two districts (Muzarabani and Mwenezi) sampled reduced from 18.5<sup>1</sup> to 5.3. In Malawi, the CSI reduced from 15.5<sup>2</sup> to 3.2, while in Namibia, the CSI reduced from 39<sup>3</sup> to 6.7. Mozambique Vulnerability Assessment Committee did not benchmark CSI by district and as such the study could not compare the current CSI (6.7) to any reference. The reduction in the coping strategy index was because of the bumper harvest of major grain crops beneficiaries obtained from their farms just before the evaluation.

## Sustainability

The Actions of the Emergency Appeal will be sustained by the trainings received by beneficiaries; long term programming supported by PNSs; coordination with government; mainstreaming cross-cutting issues such as gender and HIV in the actions of the project. All the above was commendably done by the National Societies. For example, alongside food assistance, beneficiaries received various trainings to improve their knowledge in hygiene and good agricultural practices to improve crop production. The knowledge with the lead farmers and volunteers will be cascaded in the community to improve agricultural production and hygiene practices even after the exit of the Red Cross Society.

The actions of the Emergency Appeal were consistent with those of the government particularly those of the department of social services and civil protection which provides assistance to the most vulnerable during

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<sup>1</sup> ZIMVAC Rural Livelihood Assessment 2014/2015

<sup>2</sup> WFP report, December 2015, Concern for Food Security in the South

<sup>3</sup> Namibia Food & Nutrition Security, Monitoring Bulletin number page 6

emergencies. This implies that even after the exit of the Red Cross Society, the aforementioned departments will continue assisting the most vulnerable in disaster.

In improving the knowledge of farmers in good agricultural practices, the National Societies sought the services agricultural extension officers under the Ministry of Agriculture in the four countries under review. The officers will continue supporting the farmers even after the exit of the Red Cross Societies.

## **Lessons learnt**

### **❖ Cost efficiency**

Cash program saves costs of management, transport and logistics. Cash program is cheaper than classic food aid distribution which needs a lot of resources to manage in terms of procurement of suppliers and transporters. The elimination of the bureaucratic process such as those in procurement and arrangement of logistics reduces chances of fraud and corruption in cash transfer programs.

### **❖ Security risk**

When money is transferred to an individual through the phone, the beneficiary collects the money at his/her convenient time. This reduces visibility of the beneficiaries than when all registered beneficiaries flock a market to pick cash or in-kind assistance.

### **❖ Anti-social use**

When there are pressing needs in households like those of beneficiaries, and money is transferred to female members of the household, it is more likely the money would be used to settle pressing needs than used anti-socially. The evaluation did not establish any form of anti-social use of the cash assistance which the beneficiaries received from the actions of the Emergency Appeal.

### **❖ Gender**

Many registered recipients of the cash assistance were women. They have acquired greater decision making power in the household over how cash is to be utilized and have more control within the household. We asked in a focus group discussion if the male household members were happy with the arrangement and the community was positive that indeed men are happy with that arrangement since it eliminates diversion of resource to extramarital affairs.

### **❖ Choice and flexibility**

All forms of cash transfer (Mobile or voucher) which the Emergency Appeal utilized gave the beneficiaries the dignity of choice in open air markets. General food distributions for instant does not take care of the preference of the beneficiaries and often such assistance have ended in local markets in exchange of money.

### **❖ Market impact**

Cash transfer is likely to have positive effects on the local markets and are less likely than in-kind assistance to have disincentives effects of discouraging local trade. Other than purchasing items in the open market organized by the Red Cross Society, the beneficiaries who received cash spent it in purchasing essential goods in the local markets. In the wake of cash crisis like in Zimbabwe, use of mobile cash to transact enabled beneficiaries to obtain from traders essential goods to address their immediate food and non-food needs.

### **❖ Consumption and nutrition**

Cash has promoted diet diversification by enabling people to buy a wider range of food staff from the open market. Besides improving the beneficiary household diet, community diet has also changed particularly in places where beneficiaries used the cash to start business/trade of priority items to the community which were unavailable before the Emergency Appeal action. In Zimbabwe, over three in ten (39.0%) beneficiary were food secure and were taking cereals, vegetables, oils, sugar and one day consumption of foods rich in protein. Beneficiaries who were food secure in Malawi and Namibia were 12.2% of and 30% respectively. A meagre 4.2% of the beneficiaries in Mozambique were food secure.

## Recommendations

From the findings of the study we provide a pen-picture of the recommendations:

- ❖ **Adequate situational analysis:** The National Societies needs to undertake adequate situational analysis beyond the figures of the absolute number of persons affected by disasters. The situational analysis should encompass determination of indicators of all components of the Emergency Appeal. The indicators so determined, will be useful in measuring real change resulting from Red Cross Societies Action.
- ❖ **Coordination meetings:** Attending in-country cluster coordination meetings should be mandatory responsibility of national staff of all National Societies. Attending such meeting will enable national societies to tap on the donor resources in-country and reduce dependence on Partner National Societies and IFRC funding. The national Societies should be prepared to form consortiums particularly with organizations implementing long terms programs in disaster prone areas to increase their appeal through increased coverage and capacity which is attractive to large donor funding.
- ❖ **Secure distributions:** The National Societies distributed cash through various means including Mobile money transfers and in-kind/voucher system. Indeed The national Societies have used the most invisible means of offering assistance to the highly vulnerable households which ensured dignity of choice and safety of the beneficiaries. The National Societies should continue using mobile cash transfer/voucher systems since they are invisible and secure methods of offering assistance.
- ❖ **DCPRR technical working group:** This group is largely composed of experts from WASH, Health and Food security and livelihoods departments. The technical working group should be expanded to include the finance, logistics and communication departments. The finance department will help in the analysing the financial proposal while communication will help in advertising the Appeal through various media and logistics will help identify which warehouse(cluster or regional) have essential items to be used in the Appeal or whether the essential items can be sourced in-county. These members of the technical working group should be proactive in provision of technical support for effective implementation of Emergency Appeals.
- ❖ **Behaviour Change Communication:** The use of drama to pass WASH messages to beneficiaries was effective way of promoting learning since it encourages learn by observation. In cases where levels of literacy are very low, drama in local language would be effective in passing on the WASH messages as was the case in Malawi.
- ❖ **Cash in advance system:** The cash in advance system ensures proper accountability of the amount of money requested from IFRC by National Societies. IFRC should consider increasing the advance to cover a minimum period of three months to reduce the burden of documentation on the part of the National Societies during accountability. It will also allow the National Societies ample time of utilization and accountability of cash advances particularly in cases where there is interference by natural causes (floods) in the implementation of Emergency Appeal Actions. Suspending further cash advances as cases of misappropriation are investigated, delays the implementation of the Emergency Appeal actions. Other ways of dealing with such cases include asking the National Societies to use their reserves which would be replenished less the amount the investigation shall reveal was misappropriated.
- ❖ **Coordination meetings:** Attending in-country cluster coordination meetings should be mandatory responsibility of national staff of all National Societies. Attending such meeting will enable national societies to tap on the donor resources in-country and reduce dependence on Partner National Societies and IFRC funding. The national Societies should be prepared to form consortiums particularly with organizations implementing long terms programs in disaster prone areas to increase their appeal through increased coverage and capacity which is attractive to large donor funding.
- ❖ **Feedback mechanism:** The National Societies are using conventional feedback mechanism such as the suggestion boxes, help desk, cash transfer committees, village civil protection committees and post distribution monitoring. To ensure confidentiality, the Red Cross Society should adopt the use of hotlines for the specified duration of the Emergency Appeal. The hotlines are also quick/instantaneous and convenient.

- ❖ **Community-based targeting and beneficiary selection:** The use of the current method of beneficiary selection has left many in the community wondering if indeed National Societies were targeting the very poor and vulnerable in the community. There has been a number of complains in the communities Red Cross Societies works of the highly vulnerable households being left out in the list of those selected to benefit from National Red Cross Societies programs. The evaluation mission found widespread support for clear and highly transparent processes of community-based beneficiary selection. The high levels of participation in the village meetings will mean that the community shall have the opportunity to decide the households with the greatest need, in particular vulnerable groups.

National societies should adopt the use of score card method which envisages the following:

- ✚ Mobilization and sensitization of the community on the project approach, project objectives to raise enthusiasm
- ✚ Involvement of local authorities and beneficiary committees for their support in all phases of the project.

The data collected and the results of the score card allows the sorting of households by degree of vulnerability for each sector. The results of the scorecard are then displayed to all beneficiaries so that, should there be complaints, they are addressed through a complaint response mechanism. The selected beneficiaries are further engaged in focus group discussions to determine various aspects of the assistance, e.g. type of items and their prices to be later discussed with the suppliers.

With the use of score card methodology and involvement of the community members aims to draw out local knowledge and criteria on which to judge poverty/vulnerability. The ranking is based on the subjective views of the people in the community, who generate their own criteria with which to rank vulnerability. Visual factors may play a part in the assessment of vulnerability, but community members are free to choose those criteria that are important to them, which usually include socio-psychological factors that are neither visible nor easily accessed without a good understanding of the community. With this methodology IFRC will manage to include the destitute in its actions.

## 2 Program Description

Famine Early Warning Networks classified food insecurity in Southern Africa in 20015/16 as IPC level 3. The classification implied that even with any humanitarian assistance, at least one in five households in the area had: Firstly, food consumption gap with high or above usual acute malnutrition and secondly, households were marginally able to meet minimum food needs only with accelerated depletion of livelihood assets that lead to food consumption gap. An estimated 9 million people were food insecure in the four countries under review at the time the appeal was launched. The table below summarizes the number of affected people by country and the number of the people the national society reached in the appeal.

**Table 1 number of beneficiaries reached**

Country	Total affected(Millions)	Number reached	Proportion of the affected reached
Zimbabwe	4.5	38,330	0.85%
Namibia	0.5	16,500	3.3%
Mozambique	1.2	11,215	0.9%
Malawi	2.8	22,474	0.8%
Total	9.0	88,519	0.9%

In the four nations under review, food insecurity was addressed through various methods. For example in Malawi, Namibia and Zimbabwe, the National Societies utilized mobile cash transfer system to send money to target beneficiaries to address their immediate food needs. The cash gave the beneficiaries dignity of choice and allowed beneficiary households to utilize the money not only to buy food, but also the chance to address other priority needs

in their households. Mozambique Red Cross utilized the voucher system which enabled beneficiaries to obtain from the contracted vendors, cooking oil, beans, rice, sugar and viable seeds. All the National Societies in this review provided farm inputs such as seeds, tools and training in good agricultural practices to the beneficiaries to increase their resilience to the risk of drought.

The WASH component was delivered through training communities in hand washing and promoting the use of sanitation facilities by beneficiary households. In addition, the National Societies rehabilitated boreholes in the beneficiaries' community to increase access to potable water and prevent waterborne diseases.

The IFRC and National Societies also reached people on Health through a previously-successful approach in community response. The first component of this response looked to increase the detection and registration of malnutrition, followed by the provision of referrals for severe acute malnutrition. The second component was done by fostering an environment for waterborne disease prevention and other health promotion activities. In tackling the problem of malnutrition, Namibia Red Cross fed beneficiaries one meal a day, for six days in a week. The meals consisted of maize, meal porridge and a combination of meat and beans to ensure that the basic energy and protein needs of the beneficiaries were met. The meals met acceptable minimum SPHERE standards in which each individual received at least a meal of 0.565kg comprising of maize meal (420g), beans (60g), Fish or meat (30g) and cooking oil (30g) fortified with Vitamin A.

The vulnerability assessments of the beneficiaries in the four countries was done by government agencies and in some cases corroborated by finds of the National Societies. In all the four countries, the National Society is a member to the team coordinating vulnerability assessment and selection of the beneficiaries.

The National Societies except Namibia explored both multilateral and bilateral partnerships to raise funds for their Appeals. In all the four countries under review, IFRC financed the initial response through its Disaster Relief Emergency Fund.

**Table 2 Amount of funding NSs Received from IFRC and PNSs**

Overview of RCRC Drought-related Appeals in southern Africa						
Country	RCRC Appeal Targets (no. of persons)	Appeal Budget (CHF)	Funding Contributions to Date (CHF)	Percent Funded	Funding Gap (CHF)	Top Three Major Contributing PNS by Appeal (descending order)
Lesotho	9,000	735,735	669,596	91%	66,139	British RC, Norwegian RC, Netherlands RC
Malawi	25,000	3,590,677	936,777	26%	2,653,900	Netherlands RC, Swiss RC, Finnish RC
Mozambique	14,767	1,702,895	447,089	26%	1,255,806	Netherlands RC, Japanese RC, RC of Monaco
Namibia	16,500	1,351,937	590,694	44%	761,243	British RC, Netherlands RC, Japanese RC
Zimbabwe	38,330	5,181,321	1,899,019	37%	3,282,302	British RC, Netherlands RC, Swedish RC
<b>TOTAL</b>	<b>103,597</b>	<b>12,562,565</b>	<b>4,543,175</b>	<b>36%</b>	<b>8,019,390</b>	

**Source:** Emergency Appeal TOR

The four countries under review launched Appeal independently to address WASH; Health and Food needs of the beneficiaries by setting-out the objectives indicated in the table below:

**Table 3 Objectives of the emergency Appeals by country**

Malawi	Mozambique	Namibia	Zimbabwe
Objectives	Objectives	Objectives	Objectives
To address immediate food needs of 10,000 beneficiaries (2,000 households) are met over a period of six months	To Increased CVM Visibility and information sharing with communities	To address immediate food needs of 2,000 beneficiaries are met	To improve access to safe water for human consumption and livelihoods
To ensure Livelihoods of 1,000 households are reinforced to build community resilience in targeted regions	To ensure the management of the operation is informed by a comprehensive assessment, monitoring and evaluation	To ensure livelihoods among targeted population are improved	To Increase food security and dietary diversity at for 2,166 households (10,831 beneficiaries) through better farming and access to better nutrition
To ensure the management of the operation is informed by a comprehensive assessment, monitoring and evaluation system	To address immediate food needs of the disaster affected population (14,767 beneficiaries, 2,953 households) are met through cash transfer for 9 month	To ensure Reduction in risk of waterborne and water related diseases in targeted communities	To Increase ZRCS Visibility and information sharing with communities
To Increase MRCS Visibility and information sharing with communities	To ensure Livelihoods of 1,476 households are reinforced to build community resilience in targeted districts	To ensure NRCS effectively implements the operation and improves their presence and communication within the affected communities	To ensure Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation

In increasing the visibility of the National Societies, they conducted media tours and procured visibility materials such as t-shirts, hats and bibs which were worn by volunteers, staff and cash transfer committee members. See **annex 4** for details of activities implemented under each objective in the four countries.

## 2.1 Purpose and Objective of the Evaluation

The primary purpose of this evaluation was to measure the outcomes of four emergency appeal operations—in Malawi, Mozambique, Namibia, and Zimbabwe. In addition, it determined both positive and negative changes to the lives and livelihoods of the drought affected communities. It Highlights learning on how, in the future, delivery of appropriate aid could be done more effectively covering the most affected populations. The evaluation also explored institutional challenges experienced during implementation of the operations and what areas can be improved at an institutional level to improve delivery of services.

Specifically, the evaluation:

- ✚ Assessed the relevance of the operations. The relevance should be understood as pertinent to the operations with regard to the overall strategies for responding to food insecurity by National Societies and IFRC.
- ✚ Assessed the effectiveness of the operations. Where effectiveness means the degree to which the programme has been able to achieve the objectives, the outputs as outlined in the Emergency Operational Plans.
- ✚ Considered the efficiency of the operations. Where efficiency of the operations was related to the degree to which available inputs have been utilized with the highest possible effect and the quality of operations management.
- ✚ Appraised the sustainability of the operations. The sustainability of the operations after the end of the donor support to the affected communities.
- ✚ Assessed the efficiency of the programme in terms of management, coordination and technical support in order to inform future development of food security and livelihood programmes.
- ✚ Have made recommendations for future improvements and documenting best practices.
- ✚ Capture the relevant cross cutting issues such as gender, environment, and or HIV and AIDS

## 2.2 METHODOLOGY AND APPROACHES

The evaluation largely employed the methods of data gathering anticipated in the TOR as explained below:

### 2.2.1 a) Literature Review

A comprehensive review was done of the following secondary materials:

- ✚ EPoA, Emergency Appeal and any revisionary documents
- ✚ EA Operations Updates
- ✚ EA Budgets and revised budgets
- ✚ Key reports from external partners (E.g. Food security cluster committee)
- ✚ Operations lessons learned reports from previous operations
- ✚ UNWFP/Government situational reports
- ✚ FEWSNET situational reports
- ✚ Documents pertaining to the 2015/16 El Nino induced drought and commensurate humanitarian response
- ✚ The countries Vulnerability Assessments reports 2014/15

### 2.2.2 b) Key Informant Interview

We interviewed persons strategically placed to possess vital perspectives on content and implementation of the Emergency Appeal project. The key informants include:

- ✚ Populations reached through the operation
- ✚ NS staff representatives from relevant technical areas and respective districts
- ✚ IFRC SACO
- ✚ In-country NGOs: World Vision, WFP, Care International
- ✚ In-country government partners: Disaster Management authorities, Ministry of Agriculture, Social welfare departments

### 2.2.3 Survey

Survey constituted the primary means of collecting quantitative information on the key indicators cutting across all the thematic areas. The sampling methods (Purposive sampling) we employed for the evaluation ensured that adequate sample was obtained in order to estimate indicators with sufficient precision. It also drew a meaningful sample such that valid and relevant comparisons could be made across the survey parameters.

The survey applies the principle of n-30 whereby 30 respondents were selected from each of the seven predetermined project locations for purposes of interviews. The seven locations were selected on the basis of number of beneficiaries and project activities implemented in the location. The locations considered in the survey included: Mozambique (Changanine and Magude); Malawi (Nsanji and Phalombe); Namibia (Kunene-Opuwo rural/urban and Epupa); Zimbabwe (Mwenezi and Muzarabani). In Zimbabwe, Muzarabani and Mwenezi were chosen on the basis that whilst Mwenezi represented an all IFRC funded appeal, Muzarabani represented a bilateral funded component of the Appeal. The selection of at least 30 beneficiaries per site, ensured the level of significance remained at 95% level of confidence.

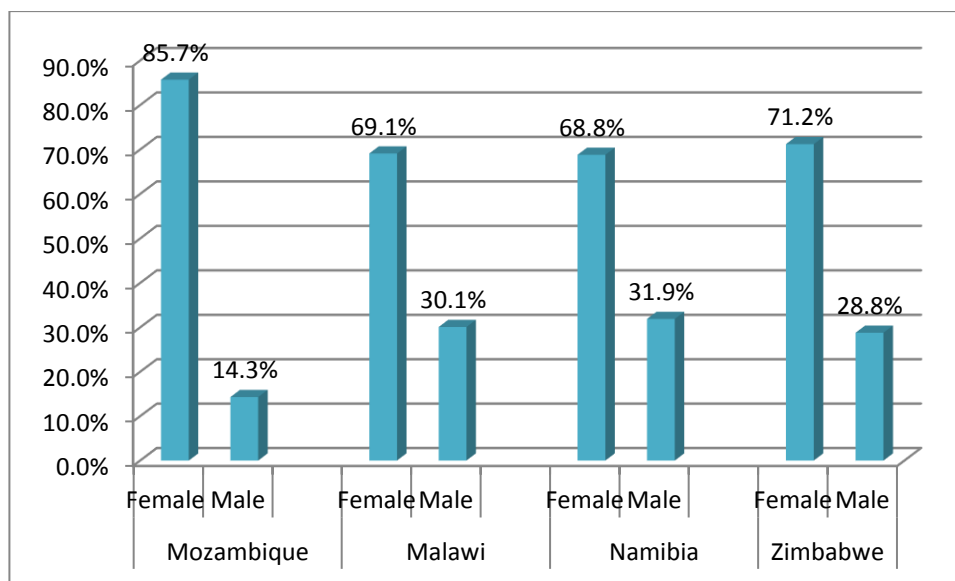
Due to variation in population density, more beneficiaries were sampled in Malawi and Mozambique compared to Zimbabwe and Namibia which are less densely populated. We collected 90 responses from Namibia, 230 from Malawi, 119 from Mozambique and 59 from Zimbabwe. Based on this approach, a total of 498 direct beneficiaries participated in the survey. The survey involved collection of primary data using a pre-designed instrument with both structured and open ended questions. The survey was executed in collaboration with National Society staff and select volunteers who received training in field research and questionnaire administration from the consultants.

#### 2.2.3.1 Survey demographics

A total of 498 beneficiaries participated in the survey to determine the impact of the Emergency Appeal interventions. Of the beneficiaries sampled in Mozambique, 85.7% were female while 14.3% were male. In Malawi, more female (69.1%) than male (30.1%) participated in the study. The situation was similar in Namibia and Zimbabwe as indicated in the figure below. The high level of participation of women in the study was a result of the beneficiary selection

criteria which emphasised inclusion of lactating mothers, pregnant women and female headed households because of their high levels of vulnerability to risk of drought and floods.

Figure 1 Distribution of survey respondents by gender



### 2.2.3.2 Age of the respondents

The study investigated the age of the beneficiaries and established the following: That the over half (51.7%) of the beneficiaries were aged between 41 to over 60 years while the rest (48.3%) were of aged between 15-40 years. Indeed, the national societies considered vulnerability due to age in the selection of beneficiaries.

Table 4 Distribution of respondents in the survey by age

Age	Frequency	Per cent	Cumulative Per cent
15-30 years	101	20.3	20.3
31-40 years	140	28.1	48.4
41-50 years	103	20.7	69.1
51-60 years	67	13.5	82.5
Above 60 years	87	17.5	100.0
<b>Total</b>	<b>498</b>	<b>100.0</b>	

### 2.2.3.3 Level of education

Majority (83.1%) of the beneficiaries either had no education or had obtained primary education. Slightly above one in ten (13.7%) had obtained secondary education while 3.2% had vocational training. The low level of education and training among beneficiaries increases their vulnerability to effects of climate change which poses risks that threatens their livelihoods and increases food insecurity.

Table 5 Beneficiaries level of education

Level of education	Frequency	Per cent	Cumulative Per cent
No School	180	36.1	36.1
Primary School	234	47.0	83.1
Secondary School	68	13.7	96.8
Vocational School	16	3.2	100.0
<b>Total</b>	<b>498</b>	<b>100.0</b>	

#### 2.2.4 FGDs and Small group meetings

FGDs and Small group meetings were useful in gauging the views of direct beneficiaries of the project on various aspects of implementation as well as perceptions with regard to the progress and impact of the project. Such perceptions expressed both individually and in groups were useful to the evaluation in assessing the immediate and potential long term impact of the project. Focus group discussions were held in each project location sampled in the study. Discussions were held with select beneficiaries and National Society volunteers involved in the operation. A total of nine FGDs were held during field data collection. In Malawi four FGDs were held, two of the FGDs were composed of staff from the government in Nsanje and Phalombe, and the remaining two were held with select beneficiaries from the two project sites. In Namibia the evaluation conducted only one FGD in Kunene region while in Mozambique and Zimbabwe two FGDs were held respectively.

#### 2.2.5 Data management and Analysis

The data collected was both quantitative and qualitative and as such was collated and verified in order for inferences, judgments and conclusions made to be as accurate as possible. To ensure a high validity, we applied triangulation for data validation. The type of data collected allowed for various comparisons, but the essential comparison was to check of the consistency between: (i) which activities were actually implemented (quantity assessment), (ii) what positive and negative impacts these activities caused (quality assessment) and (iii) how did these results correspond with the initial intentions (objectives). Quantitative data collected from community sites was analysed using SPSS and EXCEL software.

### 3 DISCUSSION OF KEY FINDINGS OF THE EVALUATION

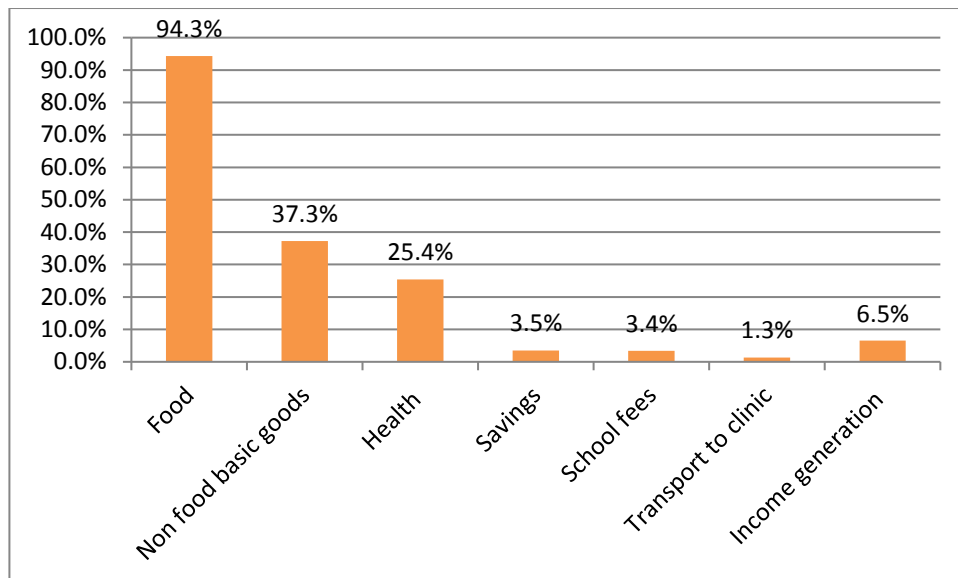
This section of the report discusses findings from the evaluation and is intentionally structured to assess program relevance, efficiency, effectiveness, impact/outcomes, and sustainability in a logical sequence. In addition, it answers the pertinent questions of the evaluation including: How long it took to have vulnerability assessment completed; how long it took the NS to inform IFRC; how long it took for NS to start preparing the EA documents; how long it took for regional office to respond with feedback; how long it took for the cluster to respond with feedback and how service provider “Get Cash “landed the contract to provide mobile money transfer services to the National Society in Zimbabwe. It also documents lessons learnt, best practices and the manner in which the intervention mainstreamed cross cutting issues such as HIV/AIDs, Gender

#### 3.1 Relevance

The Emergency Appeal project activities were consistent with the recipient governments’ policies. The activities were also related to the local needs of the beneficiary in the manner explained in the following sections:

**Food, Health and non- food needs of the beneficiaries:** The priority needs of the beneficiaries highlighted by each nation’s vulnerability assessment and corroborated by the evaluation through focus group discussions with beneficiaries were food, health, water and sanitation. The beneficiaries received money through mobile cash transfer and voucher system to address these needs. Cash transfer enabled vulnerable households in the four countries under review to meet their immediate food needs. The study determined that over nine in ten (94.3%) beneficiaries utilized the money they received to buy food in their households. In addition, 37.3% indicated that they used the money in purchasing non-food basic goods; slightly above quarter (25.4%) of the indicated that they used the money for health purposes, mainly seeking for medical attention or purchasing medicine; 3.5% saved the money in their village savings groups; 3.4% school fee while those who utilized the money for transportation and income generation were 1.3% and 6.5% respectively.

Figure 2 Utilization of the cash transferred to beneficiaries



**WASH:** In addressing health, water and sanitation issues, the National Societies rehabilitated boreholes and water points to improve access to clean water and prevent waterborne diseases. In Zimbabwe, the national society rehabilitated 39 boreholes in Mudzi and Muzarabani. Zimbabwe Red Cross Society like all the other three National Societies conducted Participatory Health and Hygiene training of the beneficiaries to promote safe hygiene practices.

**Consistency with the international standards and recipient government policies:** In Namibia, the national society provided meals to beneficiaries through Soup Kitchens. The meals met the minimum SPHERE standards in which each individual received a meal comprised of cereals, meat, oils and fortified vitamins. In addition, Participatory Health and Hygiene trainings were conducted at Soup Kitchens to promote safe hygiene practices among beneficiaries. Further, detected cases of malnutrition among children in Mozambique were referred to government health facilities under the country's Ministry of Health.

The use of cash transfer to address the priority needs of the beneficiary was relevant since it gave the beneficiaries dignity of choice and allowed them to address other priority needs besides food. The cash transfer as a method of addressing food insecurity was consistent with government policy in the four countries which favours delivery of food assistance through cash transfer. In Malawi for example, the delivery of emergency aid through cash transfer is recommended in the National Emergency Response Plan. In Namibia, cash transfer is recommended in the Disaster Risk Management Act of 2016. The act also specifies the package of food and non-food items households should receive in any emergency.

It is important to note that in many beneficiary households, women were the recipients of the cash transfer; this eliminated the diversion of the cash received to other non-priority needs which would otherwise have been the case if men received the cash on behalf of the households.

**Building on the capacity of the beneficiaries:** Relevance was also assessed with regards to use of beneficiary existing capacities. The study noted that the national societies selected lead farmers from project sites who received tools, seeds and training in good agricultural practices to increase farm productions. Increased farm production and learning will lead to improved resilience of the beneficiaries to shocks. Secondly, the lead farmers will cascade knowledge in good agricultural practices to other beneficiaries and the community at large.

**Targeting:** The targeting criterion was relevant to the context of the Emergency Appeal since it prioritized the very vulnerable whose capacities to cope are quickly overwhelmed by the damaging effects of disaster. The beneficiaries were selected in a participatory manner through observation of condition and income. The interventions targeted, the terminally ill, persons with disabilities, elderly, female headed households, pregnant and lactating mother. However, the targeting criteria excluded some of the vulnerable in the communities because it did not entail wealth ranking

which would have enabled the National Societies to select the vulnerable taking into account the fundamentals of poverty targeting such as Housing, Capital and Social indices.

### 3.2 Efficiency

The level of efficiency in the implementation of Emergency Appeal activities was ranked below average. The consultancy evaluated efficiency in the implementation of the Emergency Appeal activities with regards to timely delivery of inputs and results against agreed Emergency Plan of Action; cost control; cost per beneficiary and existence of synergies. The study also looked at the effectiveness of coordination with partners in the implementation of the project activities.

#### 3.2.1 Timely delivery of inputs

In all the four countries under review, delays started with the preparation and approval of the Emergency Appeal documents. A process which would otherwise take a recommended forty eight hours took two months to complete. The table below is a presentation of how long the processing took from requisition to approval.

**Table 6 Process of lurching and Appeal**

<b>Time line</b>	<b>Process/ Activity</b>
Week1	Vulnerability Assessment <ul style="list-style-type: none"> <li>▪ National society work closely with the government to undertake assessment to determine the scale of the disaster</li> </ul>
Week2	Informing IFRC
Week 3	National Societies starts to prepare the Emergency Appeal documents <ul style="list-style-type: none"> <li>▪ National societies take 2- 4 days preparing the documents</li> </ul>
Week 4	Sharing the Appeal documents with the cluster office <ul style="list-style-type: none"> <li>▪ Cluster office feedback on the document</li> </ul>
Week 5	Sharing of the Appeal documents with regional office in Nairobi <ul style="list-style-type: none"> <li>▪ Regional Office feedback on the document</li> </ul>
Week 6	National societies incorporate feedback on the appeal documents <ul style="list-style-type: none"> <li>▪ The incorporation of comments usually takes one week</li> </ul>
Week 7	Regional office feedback on approval and funds transfer <ul style="list-style-type: none"> <li>▪ Work in advance system sets on</li> </ul>

The evaluation noted that the process of approval of Emergency Appeals can be fast-tracked by seeking and obtaining feedback on the Appeal documents from Cluster office, Regional office and Geneva simultaneously. In southern Africa Appeal this process took longer than two months. This resulted in delays in remitting funds to start the implementation process in all the four countries under review. From the first updates which is done 15 days after the launch of the appeal, all the national societies under review had not received funds and IFRC sent an appeal to all partners to consider availing resources in order to enable National Societies to provide the needed support to the targeted beneficiaries.

The delay in funds transfer led to delay in the implementation of the first activities scheduled in Emergency Plan of Action of all the four National Societies. Further delays in the implementation of the Emergency Appeal activities was brought about by failure by the National Societies under review to submit proper accountability documents to the cluster office whenever they were making subsequent cash requests. The accountability documents which were lacking in most cases were evidence of expenditure such as receipts and vouchers. There is need for proper documentation of evidence of expenditure to reduce time taken for accountability and delays in implementation.

#### 3.2.2 Cost controls

There were measures of cost control which ensured that all inputs (goods and service) used in the implementation of activities of the Emergency Appeal were of good quality and fairly priced. Suppliers were invited to present quotations and the principle of value for money was emphasized in the selection of the service provider to ensure inputs of the project are of high quantity, delivered on time at reasonable prices. All approvals or selection of service provider had

to be validated by the headquarters. From the budget analysis, greater portion of the budget was spent in cash disbursements to beneficiaries. This was commendable.

The cash in advance system ensures proper accountability documents are submitted to the cluster office for approval of the cash request by the National Societies. The implementation of subsequent activities listed in the Emergency Plan of Action only proceeded after the accounts have been cleared and cash requested transferred to the National Societies.

### 3.2.3 Cost per beneficiary

Moreover, the cost per beneficiary was **CHF 43.76** in the two years of the project implementation. The low cost per beneficiary is an indication of high level of cost efficiency in the implementation of Emergency Appeal project. Cost per beneficiary is calculated by taking the total grant CHF (3,873,579) and dividing by the number of direct beneficiary of the project. It is a composite figure which includes the cost of managing the project and purchase of inputs. Lower cost per beneficiary indicates high level of efficiency in project implementation as is the case with the Emergency Appeal. However, it could have been lower if the staff of the National Societies from the national offices spent less time in the field since there is adequate capacity at both district and provincial levels. Less time spent in the field by National Staff will to reduce money spent in per diems. The excess money spent in per diems, would have been utilized to reach more beneficiaries and the project cost effectiveness would have been higher since the cost of beneficiary management would have reduced.

**Table 7 Cost per beneficiaries by country**

Country	Amount (CHF)	Number reached	Cost per beneficiary(CHF)
Zimbabwe	1,899,091	38,330	49.54
Namibia	590,694	16,500	35.79
Mozambique	447,089	11,215	39.86
Malawi	936,777	22,474	41.68
Total	3,873,579	88,519	43.76

### 3.2.4 Coordination

The National Societies are members at all levels of Civil Protection Committees. At the village Civil Protection Committees, the National Societies are represented by select volunteers who are members of the villages. At the district level, the staffs at the district office represent the National Red Cross Societies at the District Level Civil Protection Committees. Similarly, National Red Cross has a representation at the Provincial and National levels with Staff in charge of the provinces and national offices respectively. The representation in the committees enables National Societies to participate in beneficiaries' selection process and conducting vulnerability assessment alongside the National Vulnerability Assessment Committees. This channel is also helpful to the National Societies in conducting basket surveys and beneficiary verification.

**Cluster coordination:** There are six clusters in the four countries under review which are led by government ministries or departments. The clusters are namely: Protection; Shelter and Housing; Education; Health; WASH; Food and Nutrition. The clusters hold monthly meetings which are attended by donors who often inform members of the cluster of opportunity of funding. Staffs of National Societies do not attend these cluster meetings regularly and hence they miss the chance of bidding for tenders which they would otherwise win, since the National Societies have networks, capacities and some long term programing in areas most affected by drought and floods in the four countries.

**Internal Coordination:** Disaster Crisis Prevention Response and Recovery units at IFRC provided technical inputs needed in the Appeal from inception. This unit is reliant on the technical expertise from other departments including WASH, Health, Food security and Livelihoods. In the current arrangement at IFRC, the DCPPR unit have been devolved to regional and cluster levels.

In the Emergency Appeal, this unit did not function effectively and with speed to provide feedback on the Appeal documents from the National Societies. The ineffectiveness was because of challenges with mobilization and laxity on the part of technical experts from other departments to participate in providing feedback on the Appeals. The aforementioned issues resulted into delays in the start in the implementation of the Emergency Appeal activities and reduced the glamour of the Red Cross Societies as first responders in emergencies.

Other departments which are critical in emergency response and were not in the technical working group of the DCPRR are finance, logistics and communication. Communication is critical in appeals to advertise the appeal through various platforms and keep the world aware of the crisis and attract the attention of major donors. The finance department are to help in budget analysis and revisions of the Appeals. Lastly, logistics is critical in notifying the technical working group on availability of inputs to be used in the Appeal from any of the IFRC warehouses and whether the inputs can be sourced in the affected countries or have to be shipped to emergencies.

### 3.2.5 Synergies

**Cash transfer amounts:** In all the four countries, the National Societies worked together with partners in determining the amount to be transferred to beneficiaries through food basket survey. In Malawi, the National Societies worked with Goal Malawi in conducting food basket survey to determine monthly transfer to beneficiaries. In Namibia, the monthly transfer to the beneficiaries was in tandem with recommendations of the Directorate of Disaster Risk Management housed in at the Office of the Prime Minister. In Zimbabwe, Save the Children conducted a basket survey and determined USD 7 per person would adequately address the food needs of a household of a maximum of five people. Zimbabwe Red Cross and all NGOs working in cash transfer programing adopted the recommendation of Save the Children Basket Survey.

In Mozambique, the National Society used the voucher system to address the immediate needs of the beneficiaries. They heavily relied on the SPHERE standards to determine the value of the voucher, types and quantities of food the beneficiary could access in the open market.

**PNSs and IFRC funding:** Partner National Societies provided additional fund to the Appeal particularly in districts where the National Societies were undertaking long term programing. This was to prevent loss of benefits discerned from long term programing to the damaging effects of disasters. For example, the Finish and Danish Red Cross had long term programing in Malawi and Zimbabwe, and because they did not want to lose the gains made by the project, they financed the extended Appeals in some of the districts which benefited from the Emergency Appeal interventions. Bilateral agreements enabled National Societies to deliver the much needed assistance to beneficiaries particularly in cases when multilateral agreements was slow in remitting funds to National Societies.

**National Societies and Ministry of Agriculture:** To improve the resilience of the beneficiaries to shocks, the National Societies offered trainings in good agricultural practices and provides seeds and in some cases tools to the beneficiaries. The National Societies used the services of agricultural extension officers of the Ministry of Agriculture of respective countries. This was cost effective since the National Societies did not have to hire agriculture personnel on full salary and benefits. It helped save financial resources.

### 3.2.6 Feedback mechanism:

The Appeal obtained feedback from both beneficiaries and stakeholders through Post distribution monitoring. The PDMs mainly contained feedback regarding the following:

- Time taken to travel to the cash out points
- Time taken to cash out
- Beneficiaries' views on the sufficiency of the funds received
- Their preferred transfer modalities
- Knowledge of the complaints mechanisms
- Changes on the markets
- Issues to do with domestic violence which can be attributed to the cash transfer
- The challenges that they experienced

- How the beneficiaries spent the received cash.

The feedback mechanism did not capture complaints of exclusion from individuals who felt they met the criteria of beneficiary selection. For example, there were lots of complaints from individuals who were excluded in the project, who sort explanations of reasons for exclusion. However, the government who was a partner in the implementation of the Emergency Appeal activities had a “help desk” composed of members of village development committees and chaired by heads of local authorities. The help desk was used by the National Societies in beneficiary verification but not for other pertinent matters like handling complaints of exclusion. Other means of feedback was through the cash transfer committees and Suggestion boxes.

### **3.3 Effectiveness**

#### **3.3.1 Appropriateness of Emergency Appeal design**

The Emergency Appeal design was appropriate since its components covered the essential elements in emergency response viz Food, Health, Water and Sanitation. While food and health needs were address through cash transfer, the interventions also rehabilitated bore holes and water points to improve access to clean water. In addition, the beneficiaries received Hygiene training to promote good hygiene practices to prevent communicable and other opportunistic diseases.

#### **3.3.2 Accountability**

In terms of accountability, the Appeal had beneficiary list and telephone numbers from every project site which any authorized individuals could use to trace who benefited from the project. The telephone companies also kept a manifest which detailed names and the amount of money transferred to each beneficiary every month. The manifests were submitted monthly to the National Societies for scrutiny and verification. In addition, the National Societies also conducted post Distribution Monitoring to obtain feedback from beneficiaries who received the monthly transfers. In Mozambique, discussions with the project staff indicated that the activities (cash voucher, and livelihoods – seed distributions) were periodically discussed at all levels of Government structures – National (Technical Forum for Disaster Management), Provincial and District level as well as at the community committees for accountability and control. Evaluation interviews at the Provincial level however indicate that not much regular consultations were done with the Administration. The local authority in Mozambique were thought to be always part of response with the participation of Administrator and Head of Community Leaders (President), however, it seems limited consultation were done at this level once the operation began.

#### **3.3.3 Delivery of project output against planned objectives**

The evaluation assessed effectiveness in the lens of delivery of project output by making comparison between what was planned against what has been achieved in the detailed operations plan. At evaluation, Malawi Red Cross had achieved 68.1 % of the targets set in the detailed operation plan. They were yet to do the last cash distribution through mobile money transfer. Namibia Red Cross Society had achieved 89.2% of the targets set in their detailed operations plan. The society was actively implementing Emergency Appeal activities such as monthly cash transfers at the time of this evaluation. Zimbabwe Red Cross Society had implemented all the activities listed in their detailed operations plan. They did not achieve their target in the number of boreholes rehabilitated, Zimbabweans for Zimbabwe initiative and construction of water troughs. Mozambique Red Cross achieved 75.9% of the targets set in the detailed operation plan. All the National Societies which did not achieve all the targets set in the detailed implementation plan cited delays in the remittance of Emergency Appeal from IFRC cluster office.

#### **3.3.4 Internal systemic issues which affected expenditure /implementation**

The evaluation investigated internal systemic issues which affected the expenditure and implementation of the Emergency Appeal actions and noted the following: That, lead-time taken by the National Societies to consolidate and submit accountability documents was 33 days and the time taken by IFRC to reconcile the accounts and transfer the money was 14 days. A total of 47 days was used in processing cash requests and reconciling accountability

documents from the National Societies. This phenomenon slowed down the pace of implementation of the Emergency Appeal Actions.

The short periods (Usually a month) covered by the cash advances increased the burden of documentation on the part of the National Societies. The National Societies spent a lot of time accounting for the money they had spent in the implementation than engaging in effective planning to ensure timely delivery of project inputs.

Suspending further cash advances to National Societies as cases of misappropriation/unaccountability are investigated also delayed the implementation of the Emergency Appeal actions.

### 3.3.5 Risks, assumption and mitigation measures

In the implementation of the Emergency Appeal activities the following risks were assumed and mitigation measures put in place.

**Inflation:** In Mozambique, the main risk was large scale price increases of staple commodities and the weakening of the currency (metical) against the USD. To militate against the significant fluctuations in the commodity prices, CVM pre-negotiated the prices of the standard food basket with the suppliers.

**Access to project site:** Kunene region is remote and the residents are nomadic. Reaching the beneficiaries would be a challenge since they may have migrated to areas with better pasture and water for livestock. Namibia Red Cross used local radio station to announce its interventions and collaborated with the local government and traditional authority to inform the beneficiaries about the activities of the Emergency Appeal. Through the aforementioned channels Namibia Red Cross Society managed to reach the most affected with the Appeal Actions.

**Unavailability of staple food:** There was growing uncertainty of the availability of staple foods in the markets as well as the stability of grain prices throughout the lean season. The risk was that food stocks were reducing and beneficiaries would be forced to travel long distances to purchase food at high prices due to inflation. In coordination with partners like WFP, CARE and World Vision, Zimbabwe Red Cross monitored the availability of the staple foods in the market and their prices.

**Cash crunch:** Zimbabwe was facing liquidity crunch that reduced availability of the US dollar in the economy. Since the Emergency Appeal intervention was cash based, it relied on availability of cash within the rural areas so that beneficiaries are able to cash-out their mobile transfers. To guarantee the availability of funds, ZRCS received guarantee letters of financial liquidity from the mobile service provider's banker, NMB bank.

There was risk of floods in the districts where ZRCS works. The risk would hamper livelihood interventions, ability to monitor cash distribution and safety. To mitigate the risk, ZRCS worked closely with the meteorological department to plan operational implementation around down scaled seasonal precipitation forecasts.

**Gender Based Violence:** This would be common in cases where the beneficiary is not the decision maker in the household. Malawi Red Cross Society provided a platform for discussing gender issues and education on GBV and its effects at household level during the pre-distribution address. MRCS also trained its staff and volunteer on GBV to equip them to respond to such cases and avoid being the perpetrators themselves.

## 3.4 Impact/outcomes

It is important to note that the National Societies did not do adequate situational analysis to determine benchmark indicators of the three components (WASH, Health, Food security) of the Emergency Appeal to enable measurement of change resulting from the interventions. We have measured change where benchmark secondary data was available from the National vulnerability assessment reports.

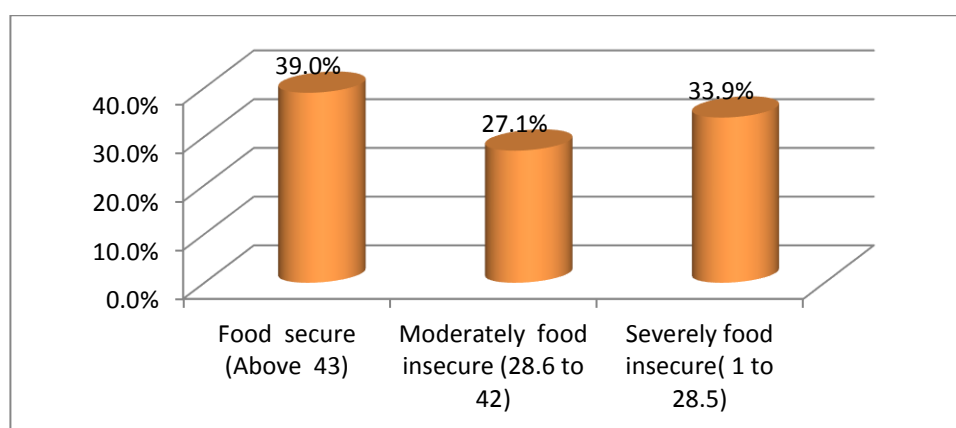
Despite the short period of implementation of the Emergency Appeal interventions, the evaluation noted tangible outcomes discussed in the sections below:

### 3.4.1 Food Scores

The evaluation assessed the various foods items consumed by members of beneficiary household in the following food categories in the week preceding the survey: Cereals, Pulses, Tubers, and Meat/Fish, Oil seeds, milk/Dairy products, vegetable and fruits. The number of times households consumed food items from each category was weighted based on nutrient content of foods in each category. The values were then summed to obtain the food consumption score of households.

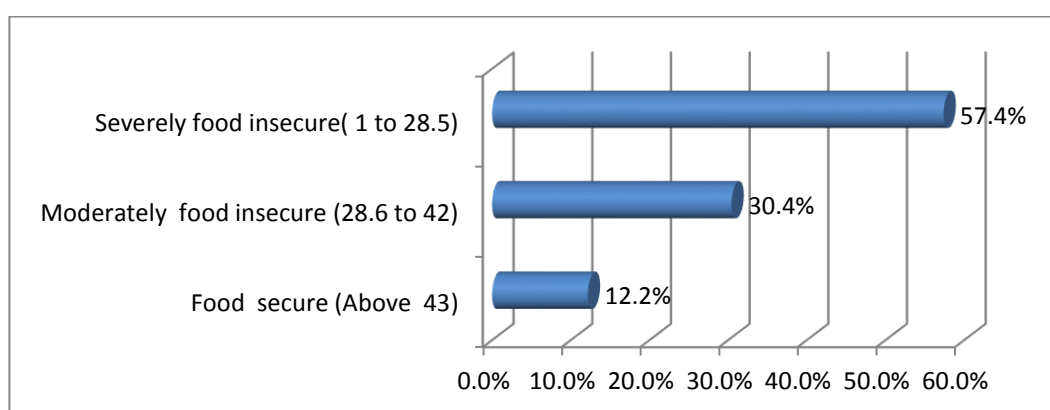
The vulnerability assessment conducted by the National Societies did not benchmark food security indicators which could be used for comparison. A bid to make “before” and “after” comparison failed since many beneficiaries could not recollect what they eat two years ago before the project. In Zimbabwe, the evaluation noted that 33.9% of the beneficiaries were food insecure. Their meals were composed of cereals on a daily basis and vegetables for a maximum of four days a week. The moderately food insecure were 27.1% whose diet was made up of cereals and vegetables on a daily basis plus oils/fats for five days and sugar products for three days in a week. Over three in ten (39.0%) beneficiary were food secure and were taking cereals, vegetables, oils, sugar and one day consumption of foods rich in protein.

Figure 3 Food consumption patterns in Zimbabwe



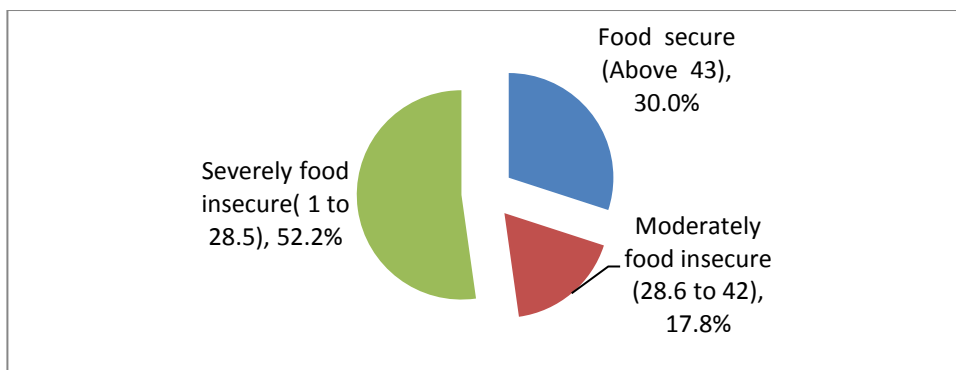
In Malawi, over half (57.4%) of the beneficiaries sampled were severely food insecure while 30.4% were moderately food insecure. Those who were food secure were only 12.2%.

Figure 4 Food consumption pattern in Malawi



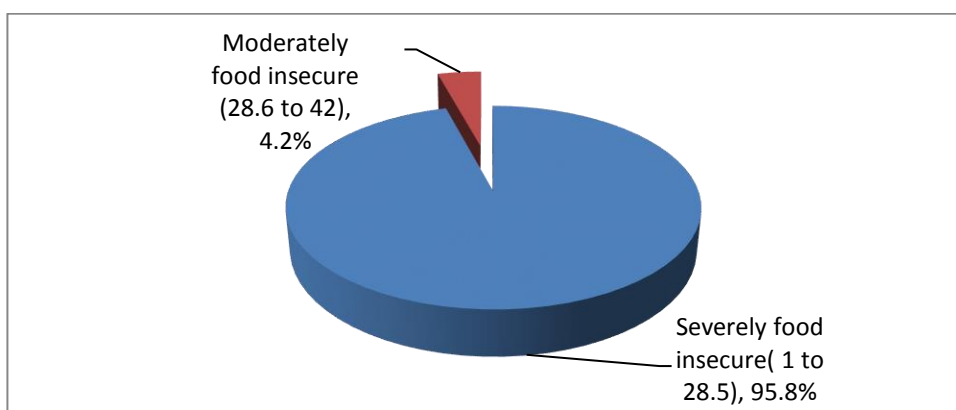
In Namibia, Kunene region, over half (52.2%) are severely food insecure while 17.8% were moderately food secure and the rest (30.0%) were food secure.

Figure 5 Food consumption pattern in Namibia



Mozambique was the worst hit by food insecurity. Over 95.8% were severely food insecure while the rest (4.2%) were moderately food insecure. Across all the four countries under review, the number of beneficiaries who are moderately and severely food insecure are an indication of poor dietary diversity. This needs to be closely monitored as it may lead to serious and undesirable future malnutrition consequences.

Figure 6 Food consumption pattern in Mozambique



### 3.4.2 Coping Strategy Index

Further, the study determined the coping strategy indices of the beneficiaries in the four countries under review. The study adopted the set of strategies and their severity weights used by the Vulnerability Assessment Committees four countries in the determination of Coping Strategy index of the Appeal beneficiaries. The set of coping strategies used by beneficiaries are eating less preferred foods; borrowing food/money from friends and relatives; limiting portions at meal time; limiting adult intake and reducing the number of meals per day.

The summation of the weighted frequencies of each coping strategies was divided by the number of households which utilized the particular coping strategy to obtain an index for the particular strategy. For example the summation of weighted frequencies of reducing the number of meals per day would be divided by the number of households which utilized this coping strategy in the week preceding the evaluation. The indices per coping strategy are then added and the total is divided by the number of coping strategies employed by the beneficiaries to obtain the global coping strategy index of the beneficiaries.

At evaluation, the beneficiaries were using less and less of the coping strategies compared to when the project began. In Zimbabwe, the average coping strategy for the two districts (Mzarabani and Mwenezi) sampled reduced from 18.5<sup>4</sup> to 5.3. In Malawi, the CSI reduced from 15.5<sup>5</sup> to 3.2, while in Namibia, the CSI reduced from 39<sup>6</sup> to 6.7. Mozambique Vulnerability Assessment Committee did not benchmark CSI by district and as such the study could not compare the

<sup>4</sup> ZIMVAC Rural Livelihood Assessment 2014/2015

<sup>5</sup> WFP report, December 2015, Concern for Food Security in the South

<sup>6</sup> Namibia Food & Nutrition Security, Monitoring Bulletin number page 6

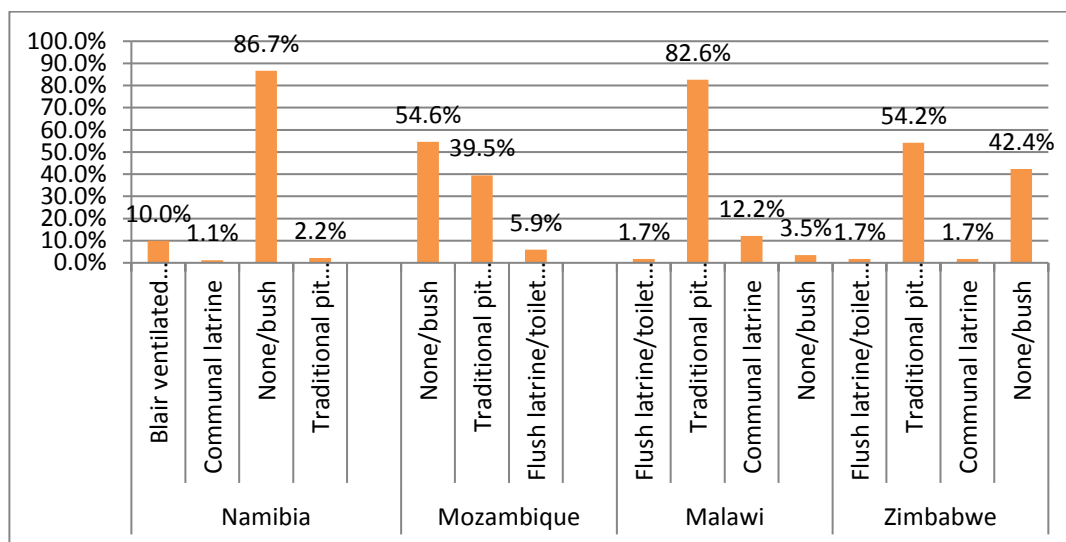
current CSI (6.7) to any reference. The reduction in the coping strategy index was because of the bumper harvest of major grain crops beneficiaries obtained from their farms just before the evaluation.

### 3.4.3 Toilet facilities

In Kunene region of Namibia, overwhelming majority (86.7%) of the beneficiaries had no toilets. They were defecating in bushes around their homesteads. In Mozambique and Malawi and those who had no toilets were 54.6% and 3.5% respectively. Slightly over four in ten (42.4%) of the beneficiaries sampled in Zimbabwe had no toilets.

The traditional pit latrine is in use among 2.2 % and 39.5 % of the beneficiaries in Namibia and Mozambique respectively. In Malawi and Zimbabwe beneficiaries using traditional pit latrine were 82.6% and 54.2% respectively.

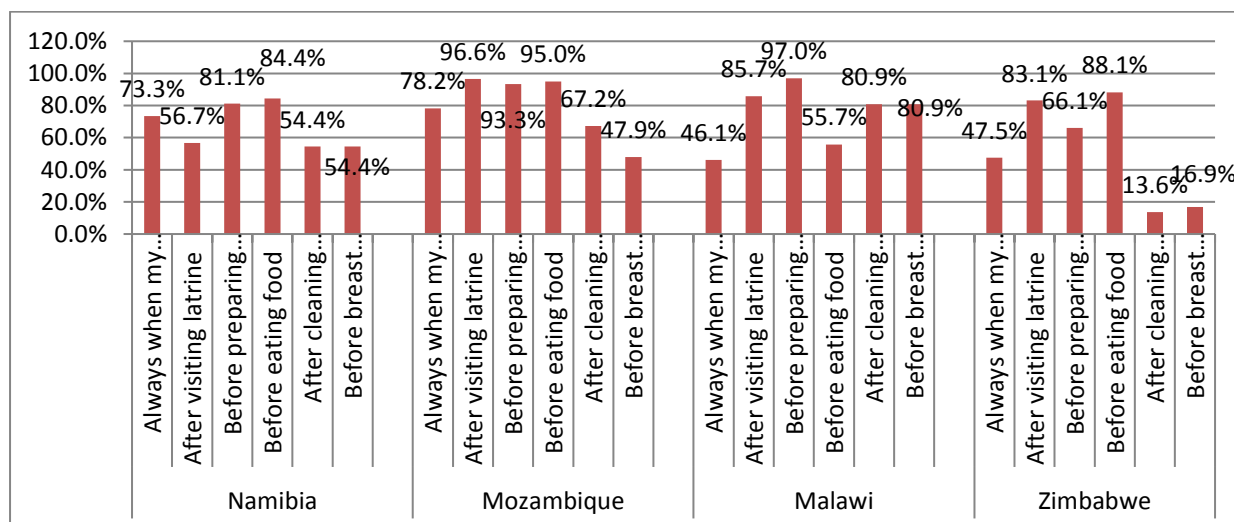
Figure 7 Use of toilet by beneficiaries



### 3.4.4 Hand washing

There was great level of awareness of the critical points of hand washing among beneficiaries. The evaluation assessed knowledge of critical point at which one essentially needs to wash hands and captured the following: Over half (54.0%) of the beneficiaries surveyed indicated that they wash their hands after cleaning children. Overwhelming majority (80.5%) of the beneficiaries indicated that it is important to wash hands after going to the toilet. Cleaning hands whenever they are dirty and before eating was cited by 61.3% and 80.8% of the respondents surveyed respectively. Other times when it is essential to wash hands cited by the respondents include after eating food, before preparing food for children, before cooking and after taking care of animals. The figure below summarizes responses of critical points at which one needs to wash hands by country

Figure 8 Awareness and practice of hand washing by country



### 3.4.5 Sources of drinking water by country

The evaluation investigated sources of drinking water of beneficiary households and noted the following: in Zimbabwe, 45.8% of the beneficiaries sampled were drawing potable water from boreholes; public taps (1.7%); protected well (27.1%); rivers (8.5%) and unprotected well (15.3%). In Mozambique majority (45.4%) of the beneficiaries were drawing drinking water from unsafe sources including rivers while the rest drew water from public taps (11.8%), water tanks (1.7%) and unprotected well (41.2%). In Malawi, majority (84.8%) of the beneficiaries drew drinking water from protected wells while other draw water from public taps, collects rain water, rivers, ponds and even canals. The table below shows various sources of drinking water by country.

Table 8 sources of drinking water by country

Source of drinking water	Malawi	Namibia	Mozambique	Zimbabwe
Public tap	1.3%	54.5%	11.8%	1.7%
Tube well/borehole	8.3%	18.9%		45.8%
Protected/common well	84.8%	6.7%		27.1%
Rain water	.4%			
Water tank	.9%		1.7%	
River	.4%		45.4%	8.5%
Pond	1.3%	4.4%		1.7%
Canal	2.6%			
Spring		4.4%		
Unprotected well		11.1%	41.2%	15.3%
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

### 3.4.6 Distance to water sources

Rehabilitation of boreholes and water points was one of the activities implemented in the emergency Appeal. The activity yielded increased access to safe water and reduced time taken by beneficiaries “to and from” the water sources. Over seven in ten (74.9%) beneficiaries collect water from sources which were between 30min-1 hour. Quarter (25.1%) of the beneficiaries sampled still take more than one hour to potable water sources.

Table 9 Time taken to sources of water

Time taken to water sources	Frequency	Per cent	Cumulative Per cent
Less than 30 minutes	170	34.1	34.1
30mins-1 Hour	203	40.8	74.9
More than one hour	125	25.1	100.0
<b>Total</b>	<b>498</b>	<b>100.0</b>	

### 3.4.7 Treatment of drinking water

The evaluation investigated whether or not the beneficiaries treat their drinking water to prevent waterborne diseases and noted the following: Slightly above quarter (25.7%) of the beneficiaries treat their water by boiling it while 32.5% treat their water using chlorine. Meagre 2.4% treat water through filtration and nearly four in ten (39.4%) beneficiaries indicated that they do not treat their drinking water.

Table 10 treatment of water by beneficiaries

Water treatment	Frequency	Per cent	Cumulative Per cent
Yes by boiling it	128	25.7	25.7
Yes using chlorine	162	32.5	58.2
Filtration	12	2.4	60.6
No	192	38.6	99.2
Does not know	4	.8	100.0
<b>Total</b>	<b>498</b>	<b>100.0</b>	

### 3.4.8 Health

The study investigated whether people in beneficiary households suffered diarrhoea in the two weeks preceding the evaluation and noted the following: Slightly above two in ten (22.0%) members of beneficiary household especial the under 5, suffered diarrhoea in Zimbabwe. In the remaining three countries slight above one in ten (17.0%) of children

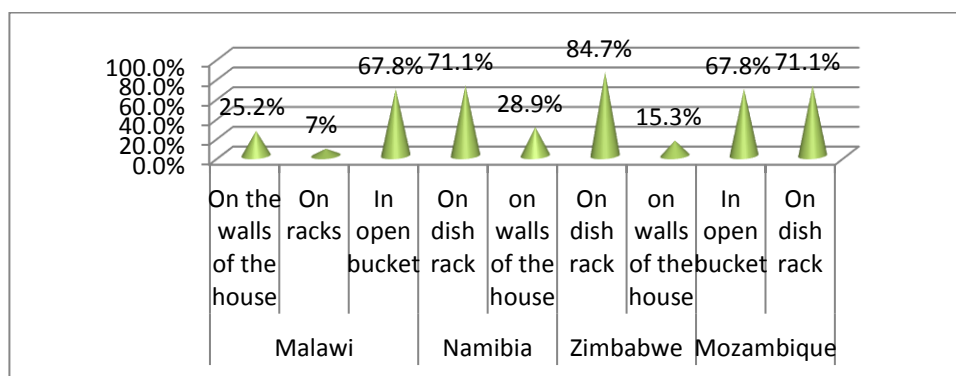
under 5 in beneficiaries household suffered diarrhoea. The few cases of diarrhoea in among under five can be attributed to improved hygiene practices in beneficiary households. In addition greater proportion of beneficiaries in the four countries under review reported no cases of diarrhoea among members of their households. The beneficiaries know and practice the following: Use safe drinking water; use of and cleaning of latrine; washing hands; observing safe personal hygiene/keeping clean and environmental cleaning.

**Table 11 Diarrhoea attacks by country**

Diarrhoea in household	Namibia	Zimbabwe	Malawi	Mozambique
yes, children under 5 years	17.8%	22.0%	17.0%	17.0%
yes, person over 5	14.4%	6.8%	38.7%	38.7%
no	67.8%	71.2%	44.3%	44.3%
<b>Grand Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

The beneficiaries in the four countries under review practiced kept their utensils in the following manner: In Malawi most (67.8%) of the beneficiaries kept their clean utensils in open bucket while those kept their utensils on the wall and the racks were 25.2% and 7 % respectively. In Namibia, majority (71.1%) kept the utensils on dish racks while 28.9% hanged their utensils on the walls of the house. Over eight in ten (84.7%) of beneficiaries in Zimbabwe kept their clean utensils on the rack while 15.3% kept them on walls of their households. In Mozambique, the beneficiaries kept the utensils in open bucket (67.8%) and dish racks (71.1%)

**Figure 9 Practices of storing utensils**



### 3.4.9 Case studies

The evaluation documented cases studies which are thick descriptions of changes in the life of the beneficiaries as a result of actions of the Emergency Appeal.

#### 3.4.9.1 Helen Tarisai- Local poultry and guinea fowl production

Helen is a thirty three year old mother of five children. She has two boys and three girls. Muzarabani is a disaster prone area and is often affected by flood and drought. Helen was selected to benefit from the Emergency Appeal because she had children and she was living in abject poverty. The drought had overwhelmed her capacity to cope and she had started feeling the damaging effects of drought which forced her to sell her assets to feed her family. When Helen received her first disbursement, she bought food with larger portion of the money she received the saved the rest to start a business. She chose to do local poultry and guinea fowl production since she heard from a friend that there is high demand for poultry in the capital city Harare. She started with five guinea fowls and each lay close to hundred eggs. For her stock of birds to survive, she only needed little stock of grain to feed them in the morning and rest of the time, the birds would feed freely in the bushes around her village. At evaluation, Helen had a stock of 100 guinea fowls which was waiting to fatten and client and then supply to her clients in Harare. From the sales of guinea fowls she bought four goats which have since multiplied to ten. At evaluation, she was getting clearance from a vet of the stock of fowl she was to supply to her clients in Harare.

**Picture 1 Local Poultry and guinea fowl production by a beneficiary in Zimbabwe**



#### **3.4.9.2 Samuel Maboko Marhura- Farmer**

Samuel has been a farmer for many years and he has been planting seeds obtained from the last season's harvest. From his one acre farm he has been obtaining very little harvest because of low amounts of rainfall which characterize his community. Samuel received seed assistance from the Emergency Appeal which he planted in his one acre farm. He obtained a bumper harvest of one tonne of sorghum last season.

Samuel also keeps local poultry and guinea fowl. He has not established clientele for his poultry and guinea fowl but he is looking forward to sell them in local markets to be able to pay school fee for his children.

#### **3.4.9.3 Uempa Kavari – casual labourer – Opuwo Rural-Namibia**

Mrs Kavari's community was heavily affected by drought. Mrs Kavari lives in a semi-urban setup of Opuwo rural few kilometres outside of Opuwo town. During drought Opuwo rural communities lack manual works to do to earn money to enable them meet their daily household needs. This leaves members of Opuwo rural community vulnerable to the damaging effects of climate related disasters such as drought. Mrs. Kavari being a single mother fits in the selection criteria of the Namibian Red Cross Society to benefit from the Emergency Appeal actions.

When she got her first disbursement she went shopping for food to settle her families immediate food needs. She did not spend all the N\$ 700 which received from the Namibian Red Cross Society. Every time she received her monthly disbursement, she saved a portion of it which she used to purchase construction materials. At evaluation, she had bought enough material and construction of her household was on-going. She hopes to finish the construction and provide a decent home for her two children.

#### **3.4.9.4 Sylvester Chivet- Farmer in Chibote district Mozambique**

Sylvester and the family are farmers who planted watermelons and bean among other crops. During drought, their crops withered in the fields and their hopes of good harvest were killed. The rivers, dried up and they could not carry-out manual irrigation to save their crops. Sylvester like many villagers had to kill their livestock at the onset of the drought to feed his family. Since the village was hard hit by the drought, members of his family had to walk 5km to fetch water. Sylvester is visually impaired and he fitted in the selection criteria of those who were to benefit from the actions of the Emergency Appeal. Mozambique Red Cross Society, provided assistance to hard hit families of food, tools, seeds and training to strengthen their resilience to future crisis and climate change related disasters.

Sylvester's family planted the drought resistance seed variety they received from Mozambique Red Cross Society and obtained a bumper harvest.

## **4 Best practices**

In the implementation of the Emergency Appeal actions, the evaluation noted best practices related to sharing of knowledge between the Partner National Societies, IFRC and the National Societies; involvement and participation of beneficiaries in the project activities.

### **4.1 Involvement and participation**

In the Emergency Appeal, beneficiaries were involved from the onset of the implementation of the project activities. The beneficiaries were involved in the situational analysis particularly during vulnerability assessment by the village civil protection committees in which the National Red Cross is a member. Secondly, beneficiaries participated in the selection of the Emergency Appeal beneficiaries which was carried out in a participatory manner in all the district and

villages targeted. In all the countries under review, there were beneficiary committees who were tasked with responsibility of vetting the beneficiary registers to avoid double intakes and for accountability during cash distribution. The mobile money service providers, distributed cash to beneficiaries in the presence of the beneficiary committee members. In addition, they were also involved in the post distribution monitoring as a feedback mechanism and accountability.

Beneficiaries were the main participants in the trainings offered by National Societies in the four countries under review. They participated in trainings to promote good hygiene practices and those which promoted good practices in agricultural production to improve yields and increase their resilience to climate change related disasters.

## 4.2 Knowledge sharing

In cases where there was capacity deficits in the National Societies, IFRC and Partner National Societies filled the gap by posting delegates with the expertise to countries under review. For example, In Malawi, there was a capacity gap related to cash transfer programming. The British Red Cross Society seconded a delegate to Malawi to provide training to both the national staff and volunteers on cash transfer programming.

## 4.3 Audit assessments

The audit team from headquarters in Geneva works on planned schedule and visits all countries and National Societies implementing IFRC funded projects and programs. The team conducts institutional audits including finance, human resource among others. IFRC also sends out finance delegate to conduct audits and reconciliations on utilization of DREF on a need by need basis.

## 4.4 Initiatives to raise own funds

Two of the National Societies under review namely Namibia and Zimbabwe attempted to raise financial resources from their national initiatives dubbed Namibian for Namibia and Zimbabweans for Zimbabwe respectively. The initiative received both cash and in-kind donations which went a long way in saving financial resources for the National Societies addressing the immediate needs of their beneficiaries.

# 5 Sustainability

The evaluation assessed sustainability of the Actions of the Emergency Appeal with regards to the extent of capacity building; long term programming supported by PNSs; coordination with government; how cross-cutting issues such as gender and HIV were mainstreamed.

**Capacity building:** Alongside food assistance, beneficiaries received various trainings to improve their knowledge in hygiene and good agricultural practices to improve crop production. The knowledge with the lead farmers and volunteers will be cascaded in the community to improve agricultural production and hygiene practices even after the exit of the Red Cross Society.

**Long term programming and Emergency Appeal:** The PNSs funded longer programs in some of the districts which were affected by drought and floods in the four countries under review. To safe guard the gains discerned from the long terms programs, the PNSs provided the National Societies with extra funding to implement the Emergency Appeal actions with the same beneficiaries.

**Coordination with the government:** The actions of the Emergency Appeal were consistent with those of the government particularly those of the department of social services and civil protection which provides assistance to the most vulnerable during emergencies. This implies that even after the exit of the Red Cross Society, the departments will continue assisting the most vulnerable in disaster.

In improving the knowledge of farmers in good agricultural practices, the National Societies sought the services agricultural extension officers under the Ministry of Agriculture in the four countries under review. The officers will continue supporting the farmers even after the exit of the Red Cross Societies.

**Gender issues:** Gender issues were integral part of the Emergency Appeal particularly the GBV. Cash transfer programming is a trigger for violence particularly during distress and when the recipient is the woman. To minimize violence, the National Societies sensitized beneficiaries on GBV to safe guard the gains made in households with regards to food security. Largely, women were selected to be the recipients of the cash

transferred to household; this reduced the risk of the money being diverted to non-priority uses but to improve food security of the household members.

**Provision of seeds:** The beneficiaries were provided with drought resistant seeds which can do well even with very minimal rains to improve resilience through increased food production. In addition, the seed variety of drought resistant crops introduced to beneficiary by the project will provide seeds for future planting since they remain viable for a long time under proper storage.

## **6 Selection of Cash transfer service provider- WHY GET-CASH**

Conventionally the mobile money transfer is largely a domain for established and reputable mobile telephone service providers in all countries under review. For example, in Malawi, the National Society contracted the services of Airtel for monthly disbursements to beneficiaries. In Namibia and Mozambique, Tribesman Revenue Solutions and Vodacom were contracted to provide mobile money transfer services respectively. The National society in Zimbabwe did not use the conventional mobile telephone service provider for cash transfer programing. The likes of Eco-cash with large coverage and experience with NGO had not worked in emergency mode which limited their effectiveness in cash transfer programing. Most NGOs in Zimbabwe used Eco-cash in their cash transfer program, however, all of them complained that the money transfer notifications were not reaching beneficiaries in most cases. Because of the aforementioned, Zimbabwe Red Cross Society opted to use GET CASH- a cloud based mobile money transfer network which is independent of any mobile service operator. GET-CASH was also offering a flat rate service charge on transaction of any amount. GET-CASH like other mobile money transfer companies are regulated by the Central bank of Zimbabwe. Zimbabwe Red Cross Society procurement team carried out due diligence on the company through office inspection and visiting their bank to assess their financial capacity. GET-CASH had an edge over the conventional service provided because even in the cash crisis they were able to obtain money and distribute to beneficiaries at the required time.

## **7 Lesson learnt**

### **7.1 Cost efficiency**

Cash program saves costs of management, transport and logistics. Cash program is cheaper than classic food aid distribution which needs a lot of resources to manage in terms of procurement of suppliers and transporters. The elimination of the bureaucratic process such as those in procurement and arrangement of logistics reduces chances of fraud and corruption in cash transfer programs.

### **7.2 Security risk**

When money is transferred to an individual through the phone, the beneficiary collects the money at his/her convenient time. This reduces visibility of the beneficiaries than when all registered beneficiaries flock a market to pick cash or in-kind assistance.

### **7.3 Anti-social use**

When there are pressing needs in households like those of beneficiaries, and money is transferred to female members of the household, it is more likely the money would be used to settle pressing needs than used anti- socially. The evaluation did not establish any form of anti-social use of the cash assistance which the beneficiaries receive from the actions of the Emergency Appeal.

## 7.4 Gender

Many registered recipients of the cash assistance were women. They have acquired greater decision making power in the household over how cash is to be utilized and have more control within the household. We asked in a focus group discussion if the male household members were happy with the arrangement and the community was positive that indeed men are happy with that arrangement since it eliminates diversion of resource to extramarital affairs.

## 7.5 Choice and flexibility

All forms of cash transfer (Mobile or voucher) which the Emergency Appeal utilized gave the beneficiaries the dignity of choice in open air markets. General food distributions for instant does not take care of the preference of the beneficiaries and often such assistance have ended in local markets in exchange of money.

## 7.6 Market impact

Cash transfer is likely to have positive effects on the local markets and are less likely than in-kind assistance to have disincentives effects of discouraging local trade. Other than purchasing items in the open market organized by the Red Cross Society, the beneficiaries who received cash spent it in purchasing essential goods in the local markets. In the wake of cash crisis like in Zimbabwe, use of mobile cash to transact enabled beneficiaries to obtain from traders essential goods to address their immediate food and non-food needs.



## 7.7 Consumption and nutrition

Cash has promoted diet diversification by enabling people to buy a wider range of food staff from the open market. Besides improving the beneficiary household diet, community diet has also changed particularly in where beneficiaries used the cash to start business/trade of priority items to the community which were unavailable before the Emergency Appeal action.

# 8 Recommendations

**Community-based targeting and beneficiary selection:** The use of current method of beneficiary selection has left many in the community wondering if indeed National Societies were targeting the very poor and vulnerable in the community. There has been a number of complains in the communities Red Cross Societies work of the highly vulnerable households being left out in the list of those selected to benefit from National Red Cross Societies programs. The evaluation mission found widespread support for clear and highly transparent processes of community-based beneficiary selection. The high levels of participation in the village meetings will mean that the community shall have the opportunity to decide the households with the greatest need, in particular vulnerable groups.

National societies should adopt the use of score card method which envisages the following:

-  Mobilization and sensitization of the community on the project approach, project objectives to raise enthusiasm
-  Involvement of local authorities and beneficiary committees for their support in all phases of the project.

The data collected and the results of the score card allows the sorting of households by degree of vulnerability for each sector. The results of the scorecard are then displayed to all beneficiaries so that, should there be complaints, they are addressed through a complaint response mechanism. The selected beneficiaries are further engaged in focus group discussions to determine various aspects of the assistance, e.g. type of items and their prices to be later discussed with the suppliers.

With the use of score card methodology and involvement of the community members aims to draw out local knowledge and criteria on which to judge poverty/vulnerability. The ranking is based on the subjective views of the people in the community, who generate their own criteria with which to rank vulnerability. Visual factors may play a part in the assessment of vulnerability, but community members are free to choose those criteria that are important to them, which usually include socio-psychological factors that are neither visible nor easily accessed without a good understanding of the community. With this methodology IFRC will manage to include the destitute in its actions.

**Adequate situational analysis:** The National Societies needs to undertake adequate situational analysis beyond the figures of the absolute number of persons affected by disasters. The situational analysis should encompass determination of indicators of all components of the Emergency Appeal. The indicators so determined, will be useful in measuring real change resulting from Red Cross Societies Action.

**Cash in advance system:** The cash in advance system ensures proper accountability of the amount of money requested from IFRC by National Societies. IFRC should consider increasing the advance to cover a minimum period of three months to reduce the burden of documentation on the part of the National Societies during accountability. It will also allow the National Societies ample time of utilization and accountability of cash advances particularly in cases where there is interference by natural causes (floods) in the implementation of Emergency Appeal Actions. Suspending further cash advances as cases of misappropriation are investigated, delays the implementation of the Emergency Appeal actions. Other ways of dealing with such cases include asking the National Societies to use their reserves which would be replenished less the amount the investigation shall reveal was misappropriated.

**Coordination meetings:** Attending in-country cluster coordination meetings should be mandatory responsibility of national staff of all National Societies. Attending such meeting will enable national societies to tap on the donor resources in-country and reduce dependence on Partner National Societies and IFRC funding. The national Societies should be prepared to form consortiums particularly with organizations implementing long terms programs in disaster prone areas to increase their appeal through increased coverage and capacity which is attractive to large donor funding.

**Feedback mechanism:** The National Societies are using conventional feedback mechanism such as the suggestion boxes, help desk, cash transfer committees, village civil protection committees and post distribution monitoring. To ensure confidentiality, the Red Cross Society should adopt the use of hotlines for the specified duration of the Emergency Appeal. The hotlines are also quick/instantaneous and convenient.

**Secure distributions:** The National Societies distributed cash through various means including Mobile money transfers and in-kind/voucher system. Indeed the national Societies have used the most invisible means of offering assistance to the highly vulnerable households which ensured dignity of choice and safety of the beneficiaries. The National Societies should continue using mobile cash transfer/voucher systems since they are invisible and secure methods of offering assistance.

**Dependency syndrome:** The Red Cross Societies long term emergency programmes in the form of cash transfer could strengthen the so called “dependency syndrome” among beneficiaries. In order to avoid this, Red Cross Societies need to developed different modalities of cash transfers (conditional cash transfer) especially in targeting households with able bodied people.

**DCPRR technical working group:** This group is largely composed of experts from WASH, Health and Food security and livelihoods departments. The technical working group should be expanded to include the finance, logistics and communication departments. The finance department will help in the analysing the financial proposal while communication will help in advertising the Appeal through various media and logistics will help identify which warehouse(cluster or regional) have essential items to be used in the Appeal or whether the essential items can be sourced in-county. These members of the technical working group should be proactive in provision of technical support for effective implementation of Emergency Appeals.

**Mainstreaming DRR in Emergency appeal:** The National Red Cross Societies should consider mainstreaming Disaster Risk Reduction in Emergency Appeal to enable the vulnerable know their risks; priority risks; carryout risk assessments; establish early warning systems and be prepare for the disaster. In this manner, the beneficiaries will be protected from the damaging effects of the disasters in their community.

**Behaviour Change Communication:** The use of drama to pass WASH messages to beneficiaries was effective way of promoting learning since it encouraged learning by observation. In cases where levels of literacy are very low, drama in local language would be effective in passing on the WASH messages as was the case in Malawi.

**Cash transfer versus Voucher system:** The cash transfer and the voucher system complements each other particularly in areas of weakness. The biggest advantage of mobile cash transfer is the flexibility of use of mobile money. Beneficiaries did not need to have liquid cash to transact; they could send money to traders through the mobile phones and obtain food and non-food items to address their priority needs. For example in Zimbabwe, beneficiaries were able to obtain food and non-food items from traders even during the cash crisis. In the four countries under review, cash transfer was largely done through mobile phones which were dependent on the network coverage of the service provider. Voucher system on the other hand is dependent on the willingness of the vendors to participate in the project. The two systems can be used where the other is deemed to be weak.

## 9 Annexes

### Annex 1: Tools



Household  
questionnaire for SAF



Household  
questionnaire for SAF



Household  
Questionnaire for the



Household  
questionnaire for SAF

Food scores



Food Score  
calculation.xlsx

Coping strategy index



Worksheet in C  
Users user Download:

## Annex 2: KII PARTICIPANTS

	<b>NAME</b>	<b>POSITION</b>
1.	Agnes Mungatta	Program Policy officer-CBT
2.	Nomthandazo Musengezi	Program Associate- CBT
3.	Tsungai chibwe	Program Policy officer
4.	Chivanla Albert	Chief Executive officer-Mwenezi
5.	Manikwa Kennedy	Chairperson Civil protection
6.	Tazwivinga Mberi	Social Welfare Officer
7.	Mrs. Ennie Ciwachiwa	Chief Executive officer- Muzarabani
8.	Medicine Mavhond	Chief Executive Officer GET-CASH
9.	Bricks Namwandi	Regional Manager Kunene region
10.	Marla Dave	Director of Operations
11.	Renhold kambule	National Disaster Risk Reduction Coordinator
12.	Pamela Torto	Program Manager monitoring and evaluation
13.	Naemi Heita	Regional Disaster Risk Reduction Coordinator
14.	Mr. K. Kitadzaushe	Director of Operations
15.	Roster Kufaudaiko	Program Assistant DRR, Malawi RC
16.	Hilma Kambumbu	PMER, Namibia
17.	Evelyn Morehead	DRR coordinator, British RC Southern Africa
18.	Jamie LeSueur	Disaster Management Coordinator, Southern Africa
19.	Nicole Fassina	Regional Program Manger Disaster Risk Reduction
20.	Florence Magwende	PME, Southern Africa
21.	Pamela Torto	PME, Zimbabwe
22.	Lorraine mang'wiro	DRR Coordinator, Southern African
23.	'Kaisa Rouvinen'	Delegate, Finish Red Cross
24.	Yauna Goban	Victim Support Unit –Nsanje
25.	Paul Wizilephiri	Volunteer Malawi Red Cross.
26.	Amphry Madarasi	DRR Officer, Nsanje
27.	Michael Chanza	National DRR officer Nsanje
28.	Martin Chiwanda	Assistant DRR Officer
29.	Macgravary Tchapo	Assistant DRR Officer
30.	Cedrick Saugira	Social Welfare Officer
32.	Sternly Mascla	Chairman District council
33.	Franklin Yonamu	PMER Manager, Malawi
34.	Paulo Matusse	DM Officer, CVM Mozambique
35.	Charles Chibwan	District Commissioner, Nsanje
36.	Fabian Forter	Child protection Officer, Nsanje

## Annex 3: FGDS PARTICIPANTS

### Zimbabwe FGD List



FGD participant in  
Mwenezi.pdf



FGD participants in  
Muzarabani.pdf

### Malawi



FGD Malawi  
Phalombe & Nsanje.p



FGD Malawi  
government staff nsa

### Namibia



bENEFICIARIES.doc  
x

### Mozambique

## Annex 4: Objectives and activities implemented in the Emergency Appeal

Mozambique	Activities
To Increased CVM Visibility and information sharing with communities	<ul style="list-style-type: none"> <li>• Media tours</li> <li>• Procurement of visibility materials (t-shirts, hats and bibs)</li> </ul>
To ensure the management of the operation is informed by a comprehensive assessment, monitoring and evaluation	<ul style="list-style-type: none"> <li>• Post distribution monitoring by volunteers</li> <li>• Pre-assessments in targeted districts</li> <li>• Beneficiary Satisfaction Survey (ODK)</li> <li>• HQ Monitoring</li> <li>• The findings of evaluations lead to adjustments in future planning</li> <li>• Final external evaluation</li> </ul>
To address immediate food needs of the disaster affected population (14,767 beneficiaries, 2,953 households) are met through cash transfer for 9 month	<ul style="list-style-type: none"> <li>• Designing of beneficiary selection tools</li> <li>• Beneficiary selection and verification</li> <li>• Preparation of monthly CTP distribution and uploading of plan</li> <li>• Beneficiary training and sensitization on CTP</li> <li>• Training of 197 volunteers in CTP management</li> <li>• Engaging of local service providers CTP</li> <li>• Training volunteers on MUAC, nutrition, GBV, hygiene etc.</li> <li>• Community notification of distribution date and time</li> <li>• Distribution of cash amounting to USD to 2,954 households for 9 months</li> <li>• Post distribution monitoring, reporting and feedback to partners</li> <li>• Procurement of CSB for 3,618</li> <li>• Distribution of CSB</li> </ul>
To ensure Livelihoods of 1,476 households are reinforced to build community resilience in targeted districts	<ul style="list-style-type: none"> <li>• Assessment and targeting of beneficiaries</li> <li>• Local procurement and distribution of seeds and fertilisers</li> <li>• Awareness sessions on good agricultural practices by Extension Officers</li> </ul>
Zimbabwe	Activities
To improve access to safe water for human consumption and livelihoods	<ul style="list-style-type: none"> <li>• Water point assessment</li> <li>• Selection of water points for rehabilitation</li> <li>• Rehabilitation of 25 water points</li> <li>• Construction of 25 water troughs</li> <li>• Training and establishment of 25 water point committees in borehole maintenance and monitoring and hygiene promotion</li> <li>• 60 volunteers trained in Participatory Health and Hygiene Education (PHHE or PHAST methodology)</li> <li>• Community education on health and hygiene promotion, HIV prevention, Gender Based Violence and nutrition training</li> <li>• Awareness sessions in schools, public gatherings and household visits</li> </ul>
To Increase food security and dietary diversity at for 2,166 households (10,831 beneficiaries) through better farming and access to better nutrition	<ul style="list-style-type: none"> <li>• Designing of beneficiary selection tools</li> <li>• Beneficiary selection and verification</li> <li>• Malnutrition screening and referrals of the severely malnourished people to health centres</li> <li>• Preparation of monthly mobile cash transfer and uploading of plan</li> </ul>

	<ul style="list-style-type: none"> <li>• Beneficiary training and sensitization on mobile cash transfers</li> <li>• Volunteers trained in beneficiary selection</li> <li>• Managing of mobile cash transfers</li> <li>• Engaging of local service providers for cash distribution</li> <li>• Community notification of distribution</li> <li>• Distribution of cash amounting to USD 48 per month to 2,166 households for 5 months</li> <li>• Post distribution monitoring, reporting and feedback to partners</li> <li>• Training of 100 lead farmers in crop production, seed preservation, food processing and preservation, market linkage / marketing and costing for income generation (training on traditional</li> <li>• farming systems also to be taken into consideration for good high yielding harvests)</li> <li>• Identification of short season varieties that are tolerant to drought and traditional varieties that are</li> <li>• cheaper and locally available</li> <li>• Post-harvest technology and nutrition training for improved dietary intake at household level targeting</li> <li>• 100 lead farmers</li> <li>• Cascading of training to 2,166 households by lead farmers.</li> <li>• Distribution of drought resistant vegetable seeds to 2,166 households</li> <li>• Monitor good practices by households in post-harvest handling</li> </ul>
To Increase ZRCS Visibility and information sharing with communities	<ul style="list-style-type: none"> <li>• Media tours</li> <li>• Procurement of visibility materials (t-shirts, hats and bibs)</li> </ul>
To ensure Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation	<ul style="list-style-type: none"> <li>• Branch capacity assessments in the targeted districts.</li> <li>• Pre-assessments in targeted districts (for markets and livelihoods)</li> <li>• Training of 20 volunteers on ODK (10 in each district)</li> <li>• Monthly post cash distribution monitoring by volunteers</li> <li>• Beneficiary survey on CTP utilisation and satisfaction Monitoring by headquarters' staff</li> <li>• Inception training</li> <li>• Operation review workshop</li> <li>• End of implementation evaluation</li> </ul>
<b>Malawi</b>	<b>Activities</b>
To address immediate food needs of 10,000 beneficiaries (2,000 households) are met over a period of six months	<ul style="list-style-type: none"> <li>• Information for authorities - awareness session in district assemblies</li> <li>• Targeting process, identification and registration</li> <li>• Survey verification</li> <li>• Training on beneficiary identification, registration, rapid assessment and field data collection and analysis</li> </ul>

	<ul style="list-style-type: none"> <li>• Coordination with Ministry of Health for development of a referral system for malnourished people</li> <li>• Establishment of CTP and payment mechanism processes</li> <li>• Operational training to staff and volunteers on CTP and monitoring on the utilization and adequacy of transfers to meet household food needs</li> <li>• Validation of beneficiary lists and establishment of an accountability mechanism (including beneficiary communication and feedback systems)</li> <li>• Cash distributions</li> <li>• Mobile providers input into training of volunteers in mobile phone registration, provision of free Sim cards, reduced price handset provision to beneficiaries with no existing phone</li> <li>• Monitoring of malnutrition indicators</li> <li>• Monitoring and evaluation of the CTP</li> <li>• Coordination with Ministry of Health for monitoring of referral malnutrition cases</li> <li>• Training and capacity building in CTP among the staff and volunteers</li> <li>• Development of CTP preparedness plan for future operations</li> </ul>
To ensure Livelihoods of 1,000 households are reinforced to build community resilience in targeted regions	<ul style="list-style-type: none"> <li>• Assessment to identify most vulnerable households that have capacity to work and have available land for planting</li> <li>• Conduct specific needs assessment via Ministry of Agriculture to identify most appropriate items to be distributed depending on the market availability and period</li> <li>• Assessment to establish capacity of local traders to provide proposed seeds and fertilizers</li> <li>• Organize procurement of seeds and fertilizers for 1,000 farmers</li> <li>• Training of 100 lead farmers in agricultural production and nutrition</li> <li>• Cascading of agricultural production and nutrition training</li> <li>• Conduct distribution of seeds and fertilizers by volunteers Monitoring and Evaluation</li> </ul>
To ensure the management of the operation is informed by a comprehensive assessment, monitoring and evaluation system	<ul style="list-style-type: none"> <li>• Management of the implementation team</li> <li>• Coordination and engagement with key stakeholders, partners, and operational agencies</li> <li>• Joint monitoring of operations</li> <li>• Evaluation of the impact of assistance delivered</li> </ul>
To Increase MRCS Visibility and information sharing with communities	<ul style="list-style-type: none"> <li>• Media tour</li> <li>• Procurement of visibility materials, -shirts, hats and bibs</li> </ul>
<b>Namibia</b>	<b>Activities</b>
To address immediate food needs of 2,000 beneficiaries are met	<ul style="list-style-type: none"> <li>• Selection and Registration of beneficiaries</li> <li>• Procure cooking materials for each kitchen in each region</li> <li>• Procure foods items for soup kitchen</li> <li>• Build structures in identified areas</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide meals at soup kitchens</li> <li>• Train volunteers in MUAC and referral systems</li> <li>• Conduct MUAC and refer to relevant agencies</li> </ul>
To ensure livelihoods among targeted population are improved	<ul style="list-style-type: none"> <li>• Identify and train 100 lead farmers (20 per region) in conservation agriculture and usage of drought tolerant, early maturing crops varieties and introduction to livestock and rangeland management</li> <li>• Cascading of trainings in best agricultural practices</li> <li>• Cascading of training to a target of 300 farmers by lead farmers</li> <li>• Procure and distribute maize and pearl millet (mahangu) seeds to 1,100 farmers. (25 kg of maize seed, 25 kg of mahangu seed per lead farmer) for a field of up to 4 ha</li> <li>• Post-distribution seed monitoring</li> <li>• Establish farmer cooperatives to share best practices</li> </ul>
To ensure Reduction in risk of waterborne and water related diseases in targeted communities	<ul style="list-style-type: none"> <li>• Assessments to identify 10 water points</li> <li>• Procurement of water point rehabilitation equipment</li> <li>• Rehabilitation of 10 water points</li> <li>• Establish and train water point committees who will participate in rehabilitation activities and have ownership over the maintenance of the water points</li> <li>• Training volunteers in Hygiene Promotion</li> <li>• Development IEC materials on hygiene promotion</li> <li>• Conduct community hygiene promotion (including HIV and AIDS awareness) in conjunction with other planned activities</li> </ul>
To ensure NRCS effectively implements the operation and improves their presence and communication within the affected communities	<ul style="list-style-type: none"> <li>• Project initiation meeting with all Stakeholders</li> <li>• Initial assessments to identify water points and asses the market capacity</li> <li>• Procure ODK equipment kit</li> <li>• ODK training</li> <li>• Beneficiary satisfaction survey using ODK</li> <li>• Establish beneficiary complaints and feedback mechanisms (Suggestion Boxes and Help desks)</li> <li>• Development of monitoring tools and systems</li> <li>• Post-feeding monitoring Monthly and quarterly field visits</li> <li>• Final evaluation and lessons learnt workshop with local stakeholders</li> <li>• Procurement of visibility material (Hats, T-Shirts and Bibs)</li> <li>• Conduct media tours and hold press conference</li> </ul>

**IFRC Management Response to Recommendations for Evaluation of Southern Africa food Insecurity Appeal Implemented in Zimbabwe, Malawi, Mozambique and Namibia**

**Background information:**

- **Date and duration of evaluation:**
- **Evaluator/s: Hans Kunter & Dr.Francis Opiyo**
- **Evaluation Management Response Team members: Lorraine Mangwiro and Florence Mangwende**

**Summary of Management Response:**

Recommendation 1: National societies should adopt the use of score card method which envisages the following:

- + Mobilization and sensitization of the community on the project approach, project objectives to raise enthusiasm
- + Involvement of local authorities and beneficiary committees for their support in all phases of the project.

The data collected and the results of the score card allows the sorting of households by degree of vulnerability for each sector. The results of the scorecard are then displayed to all beneficiaries so that, should there be complaints, they are addressed through a complaint response mechanism

Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> <b>Accepted</b> <input type="checkbox"/> <b>Partially accepted</b> <input type="checkbox"/> <b>Rejected</b>		The Cluster office will have a lessons learnt workshop which will allow discussions on how beneficiary selection can be improved as well as proper coordination with local stakeholders in development and implementation of responses.	25-26 October 2017	DM/ CLUSTER HEAD

**Recommendation 2:** The National Societies needs to undertake adequate situational analysis beyond the figures of the absolute number of persons affected by disasters. The situational analysis should encompass determination of indicators of all components of the Emergency Appeal. The indicators so determined, will be useful in measuring real change resulting from Red Cross Societies Action

Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
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<input type="checkbox"/> Accepted <input checked="" type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>The recommendation is partially accepted as it a good recommendation but cannot be fully implemented immediately due to lack of capacities that will enable the NSs to conduct these situational analysis, the resources constraints and at times the nature of the disasters.</p>	<p>Capacity building of NSs so that they are able to collect the required data needed for the development of indicators- Mobile data collection training is the first training that will help in improving real time data collection especially during emergencies</p>	<p>10-13 October</p>	<p>PMER/ DM</p>
<p><b>Comments:</b> Complete per instructions above.</p>				
<p><b>Recommendation 3: Cash in advance system:</b> The cash in advance system ensures proper accountability of the amount of money requested from IFRC by National Societies. IFRC should consider increasing the advance to cover a minimum period of three months to reduce the burden of documentation on the part of the National Societies during accountability</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> Accepted <input checked="" type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>This can be partially accepted on a case to case basis. If national societies have better systems of reporting and follow reporting procedures then this can be considered but with the current challenges which NS have in reporting this can only be on a case by case basis.</p>	<p>Finance to provide support to National societies so that they can improve on financial reporting. Case by case support to also be provided as and when it is needed.</p>	<p>Continuous</p>	<p>Finance</p>
<p><b>Recommendation 4: Cash in advance system:</b> The cash in advance system ensures proper accountability of the amount of money requested from IFRC by National Societies. IFRC should consider increasing the advance to cover a minimum period of three months to reduce the burden of documentation on the part of the National Societies during accountability. It will also allow the National Societies ample time of utilization and accountability of cash advances particularly in cases where there is interference by natural causes (floods) in the implementation of Emergency Appeal Actions. Suspending further cash advances as cases of misappropriation are investigated, delays the implementation of the Emergency Appeal actions. Other ways of dealing with such cases include asking the National Societies to use their reserves which would be replenished less the amount the investigation shall reveal was misappropriated</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility

<input type="checkbox"/> Accepted <input checked="" type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>This can be partially accepted on a case to case basis. If national societies have better systems of reporting and follow reporting procedures then this can be considered but with the current challenges which NS have in reporting this can only be on a case by case basis.</p>	<p>Finance to provide support to National societies so that they can improve on financial reporting. Case by case support to also be provided as and when it is needed.</p>	<p>Continuous</p>	<p>Finance</p>
<p>Recommendation 5: Coordination meetings: Attending in-country cluster coordination meetings should be mandatory responsibility of national staff of all National Societies. Attending such meeting will enable national societies to tap on the donor resources in-country and reduce dependence on Partner National Societies and IFRC funding. The national Societies should be prepared to form consortiums particularly with organizations implementing long terms programs in disaster prone areas to increase their appeal through increased coverage and capacity which is attractive to large donor funding.</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>Recommendation to NS</p>	<p>To share recommendation with National societies</p>	<p>October 2017</p>	<p>DM</p>
<p><b>Feedback mechanism:</b> The National Societies are using conventional feedback mechanism such as the suggestion boxes, help desk, cash transfer committees, village civil protection committees and post distribution monitoring. To ensure confidentiality, the Red Cross Society should adopt the use of hotlines for the specified duration of the Emergency Appeal. The hotlines are also quick/instantaneous and convenient.</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input checked="" type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted	<p>The recommendation is accepted however there is a need to invest in training and capacity building of the NS as well as exploring options that work well for each context</p>	<p>The cluster office will provide support to National societies through training of CEA as well as support in assessments of the most suitable forms of feedback mechanisms based on their local context.</p>	<p>Ongoing</p>	<p>DM</p>

<input type="checkbox"/> Rejected				
<b>Secure distributions:</b> <i>The National Societies distributed cash through various means including Mobile money transfers and in-kind/voucher system. Indeed, the national Societies have used the most invisible means of aiding the highly vulnerable households which ensured dignity of choice and safety of the beneficiaries. The National Societies should continue using mobile cash transfer/voucher systems since they are invisible and secure methods of offering assistance.</i>				
<b>Management Response</b>	<b>Decision Rationale</b>	<b>Action/s to be taken</b>	<b>Timeframe</b>	<b>Responsibility</b>
<input checked="" type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected		Cluster to continue providing support to NS in improving the systems for cash transfer.	Ongoing	DM
<b>Dependency syndrome:</b> <i>The Red Cross Societies long term emergency programmes in the form of cash transfer could strengthen the so called “dependency syndrome” among beneficiaries. In order to avoid this, Red Cross Societies need to developed different modalities of cash transfers (conditional cash transfer) especially in targeting households with able bodied people.</i>				
<b>Management Response</b>	<b>Decision Rationale</b>	<b>Action/s to be taken</b>	<b>Timeframe</b>	<b>Responsibility</b>
<input checked="" type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	The recommendation is accepted however this depends on the needs on the ground and the severity of the impact of the disaster which at times forces NS to focus more on the most vulnerable as they cannot provide for themselves.	Cluster to explore more options of social protection which can be adopted in the region	Ongoing	Resilience Coordinator/ DM
<b>DCPRR technical working group:</b> <i>This group is largely composed of experts from WASH, Health and Food security and livelihoods departments. The technical working group should be expanded to include the finance, logistics and communication departments. The finance department will help in the analysing the financial proposal while communication will help in advertising the Appeal through various media and logistics will help identify which warehouse (cluster or regional) have essential items to be used in the Appeal or whether the essential items can be sourced in-county. These members of the technical working group should be proactive in provision of technical support for effective implementation of Emergency Appeals.</i>				

Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected				
<p><b>Mainstreaming DRR in Emergency appeal:</b> The National Red Cross Societies should consider mainstreaming Disaster Risk Reduction in Emergency Appeal to enable the vulnerable know their risks; priority risks; carryout risk assessments; establish early warning systems and be prepare for the disaster. In this manner, the beneficiaries will be protected from the damaging effects of the disasters in their community.</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>This has already been included in the operational plans however due to limited funding this might not have been implemented to an extend as anticipated</p>	<p>Cluster to share recommendation with National societies and will also ensure that a component of DRR is included in all the emergency appeals that will be launched</p>	<p>Ongoing</p>	<p>DM/ Resilience coordinator</p>
<p><b>Behaviour Change Communication:</b> The use of drama to pass WASH messages to beneficiaries was effective way of promoting learning since it encouraged learning by observation. In cases where levels of literacy are very low, drama in local language would be effective in passing on the WASH messages as was the case in Malawi.</p>				
Management Response	Decision Rationale	Action/s to be taken	Timeframe	Responsibility
<input type="checkbox"/> Accepted <input type="checkbox"/> Partially accepted <input type="checkbox"/> Rejected	<p>Agree with promoting various forms of learning</p>	<p>To share recommendations with NSs</p>	<p>Ongoing</p>	<p>DM</p>

**Cash transfer versus Voucher system:** *The cash transfer and the voucher system complements each other particularly in areas of weakness. The biggest advantage of mobile cash transfer is the flexibility of use of mobile money. Beneficiaries did not need to have liquid cash to transact; they could send money to traders through the mobile phones and obtain food and non-food items to address their priority needs. For example in Zimbabwe, beneficiaries were able to obtain food and non-food items from traders even during the cash crisis. In the four countries under review, cash transfer was largely done through mobile phones which were dependent on the network coverage of the service provider. Voucher system on the other hand is dependent on the willingness of the vendors to participate in the project. The two systems can be used where the other is deemed to be weak.*