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Investing in rural people

Republic of Zimbabwe

Country Strategic Opportunities Programme

2020 – 2025

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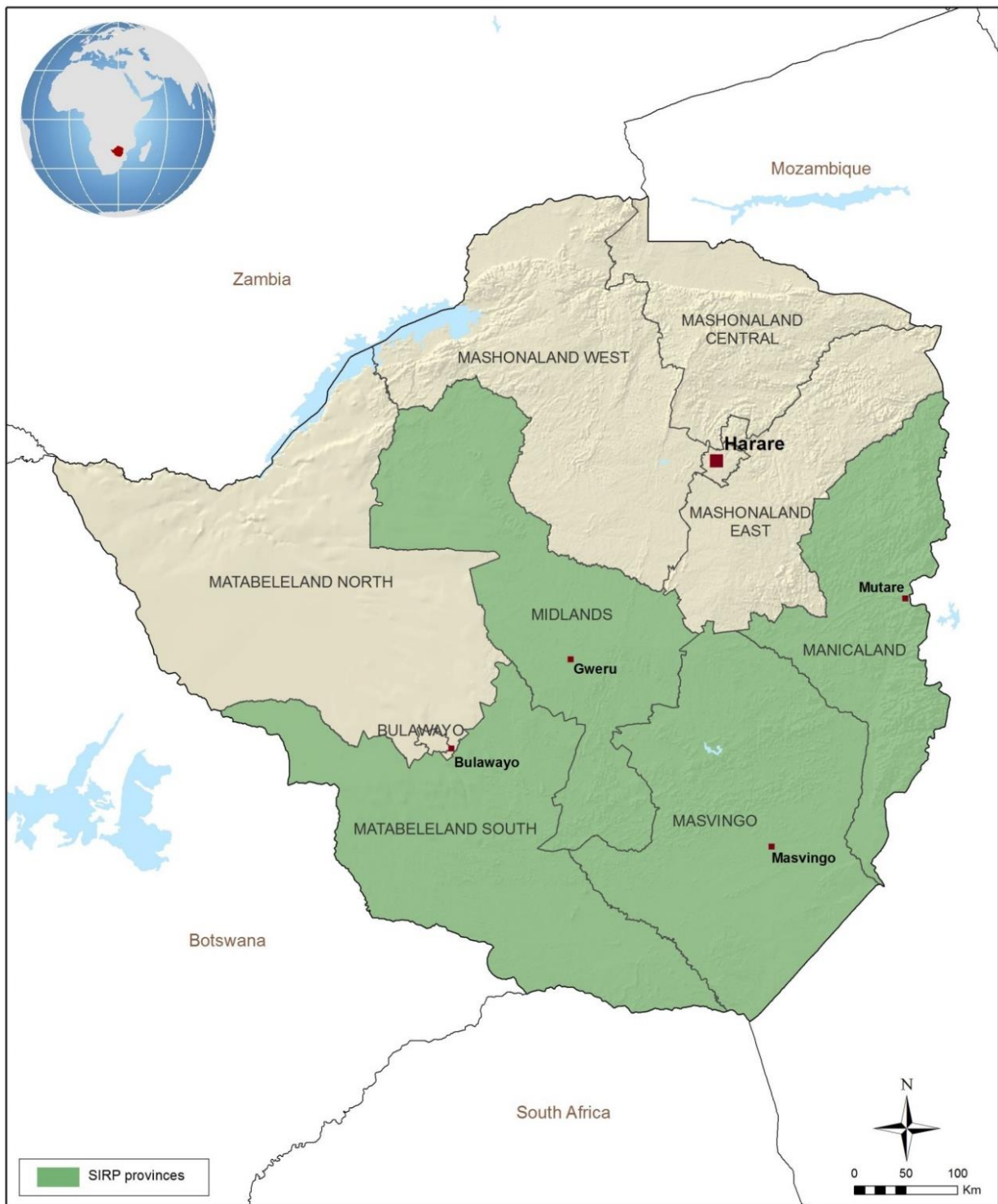
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Abbreviations and acronyms

AfDB	African Development Bank
ASAP	Adaptation for Smallholder Agriculture Programme
AVANTI	Advancing Knowledge for Agricultural Impact
CAP	Command Agriculture Programme
COMESA	Common Market for Eastern and Southern Africa
CLPE	country-level policy engagement
COSOP	country strategic opportunities programme
CSA	climate-smart agriculture
CSO	civil society organization
DFID	the United Kingdom's Department for International Development
DSF	Debt Sustainability Framework
FAO	Food and Agriculture Organization of the United Nations
FM	financial management
GALS	Gender Action Learning Systems
GCF	Green Climate Fund
GNI	gross national income
ICT4D	information and communications technologies for development
IFAD11	Eleventh Replenishment of IFAD's Resources
ILO	International Labour Organization
IMF	International Monetary Fund
KM	knowledge management
M&E	monitoring and evaluation
MLAWRR	Ministry of Lands, Agriculture, Water and Rural Resettlement
MoFED	Ministry of Finance and Economic Development
MT	metric ton
MWACSMED	Ministry of Women's Affairs, Community, Small and Medium Enterprise Development
NAPF	National Agricultural Policy Framework
NRM	natural resource management
OFID	OPEC Fund for International Development
PBAS	performance-based allocation system
PRiME	Programme in Rural Monitoring & Evaluation
PSFP	Private Sector Financing Programme
RBAs	Rome-based agencies
RC	Resident Coordinator
SACP	Smallholder Agriculture Cluster Project
SHF	smallholder farmers
SIRP	Smallholder Irrigation Revitalization Programme
SO	strategic objective
SSTC	South-South and Triangular Cooperation
TA	Technical Assistance
UNDP	United Nations Development Programme
VC	value chain
WEAI	Women's Empowerment in Agriculture Index
WFP	World Food Programme
ZUNDAF	Zimbabwe United Nations Development Assistance Framework

Map of IFAD-funded operations in the country



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 05-05-2016

Executive summary

1. Since 2000, political and economic crises have plagued the Republic of Zimbabwe's economy. The resulting macroeconomic instability and accumulated debt arrears, coupled with climate shocks, have led to stagnation in the agricultural sector.¹ With another poor harvest foreseen for 2020, growth is projected at near zero.² The constriction of liquidity has prompted the Government to introduce capital and current account controls and a new currency, but access to foreign currency remains limited and inflation is high.
2. Economic and political challenges have led to increased poverty and vulnerability, with 72.3 per cent of the population considered poor. About 76 per cent of rural households are poor compared to 38.2 per cent of urban households.
3. Agriculture accounts for 12 per cent of GDP. More than 70 per cent of the economically active population relies on rainfed subsistence agriculture, which is highly vulnerable to the impact of climate change.
4. The country strategic opportunities programme (COSOP) will cover the Eleventh Replenishment of IFAD's Resources (IFAD11) and IFAD12 cycles. It is aligned with the Government's rural development policies as outlined in its Vision 2030 and builds on the achievements of the Zimbabwe Transitional Stabilization Programme 2018-2020 and the Zimbabwe United Nations Development Assistance Framework 2016-2020.³
5. The COSOP's overarching goal is to enhance the incomes and the food and nutrition security of poor rural households through more efficient, resilient and inclusive agrifood systems. This goal is underpinned by two **strategic objectives (SOs)**:
 - **SO1. Increased productivity and climate resilience of smallholder agriculture.** The aim is to enhance agricultural productivity and achieve sustainable land and water management, food and nutrition security, and smallholder resilience.
 - **SO2. Improved market access for smallholder farmers (SHFs) of nutritious foods.** Here the aim is to strengthen income pathways to nutrition, added value and improved market access for SHFs while increasing rural employment opportunities.
6. The COSOP's **theory of change** supports the implementation of the National Agricultural Policy Framework 2018-2030 through its focus on resilient productivity (SO1) and viable market access for SHFs of nutritious foods (SO2). Key strategies include promoting climate-smart, nutrition-sensitive agriculture; revitalizing irrigation and market infrastructure; clustering, capacitating and financing farmers and agribusinesses; empowering women and youth; and promoting natural resource management.
7. The **menu of interventions** will include policy engagement and South-South and Triangular Cooperation. Zimbabwe is eligible for highly concessional terms under IFAD11, and no change in that status is currently foreseen for IFAD12. The country's lending terms and conditions will be assessed during the IFAD12 Consultation. Zimbabwe's graduation to lower-middle-income country status could trigger a changeover to blend lending terms in the future.

¹ <https://www.imf.org/en/News/Articles/2020/02/26/pr2072-zimbabwe-imf-executive-board-concludes-2020-article-iv-consultation>.

² Ibid.

³ Extended to 2021.

Republic of Zimbabwe

Country Strategic Opportunities Programme

I. Country context and rural sector agenda: key challenges and opportunities

1. **Macroeconomic context.** The Republic of Zimbabwe is a landlocked nation with a land area of 390,757 square kilometres, of which 10.5 per cent is arable. Before 2000, Zimbabwe was known as Africa's breadbasket, with diversified agroprocessing capacities and strong support for smallholder farmers (SHFs). Agriculture accounted for between 9 and 15 per cent of GDP and between 20 and 33 per cent of export earnings. Since then, political, economic and environmental crises have caused Zimbabwe's growth performance to fluctuate. Its 10 per cent growth rate in 2010-2013 was driven by services and manufacturing but has been followed by a protracted period of sluggish GDP growth (below 3 per cent) because of the weak performance of its mining, tourism and agricultural sectors.
2. Zimbabwe is classified as one of the 10 most fragile countries in the world,⁴ despite the improvement in its ranking on the 2019 Fragile States Index (99.5) relative to its 2018 ranking (102.3) (see appendix V). Its fragility is driven by policy volatility, corruption and a lack of institutional capacity for the delivery of basic services (water, sanitation and health care). Zimbabwe has an insufficient response capacity to cope with the unexpected COVID-19 outbreak. An economic slowdown, hyperinflation and water shortages have led to increased poverty, vulnerability to shocks and food insecurity. This country strategic opportunities programme (COSOP) will focus on continued support to SHFs, but it will also contribute to the broader policy and institutional capacity improvements needed to sustainably revive smallholder agriculture.
3. **Economic developments.** Following the 2018 general elections, Zimbabwe introduced an open-door policy to attract investment. To promote private capital inflows, it is implementing structural reforms through its Transitional Stabilization Programme 2018-2020. The latter is supported by an International Monetary Fund (IMF) staff-monitored programme, which has, however, failed to remain on track⁵ owing to the slow pace of policy adjustments.
4. GDP contracted by 12.8 per cent in 2019 due to the poor performance of mining, tourism and agriculture as a result of droughts,⁶ infrastructure deficiencies and high debt levels. The steep rise in inflation seen since 2018, which reached 540 per cent in January 2020, has been driven by speculative pricing fuelled by parallel market foreign exchange premiums. Diaspora remittances are significant (US\$635 million in 2019, for a 2.6 per cent increase over 2018)⁷ but most of those funds are spent on consumption rather than being channelled into production activities.
5. Rising fiscal deficits (3 per cent of GDP in 2015 and 9.9 per cent in 2017) boosted external debt to 40 per cent of GDP at end-2018, most of which constituted long-standing arrears to the IMF, World Bank and African Development Bank. Implementation of the Zimbabwe Accelerated Arrears Clearance, Debt and Development Strategy remains off track. The Executive Board of IFAD approved a

⁴ 2019 Fragile States Index.

⁵ <https://bulawayo24.com/index-id-news-sc-national-byo-180185.html>.

⁶ In 2017/18 and 2018/19.

⁷ Reserve Bank of Zimbabwe, Monetary Policy Statement, February 2020.

five-year debt rescheduling plan for SDR17.69 million in 2015, and Zimbabwe has been on time with its payments under that plan.

6. In 2019, Zimbabwe's ranking on the ease of doing business index improved from 155th to 140th among 190 countries.⁸ Some of the main barriers to doing business in the country are the erratic electricity supply, high start-up costs, cross-border inefficiencies, difficulties in registering property and taxes. In order for a sustainable transformation of smallholder farming to occur in Zimbabwe, the private sector will need to provide services that are not currently available.
7. Three scenarios are foreseen (see appendix II) in terms of the **medium-term outlook**:
 - With no change in current policies, public debt will crowd out the private sector and interest rates will continue to soar.
 - With no policy adjustments, downside risks will be substantial and may be associated with higher inflation, a heavier burden being borne by the most vulnerable, slowing growth, low investor confidence and financial sector distress. IFAD could step up its support to export-oriented value chains (VCs) in order to stabilize SHF incomes.
 - With strong policy adjustments, structural reforms aimed at attracting investment could support growth, notwithstanding the necessary fiscal contraction. The Government could then pay off its arrears, enabling IFAD to explore cofinancing and blended finance arrangements with new partners.
8. Zimbabwe's **population** is estimated at 14.64 million (2019),⁹ with 61.6 per cent of the population living in rural areas and 38.4 per cent in urban areas;¹⁰ 51 per cent of the population resides in communal areas¹¹ occupying 42 per cent of the total arable land. Youth (15-34 years of age) and women represent 36 and 52 per cent of the population, respectively.
9. Zimbabwe is a lower-middle-income country, with a gross national income per capita of US\$2,661 in 2018. However, its 2018 score on the Human Development Index was 0.563, for a ranking of 150th out of 189 countries.¹² **Extreme household poverty** increased from 16.2 per cent in 2011 to 21.9 per cent in 2017.¹³ About 38.2 per cent of urban households and 76 per cent of rural households are poor. The state's lack of sufficient capacity is exacerbating poverty in rural areas, where 40 per cent of the population is extremely poor.
10. **Agriculture** absorbs 53 per cent of the labour force¹⁴ and is the second-largest source of exports, after mining. This sector is slowly recovering from a period of stagnation triggered by the land reform programme (2000) and has exhibited sharp performance variations from year to year. (Having increased its output by 8.1 per cent in 2018, the agricultural sector's GDP declined by 16.3 per cent in 2019.¹⁵) Its performance remains highly dependent on rainfall, input support and producer prices.
11. Zimbabwe has 1.3 million SHFs and 18,000 medium and large-scale farmers.¹⁶ Following the land redistribution programme, SHFs occupy 70 per cent of the nation's agricultural land,¹⁷ with 70 per cent of their number deriving their

⁸ World Bank, Doing Business, 2019.

⁹ <http://worldpopulationreview.com/countries/zimbabwe-population/>.

¹⁰ <https://www.worldometers.info/world-population/zimbabwe-population/>.

¹¹ http://www.zimstat.co.zw/wp-content/uploads/2019/07/Poverty_Report_2017.pdf

¹² http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/ZWE.pdf.

¹³ Zimbabwe Poverty Report, 2017.

¹⁴ Intercensal Demographic Survey, 2017.

¹⁵ "The 2020 National Budget Speech: Gearing for Higher Productivity, Growth and Job Creation", by the Minister of Finance and Economic Development of Zimbabwe, 14 November 2019.

¹⁶ Zimbabwe's Land Reform: Myths and Realities, Scoones, I. et al., 2010.

¹⁷ National Agriculture Policy Framework 2018-2030.

livelihood from plots of less than 2 hectares (ha). Zimbabwe's main commercial agricultural products are maize, tobacco, cotton, sugar, food and non-food horticultural crops, beef, fish, poultry, groundnuts, wheat and soybeans. Small grain crops and goats remain important livelihood sources in the drier regions.

12. **Challenges** for agriculture include: water shortages related to climate change; limited access to agricultural finance; shortages of inputs; pests and disease; low producer prices; deteriorating transport and market infrastructure; under-resourced extension services; poor farming practices; gender and age disparities in land allocation; land tenure insecurity; and declining soil fertility. These factors all play a part in low SHF crop and livestock productivity. Maize yields declined from 1.2 metric tons (MT)/ha in 1990-1995 to 0.749 MT/ha in 2010-2016.¹⁸ Zimbabwe is now a net food importer, which is adding to the country's high trade deficit.
13. **Opportunities** to improve smallholder agriculture include: fostering climate-proofed production technologies and practices; revitalizing infrastructure to lower production costs; improving post-harvest management technologies and practices; organizing and linking SHFs to lucrative VCs through small to medium-scale agroprocessing activities; incentivizing the private sector to provide extension and marketing services; and mainstreaming nutrition into rural food systems.
14. Zimbabwe's climate is subtropical, with one rainy season from October to April. The country has five agroecological regions; regions I, II and III have a strong potential for agriculture, while regions IV and V, which cover 64 per cent of the country, are semi-arid. Average annual rainfall ranges from 350 mm to above 1,000 mm. The timing and amount of rainfall are increasingly uncertain, with the greater frequency and length of dry spells reducing SHF yields and heightening their **vulnerability to climate change** (see appendix IV).
15. Low yields, high post-harvest losses (15-30 per cent on staple cereals and legumes¹⁹) and dwindling food purchasing power are worsening **food insecurity**. Currently, about 7.7 million people are food-insecure and dependent on food aid.²⁰ Zimbabwe's prevalence of undernourishment metric is 51.3 per cent.²¹ Only 6.9 per cent of children between the ages of 6 and 24 months and 43 per cent of women of childbearing age have adequate diets.²² Stunting among children under 5 is at 27.1 per cent²³ and is partly due to the unavailability of a diverse range of foods, limited nutrition knowledge and poor child-feeding practices.

II. Government policy and institutional framework

16. Vision 2030 and the Zimbabwe Transitional Stabilization Programme 2018-2020 set out Zimbabwe's development priorities, with which this COSOP is aligned. The programme's priorities include greater involvement by the domestic financial system in the agricultural sector and the improvement of farmers' access to markets. The Government is drafting the forthcoming National Development Strategy 2021-2025, and the country programme will contribute to its formulation.
17. The National Agricultural Policy Framework (NAPF) 2018-2030 focuses on enhancing productivity, resilience, mitigation and climate-smart agriculture (CSA). The framework does not, however, fully address the fact that the rate of SHF graduation through the commercialization of self-sustaining and profitable VCs is quite low. It also fails to provide for smart subsidies, water pricing policy, legalization of water user organizations or adaptation to the risks associated with climate change.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ <https://www.wfp.org/news/southern-africa-throes-climate-emergency-45-million-people-facing-hunger-across-region>.

²¹ <https://tradingeconomics.com/zimbabwe/prevalence-of-undernourishment-percent-of-population-wb-data.html>.

²² Zimbabwe Vulnerability Assessment Committee, 2019 Rural Livelihoods Assessment, 2019.

²³ <https://globalnutritionreport.org/resources/nutrition-profiles/africa/eastern-africa/zimbabwe/>.

18. The 2016 Command Agriculture Programme aims to stimulate crop production for national food security with the help of outgrower schemes, among other mechanisms. In its 2019 public expenditure review, the World Bank concluded that this programme is distortionary and unsustainable. More private sector involvement in its implementation would increase competition and create jobs. Specific shortcomings include insufficient pro-poor targeting, insufficient access to information on prices and markets, and limited multi-stakeholder consultations.²⁴
19. Other relevant policies include the National Food and Nutrition Security Policy (2012), National Youth Policy (2015), National Gender Policy (2017) and Zimbabwe Climate Policy (2016). IFAD will contribute to the formulation of the new National Nutrition Strategic Plan.

III. IFAD engagement: lessons learned

20. Lessons have been drawn from the ongoing Smallholder Irrigation Revitalization Programme (SIRP), as well as IFAD projects conducted in Zimbabwe in the 1990s, and from other development partners.
21. A number of closed IFAD-supported projects²⁵ have demonstrated that **participatory planning processes** contribute to increased project ownership and sustainability. All planning processes will therefore engage with beneficiaries.
22. The Beef Enterprise Strengthening and Transformation Project funded by the European Union has shown how SHF **in-cash and in-kind contributions** can help lead to the successful establishment of breed improvement services.
23. The level of chronic malnutrition existing in Zimbabwe calls for **multisectoral, evidence-based nutrition interventions**,²⁶ and IFAD will therefore collaborate with other relevant actors to this end.
24. **Women's** high rate of participation in training activities (over 70 per cent) does not automatically translate into their having a voice in decision-making, as noted in the SIRP. IFAD will therefore adopt gender transformative approaches under the COSOP.²⁷
25. In the course of the implementation of the SIRP, it has been observed that a majority of **youth** do not wish to work in agriculture;²⁸ most young people do not own land and most prefer to find jobs outside the agricultural sector that offer quicker returns. Indeed, the Zimbabwe Livelihoods and Food Security Programme 2013-2021, which is supported by the Food and Agriculture Organization of the United Nations (FAO) and the United Kingdom's Department for International Development, has also found that mobile and quick-return processing²⁹ or marketing businesses are more attractive to youth, and IFAD will therefore promote these kinds of ventures.³⁰
26. The construction of **resilient infrastructure** and the inclusion of **emergency-response** capabilities in development programmes both strengthen disaster preparedness.³¹ The introduction by IFAD of climate-smart solutions to address recurrent droughts and shorter cropping cycles will strengthen SHF resilience in marginal rainfed agricultural production systems.
27. **Institutional fragility addressed through a capacity-building programme built upon identified capacity gaps.** Long-term technical assistance will be

²⁴ <http://www.sciencepublishinggroup.com/journal/paperinfo?journalid=232&doi=10.11648/j.ijae.20180304.13>.

²⁵ Smallholder Dry Areas Resource Management Project (1993-2005) completion report.

²⁶ Zimbabwe National Nutrition Strategy 2014-2018.

²⁷ Ibid.

²⁸ <https://www.unicef.org/esa/sites/unicef.org/esa/files/2019-04/Investment-Case-for-Youth-in-Zimbabwe-%282016%29.pdf>.

²⁹ Examples include peanut butter and popcorn processing business units.

³⁰ COSOP consultations in 2019.

³¹ <http://www.transconflict.com/2019/06/the-impact-of-cyclone-idai-lessons-for-africa/>.

secured in order to strengthen policies and upgrade governance systems (software) to complement hardware investments. This line of action is envisaged across a number of operations.

28. The SIRP has demonstrated that both remote and in-country technical assistance from IFAD can improve **procurement** processes. IFAD will ensure that staff training in procurement processes will be undertaken from the very beginning in start-up workshops, and periodic assessments of staff training needs will be conducted thereafter.
29. The SIRP has shown that there is a need for payment flexibility (e.g. direct payments from funding agencies and the use of different currencies) to address fragility-induced **monetary policy instability** while ensuring financial reporting and audit compliance.
30. **Elite capture** will be mitigated through a triangulated beneficiary targeting, identification and selection process. The Government's beneficiary classification system will be used to guide targeting, while identification procedures processed through local and international NGOs, in consultation with local communities, organized farmers' groups and local authorities, will rebuild confidence in government systems.
31. **Political polarization will be addressed by creating linkages between affluent urban areas and rural poverty poles.** Specifically, government, civil society and private sector agencies and organizations will be brought together as service providers for market development initiatives and the creation of opportunities for communities in underinvested zones. Regoverning markets, building transparency in commodity pricing and providing registration incentives may restore credibility in markets and encourage business formalization.
32. **Policy engagement will be pursued in order to introduce smart subsidies and water pricing guidelines in the Command Agriculture Programme.** This will create much-needed fiscal space that can contribute towards the structural economic reforms so urgently needed for macroeconomic and monetary stability. IFAD will also support the formulation of a new National Nutrition Strategic Plan and the participation of women and youth in policy formulation and dialogue.

IV. Country strategy

A. Comparative advantage

33. IFAD is the Government's trusted partner and is recognized for its approach to building climate resilience in Zimbabwe based on irrigation solutions,³² rural entrepreneurship and marketing,³³ and rural finance.³⁴ Gender and climate change are mainstreaming themes in which IFAD has obtained good results in Zimbabwe. IFAD's South-South and Triangular Cooperation strategy (SSTC) is also solidly positioned to support lesson-learning for policy development.

B. Target group and targeting strategy

34. The **primary target group** will be 90,000 chronically or transiently poor and food-insecure rural households³⁵ in government-defined categories A, B1 and B2.³⁶ Direct action will be taken to enhance their productivity, market access, food and nutrition security, and resilience.³⁷ Support will also be provided to 10,000 category C rural households with commercial potential to help them to strengthen their market linkages and partnerships as a platform for the start-up of local value-

³² Smallholder Irrigation Support Programme, Zimbabwe.

³³ Inclusive Agrifood Value Chain Development Programme, Mozambique.

³⁴ Rural Livelihoods and Economic Enhancement Programme, Malawi.

³⁵ The average household has five members.

³⁶ For a description of categories A, B1, B2 and C, see appendix IV.

³⁷ This will mainly be done under ongoing (SIRP) and new projects (the Smallholder Agriculture Cluster Project [SACP] and the Smallholder Livestock Development Programme).

adding microenterprises. Categories B2 and C households will engage in clustering, aggregation, VC financing and contract farming. Of the total direct beneficiaries, 50 per cent will be women and 30 per cent will be young people.

35. All categories will benefit from irrigation works, extension services, support for CSA, land and water conservation, and nutrition education. Opportunities in the areas of off-farm services and value addition will be offered to youth beneficiaries. Planned interventions will also reach out directly to agribusinesses, provide services to SHFs (input supply, storage and transport) and target competitive co-investments.
36. The **secondary target group** will include service providers working with the selected SHFs. It is therefore estimated that 200,000 households will be reached indirectly.
37. While the overall **targeting strategy** is countrywide, IFAD-supported projects will target the drier agroecological regions III,³⁸ IV³⁹ and V.⁴⁰ The selection of districts will be based on the criteria of rural population density, poverty and stunting prevalence, agroecological potential, potential for inclusive VC development, efficiency of service provision, vulnerability to climate shocks, irrigation potential and the feasibility of clustering and creating economic corridors. The SIRP targets 20 such districts, some of which will overlap with the forthcoming SACP (see appendix IV).
38. Community-based targeting and participation should mitigate elite capture and facilitate the inclusion of poorer households. Information on beneficiary selection and financing will be used, together with a decentralized grievance resolution mechanism.

C. Overall goal and strategic objectives

39. The COSOP's theory of change supports the NAPF by focusing on resilient productivity (strategic objective [SO] 1) and increased market access to nutritious foods (SO2), together with policy support. The COSOP addresses fragility issues such as: climate change (through irrigation development, CSA and soil and water conservation); poverty (by strengthening income pathways for food and nutrition security); a lack of capacity on the part of service delivery institutions and markets (through VC organization, technical assistance, infrastructure and access to finance); and policy volatility (by strengthening evidence on policy impact and international good practices). This COSOP will contribute to achieving Sustainable Development Goals 1, 2, 5, 8 and 13.
40. The COSOP's transformative goal is **to enhance the incomes and the food and nutrition security of poor rural households** through the promotion of more efficient, resilient and inclusive agrifood systems. It is underpinned by two SOs, both of which require the participation of the private sector.
41. **SO1. Increased productivity and climate resilience of smallholder agriculture.** This SO is to be achieved by revitalizing and expanding irrigation works as a means of increasing the intensity and diversity of crop and livestock production while also helping farmers to withstand the impacts of droughts. Efforts to achieve SO1 will be focused on promoting the adoption of CSA technologies and practices both in areas where irrigation schemes are being implemented and in adjacent rainfed areas⁴¹ and on strengthening village-based natural resource management (NRM) systems.⁴² These efforts will promote appropriate irrigation infrastructure and management, specialized farmer advisory services and nutrition

³⁸ Mid-altitude areas with annual rainfall of 500-750 mm.

³⁹ Low-lying areas with annual rainfall of 450-650 mm.

⁴⁰ Lowland areas with annual rainfall below 650 mm.

⁴¹ Promoting improved resilient crops and livestock, fertilizers, good agriculture practices (e.g. food safety) and CSA (soil carbon sequestration or reduction of greenhouse gas emissions).

⁴² The aim of such systems is to sustainably utilize natural resources and conserve soil and water to sustain production.

education. Criteria for the selection of priority VCs will include the potential for import substitution, income generation and nutrition impacts (e.g. iron-rich beans, Vitamin-A-enriched maize, horticulture, small livestock and dual-purpose crops). This will improve the availability and diversity of nutritious foods.

42. **SO2. Improved market access for SHFs of nutritious foods.** This SO is to be achieved by converting smallholder farms from subsistence activities to market-oriented enterprises. Efforts to achieve SO2 will involve facilitating market access for smallholders (through farmer clustering, aggregation and market infrastructure development), supporting value addition that will improve the shelf life of nutritious foods and making market development activities more nutrition-sensitive.
43. Collaboration with the private sector and civil society organizations will involve organizing SHFs into producer groups and progressively transforming their farms into small agribusinesses, providing business skills training and mentorship to producer groups, providing technical services, supporting VC investments through the provision of matching grants and mainstreaming nutrition.
44. Under both SOs, policy-strengthening activities will be mainstreamed and SSTC and local civil society partnerships will be leveraged to address key fragility factors constraining SHFs. Specifically, knowledge management activities will add to the existing evidence on the effects of the fragility context for SHFs, and SSTC will be used to identify good practices to inform policy (e.g. on-farm input subsidies, national food reserves and increased investment in agriculture and rural development).

Mainstreaming themes

45. **Nutrition mainstreaming** along selected VCs will be aligned with the approved core nutrition actions for Zimbabwe. These include promoting the production, marketing and consumption of produce from diversified and improved climate-smart cultivars of nutrient-dense crops and improved adaptable breeds of small livestock with high protein turnover, biofortified food production, nutrition-sensitive value addition and fortification, and nutrition behaviour change communication.
46. Specific measures that are already being implemented under the SIRP include nutrition education and demonstrations of irrigated and rainfed diversified food production, food fairs, and cooking and feeding demonstrations. The forthcoming SACP baseline study will inform specific interventions to ensure that increased household incomes contribute to improved nutrition. Partnerships with development actors and Rome-based agencies (RBAs) will address malnutrition, particularly among women, adolescent girls and children under 5 years of age.
47. **Gender equality and women's empowerment.** A Women's Empowerment in Agriculture Index survey will be conducted to identify areas of focus. The Gender Action Learning System will support gender transformation.
48. **Youth empowerment.** Priorities will include: youth entrepreneurship and training in quick-return agroprocessing and VC services; incubation; access to finance; youth participation in decision-making; youth associations for networking and marketing; farmers' organizations and policy dialogue; and youth knowledge hubs.
49. **Climate change and NRM.** The COSOP will target investments aligned with Zimbabwe's nationally determined contribution that will: promote adapted crop and livestock development and CSA; strengthen access to early warning information systems; promote mitigation and build capacity to tap into green funds; support water harvesting, conservation and efficient water use; capacitate farmers and other VC actors to enhance sustainable NRM; and promote renewable energy technologies.

D. Menu of IFAD interventions

50. **Loans and grants** will include: the SIRP; one project (SACP) under the Eleventh Replenishment of IFAD's Resources (IFAD11) and an indicative allocation under IFAD12 (see table 1).
51. Technical assistance will be provided in planning and budgeting, procurement, and monitoring and evaluation (M&E) through regional capacity-building grants such as Advancing Knowledge for Agricultural Impact (AVANTI) and the IFAD East and Southern Africa Division procurement team. IFAD will also provide technical assistance in the use of information and communications technologies for development (ICT4D) to boost mobile remittance transfers and improve both the tracking of inflows and data-based decision-making in order to promote the optimal investment of remittances in productive sectors. IFAD will capitalize on ICT4D opportunities for e-commerce, financial services such as savings, credit and insurance, and the financial inclusion of rural areas.
52. Lending to support government investments⁴³ will include the ongoing SIRP and potentially two new projects over the COSOP period.

Table 1

IFAD lending portfolio for the COSOP period (2020-2025)

<i>Project</i>	<i>Objective</i>
SIRP⁴⁴ (ongoing) Irrigation scheme revitalization <ul style="list-style-type: none"> • US\$25.5 million • 2016-2023 	Revitalize 6,100 ha through the implementation of irrigation schemes in semi-arid areas of the Manicaland, Masvingo, Matabeleland South and Midlands provinces. Expected beneficiaries: 137,500.
SACP (IFAD11 pipeline) <ul style="list-style-type: none"> • US\$35.69 million • 2021-2026 	Support SHFs in improving production, business planning, entrepreneurial skill-building and establishing market linkages. Expected beneficiaries: 316,200.
Smallholder Livestock Development Programme (IFAD12 indicative pipeline) <ul style="list-style-type: none"> • US\$30.0 million subject to IFAD12 performance-based allocation system (PBAS) for Zimbabwe 	Improve production competitiveness and the profitability of smallholder livestock activities in order to provide quality products to domestic and regional consumers.

53. New projects will be tailored to the evolving Zimbabwean context. For IFAD12, a prior assessment of Zimbabwe's gross national income and creditworthiness will be done and, if the country is deemed to be eligible for blend terms, the phasing-out/phasing-in mechanism will apply.
54. Zimbabwe could benefit from the Private Sector Financing Programme (PSFP) once it is operational. PSFP will crowd in private sector investment and know-how for the development of rural enterprises and farmers' organizations focusing on investments that support job creation for youth, women's empowerment and strengthened resilience. Moreover, given Zimbabwe's high degree of vulnerability to climate change, it could benefit from the Green Climate Fund (GCF) and/or the upcoming phase of the Adaptation for Smallholder Agriculture Programme + (ASAP+).
55. **Regional grants** will be mobilized to complement IFAD projects. Currently Zimbabwe is benefiting from the Green Technologies to Facilitate Development of Value Chains for Perishable Crops and Animal Products project⁴⁵ and the Harnessing Knowledge and Networks for Capacity-Building in Inclusive Rural

⁴³ Ongoing irrigation projects funded by the Government of Zimbabwe, Brazil, Switzerland and the European Union.

⁴⁴ SIRP financing is provided in the form of grants but, for the sake of simplicity, it is included here as part of the lending portfolio.

⁴⁵ Coordination with the SIRP is in progress.

Finance partnership. Zimbabwe will also tap into the youth agribusiness hubs grant.⁴⁶

56. **Country-level policy engagement (CLPE)** will complement, support and draw on lessons from ongoing projects. Specifically, CLPE will support the development of water pricing policy and legalization of water user organizations, the introduction of smart subsidies in the Command Agriculture Programme and the development of viable VC models and support policies. IFAD will also contribute to the formulation of the new National Nutrition Strategic Plan and to the organization of biennial dialogue platforms with various partners in order to facilitate innovation and experience-sharing and to identify complementarities. IFAD will support the participation of women and youth in policy formulation and dialogue and will help to leverage SSTC to inform policy discourse. Information on policies will be shared through the Agricultural Sector Steering Committee.
57. **Capacity-building** activities will address institutional fragility, particularly with regard to government capacities in procurement, financial management (FM) and M&E. The SIRP has benefited from the Programme in Rural Monitoring and Evaluation (PRiME). Opportunities offered by other grants, such as AVANTI, to strengthen M&E will be explored, as will initiatives that may provide a way of strengthening livestock VCs, such as the Inclusive Red Meat Value Chains for Women and Youth Farmers in Eastern and Southern Africa project. The Government's extension system will be strengthened in order to make use of new technologies and other modern systems. Training will be provided to farmers' groups as part of the capacity-building effort.
58. **Knowledge management** will be aligned with CLPE. A knowledge management plan will be developed to capture best practices and lessons learned and to facilitate policy dialogue on key themes (in particular, operationalization of the key COSOP-related pillars of the NAPF). Lesson-sharing events will also be organized.
59. **SSTC** will support technical exchanges focusing on food processing (Egypt), rural technology and water (China, India, Indonesia and Namibia), nutrition (Brazil and India) and climate issues (South Africa). This effort will be extended to include IFAD-funded country programmes with good practices in the prioritized areas (see appendix VII).
60. **Communication and visibility.** IFAD will support stakeholders in communicating country programme objectives, results and impacts. It will also facilitate dialogue between the Government and other development partners to increase the visibility of the portfolio and promote lessons learned. Country programme results will be shared through web postings, community radio programmes, television broadcasts, newsletters, community theatre and national dialogues.

V. Innovations and scaling up for sustainable results

61. **Innovations.** IFAD priority areas will include: green technologies, nutrition-sensitive agricultural research, remittances for rural development, value addition, crop and livestock insurance, climate information and ICT4D for agricultural and financial services. Innovations will be strengthened through strategic partnerships, including SSTC alliances.
62. **Scaling up.** Partnerships with the Government, development partners, and private sector and producer organizations will enable the scaling up of successful solutions such as farmer-managed irrigation schemes and agroprocessing models.

⁴⁶ This is expected to sharpen IFAD's strategy for youth in Zimbabwe.

VI. COSOP implementation

A. Financial envelope and cofinancing targets

Table 2

IFAD financing and cofinancing of ongoing and planned projects

(Millions of United States dollars)

Project	IFAD financing	Cofinancing		Cofinancing ratio
		Domestic	International	
Ongoing				
SIRP (ongoing)	25.5	11.3	15.0	1:1.03
Planned				
SACP (IFAD11)	35.7	20.0	15.0	1:1.00
				1:1.06
New project (IFAD12)	30.0	TBD	TBD	TBD

63. This COSOP will cover two cycles of the PBAS, with approximately US\$35 million having been allocated for IFAD11. Design of the IFAD12 project is contingent on the corresponding allocation.
64. Zimbabwe's cofinancing options are limited owing to the suspension of lending by the main multilateral partners. Under the Debt Sustainability Framework, Zimbabwe became eligible for highly concessional loan terms in 2018. The current cofinancing ratio for Zimbabwe is 0.44 of domestic financing to 0.59 of international financing. The OPEC Fund for International Development (OFID) is cofinancing the ongoing SIRP and is willing to cofinance future operations. Opportunities will be sought for securing climate funding, particularly from the GCF and/or ASAP+, to support the Zimbabwe Climate Policy.

B. Resources for non-lending activities

65. Additional grant opportunities will be explored, with the focus being on production technologies, climate-smart and resilient farming systems, and rural youth employment. This will include IFAD's grant-funded subregional work on seed systems being implemented by the Alliance for a Green Revolution in Africa.

C. Key strategic partnerships and development coordination

66. **Strategic partnerships** will include: United Nations country teams; RBAs and key implementing ministries⁴⁷ for policy engagement; OFID and Nordic countries for cofinancing; the World Bank Group for analytical work; the African Development Bank's Vulnerability Alleviation Project and the African Risk Capacity for climate issues; and HarvestPlus for nutrition, knowledge and innovation.
67. The COSOP builds on the current **Zimbabwe United Nations Development Assistance Framework (ZUNDAF) 2016-2020**,⁴⁸ which has been extended until 2021. IFAD will be fully engaged in the formulation of the new ZUNDAF. This COSOP was presented⁴⁹ to the United Nations Resident Coordinator, who recognized the complementarity of its objectives and targeting with those of the ZUNDAF. The Resident Coordinator also invited IFAD to explore partnerships with the United Nations Development Programme (UNDP) and the International Labour Organization on COVID-19 mitigation measures to sustain food supply chains and safeguard food security.
68. **Development coordination.** IFAD participates in the FAO Food and Nutrition Security Technical Group, the Early Recovery Group, UNDP and the Food Assistance

⁴⁷ Ministries responsible for agriculture, finance, women's affairs, small and medium-sized enterprises, youth and the environment.

⁴⁸ The focus areas are food and nutrition security, gender equity, poverty reduction and value addition.

⁴⁹ April 2020.

Working Group of the World Food Programme (WFP). Following cyclone Idai, IFAD contributed to the drafting of the early recovery assistance plan for Zimbabwe.

69. **Collaboration with RBAs.** IFAD will work with WFP on nutrition-sensitive programming and on linking up SHFs with the WFP Global Commodity Management Facility to enable them to aggregate and market the commodities that they produce. The FAO Country Programming Framework 2016-2020 provides an opportunity for collaboration on agricultural VCs and nutrition-sensitive agriculture.

D. Beneficiary engagement and transparency

70. **Beneficiary engagement.** Beneficiaries, including SHF, women's and youth groups and community-based, civil society and development organizations, will be engaged throughout the project cycle in order to mitigate elite capture. Beneficiary feedback and grievance mechanisms will be established. The country programme will support government ownership of country-level stakeholder engagement and feedback processes.⁵⁰
71. **Transparency.** IFAD will support the Government in keeping stakeholders, including the rural poor, well informed. Design documents, audit reports, financial results, supervision mission reports and COSOP implementation results will be disseminated to the public and beneficiaries through appropriate channels,⁵¹ including project websites.

E. Programme management arrangements

72. IFAD's Southern Africa Hub will implement this COSOP under the guidance of the country director and oversight by the hub director, as required. The country director will lead the policy dialogue and provide strategic guidance for the country programme. Zimbabwe will also receive guidance from staff at IFAD's hub in Nairobi on FM and environmental issues and from IFAD headquarters on thematic issues, such as water management, SSTC, agricultural risk transfer mechanisms and remittances.
73. Due to Zimbabwe's fragility, the COSOP's results will be reviewed biannually. The midterm review will also be informed by the SIRP midterm review (2020) and completion report (2023), as well as the new design processes. Progress in COSOP implementation will be assessed through annual progress reviews. During the 2022 COSOP results review, the results framework will be revisited to include relevant objectives from the new ZUNDAF that is to be formulated by 2021.

F. Monitoring and evaluation

74. Projects will apply M&E approaches, including those based on the Multidimensional Poverty Assessment Tool, the Women's Empowerment in Agriculture Index, market information systems, geographic information systems and remote sensing. They will also incorporate IFAD-specific core indicators. Lessons will be drawn from IFAD's project performance evaluations and completion reports. The COSOP results framework will track overall progress. Decisions will be made on corrective measures, and best practices will be documented. IFAD will provide M&E support during supervision and implementation support missions.

⁵⁰ <https://webapps.ifad.org/members/eb/127/docs/EB-2019-127-R-17.pdf>.

⁵¹ Ibid.

VII. Risk management

Table 4
Risks and mitigation measures

<i>Risks</i>	<i>Rating</i>	<i>Mitigation measures</i>
Political/governance Insufficient government commitment to agriculture; lengthy bureaucratic processes	High	<ul style="list-style-type: none"> • Agreement on stakeholders' responsibilities • Continuous dialogue with the Government
Macroeconomic Instability; unfavourable policies; uncertainty about the value for money; shortages of foreign exchange	High	<ul style="list-style-type: none"> • Advance planning and agreement on standards regarding costs, quality and requirements for purchasers and vendors • Frequent withdrawal applications
Sector strategies and policies Inefficiencies in terms of government system readiness, resource allocation and adherence	High	<ul style="list-style-type: none"> • Support for inclusive policy dialogue and the design of sector strategies/policies
Institutional capacity Delayed/reduced donor engagement for developmental programmes	Medium	<ul style="list-style-type: none"> • Continuous dialogue among partners and with the Government • Adapted implementation support
Portfolio Slow disbursements; insufficient implementation of the annual workplan and budget	Medium	<ul style="list-style-type: none"> • Continuous capacity-building (fiduciary, M&E and targeting) • Measures to ensure the correct application of procurement procedures
Fiduciary Financial management Weak FM	High	<ul style="list-style-type: none"> • Adherence to financial manual procedures and financial control measures • Frequent risk assessments and staff capacity-building
Procurement (appendix XI) Delays due to lack of compliance	Medium	<ul style="list-style-type: none"> • Timely preparation of procurement plans and FM manuals • Assessment of procurement capacities of implementing entities, frequent supervision of procurement activities and appropriate recruitment and capacity-building of project staff • Application of the IFAD Policy on Preventing Fraud and Corruption in its Activities and Operations in all projects, coupled with national anticorruption and fraud laws
Climate change	High	<ul style="list-style-type: none"> • Climate-resilient strategies, e.g. drought and disease-tolerant crops, diversified livelihood strategies, CSA, climate and weather information systems, water harvesting and irrigation
Unsustainable land and water management	Medium	<ul style="list-style-type: none"> • Sustainable land and water management practices, including soil erosion control, and conservation agriculture
Social High rural-to-urban and regional migration by youth	High	<ul style="list-style-type: none"> • Youth background studies
COVID-19 pandemic	High	<ul style="list-style-type: none"> • Adoption of ICT4D solutions • E-extension (mobile phone applications) • WhatsApp-based training • Information dissemination through social media/radio programmes (prevention and opportunities) • Good agricultural practices and food safety • Promotion of e-commerce technologies
Overall	High	

COSOP results management framework

Country strategy alignment	Related SDG UNDAF Outcome	Key results for COSOP: Reduce poverty by empowering poor rural men, women and youth to shape the transformation of the agricultural sector and rural development enhancing their resilience to shocks			
<p>Government of Zimbabwe Transitional Programme:</p> <p>prioritize quick-win investment opportunities e.g. in energy, water and sanitation, ICT, for realisation of self-sufficiency and food surpluses</p> <p>full recovery, in terms of the size and quality of the national herd, with accompanying benefits along the livestock value chain</p> <p>expedite issuance of bankable 99 Year Leases to allow farmers access funding from financial institutions</p> <p>mobilisation of deposits through promotion of a culture of savings and investment</p> <p>add 200 hectares irrigation per year per Administrative District over the Vision 2030 period</p> <p>prioritize initiatives targeted at youth and women, to achieve a more inclusive and sustainable economic growth and reduce poverty</p> <p>Foster tailor-made interventions targeted at people facing physical challenges, as well as further foster integration of gender</p>	<p>SDG 1 – poverty</p> <p>SDG 2- Zero hunger</p> <p>ZUNDAF – Priority 1: outcomes 1 and 2</p> <p>SDG 3 – Good health and welfare</p> <p>SDG 5 – Gender equality</p> <p>SDG 8- Decent work</p> <p>SDG 13 – Climate change</p>	<i>Strategic objectives</i>	Lending and non-lending activities* for the COSOP period	<i>Outcome indicators</i>	Milestone indicators (at CMR, CCR)
		<p><i>SO1. Increased productivity and climate-resilience of smallholder agriculture</i></p>	<ul style="list-style-type: none"> - Lending/investment activities <ul style="list-style-type: none"> • SIRP (till 2023) • Indicative: - SIRP expansion - New operation <ul style="list-style-type: none"> • Leveraged domestic and international funding - Non-lending/non-project activities <ul style="list-style-type: none"> • CLPE with Government of Zimbabwe, private sector, civil society, NGOs, research, and faith-based organizations. Complemented by ZUNDAF, RBA and respective working groups, including leading MDBs • Private sector and civil society engagement in participatory planning processes • Partnerships, as specified in Appendix VIII • SSTC, China-IFAD SSTC Facility • PRiME • AVANTI • Red Meat Grant (in approval process 2020) • Knowledge management, described in its pertinent Appendix • Disaster Risk Management 	<p>Number of households benefiting from climate smart and nutrition sensitive agriculture</p>	<p>Baseline – 100,000 Midline – 200,000 End line – 300,00</p>
				<p>Number of SACP-supported cluster infrastructure investments identified through local-level participatory planning processes involving private sector and civil society that are successful</p>	<p>Baseline – 0 Midline – 10 End line – 20</p>
				<p>Average increase in the productivity of commodities in the priority value chains</p>	<p>Small grains Midline – 50 per cent End-line – 100 per cent</p>
					<p>Legumes Midline – 40 per cent End line – 75 per cent</p>
					<p>Horticulture Midline – 100 per cent End line – 200 per cent</p>
					<p>Livestock Midline – 20 per cent End line – 30 per cent</p>
<p>Percentage of children from 6-23 months meeting minimum diversity</p>	<p>Number of hectares under tree crop production Midline – 25 per cent End line – 50 per cent</p>				
<p>Percentage of children from 6-23 months meeting minimum diversity</p>	<p>Baseline – 6.9 per cent Midline – 8 per cent End line – 11 per cent</p>				

Country strategy alignment	Related SDG UNDAF Outcome	Key results for COSOP: Reduce poverty by empowering poor rural men, women and youth to shape the transformation of the agricultural sector and rural development enhancing their resilience to shocks			
<p>mainstreaming across all sectors Gender Equality to achieve equitable, sustainable and inclusive socio-economic development.</p> <p>Zimbabwe's Vision 2030: "Towards a Prosperous and Empowered Upper Middle-Income Society with Job Opportunities and High Quality of Life for its Citizens".</p> <p>National Youth Policy:</p> <p>National Youth Policy: provide opportunities for sustainable livelihoods and decent work for all young men and women</p> <p>National Gender Policy: building a gender-just society in which all men and women enjoy equality and equity and participate as equal partners in the development process of the country.</p>				Percentage of women of women of child-bearing age meeting minimum dietary diversity	Baseline – 43 per cent Midline – 49 per cent End line – 55 per cent
				Number of ha of farmland under irrigation newly constructed or rehabilitated	Midline – 2500 ha at 100 per cent crop intensity End line - 5,000 ha of farmland under irrigation newly constructed or rehabilitated at 175 per cent cropping intensity
				Number of ha under improved rainfed farming	9,000 ha under improved rainfed farming at 100 per cent cropping intensity with an 18-fold increase in gross total value of (marketed) commodities
	SDG 1 – poverty	SO2. Improved market access of smallholder farmers for nutritious foods	- Lending/investment activities <ul style="list-style-type: none"> • Corresponding elements of SIRP • Indicative as per Concept Notes • Leveraged domestic and international funding - Non-lending/non-project activities <ul style="list-style-type: none"> • As under SO1 • SSTC • China-IFAD SSTC Facility • Grants • ASAP+ 	Percentage of targeted farmers reporting an increase in market sales volume	Midline – 15 per cent End line – 30 per cent
	SDG 2- Zero hunger			Percentage of IFAD-supported agricultural producer groups with active formalised market linkages (with private companies and humanitarian agencies) for sale of nutritious foods	Baseline – 0 per cent Midline – 15 per cent Endline – 30 per cent
SDG 5 – Gender equality					
UNDAF Priority 2 Outcome 2					

Country strategy alignment	Related SDG UNDAF Outcome	Key results for COSOP: Reduce poverty by empowering poor rural men, women and youth to shape the transformation of the agricultural sector and rural development enhancing their resilience to shocks			
	SDG 8- Decent work SDG 13 – Climate change UNDAF Priority 4 Outcome 1 and 2		<ul style="list-style-type: none"> • Private Sector Financing Programme (PSFP) • New Partnership for Africa's Development (NEPAD)/ Comprehensive Africa Development Programme (CAADP): Strengthening Opportunities for Rural Youth Employment and Entrepreneurship in Africa • Cooperation with ILO • Disaster Risk Management - Capacity-building <ul style="list-style-type: none"> • Project of Green Technologies to Facilitate Development of VCs for Perishable Crops and Animal Products • Harnessing Knowledge and Networks for Capacity • Youth Agribusiness Hubs grant • Improving Capacity Building in Inclusive Rural Finance (CABFIN) project 	Aggregate number of jobs created and/or inserted in project areas disaggregated by sex and age	Midline – 40,000 (50 per cent women; 12,000 youth) End line – 100,000 (50 per cent women; 30,000 youth)

Transition scenarios

A. Transition Scenarios

1. The purpose of this Appendix is to offer an understanding of likely and possible country trajectories and to identify the possible implications of these for IFAD's country programme, over the COSOP period.
2. The IMF's Staff Monitored Program (SMP) Report⁵² notes that defining Zimbabwe's debt outlook is challenging due to the uncertainties regarding the current macroeconomic context and significant contingent liabilities. Thus, the analysis in this Appendix is guided by projections from the 2017 IMF Article IV consultation.

Table 1
Projections for key macroeconomic and demographic variables^a

Case	Baseline	Low [Scenario A: Absence of adjustment]	High [Scenario B: adjustment]
Av. GDP growth (2019-2022) ⁵³	-0.4	-3.75	5.85
GDP/capita (2019) ⁵⁴	1,190.8	788.5	1,233.4
Public debt (per cent of GDP) (2019-2022)	69.3	79.3	55.1
Debt service ratio (2019)	15.4	16.0	13.0
Inflation rate (per cent) (2019)	8.3	52.8	2.1
Rural population ⁵⁵ (million people)	Current: 11.7 (2019) End of COSOP period: 13.4 (2026) Annual growth rate: 2.32 per cent		
Investment Climate for rural business ⁵⁶	1.5/6 <ul style="list-style-type: none"> • World Bank Doing Business: ranked 155th out of 190 countries. • The uncertain policy environment, a relatively heavy tax burden, economic imbalances that hinder investment decisions, and a high degree of perceived corruption constrains private sector growth. • Zimbabwe ranked 160th out of 180 countries in Transparency International's Corruption Perception Index. • State-Owned-Enterprises cover key areas of the economy, but are deemed to be inefficient in service provision. Thus, only a modest part of the working population is in formal employment and "informalization" has become increasingly widespread. 		
Vulnerability to shocks ⁵⁷	1.0/6 <ul style="list-style-type: none"> • The economy remains highly vulnerable to exogenous shocks, including extreme weather conditions. 		

3. The World Bank reported an increase in inflation since October 2018, driven by monetization of sizable fiscal deficits of the past, price distortions, and local currency depreciation. Annual inflation reached 230 per cent in July 2019 (compared to 5.4 per cent in September 2018), with food prices rising by 319 per cent in July 2019 while non-food inflation increased by 194 per cent⁵⁸. This was accompanied by an estimated 5 per cent rise in extreme poverty between 2018 and 2019 with 10 per cent of the rural population indicating that they are going for a whole day without food. The International Monetary Fund estimated inflation in Zimbabwe to decline after peaking at 182.92 per cent in 2019 to 9.43 per cent in 2020 and 3 per cent from 2021 to 2024⁵⁹.

⁵² [IMF, Zimbabwe: Staff-Monitored Program, Page 5, IMF Country Report No. 19/144, , May 30, 2019](#)

⁵³ This is the only period covered by most recent IMF projections - [IMF, Zimbabwe: Article IV Consultation, Jul. 7 2017](#)

⁵⁴ Projections by IFAD staff, using IMF data, and checked with World Bank current data for GDP/per capita, available until 2017.

⁵⁵ <https://population.un.org/wup/DataQuery/>

⁵⁶ [World Bank, Doing Business Annual Report, 2019](#)

⁵⁷ [IMF, Zimbabwe: Article IV Consultation, Jul. 7 2017](#)

⁵⁸ <https://www.worldbank.org/en/country/zimbabwe/overview>

⁵⁹ <https://www.imf.org/en/Countries/ZWE>

4. There are three foreseen scenarios for the medium-term economic outlook:

→ First Scenario: *Baseline* i.e. with current policies

- The 2018 Transitional Stabilisation Plan remains the Government's foundation to address the macroeconomic constraints and boost investor confidence. However, economic difficulties have persisted during 2019, driven notably by severe weather shocks. Therefore, GDP growth projections are expected to remain negative due mainly to the impact of: (a) extreme weather conditions (drought and cyclone Idai) on agricultural production and electricity generation, and (b) the significant fiscal consolidation that is required.
- Prospects are weak over medium-term with near-zero growth projected until 2022, reflecting subdued private sector activity, a difficult business environment, and a likely limited impact of government-led efforts to increase production.
- It is assumed that Zimbabwe will continue to receive limited financing from non-traditional creditors, since new credit will only be unlocked, once arrears' payments are initiated. Private sector external borrowing would remain subdued.
- The projected total public debt indicates that the fiscal consolidation assumed in the baseline scenario will prove to be insufficient. The Present Value (PV) of the public-sector debt-to-GDP ratio is projected to increase from 67 per cent in 2016 to 80 per cent in 2027, a level almost twice as high as the benchmark.

→ Alternative *Scenario A* i.e. with no adjustments in policies

- In this scenario, the downside risks are substantial, with a high negative impact especially for inflation. If the authorities are unable to restrain fiscal spending and/or if additional exogenous shocks arise, the situation would become very fragile.
- The deteriorating situation would exert a heavier toll on the most vulnerable, and the resulting growth slowdown and collapse in confidence could lead to financial sector distress and social tensions.

→ Alternative *Scenario B* i.e. with strong adjustments in policies

- *Reform and re-engagement constitute the optimal scenario for an economy with such huge potential.* However, this scenario would require herculean efforts by the Government of Zimbabwe and reciprocal support from the international community.
- Physical infrastructure is adequate; human capital is high; and agriculture, mining, and industry have a substantial underutilized capacity and offer significant opportunities for domestic value addition.
- Structural reforms to attract investment could support growth, notwithstanding the necessary fiscal contraction.

5. **Risks to the medium-term outlook.** With an index of 99.5, Zimbabwe is the 10th most fragile country in the world in 2019 in spite of a positive rate of change in comparison to 2018 (102.3).⁶⁰ Moreover, Zimbabwe remains in debt distress, and its total public and external debt are unsustainable. Thus, the IMF has identified high risks for the Zimbabwean economy, including: (ii) reduced external funding; (iii) delayed structural reforms; and (iv) higher frequency and severity of climatic events, resulting in longer-term economic and social costs. In addition, with the outbreak of the COVID-19 in the country in March 2020 and the persisting COVID-19 pandemic worldwide, it can be anticipated that this unanticipated shock will

⁶⁰ [FFP, Fragile States Index Annual Report 2019](#)

have a serious impact of the Zimbabwean economy, with recent growth projections for 2020 to be -3.5 per cent with a possible pick-up to 2.1 per cent in 2021.⁶¹

6. Given the macroeconomic volatility, it is challenging to determine what will be the most likely scenario during the COSOP period. This notwithstanding, the authorities have reiterated strong policy commitments to implement the necessary reforms to restore stability, significantly improve transparency, enhance exchange rate policies and the monetary policy framework.

7. **Projected implications for IFAD's country programme.**

(a) *Lending terms and conditions*

1. At the beginning of IFAD11, Zimbabwe, with a GNI of US\$910 below the threshold⁶², is eligible to highly concessional terms in IFAD11.
2. Despite the increase of GNI to US\$1,790 in 2020, level, which is above the threshold, Zimbabwe, will remain eligible to highly concessional terms in IFAD 11, as per the principles of predictability adopted by IFAD in its transition Framework (EB 2018/125/R.7/Add.1).
3. Zimbabwe is not eligible to the Debt Sustainability framework as it is classified as Blend Country at the International Development Association (IDA).
4. For IFAD12, the assessment of GNI and creditworthiness will be done before the beginning of the new cycle. If the macroeconomic indicators show that Zimbabwe will be eligible to blend terms, then the phasing in-out mechanism will be applicable.

(b) *PBAS allocation*⁶³

- If the country does not adjust its policies, it may opt not to use its entire IFAD11 PBAS allocation.

(c) *COSOP priorities and products*

- If the country does not adjust its policies, it is possible that the country may not borrow from IFAD. However, it is not deemed that the COSOP priorities would change and thus policy engagement could still be pursued within the COSOP's currently defined strategic objectives.
- In its instruments, while waiting for gradual improvement of the macroeconomic situation, IFAD can start supporting the processes of smallholder sector commercialization by a combination of value chain governance, CSA skills, entrepreneurship skills, targeted infrastructure support and competitive matching grants. With the projected stabilization of inflation, the agriculture finance in IFAD country portfolio/programme can graduate to debt-based smallholder and agribusiness financing.
- In long term, IFAD can focus on promoting innovation in the financial services sector for agricultural development, encouraging banks and other financial institutions interested in lending to the farming sector to innovate. IFAD can provide complementary funds under the themes of Zimbabwe Rural Transformation, and Smallholder Commercialization, to make the sector in Zimbabwe the place to be for financial institutions willing to finance agriculture and willing to innovate and test new instruments.

(d) *Co-financing opportunities and partnerships.*

⁶¹ <https://www.imf.org/en/Publications/REO/SSA/Issues/2019/10/01/sreo1019>

⁶² As per Policies and Criteria for IFAD Financing, the threshold applicable is the operational cut-off as determined annually by the International Development Association (IDA)

⁶³ Considering that the PBAS allocation is also affected by project performance and RSP, and ensuring consistency between this and the COSOP main text on the financing framework

- Zimbabwe has longstanding arrears of about US\$1.8 billion, notably with the World Bank and the African Development Bank (AfDB). This said, with the condition of reform agenda being materialized, there could be scope for IFAD to eventually partner with the AfDB, World Bank and the European Union, since development partners are engaging in the country, whilst striving to pool the risks.
- IFAD Strategy will explore the potential for increasing the use of blended finance to reduce risk for private sector investors, in order to mobilise private sector funding and stimulate agricultural productivity, which will be one of the solutions to hyper-inflation. The blended finance approach can in short term be started with grant and TA co-financing combined with private sector capital investments, and in medium term be continued with debt- and guarantee-based blend.
- Building strong private sector partnerships in long term relies on the expectation of improvement in the overall macroeconomic and business environment. This will likely constitute a challenge in the short to medium-term and requires close support and supervision from IFAD.

Agricultural and rural sector issues

<i>Priority issue</i>	<i>Affected target group</i>	<i>Major issues/challenges</i>	<i>Proposed actions needed</i>
Women	Female headed households and females in male headed households.	<p>Processing of both food /horticultural crops is mainly the women's task.</p> <p>Widening gender inequalities starts with socialisation of boys and girls</p> <p>Post-harvest activities, women are involved in winnowing, female-headed households use their homes to store grain</p> <p>Horticulture: women/girls work in grading/packaging</p> <p>Agricultural production tasks by women are labour- intensive, not mechanised, no use of ICT</p> <p>High unemployment and low income for women</p> <p>Women engage in low value chain activities, have limited access to markets, financing, incur food losses/wastage</p> <p>Conservation Agriculture adoption is higher with women</p> <p>Women favour gravity irrigation as it is easier to operate</p> <p>Women occupy less influential positions in IMCs and decision-making positions</p> <p>Women lack agro-processing and value addition technology,</p> <p>Women lack property rights and security of tenure, limited access to clean energy.</p>	<p>Introduce labor saving technologies to reduce drudgery e.g. clean energy sources.</p> <p>Use selection quotas (50 per cent) to prioritize women participation.</p> <p>Promote women business incubators and ICTs</p> <p>Provide business and technical skills, improve financial literacy of producers and enterprises.</p> <p>Increase women's participation in irrigation and in decision making</p> <p>Promote investment in agricultural and agribusiness enterprises for profitable and sustainable agri-food sector for women.</p> <p>Strengthen women organizations, create spaces and promote planning processes for their voices are heard.</p> <p>Conduct Gender Action Learning Systems sensitisation to address gender inequality</p> <p>Improve post-harvest technologies, Mechanised agriculture, water efficient technologies</p> <p>Confidence building & leadership skills training</p> <p>Involve women in advocacy and policy dialogue</p> <p>Promote women driven value chains, market linkage, access to rural finance, women SMEs,</p>

<p>Unemployment and rural youth</p>	<p>Rural entrepreneurs. Agri-entrepreneur Micro and Small Enterprises Women/youth</p>	<p>Existence of large number of youths of working age</p> <p>Potential to capitalise demographic dividend for economic growth.</p> <p>Brain drain with rural youth out migration to cities/outside the country.</p> <p>Lack of finance to invest in agriculture/youth lack collateral security</p> <p>Lack of technical and business skills. Weak linkages to markets.</p> <p>Training not based on capacity needs.</p> <p>Lack of appropriate training facilities such as incubators.</p> <p>Limited of youth sensitive programmes.</p> <p>Lack of technical and business skills.</p> <p>Lack of innovation.</p> <p>Lack of mentoring post training.</p> <p>Limited access to government, market information.</p> <p>Weak group governance and cohesion.</p> <p>Outdated policies.</p>	<p>Promote investment in agricultural/agribusiness enterprises for job creation</p> <p>Provide vocational training including entrepreneurship technical and business skills</p> <p>Enhance access to capital, professional networks, mentorship, connecting to the markets, customers and information and capacity building.</p> <p>Promote technical and related off-farm business and services in the agri-food sector.</p> <p>Create agribusiness incubator to accelerate agribusiness start-ups</p> <p>Promote 30 per cent Youth quota participation.</p> <p>Access to rural finance for youth enterprises and start-ups.</p> <p>Access to climate resilient technologies and practices in high value agriculture value chains (biofuels and horticulture).</p> <p>Promote SMEs and green technology for renewable energy.</p> <p>Leverage ICTs to provide knowledge and information</p> <p>Strengthen youth associations, for effective networking, knowledge sharing</p> <p>Promote use of youth champions as role models and support policy dialogue</p> <p>Support initiatives that create a positive image for the agricultural sector</p>
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<p>Food insecurity and malnutrition</p>	<p>All categories Women/Youth</p>	<p>Low production and productivity of nutrition sensitive varieties, limited crop diversification</p> <p>High post-harvest losses.</p> <p>Limited functioning markets, high food prices</p> <p>Recurrent climatic shocks such as drought</p> <p>Lack of access to irrigation facilities</p> <p>Lack of inputs - improved seed, local fertilizer companies unable to meet demand and limited access to mechanised equipment</p> <p>High livestock diseases prevalence</p> <p>Limited employment opportunities, lack of income diversification, disposable incomes and poverty.</p> <p>Lack of land tenure security, gender disparities in allocation of land</p> <p>Lack of efficient and effective agricultural research and extension</p> <p>Lack of financial services due to lack of collateral security</p> <p>High HIV/AIDS prevalence high malnutrition in rural areas.</p> <p>Unfavourable regulatory framework</p> <p>Lack of awareness on biofortified foods</p> <p>Low women dietary diversity score</p>	<p>Support nutrition-sensitive agriculture, including on-farm evaluation of drought and flood tolerant varieties.</p> <p>Distribution of high-quality nutritionally rich seeds varieties including bio-fortification, promotion of bio-pesticides.</p> <p>Social Behavioural Change Communication, including promotion of:</p> <ul style="list-style-type: none"> -Knowledge and awareness campaigns about a healthy diet, dietary diversity, food preparation and nutrition sensitization. -Good practices in post-harvest handling, certification and food safety standards. -Small livestock and dairy development with impact on nutrition. <p>Prevention of aflatoxin contamination.</p> <p>Raise awareness on benefits of bio-fortification.</p> <p>Promote crop diversification through intercropping.</p>
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<i>Priority issue</i>	<i>Affected target group</i>	<i>Major issues/challenges</i>	<i>Proposed actions needed</i>
Access to rural finance /agricultural credit	All categories; Majority of producers and micro-small enterprises	<p>Low involvement of financial institutions in the agriculture sector.</p> <p>Inadequate skills for risk assessment.</p> <p>Limited products to serve rural smallholders.</p> <p>Lack of financial knowledge and skills of farmers and enterprises.</p> <p>Insufficient trust among the actors across the value chain.</p> <p>Women and youth have limited access to finance due to lack of collateral security required by banks and MFIs, have low financial literacy, are unemployed and are more at risk of financial exclusion.</p> <p>Although the Government of Zimbabwe provides loans to viable women's projects through the Women's Fund and the Community Development Fund, there is limited awareness on the programmes.</p> <p>Financial exclusion is higher in rural areas (28 per cent) compared to (11 per cent) in urban areas</p> <p>Most loans are short term with high interest and there is lack of long-term financing for capital goods.</p> <p>Large amounts of remittances not being channelled to productive sectors.</p>	<p>Alignment with national entities such as Community Development Fund, Women Microfinance Bank, Empower Bank, Agribank.</p> <p>Develop innovative financial products tailored for agriculture and improve financial literacy of producers and enterprises including women and youth.</p> <p>Strengthen public-private dialogue along value chain actors.</p> <p>Promote reinvestment of remittances in productive sectors</p> <p>Develop financial products that are suitable for SHFs e.g. portfolio guarantee fund to financial institutions.</p> <p>Provide enhanced financial instruments for rural entrepreneurship.</p> <p>Provide capacity building for MFIs and SACCOs, SMEs, government agencies and rural entrepreneurs.</p> <p>Establish a women and youth empowerment window to support projects managed by women and youth and include vocational training skills, regulatory frameworks to allow banks to develop appropriate collateral structure for youth and women borrowers.</p>

<i>Priority issue</i>	<i>Affected target group</i>	<i>Major issues/challenges</i>	<i>Proposed actions needed</i>
Post-harvest, value addition and agro-processing	All categories; Majority of producers and micro-small enterprises	<p>Post-harvest losses are high. Zimbabwe post grain harvest losses are estimated at 20 – 30 per cent in storage alone and 40 per cent when you include, field, transportation, handling and processing loses.</p> <p>Insufficient organization of farmers associations for aggregation of inputs and produce, and low negotiation power.</p> <p>Markets informal and unorganised, with challenges in aggregating fragmented remote farmers.</p> <p>Lack of knowledge on post-harvest handling to obtain quality products.</p> <p>Limited knowledge in value addition and certification.</p> <p>Lack of infrastructure for drying and storage as well as processing.</p> <p>Lack of private investment in processing and value addition.</p>	<p>Support extension system to provide training on post-harvest handling and processing.</p> <p>Assist in investing in necessary drying and storage infrastructure, which improves productivity, food safety and quality of agricultural produce.</p> <p>Promote aggregation, market information and linkages.</p> <p>Support HUBs to establish contractual relations with private sector with knowledge of rights and duties of each party.</p> <p>Promote and facilitate private sector investment, particularly in value addition.</p> <p>Promote value chain development, in particular diversification into high value crops.</p>
Farmers groups	Youth, women and smallholder producer groups	<p>Farmers self-organised e.g. ISALs, women clubs, youth clubs are more sustainable than those organised by an external agency.</p> <p>Limited group cohesion, lack of management and business skills, poor governance.</p> <p>Lack of know-how of market linkages and demand-driven service provision to members.</p> <p>Low capacity of Water Users Associations (WUAs)</p> <p>Inadequate capacity in women commodity groups and their structures in rural areas</p> <p>Rural presence of civil society groups focusing on economic empowerment, skills- building and leadership training to women farmers</p>	<p>Support capacity development of cooperatives to:</p> <ul style="list-style-type: none"> -Provide training to their members on production, post-harvest handling and quality control of produce -Acquire business skills to serve as a bulking centre for their members -Organizational, governance and management skills. <p>Strengthen WUAs.</p> <p>Provide mentorship for group cohesion</p> <p>Provide support to civil society organizations supporting women groups.</p>

<p>Agricultural crop and livestock production and productivity</p>	<p>All categories including women and youth</p>	<p>Limited access to working capital and agricultural finance.</p> <p>Prevalence of livestock diseases, declining national cattle herd, limited grazing & extension services</p> <p>Increasing degradation, deforestation, veld fires low soil fertility due to soil erosion.</p> <p>Between 2000 to 2015, maize production declined by 79 per cent; wheat 90 per cent, soya beans 66 per cent; citrus 50 per cent, fresh produce 61 per cent; dairy 59 per cent; coffee 92 per cent; beef 67 per cent, tea 40 per cent.</p> <p>Inconsistent input supply and high cost of inputs, processing equipment, limited mechanisation</p> <p>Erratic supply and increased cost of fuel, frequent power cuts, limited renewable energy</p> <p>Vulnerability to climate change resulting in frequent droughts, crop & livestock failure</p> <p>Limited access to irrigation</p> <p>Poor extension services, limited transfer of technology from research, outdated training curriculum, low capacity of private sector</p> <p>Lack of access to productive resources (land, capital, etc.) by women and youths.</p> <p>Low commodity prices, limited access to market, packaging material, marketing skills, high cost of transport & certification to export markets, low product quality.</p> <p>High costs of meeting food processing regulations pertaining to food safety and hygiene practices, unavailability of knowledge on regulations and legislation governing food safety and hygiene issues.</p>	<p>Continue support Farmer Field Schools to empower and increase the capacity of s to adopt new technologies</p> <p>Promote market linkages, raise awareness on product quality and assist producers with certification costs</p> <p>Enhance collective action for economies of scale and reduction of transaction costs e.g. Cooperative development</p> <p>Raise awareness in communities on livestock diseases, support livestock development projects</p> <p>Promote the utilization of renewable sources of energy, sustainable pest management, soil and water conservation and soil erosion control methods</p> <p>Continue to support smallholder irrigation revitalisation, water efficient irrigation systems, climate smart agricultural practices and diversification in order to reduce the vulnerability of rural people to climate and economic shocks</p> <p>Promote agribusiness linkages with private sector engagement through Public-Private-Producer Partnerships (4Ps) arrangements, to enhance linkages with financial institutions and business as well as the provision of advisory services and farmer skills training</p> <p>Improve the linkage between private and public extension and research services</p> <p>Develop rural infrastructure in particular value addition machinery and smallholder irrigation systems</p> <p>Leverage on ICTs for information and training, update curriculum in training institutions.</p>
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<i>Priority issue</i>	<i>Affected target group</i>	<i>Major issues/challenges</i>	<i>Proposed actions needed</i>
Agricultural Support Services.	All categories	<p>Limited of mobility.</p> <p>Inadequate number of extension workers resulting in high extension to farmer ratio.</p> <p>Limited linkage for extension & research</p> <p>Lack of refresher courses and continuous training for extension staff.</p> <p>Lack of knowledge and use of ICTs and market linkages.</p> <p>Lack of knowledge of resource management and conservation.</p> <p>Limited capacity in irrigation water efficient technologies.</p> <p>Lack of skills on value addition and beneficiation.</p> <p>Lack of equipment and resourcing for extension staff</p> <p>Limited crop diversification knowledge by farmers, farmers using retained seeds due to poverty</p> <p>Women fail to attend extension meetings due to competing household chores</p> <p>Limited decision-making capacity for women as they need to refer back to their spouses for confirmation of decisions</p> <p>50 per cent of extension staff in are women, the majority of who occupy lower positions. No women at leadership level</p> <p>Limited gender equality awareness among extension staff and farmers</p>	<p>Provide institutional support extension staff in terms of mobility, ICTs, extension worker kits.</p> <p>Promote ICTs for dissemination of extension messages.</p> <p>Continue to utilise farmer to farmer extension approach</p> <p>Provide manuals for extension in remote areas.</p> <p>Promote exchange visits to learn from successful interventions.</p> <p>Create platforms to share information and best practices.</p> <p>Provide incentives through competitions and offer awards for best performance.</p> <p>Enable women to participate in extension meetings by holding meetings when women are free from household tasks</p> <p>Promote pluralistic extension services. and farmer field schools</p> <p>Work with 4Ps to promote extension services</p> <p>Promote extension research linkages</p> <p>Provide refresher courses for extension staff including gender sensitisation</p> <p>Strengthen women decision-making capacity</p> <p>Capacity building in horticulture, certification, crop diversification, nutrition gardens, livestock and fisheries, dairy, bio-fortification seed varieties, nutrition</p>

SECAP background study

Social, Environmental and Climate Assessment Procedures (SECAP) background study

A. Objectives

1. The Government of Zimbabwe has policies, legislations, strategies and institutional arrangements that seek to promote sound environmental management, social inclusion, poverty reduction and climate resilience. This SECAP background study seeks to align the COSOP (2019-2024) with Zimbabwe's climate resilience, environmental sustainability, social inclusion sustainable agriculture, and rural development goals. The SECAP supports the Zimbabwe COSOP in meeting cross cutting objectives: gender and youth empowerment; poverty and geographical targeting; nutrition mainstreaming; sustainable environmental management; climate resilience; and engagement of indigenous peoples and local communities.
2. **Approach and Methodology.** This SECAP background study applies the following approaches and methodologies: i) literature review of relevant national policies, legislations and strategies; ii) analysis of ongoing projects in country; iii) analysis of primary data obtained from various Governmental and other national or international institutions; iv) consultations with relevant stakeholders; and v) review of country programme evaluations, including existing environmental, social and climate related studies and assessments.

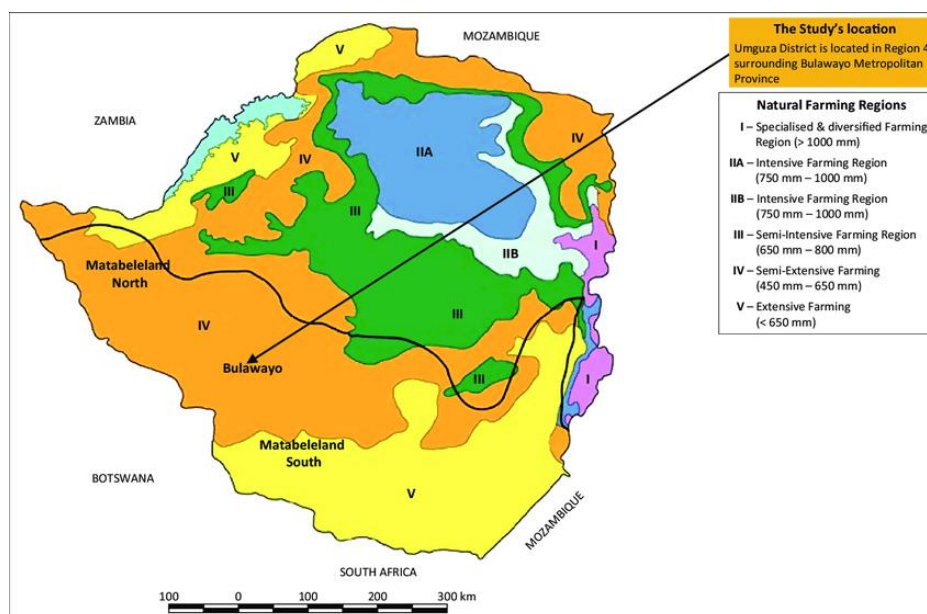
Part 1 - Situational Analysis and Main challenges

3. **Geographic context.** Zimbabwe is a landlocked country located in Southern Africa (20° S, 30° E, North of the Tropic of Capricorn, and is occupied by a plateau, at an altitude of between 1200-1600 m. The country borders Botswana, Mozambique, South Africa, Zambia and Namibia. Zimbabwe has a total area of 390,757 Km², out of which a total of 10.5 per cent is arable land.
4. **Climate.** Zimbabwe's climate varies by altitude. There is a dry season, including a short cool season during the period between May and September, when there is very little rain across the country. Though rainfall patterns are unreliable, the climate is characterised by wet and dry seasons. The rainy season is experienced between November and March. The eastern highlands receive rainfall above 1,000 mm, the North-Eastern (Highveld) receive 750-1000 mm, Midlands receive 500-750 mm, and low-lying areas in the North receive 450-650 mm, while the South receives below 650mm. The seasonal weather is highly influenced by distance from the equator and the country's main topographical features.
5. Zimbabwe has in the past experienced **tropical cyclones**, which originate in the Indian Ocean, and pass over Mozambique, reaching the eastern regions of the country. Some cyclones that hit the country in the past were: Leon-Eline in late February 2000, Japhet in early March 2003, Dineo in mid-February 2017, and Idai in March 2019. The cyclone season runs from mid-November to May, but they are most likely from late December to mid-April. Cyclone Idai was described by the UN as one of the worst weather disasters in Africa. The massive flood waters led to loss of lives, destruction of property and infrastructure; loss of agricultural produce and land thus leading to food insecurity, disease outbreaks and displacement of communities, among others⁶⁴.
6. **Demographics.** Zimbabwe's population was estimated at 14,030,368 in 2016. About 38.9 per cent of this population comprised youths under 15, while another 56.9 per cent were persons aged between 15 and 65 years. Only around 4.2 per cent of citizens were over 65 years. The majority of the population is of African origin, with a small population of Zimbabweans of European origin. There are also

⁶⁴ Oxfam International (2019). Cyclone Idai in Malawi, Zimbabwe and Mozambique. Oxfam International.

some coloureds who are a mixture of Africans and Whites. The birth rate among the Africans is at 4.3 per cent annually and a population growth rate of 1.68 per cent. The country has two major ethnic groups, namely the Shona and the Ndebele.

7. **Macro-economic setting.** Real gross domestic product (GDP) contracted by 7.5 per cent in 2019, compared with the positive growth of 3 per cent during 2014-2018, and 10 per cent during 2010-2013⁶⁵. The economic slow-down in recent years is due to currency reforms⁶⁶; severe droughts in 2017/18 and 2018/19; an acute shortage of foreign currency, fuel and electricity; insecure land tenure; infrastructure and regulatory deficiencies; high public and external debt; corruption; and crowding out of the private sector through a high government wage bill. Agriculture accounts for 12% of GDP, while services and industry contribute 65.8% and 22.2%, respectively (World Bank 2017). Zimbabwe's fiscal deficit has been rising: from 3.0 per cent of GDP in 2015 to 9.9 per cent of GDP in 2017.
8. In January 2020, Zimbabwe imported the largest weekly consignment of maize from South Africa, since December 2013.
9. **Inflation.** From 2018 inflation has been increasing sharply, reaching 175.66 per cent in June 2019⁶⁷, the highest in the world⁶⁸, due to intensified speculative pricing tied to parallel market foreign exchange premiums. Negative perceptions on fiscal and monetary policy pronouncements, the separation of Real Time Gross Settlement (RTGS) FCA and NOSTRO FCA accounts, the introduction of 2% tax on all mobile payment transactions, an overvalued local currency, the RTGS Dollar, and policy inconsistencies and instability have fuelled adverse inflationary expectations in the economy⁶⁹.
10. **Agro-ecological zones.** Zimbabwe is divided into five agro-ecological regions, known as natural regions (Figure 1), based on the rainfall regime, soil quality and vegetation among other factors. The quality of the land resource declines from Natural Region (NR) I through to NR V.



⁶⁵ <https://www.worldbank.org/en/country/zimbabwe/overview>

⁶⁶ Introduction of the Bond Note in 2013 as one of the currencies of trade alongside hard currencies, and full conversion to the Zimbabwe Dollar in June 2019.

⁶⁷ <https://www.aljazeera.com/ajimpact/imf-zimbabwe-highest-inflation-rate-world-190927004536305.html>

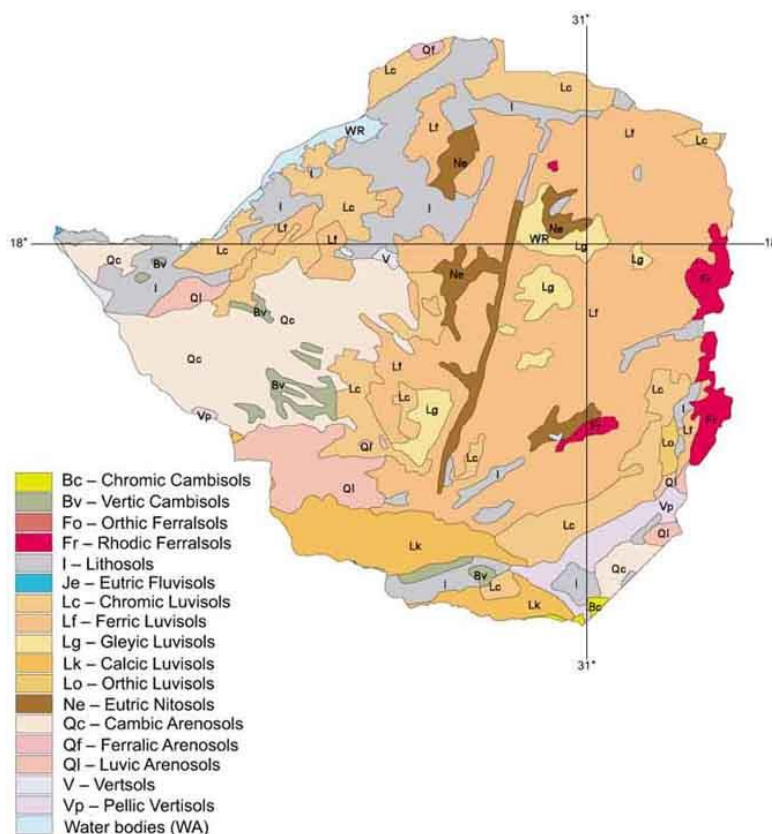
⁶⁸ IMF

⁶⁹ Reserve Bank of Zimbabwe, Annual Report 2018.

11. *Natural Region I* lies in the east of the country. It is characterized by rainfall of more than 1 000 mm/year (most of which falls throughout the year), low temperatures, high altitude and steep slopes. NR I is ideally suitable for intensive diversified agriculture and livestock production, mainly dairy farming. Common crops are tropical crops such as coffee and tea, deciduous fruits, such as bananas and apples, and horticultural crops, such as potatoes, peas and other vegetables. Flowers, such as proteas (*Proteaceae* spp.), are grown for export.
12. *Natural Region II* is located in the middle of the north of the country. The rainfall ranges from 750 to 1 000 mm/year. Because of the reliable rainfall and generally good soils, NR II is suitable for intensive cropping and livestock production. It accounts for 75-80 per cent of the area planted to crops in Zimbabwe. Irrigated crops include wheat and barley grown in the colder and drier months (May-September). NR II is suitable for intensive livestock production based on pastures and pen-fattening utilizing crop residues and grain. The main livestock production systems include beef, dairy, pig and poultry.
13. *Natural Region III* is located mainly in the mid-altitude areas of the country. It is characterized by annual rainfall of 500-750 mm, mid-season dry spells and high temperatures. Production systems are based on drought-tolerant crops and semi-intensive livestock farming based on fodder crops. Smallholders occupy 39 per cent of the area of this region⁷⁰. Smallholder agriculture in the communal farming areas is under relatively intensive cropping systems. The main crops are maize and cotton. NR III is suitable for the production of groundnuts and sunflowers as cash crops.
14. *Natural Region IV* is located in the low-lying areas in the north and south of the country. The characteristics of the region are: annual rainfall of 450-650 mm, severe dry spells during the rainy season, and frequent seasonal droughts. Although NR IV is considered unsuitable for dryland cropping, smallholder farmers grow drought-tolerant varieties of maize, sorghum, pearl millet (*mhunga*) and finger millet (*rapoko*). NR IV is ideally suitable for cattle production under extensive production systems and for wildlife production.
15. *Natural Region V* covers the lowland areas below 900 m above sea level in both the north and south of the country. The rainfall is less than 650 mm/year and highly erratic. Although NR V receives reasonable rainfall in the northern part of Zimbabwe along the Zambezi River, its uneven topography and poor soils make it unsuitable for crop production. Generally, NR V is suitable for extensive cattle production and game-ranching. Crop yields are extremely low and the risk of crop failure is high. Cattle and goat production are major sources of cash income⁷¹.
16. **Soil types.** "The soils of the traditional smallholder farming areas of Zimbabwe are predominantly sands to sandy loams. Red clay loams are typically associated with former commercial farming areas of Natural Region II or humic soils found in the valley bottoms. Figure 2 is a soil map of Zimbabwe. Much of the soil in Zimbabwe is coarse-grained sand with low water holding capacity and low nutrient exchange capacity. In such soils with little clay to stabilize the organic matter, the production of root mass is very important to hold the soils together.

⁷⁰ <http://www.moa.gov.zw/index.php/agriculture-in-zimbabwe/>

⁷¹ FAO (2000). Zimbabwe's natural regions and farming systems. <http://www.fao.org/3/a0395e/a0395e06.html>



Environment and Natural Resources Situational Analysis and Challenges

17. Zimbabwe is endowed with resources that include rich mineral deposits, wildlife, arable lands, forests, wildlife, livestock, surface and groundwater resources. Zimbabwe's economy is natural resource dependant, with over 80 per cent of the rural population being dependant on rain fed agriculture as a means of livelihood and for food security. Zimbabwe has a well-developed and diversified industrial sector, but some of this, particularly the mining sector, has damaged the environment. The unregulated establishment of mines has created large waste dumps, and runoff from these has contaminated soil and water bodies. Poor mining practices have led to toxic waste and heavy metal pollution especially in the more arid parts of the country⁷².
18. **Water resources.** Zimbabwe's main water sources are rivers, lakes, and aquifers. Mean annual rainfall is low and many rivers in the drier parts of the country are not perennial. Zimbabwe has made extensive investments in large, small, and medium dams, though current utilization is only about 22 per cent of mean annual run-off. Zimbabwe's rivers form drainage systems divided into seven catchment areas and managed by catchment councils. The catchments are: Gwayi, Sanyati, Manyame, Mazowe, Save, Runde, and Umzingwane Catchments. Most rural people rely on wells and boreholes, and river diversions as their main sources of water, which are increasingly becoming over exploited, leading to water shortages. Earlier investments in irrigation have mainly benefited large-scale commercial farmers.

⁷² Zvomuya, W (2017). Environmental crisis and sustainable development in Zimbabwe: a social work perspective. African Journal of Social Work. AJSW, Vol 7, No.2, 2017.

Some efforts have been made towards investment in small scale irrigation. The country's irrigation potential remains substantial⁷³.

19. The COSOP will promote measures to control land degradation and deforestation through sustainable land water management practices such as agroforestry at farm level, reforestation, afforestation, awareness creation and training, promotion of soil and water conservation measures (e.g. soil erosion control), conservation agriculture, water harvesting. In collaboration with relevant government agencies, a participatory landscape approach to forest conservation will be taken which ensures communities, including traditional leaders and local authorities are involved in sustainable forest management. Bringing degraded forest areas under sustainable management would reverse degradation, regenerate forests, and restore ecosystem goods and services.
20. **Agriculture** is the backbone of Zimbabwe's economy and accounts for the livelihoods of most rural people, most of whom are smallholder farmers. General challenges facing smallholder farmers include low and erratic rainfall, climate change (manifested as drought, floods, heat waves, cyclones) low and declining soil fertility, low investment in agriculture, shortages of farm power - labour and draft animals, poor physical and institutional infrastructure, poverty and recurring food insecurity.
21. The agriculture sector suffered a decline in productivity following the 2000 fast track land reform programme. This was mainly due to the distribution of land to resource poor farmers without providing them with adequate production support. The agriculture sector took a further toll from the El Nino induced droughts. From 2008 the agriculture sector started showing signs of recovery mainly spurred by the Government's CAP, which provided inputs to farmers. Livestock and livestock products contribute significantly to the economy of Zimbabwe, with cattle accounting for 35-38 per cent of the Gross Domestic Product (GDP) contributed by the Agricultural Sector. It is estimated that up to 60 per cent of rural households' own cattle, 70-90 per cent own goats, while over 80 per cent own chickens. The importance of livestock in rural livelihoods and food security lies in the provision of meat, milk, eggs, hides & skins, draught power, and manure. They also act as strategic household investment. Small ruminants (sheep and goats) and non-ruminants, particularly poultry, are an important safety net in the event of a drought – they are easily disposable for cash when need arises or during drought crisis.
22. **Energy.** Electricity is generated at the Kariba power station, the Hwange Thermal power station and three minor coal-fired stations. Due to rainfall shortages and general poor maintenance of electricity generating facilities, black outs and power cuts are very common in Zimbabwe. Wood fuel is used by 67 per cent of the population. In rural areas it is the most important source of domestic fuel. This has led to deforestation in parts of the country, with accompanying environmental problems such as erosion and loss of biodiversity. Animal power is a very useful source of energy in Zimbabwe. It is estimated that animals contribute an equivalent of 6.8 million liters of diesel in the agricultural sector. To control deforestation, projects developed under this COSOP will promote renewable energy sources such as biogas and biomass energy, energy saving cook stoves and solar energy whenever feasible. Agroforestry tree species that provide multiple benefits such as firewood and generate income for farmers will be promoted at farm level. Partnerships with renewable energy service providers will be explored within project to determine the extent to which renewable energy technologies can be included into smallholder producer groups as assets and income generation

⁷³ AFDB (2007). Water resource management and supply in Zimbabwe. https://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/9_per_cent20Zimbabwe_per_cent20Report_Chapter_per_cent207.pdf

- activities. Promotion of agroindustry around access to energy will form an integral part of the structural transformation within projects such as the SACP.
23. Land tenure in Zimbabwe's includes freehold, lease, permit and communal land. Communal ownership accounts for 42% of the agricultural land and is occupied by the rural poor who make up 51% of Zimbabwe's population. The Communal Land Act of 1983 states that all communal land is vested in the State President who has powers to permit its occupation and utilization in accordance with the Act. Rural district councils, Chiefs, Headmen and Village Heads have the authority to allocate communal land on behalf of the State. Communal area inhabitants thus have usufructuary rights over land, while resettled farmers under the old resettlement schemes, A1 and A2 models own land through permits and 99-year leases respectively. Small- and large-scale commercial farms are under title deeds. Many resettled farmers are yet to receive their permits or 99-year leases, as a result, land tenure insecurity is extremely high among this group.
 24. Communal lands are characterised by overburdened and poorly managed grazing lands resulting in high levels of degradation. Frequent droughts and dry spells compound degradation of grazing lands and reduce productivity. Hence communal farmers have small herds of livestock, in generally poor condition. Small cropping lands in communal lands have been cultivated over many decades depleting nutrients and leaving poor soils that require fertilisers for productivity. Very poor households rely on the government and other development actors for inputs such as drought tolerant seeds and fertilisers, without which they cannot produce enough to meet household needs, leaving them dependant on food aid.
 25. **Land access.** A partnership will be explored with the land coalition. The projects will explore opportunities for understanding the land tenure framework in Zimbabwe and where appropriate adopt and promote relevant land tenure solutions. Proposed interventions within the projects will be informed by the Land Access Framework in the country and focus will be placed on issues affecting women and youth participation. Zimbabwe's policies have no provisions excluding women or youth from accessing land under any of the tenure systems. Under the 2000 fast-track land reform programme, the policy was that women should constitute 20 per cent of all those allocated large-scale farming land, also known as A2 farming land. Women were also entitled to apply for agricultural land in their own right under the A1 village schemes. Women account for 18 per cent of the beneficiaries of the A1 scheme and for 12 per cent of the A2 scheme. The "letter of offer" issued for the A2 scheme provides for joint allocation of land between spouses which protects women in case of husband's death. Following the land reform programme, the government established the Zimbabwe Land Commission to investigate the country's land ownership patterns and to ensure accountability, fairness and transparency in the administration of agricultural land. The Land commission initiated a land audit which is ongoing. In 2019 the Minister of Lands, Agriculture, Water, Rural Resettlement launched the formulation process of a comprehensive land policy which is expected to enhance access to land, land use planning and management, productivity and sustainable utilisation of land.
 26. Veld fires affect an average 900,000 ha of Zimbabwe's land surface annually. In 2010, fires burnt 79,000 ha of indigenous forest. Uncontrolled fires are more common in resettlement areas due to slash and burn land clearance for crop cultivation and lack of firebreaks⁷⁴.
 27. **Mining.** The major minerals reserve deposits in Zimbabwe comprise of asbestos, gold, copper, chrome, nickel, diamonds, platinum, coal and iron. Small-scale mining activities have been on the increase. These contribute significantly to employment creation and consequently poverty reduction. However, mining

⁷⁴ CBD (2018). Zimbabwe's fifth national report to the convention on biodiversity. <https://www.cbd.int/doc/world/zw/zw-nr-05-en.pdf>

activities have been seen to cause serious environmental problems as a result of the methods used in extracting the ore. The methods are underground and opencast with ancillary operations such as drilling, breaking, milling, cleaning and grading. Opencast methods result in removal of topsoil which disturbs the natural environment and the ecological synergies⁷⁵.

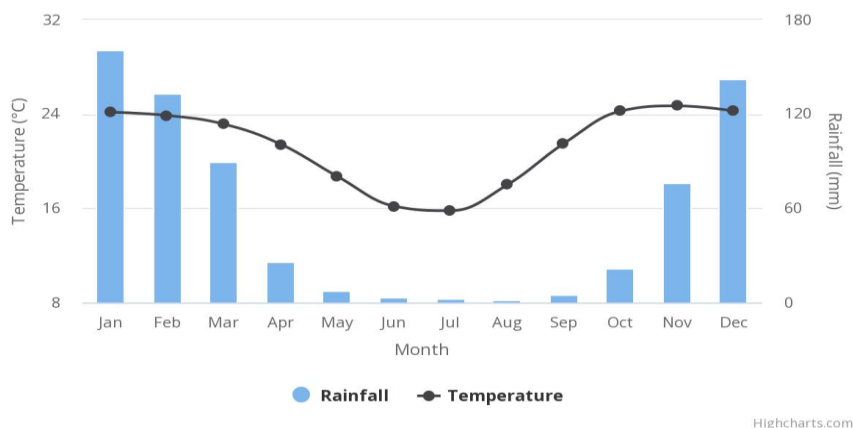
28. **Fisheries.** Small-scale fisheries in Zimbabwe play an important role in income generation and food security at the household level. Commercial fishing occurs mainly in five reservoirs namely Lake Kariba, Lake Chivero, Lake Mutirikwi, Mazvikadei dam and Manyame. Kariba fisheries are the largest and contribute 60-70 per cent of Zimbabwe's total fish output. Lake Kariba has an area of 5,364km², a length of 277 km and a mean depth of 29m and supports pelagic (offshore) and artisanal (in shore) fisheries. The smaller dams, rivers and ponds support small scale (artisanal) fisheries and provide fish for subsistence purposes.
29. **Wildlife resources.** The wildlife of Zimbabwe is mostly located in the national parks, private wildlife ranches, conservancies, sanctuaries and botanical gardens where exotic and indigenous species of trees are protected. Zimbabwe's parks are home to the African 'big five' (lion, leopard, elephant, buffalo and rhinoceros). The country also has a variety of other animals.

Climate Change Situational Analysis and Challenges

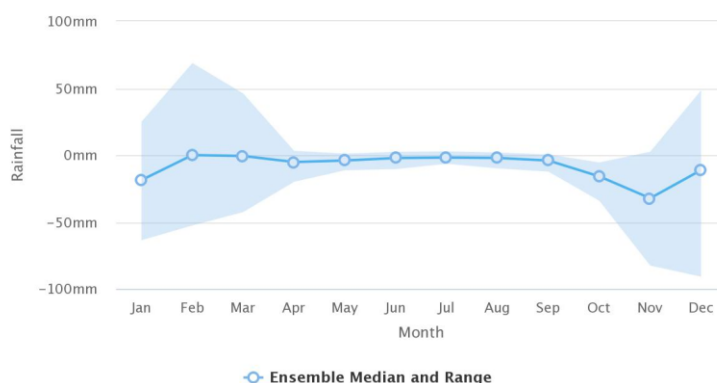
30. Zimbabwe is susceptible to an array of extreme weather events such as droughts, heatwaves, heavy rains, flash floods, cyclones, strong winds and hailstorms. Even though Zimbabwe's rainfall pattern has always exhibited spatial and temporal variability, the timing and amount of rainfall received are becoming increasingly uncertain. In the past, rains generally began in October/early November and ended in April/early May. However, most parts of the country are now receiving rains as late as December.
31. IFAD commissioned the University of Cape Town to undertake a series of climate change and climate risk analysis (CRA) studies for multiple Eastern and Southern African countries, including Zimbabwe. The CRA study suggests that mean temperatures are predicted to increase across all provinces by at least 1.8^o C during the period from 'Historical' to 'MC 2050' timepoints. The hottest months of October, November and December are predicted to increase by 2–2.7 °C, relative to a Historical average of 24.8–25.5^o C. Similar increases of 1.8–2.2^o C are predicted for all other months of the year.
32. Modelled predictions for national average precipitation indicate a decrease of total annual rainfall from ~620 mm to ~526 mm, representing a decrease of ~95 mm or 15 per cent - the predicted decrease of rainfall across the country's provinces and Natural Regions ranges from ~14-19 per cent.
33. The large increases in temperature (2–2.7^o C) in the months of October–December will increase crop water demand and evapotranspiration losses of water from agricultural soils, coinciding with the reduced rainfall predicted for the same months. This effect is likely to increase the risks of crop failure as a result of inadequate or erratic rainfall during the establishment of rainfed crops. Taken cumulatively over the entire growing season, the combination of reduced rainfall and increased temperature is likely to reduce agricultural production, either as a result of decreased yield or outright crop failure, particularly in the case of heat- and drought-sensitive crops such as maize and wheat.

⁷⁵ Government of Zimbabwe (2016). Third National Communication to the United Nations Framework Convention on Climate Change. Government of Zimbabwe, Ministry of Environment, Water and Climate.

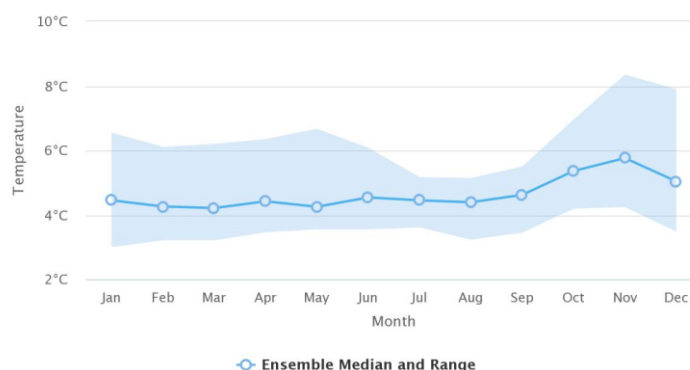
Average Monthly Temperature and Rainfall in Zimbabwe from 1901-2016



Projected Change in Monthly Precipitation for Zimbabwe for 2080-2099



Projected Change in Monthly Temperature for Zimbabwe for 2080-2099



34. The CRA study for Zimbabwe predicts that the combined effects of reduced precipitation and increased temperatures will result in negative impacts on all of the crops assessed (including beans, groundnuts, maize, millet, sorghum). The annual production of beans, groundnut, maize and sorghum is expected to be negatively impacted by increased temperatures and reduced or delayed rainfall, thereby causing a reduction in the extent of suitable production areas as well as reducing the productivity of remaining areas. Pearl millet is likely to be comparatively less affected by the predicted climate changes, and should be considered for further investigation as an appropriate alternative staple to be

- promoted in areas where maize production is expected to become marginal or unsustainable, or in cases where other traditional staples such as sorghum and groundnuts are increasingly unsuitable.
35. It is predicted that households will experience the equivalent decrease in annual production of beans from 0.3 kg up to 4 kg per household. Mashonaland Central and Mashonaland West are likely to be particularly vulnerable to the predicted changes on production of beans, as a result of the combined effect of their large exposure to climate-related impacts as well as their relatively low adaptive capacities. In total, it is estimated that the annual production of beans across all provinces will be reduced by ~3,300 tonnes, and the resultant annual cost of climate-related impacts is estimated to be US\$3 million per year.
 36. The predicted decrease in annual production of groundnuts is predicted to range from 0.1 kg up to ~8 kg per household. Provinces which are predicted to be most vulnerable to climate change impacts on total groundnut production include Masvingo (1), Midlands (2) and Mashonaland East (3). In total, it is estimated that the annual production of groundnuts across all provinces will be reduced by ~8500 tonnes, equivalent to an annual replacement cost of US\$8.5 million per year.
 37. Increased temperatures, increased heat stress and reduced water availability are expected to adversely affect livestock production and productivity as well as health. Grazing systems are likely to be seriously affected due to their reliance on climatic conditions and the natural resource base. ASALs are likely to be worst affected, thus leading to general decline in the productivity of livestock resources and land degradation. Climate change is also likely to affect the quality and quantity of fodder and feed, in addition to exacerbation of livestock diseases and pests⁷⁶.
 38. The total annual greenhouse gas emissions (GHG) for Zimbabwe is 63.79 mega tonnes (Mt). The agricultural sector is the third largest emitter in the country (16.3 per cent of national emissions) after land-use change and forestry (56.5 per cent), and energy (23.3 per cent). Within the agriculture sector, the livestock subsector accounts for the greatest GHG emissions (70.9 per cent) followed by cropland (29.1 per cent). Zimbabwe has Nationally Determined Contributions (NDCs) that aim at mitigating and adapting to climate change in all sectors of the economy⁷⁷
 39. **Climate adaptation:** The CRA report suggests that mean temperatures are predicted to increase across all provinces by at least 1.8° C and rainfall is also expected to reduce over time due to climate change. These changes in temperature and precipitation coupled with the unsuitability of crops to certain provinces or decreases in yields and livestock productivity will increase farmers' vulnerability to climate change and exacerbate poverty levels. For the COSOP to meet its strategic objectives 1 and 2 (increased climate resilient productivity of selected nutrition sensitive VCs and improved post-harvest practices, agro-processing and market access), there will be need to apply the University of Cape Town CRA study to determine the suitability of crops and livestock promoted under specific climatic conditions and to promote crops that are suitable for certain provinces and AEZs. Under SO 2, the findings of the study will help to provide projections on the requirements for climate proofing of rural infrastructure (such as storage facilities, rural roads, processing facilities, and markets) based on precipitation and temperature predictions. As Increased temperatures, heat stress and reduced water availability are expected to adversely affect livestock production and productivity as well as health, where relevant, there will be need to focus on sustainable livestock production, productivity and marketing.
 40. Overall, climate adaptation and resilience will be enhanced through promotion of measures such as water harvesting, energy and water efficiency, renewable

⁷⁶ CIAT (2017). Climate Smart Agriculture in Zimbabwe. CIAT.

⁷⁷ CIAT (2017). Climate Smart Agriculture in Zimbabwe. CIAT

energy, agroforestry, conservation agriculture, diversification of livelihoods, reforestation, soil and water conservation measures such as soil erosion control, drought tolerant crop and livestock varieties and species, climate proofing rural infrastructure, training and capacity building, building climate and weather information systems, and catchment rehabilitation and conservation, smallholder irrigation, sustainable livestock/rangeland production and management among others.

Social Inclusion Situational Analysis and Challenges

41. **Poverty.** Zimbabwe is ranked 156th out of 188 countries in the HDI (2017). About 76 per cent of the rural households are poor compared to 38.2 per cent of urban households. The decline in formal employment, with many workers engaged in poorly remunerated informal jobs, has a direct bearing on both poverty and hunger. Poor households in Zimbabwe are characterised by large families, high dependency ratios, and, on average, older heads of households were associated with higher poverty than younger heads of households. The poor are the most vulnerable and most affected by climate change because they have poor coping mechanisms.
42. Zimbabwe National Statistics Agency reported in 2017 that Extreme poverty among the population was highest in Mashonaland Central Province with 49.5 per cent of the population below the food poverty line followed by Matabeleland North Province with 45.1 per cent, while the lowest was found in Bulawayo Province (1 per cent) and Harare Province (5.2 per cent). Manicaland Province had the highest proportion of the poor (16.4 per cent) followed by Masvingo Province (13.3 per cent). Of all provinces in Zimbabwe, Mashonaland Central had the highest proportion of poor households, (16.1 per cent) followed by Mashonaland East with 14 per cent and Matabeleland North at 12.5 per cent. Mashonaland Central also had the highest prevalence of rural poverty (84.7 per cent).
43. **Gender.** Fifty-two per cent of the Zimbabwean population is female. Approximately 80 per cent of women live in the communal areas where they constitute 61 per cent of the subsistence farmers and provide 70 per cent of the labour. The average household size is 5 persons with 65 per cent of households being male headed. Women represent 65 per cent of financially excluded people⁷⁸.
44. The prevalence of poverty is higher among women. Rural women work long hours spending at least 49 per cent of their time on agricultural activities and about 25 per cent on unpaid domestic work⁷⁹. Land ownership is in favour of men and in communal areas, women can only access land through their husbands or through a male relative. Men own the valuable livestock and make the decisions and control of livestock production, including for female owned small livestock. Other constraints faced by rural women include low paid employment, limited knowledge of markets, lack of security of tenure, limited access to clean energy and heavy workloads. Both women and men participate in crops and horticultural production and marketing, but women and girls participate more in grading and packaging. Both women and men are also active in forestry, but the women's roles are mainly in nursery development and management.
45. Erratic rainfall that reduces food availability is strongly correlated with death among girls than boys. Variability in rainfall makes agricultural work more labour-intensive, and in many cases, women will increasingly carry the burden of the additional work and have least access to necessary inputs. Women with fewer assets often face the negative effects of reduced rainfall. Development

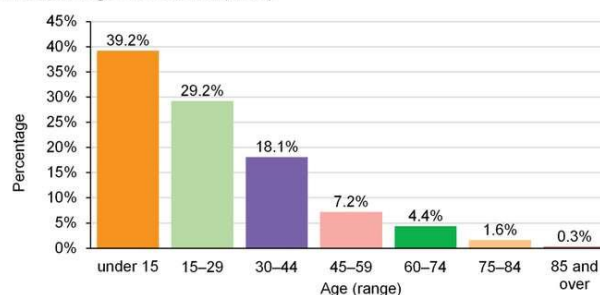
⁷⁸ Zimbabwe Finscope Consumer Survey 2014

⁷⁹ FAO, 2017 Country Gender Assessment of Agriculture and the Rural Sector

programmes must ensure that the views of women and girls, in particular, across age and ethnic lines are considered for effective intervention⁸⁰.

46. **Youth.** The National Youth Policy in Zimbabwe defines the youth as people aged 15 to 35 years. Youth unemployment is estimated to be at least 84 per cent of the unemployed and that over 75 per cent of employed youth are in vulnerable employment. In 2014, the youth population was 4.5 million people, of which 3.4 million are employed in agriculture, forestry and fishery work, and 16.3 per cent are unemployed. Rural youth unemployment was 4 per cent and underemployment was 14.3 per cent. About 94.5 per cent of youths are in informal employment.
47. Youth are excluded from formal financial services largely due to negative stereotypes as they are considered high risk-takers, cannot provide collateral, have limited business and life experience and lack a track record or credit history.

Zimbabwe age breakdown (2016)



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48. **Nutrition.** Chronic malnutrition and stunting remain major challenges in Zimbabwe. The country has a double burden of malnutrition, where less than 10 per cent of children aged 6–24 months consume the minimal acceptable diet, while 6 per cent of children under the age of five are over-weight (ZDHS, 2010-11). Children living in rural areas are more likely to be stunted and underweight than those in urban areas due to a combination of reduced food availability caused by poor agricultural performance, lower access to food due to high levels of poverty and poor food utilization due to lack of knowledge on how to use the available food.
49. The food insecure regions are consistent with poverty prevalence with Matabeleland North (58 per cent) and Manicaland (50 per cent) provinces having the highest proportion of food insecure households⁸¹. According to the 2018 Global Hunger Index, Zimbabwe's global hunger index score has fluctuated in recent years⁸², but tended to decrease through to 1992-2018 period ending at 32.9 index⁸³ in 2018 (where it ranked 107th out of 119 countries).
50. The causes of food and nutrition insecurity include traditions and dietary preferences, poor infant and young feeding and care practices, HIV/AIDS, limited employment opportunities, liquidity challenges, and recurrent climate-induced and economic shocks. The Zimbabwe National Malnutrition Strategy identifies inadequate knowledge and practices regarding appropriate and healthy diets for children and adults, weak value chain for nutrient dense foods, weak coordination

⁸⁰ ZRBF (2019). Gender, climate change and resilience in Zimbabwe. Accessed on 27th September 2019. <http://www.zrbf.co.zw/data/media/00001236/GENDER-CLIMATE-CHANGE-AND-RESILIENCE-An-overview-of-the-linkages-in-Zimbabwe-2.pdf>

⁸¹ Zimbabwe Vulnerability Assessment Committee (ZIMVAC 2018),

⁸² Zimbabwe scored 38.7 in 2000 and improved to 32.9 in 2018, ranking 107th out of 119 countries. Source: <https://www.globalhungerindex.org/results/>

⁸³ GHI 0 = no hunger; 100 = worst hunger <https://knoema.com/GHI2018/global-hunger-index-2018?tsId=1002390>

and inadequate resourcing of nutrition interventions, poor water and sanitation interventions among others as contributing to high malnutrition⁸⁴.

51. **In response to COVID-19**, IFAD will invest in: (a) radio programmes and mobile phone applications (including WhatsApp) in the project areas to facilitate e-extension, buying and selling, receiving climate information, promoting good agricultural practices and food safety (e.g., traceability of supply), sensitising small and medium scale rural enterprises on investments they can make to take advantage of Covid-related opportunities and monitoring of IFAD interventions; (b) social media for youth depending on feasibility (power supply and internet connectivity) for dissemination of information on opportunities arising from the IFAD projects; (c) the wider use of mobile money for efficiency, security and safety of transactions; and (d) dissemination of information on Covid-19 through all available channels. Partnerships will also be explored with the United Nations Development Programme (UNDP) and ILO on the mitigation of the impact of COVID-19 on the food supply chain and to ensure household food security.
52. The GoZ has developed a draft proposal to access IFAD's 18-months funding for the Rural Poor Stimulus Proposal (RPSP), seeking to respond to the impacts of COVID-19. The draft proposal includes: (i) provision of e-vouchers for crop and livestock inputs through agro-dealers; (ii) provision of PPE, hygiene materials (water and storage and soap) and hygiene education; (iii) market access through private sector linkages, government procurement of commodities, provision of post-harvest management facilities such as aggregation centres with cold chain facilities and agro-processing units (dryers, threshers, packaging); (iv) establishment of a revolving fund; and (v) promotion of a digital application to facilitate e-commerce, e-extension, and the dissemination of COVID-19 prevention information.

Policy, Regulatory and Institutional Frameworks

53. The Government of Zimbabwe developed policies, legislations, guidelines and institutional frameworks to direct action and investments within various thematic areas such as environmental management, climate change adaptation and mitigation, gender and women empowerment, youth empowerment, poverty eradication, indigenous peoples, nutrition, and natural resources management among others. Table 1 shows the list of policies, legislations, guidelines and institutions under each thematic area.

Thematic Area	Policies/Legislations/Guidelines/Strategies/Action Plans	Key Institutions
Environmental management	Constitution (2013); Environmental Management Act (2006); National Environmental Policy and Strategies (2009); Communal Land Act; Environmental Management Regulations; Mines and Minerals Act; Forest Act (2002); Water Act (1998); Water Resources Management Strategy (2000); National Irrigation Policy and Strategy (2018); Wildlife and Parks Management Act Parks and Wildlife Act (1996); Wildlife Based Land Reform Policy (2006); Forest Based Land Reform Policy (2004); Communal Land Act;	Ministry of Environment and Tourism; Department of National Parks and Forestry Commission; Environmental Management Authority; Department of Mechanisation; Climate Unit; Zimbabwe National Water Authority; Surveyor General; Ministry of Energy and Power Development; Ministry of Transport; Parks and Wildlife Authority

⁸⁴ Global nutrition report (2018). Zimbabwe. <https://globalnutritionreport.org/documents/240/Zimbabwe.pdf>

Thematic Area	Policies/Legislations/Guidelines/Strategies/Action Plans	Key Institutions
Climate change	National Climate Change Response Strategy, (2016); National Climate Policy (2016); Nationally Determined Contributions; Climate Smart Agriculture Profile; Nationally Appropriate Mitigation Actions (NAMAs); draft National Adaptation Plan; drought mitigation strategy (2017-2025); climate and disaster management policy; Renewable Energy Policy; Bio-fuels Policy	Meteorological Services; Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement; Ministry of Energy and Power Development; Climate Unit; Zimbabwe National Water Authority
Nutrition	Food and Nutrition Policy (2012); National Nutrition Strategy	National Steering Committees on Food and Nutrition Security; National Task Force on Food and Nutrition Security; Advisory Group for Food and Nutrition Security; Zimbabwe National Nutrition Survey and Zimbabwe Vulnerability Assessment Committee; Consumer Council; Ministry of Health; Ministry of Education
Gender and women empowerment	National Gender Policy and Action Plan (2017); National Gender Policy notes	Ministry of Women's Affairs, Community, Small and Medium Enterprise Development
Indigenous peoples	Constitution (2013); adopted the African Charter on Human and Peoples Rights of 1981; Traditional Leaders Act (2001); signatory to the UN Declaration on Indigenous Peoples Rights	Local and international agencies
Youth empowerment	National Youth Policy (2015)	Ministry of Youth, Sports and Recreation (MYSR); Youth Development and Employment Department
Poverty eradication	National Industrial Development Policy (2019-2023); National Employment Policy (2009); Constitution (2013); Indigenisation and Economic Empowerment Act; Interim Poverty Reduction Strategy Paper (2016-2018); Vision 2030 (2019); The Transitional Stabilisation Programme (2018-2020); Agenda for Sustainable Socio-economic Transformation (ZIMASSET 2013 - 2018); National Agricultural Policy Framework (2018-2030); Agricultural Investment Plan (ZAIP) 2017-2021; Draft National Livestock Policy (2014); Targeted Command Agriculture Programme (TCAP); Presidential Input Support Scheme (since 2011).	Government ministries and agencies, NGOs, international agencies and development partners

Key National Policies, Legislations and Strategies on Thematic Areas

54. **Agriculture.** The land reform programme in Zimbabwe restructured the agriculture sector and presented new opportunities and challenges that necessitated the development of new and relevant policies, hence the development of the draft National Agriculture Policy Framework (NAPF) (2018-2030)⁸⁵. The objective of the NAPF is to provide policy guidance and direction on how to promote and support the sustainable flow of investments to transform the agricultural sector through increased and sustained agricultural production, productivity and competitiveness. The NAPF provides a relevant and evidence-based framework to guide and coordinate the development of sector-specific policies that will provide more details, priorities, implementing means, and enforcement mechanisms. The NAPF incorporates a set of development intentions, targets, principles and values of key global, regional and national initiatives including Agenda 2063 for Sustainable Development Goals⁸⁶ and the

⁸⁵ <http://www.livestockzimbabwe.com/Updates/Draft-%20Zimbabwe%20Agriculture%20National%20Policy%20Framework.pdf>

⁸⁶ United nations (UN) Conventions

- Comprehensive Africa Agriculture Development Programme⁸⁷. At national level, the framework was married to national development results and outcomes articulated in the National Development Plan 2030, Zimbabwe Agricultural Investment Plan (ZAIP) 2017-2021, National Climate Policy and Agricultural Gender Policy among others.
55. In 2014 the government of Zimbabwe completed compiling the Draft National Livestock Policy (2014) which has the following objectives: Enhance efficiencies along the livestock value chain; Secure livestock resources against natural and man-made disasters; Promote sustainable livestock production in balance with nature; Ensure the equitable access of livestock players along value chains; and Protect consumers against the biological, moral, and ethical risks that arise from livestock development.
 56. In 2016 the government of Zimbabwe introduced the command agriculture programme as an import substitution model to curtail imports on maize and its by-products. It has since been extended to wheat and cattle production. The scheme is managed by the Agriculture Marketing Authority and regulated under the 2017 Agriculture legal framework that governs the command agriculture scheme.
 57. The Zimbabwe Drought Mitigation Strategy (2017-2025) aims to provide a framework for adoption of appropriate mitigation actions to enhance drought preparedness; promoting conservation agriculture; rehabilitating irrigation; promoting drought, high yielding and heat tolerant varieties; promoting biofuels and renewable energy; all of which address climate change.
 58. **Nutrition.** The Food and Nutrition Policy (2012) seeks to promote and ensure adequate food and nutrition security in Zimbabwe. Some of the strategic objectives address access to local and regional markets, increase in agriculture production, development and rehabilitation of irrigation schemes among others. The Food and Nutrition Security policy has seven commitments, each with a lead agency for implementation. The commitments include; (i) Policy analysis and advice, (ii) agriculture and food security, (iii) social assistance and social protection, (iv) food safety and standards, (v) nutrition security, (vi) food and nutrition security information assessment, analysis and early warning, (vii) enhancing and strengthening national capacity for food and nutrition security. A National Task Force on Food and Nutrition Security chaired by the Vice President provides oversight on the implementation of the Food and Nutrition Security Policy.
 59. **Environmental management.** The Constitution of Zimbabwe (2013) emphasizes the need to have the environment protected for the benefit of present and future generations, through reasonable legislative and other measures that prevent pollution and ecological degradation; promote conservation; and, secure ecologically sustainable development and use of natural resources while promoting economic and social development.
 60. The National Environmental Policy and Strategies of 2009 promotes community participation in natural resources management, as well as equitable access and utilization of resources. The Environmental Policy compliments the Environmental Management Act, and other legislation pertaining to environmental protection, monitoring and sustainable resources management. The Act has established the Environmental Management Agency to ensure enforcement, licensing, and compliance with environmental laws and procedures. The environmental management board and the environment council established under the Act also oversee the implementation of the various aspects of the Act.
 61. Zimbabwe is a signatory to the following multilateral environmental agreements, among others: the Montreal Protocol on Substances that Deplete the Ozone Layer; United Nations Convention to Combat Desertification (UNCCD); the United Nations

⁸⁷ New Partnership for Africa Development (NEPAD)

Convention on Biological Diversity (UNCBD) and its Cartagena Protocol on Biosafety; Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the United Nations Convention on the Law of the Sea, in addition to the UNFCCC and its Kyoto Protocol. Other Acts that support natural resources management include the Water Act, the Forests Act, and the Land Policy among others.

62. **Climate Change.** The National Climate Policy provides a framework for addressing climate related challenges that Zimbabwe faces now and in the future due to the changing climate. It forms the basis for developing Action Plans for national efforts on adaptation and mitigation and providing a platform to unpack and implement Zimbabwe's Nationally Determined Contributions (NDCs) to contribute to the global goal of limiting temperature rise to below 1.5°C. The Policy also aims to guide climate change management in the country, enhance adaptive capacity, scale up mitigation actions, facilitate domestication of global policies and ensure compliance to the global mechanisms.
63. The policy implementation strategy is linked to the National Climate Change Response Strategy (NCCRS) document, NDCs, the Meteorological Services Act and other climate related documents.
64. Through its NDC's, Zimbabwe seeks to build resilience to climate change and to contribute to the goals of the Paris Agreement. The NDC process seeks to strengthen the national capacity to measure and report on country progress towards meeting the national emission reduction targets. Zimbabwe's NDCs highlight agriculture as a focus area for adaptation and mentions the need for climate-smart agriculture practices, specifically conservation agriculture; use of drought tolerant varieties and breeds; agroforestry; water harvesting and efficient irrigation; as well as support services, such as climate information, and weather index based crop and livestock insurance; renewable energy; enabling market frameworks; building capacities to generate empirical knowledge and the application of indigenous knowledge.
65. **Gender.** Zimbabwe's National Gender Policy (2016) promotes the mainstreaming of gender in environmental and climate change policies and strategies. It recognises that women are most vulnerable to the impacts of climate change. The key strategies proposed in this policy pertaining to gender and climate change are anchored on equal decision-making platforms, inclusion of women in national environmental action plans and strategies, and the participation of women in climate change negotiations so that their needs and perspectives are considered. Another notable strategy with potential to address climate change and gender issues is the Agriculture and Gender Strategy, which was developed by the Ministry of Agriculture and the Food and Agriculture Organization (FAO).
66. The Ministry of Women's Affairs, Community, Small and Medium Enterprise Development is responsible for the implementation of the National Gender Policy and action plan. The Gender Commission has a constitutional mandate to promote and protect gender equality through public education, research, investigations and monitoring. Zimbabwe is a signatory to a number of international instruments such as the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the 1995 Convention on Civil and Political Rights, the Beijing Declaration and Platform for Action, the Southern African Development Community (SADC) Protocol on Gender and Development and the Protocol to the African Charter on the Rights of Women in Africa. At country level, Zimbabwe has enacted a number of legislations and policies that provide for the protection of women's rights. The country's revised 2013-2017 National Gender Policy notes that women's economic empowerment is key to the country's economic growth
67. **Youth.** The National Youth Policy (2015) aims to provide opportunities for sustainable livelihoods and decent work for all young men and women. The Youth

Policy has strategies that are grouped under seven broad areas, namely: (i) Education and Vocational Skills Training; (ii) Youth Employment and Access to Resources; (iii) Youth Empowerment and Participation (iv) Health, Population and Environment; (v) Gender Equality and Equity; (vi) Culture, Sports and Recreation; (vii) Data and Research and viii) National Youth Service.

68. **Indigenous Peoples:** Zimbabwe has two groups that self-identify as indigenous people (i) Tshwa (Tyua, Cuaa) San, who are found in the Tsholotsho District of Matabeleland North Province and the Bulilima-Mangwe District of Matabeleland South Province in western Zimbabwe, and (ii) Doma (Wadoma, Vadema) of Chapoto Ward in Guruve District and Mbire District of Mashonaland Central Province and Karoi District of Mashonaland West Province in the Zambezi Valley of northern Zimbabwe. There are approximately 2,600 Tshwa and 1,050 Doma in Zimbabwe, making up 0.03% of the country's population. Many Tshwa and Doma live below the poverty line, and together they make up some of the poorest people in the country. The Tshwa and Doma have a history of foraging and continue to rely to a limited extent on wild plant, animal and insect resources. Most Tshwa and Doma households tend to have diversified economies, often working for members of other groups. There are no plans to work with indigenous people in SIRP or the upcoming SACP, however, if they are encountered in future projects, IFAD will proactively engage with their representatives, ensuring free prior and informed consent (FPIC).
69. The government recognises the need to protect the national heritage and cultures of local communities. Its constitution states that "The State and all institutions and agencies of government at every level, and all Zimbabwean citizens, must endeavour to preserve and protect Zimbabwe's heritage". This includes ensuring that there is "due respect for the dignity of traditional institutions. The State is also required to take measures and steps to preserve, protect, and promote indigenous knowledge systems, which includes knowledge of medicinal and other properties of plant and animal life possessed by local community and people.
70. According to the Traditional Leaders Act Traditional leaders are required to ensure that communal land is allocated in accordance with the Communal Land Act and that all laws related to the use and occupation of communal or resettlement land are observed, and to prevent any unauthorised settlement or overexploitation/degradation of land resources.
71. In addition to national policies, legislations and strategies, this COSOP aligns with IFAD's internal policies and SECAP guidelines. IFAD will be guided by its internal policies with regards to the discussed thematic areas, which are in line with international best practices, and which will also inform the implementation of this COSOP. These policies include: Social Environment and Climate Assessment Procedures (SECAP), 2017; Climate Change Policy; Climate Change Strategy; Gender Equality and Women Empowerment Policy; Policy on Engagement with Indigenous Peoples; Policy on Land and Tenure Security; Targeting Policy; and the Environment and Natural Resource Management Policy.
72. IFAD's SECAP human health guidance statement 14 of the SECAP human and livestock related health risks and proposes mitigation measures will be applied to all target groups, including the youth. The COSOP will also ensure compliance with the ILO and IFC guidelines on decent work, including the well-being of workers and communities.

Targeting (Poverty, Geographical, Thematic)

73. **Geographical Targeting.** The overall strategy will be a nationwide geographic coverage and specific geographical areas of intervention will be adopted for each individual project. Priority will be given to areas with the highest incidence and

prevalence of poverty⁸⁸, high food and nutrition insecurity and are most prone to drought and other climatic shocks. SIRP is targeting twenty districts in the four provinces of Manicaland, Masvingo, Matabeleland South, and Midlands which lie in agro-ecological regions III, IV and V. The districts covered in these provinces include: Manicaland (Chipinge, Chimanmani, Buhera and Makoni), Matabeleland South (Gwanda, Beitbridge, Insiza, and Mangwe), Masvingo (Masvingo, Chiredzi, Mwenezi, Zaka, Gutu, Chivi, and Bikita), and Midlands (Kwekwe, Zvishavane, Chirimanzu, Gweru and Mberengwa). These areas lie at the intersection of the three criteria listed above and will therefore be given high priority. SACP will focus on areas with agro-ecological potential and potential for inclusive VC development. Villages will be selected based on the presence of producer organizations, potential for market integration and high population of youths. Specific interventions for each district will be selected to align with government priorities and for complementarity with pipeline and ongoing interventions by the government or other development partners. Support to input suppliers, agro-based SMEs or larger private sector entities who are playing important roles as input suppliers, aggregators and processors of produce from these smallholder farmers may transcend the boundaries of agro-ecological regions III, IV and V but the relationship with farmers in these regions must be demonstrable and judged critical. Selection of districts will focus on the poor⁸⁹ but will also consider different aspects such as rural population density, high poverty prevalence and stunting, agro-ecological potential, potential for inclusive value-chain development, potential for market integration and the efficiency of service provision, areas prone to climatic shocks, food insecurity, good irrigation potential and access to water, and feasibility of creating economic corridors.

74. Smallholder farmers in Mashonaland West, Midlands and Mashonaland Central have the highest overall capacities to respond to climate change impacts (ranking 1st, 2nd, and 3rd, respectively)⁹⁰. Masvingo, Matabeleland North and South have the lowest overall adaptive capacity (ranking 6th, 7th and 8th, respectively) and would be least able to respond or adapt to climate change-related impacts.
75. **Target Group:** In Zimbabwe, rural households are categorised into one of four groups (i.e. A, B1, B2 and C) according to their access to land, other productive assets and labour (see Table 1). The main focus of livelihoods and food security programmes should be on Category B1 and Category B2 farmers, who account for 80% of households in communal areas. The characteristics of the two groups are represented in Table 1 below:

Categorization of rural households in Zimbabwe

Category	Household type	Characteristics	Type of support	No households In Zimbabwe [people]
A	Chronically poor and unable <i>Chronically food insecure and dependent on social safety nets (e.g. cash transfers)</i>	<ul style="list-style-type: none"> · Poor households – little or no land · No economically active people · Typically, child or elderly-headed households · Below the food poverty live 	<ul style="list-style-type: none"> • Nutrition-sensitive Interventions • Community investments 	107,500
B1	Chronically poor but able	<ul style="list-style-type: none"> · Poor households with access to land or livestock and labour, and often involved in farming 	<ul style="list-style-type: none"> • Infrastructure • Training and capacity building on 	322,000

⁸⁸ http://www.zimstat.co.zw/sites/default/files/img/publications/Prices/Poverty_Report_2017.pdf

⁸⁹ http://www.zimstat.co.zw/sites/default/files/img/publications/Finance/Poverty_Atlas2015.pdf

⁹⁰ CRA study analysis of the baseline socio-economic context in each of Zimbabwe's

Category	Household type	Characteristics	Type of support	No households In Zimbabwe [people]
	<i>Often chronically food insecure but capable of becoming transitory food secure</i>	<p>or livestock rearing and wage labour.</p> <ul style="list-style-type: none"> Typically 1 economically active person Lack cash and resources to purchase inputs and commodities. Below the total consumption poverty line 	<p>production, food security & agribusiness, business skills, diversification of production, access to markets, nutrition</p> <ul style="list-style-type: none"> Subsidies on selected enterprises Nutrition-sensitive Interventions 	
B2	<p>Transiently poor</p> <p><i>Transitory food insecure</i></p>	<ul style="list-style-type: none"> Emerging smallholder farmers with land and labour but cash constrained and vulnerable to shocks. 2-3 economically active people Households can increase productivity to achieve food and income security and become engines of rural economic growth. 	<ul style="list-style-type: none"> Marketing and technical skills Business training Marketing access (out-grower, contract framing) Equipment Nutrition Matching grants Contract framing Out-grower linkages to lucrative value-chains Nutrition-sensitive Interventions 	890,000
C	<p>Self-sufficient</p> <p><i>Often food secure, with a risk of transitory food insecurity</i></p>	<ul style="list-style-type: none"> Farmers with land and labour and the potential to enter into private sector market linkage arrangements and produce a saleable surplus. Typically, 3-4 economically active people Able to withstand shocks without external assistance. 	<ul style="list-style-type: none"> Business expansion support New technologies to increase production Value addition Innovation to increase production and marketing of commodities Matching grants 	215,000

Category	Household type	Characteristics	Type of support	No households In Zimbabwe [people]
			<ul style="list-style-type: none"> • Out-grower linkages to lucrative value-chains • Nutrition-sensitive Interventions 	
	TOTAL			1,534,500 [7,670,000]

Source: Amended after Table A in AusAID (2011) *AusAID Food Security Delivery Strategy for Zimbabwe, 2012-16*. Canberra and Harare; in DFID/FAO *Livelihoods and Food Security Programme* (2014 -2018).

- a) **Secondary target groups** are critical players in the overall functioning of targeted VCs. They will be supported through capacity building and training, and short-term investment credit with the aim of increasing their capacity to provide better services to farmers. The stakeholders identified include: The small to medium enterprise agro-dealers, rural buyers, processors, and emergent farmers providing support services to smallholders. Whilst a significant part of this target group is likely to be non-poor, these services at all levels of the value chain are essential for inclusive value chain growth. Public extension officers will also be targeted through training and capacity building to sensitise them on gender, youth and nutrition-sensitive interventions.
- b) **Non-poor producers.** This category has multiple income sources and includes wages from occasional labour, salary from employees, retail, agriculture and other non-farm income generating activities. Their businesses employ workers. These earn higher incomes and their household income is split equally between agriculture and non-agricultural MSEs. The group can access credit from formal financial institutions for funding MSEs operations as well as buying new equipment to replace obsolete machinery. The group is wealthy, more educated and more prepared to tackle emergency situations. These may be included if their economic and market linkages with the poorer communities are required to achieve an impact on poverty reduction. However, the rationale and justification for the inclusion of this category should be provided, and risks of excessive elite capture carefully monitored.
- c) **Indirect target groups** include those that are not directly targeted through project activities but who will benefit from the spill-over effects of project activities. These include: (i) poor households who lack the assets necessary to participate directly in the project activities but who will benefit from labour opportunities generated by increased agricultural production; and (ii) value chain producers in target districts but out of the project area, who will benefit from the development of institutional capacities and business models building on project achievements that will support the replication of project activities out of the target area.
- d) **Mitigating the risk of elite capture:** The IFAD country programme for Zimbabwe will mitigate the risk of elite capture and ensure that opportunities open to poorer households reach them through the following ways:

- Making information on beneficiary selection and financing widely available;
 - Requesting the Ministry of Agriculture to provide an anticorruption plan for the programme for approval by the anticorruption commission;
 - Setting up a complaints mechanism and creating a provincial mechanism for the resolution of grievances;
 - Self-targeting: the activities and services will respond to the priorities of each category to ensure that they will not be attractive to those better off economically or socially;
 - Defining eligibility criteria that makes use of inclusion and exclusion criteria that ensure that only those targeted for the specific action benefit.
76. Women will be directly targeted as they constitute the main constituent engaged in agriculture, and the majority of the rural population. Female-headed households are amongst the poorest and their economic progression is hindered by a combination of social and structural constraints. Their access to land, knowledge, inputs, finance, high-value agriculture VCs and capacity to generate income is heavily curtailed by traditional gender roles that undermine their participation. Selection quotas will be implemented to prioritize their participation whenever possible and project implementation and management arrangements will be gender sensitive. Interventions will be aligned to the New National Gender Policy (2017) for the Ministry of Women Affairs, Cooperatives, Small and Medium Enterprise Development.
77. Interventions on gender equality and women's empowerment will focus on strengthening women's economic opportunities and decision making. At the same time, the programmes will strengthen women's voices in determining household priorities, spending patterns, and in addressing their own well-being. Gender roles and relations are tackled involving men and women.
78. In line with IFAD's focus on promoting transformation of gender relations, the COSOP will focus on addressing the root causes of gender inequalities through Household methodologies such as Gender Action Learning Systems (GALS) to address underlying cultural and traditional norms, attitudes, behavioural systems, gender and age stereotypes Potential entry points to empower women include:
- a) Enhancing the knowledge, individual capabilities, sense of entitlement, self-esteem and self-belief to make changes in their lives, including learning skills for jobs or entrepreneurship;
 - b) Enhancing decision making power with their households, community and local economy (in markets) in areas regarded as men's realm.
 - c) Enhancing access to and control over productive resources and assets (financial, physical and knowledge-based) essential for rural women to participate in and benefit from economic activities and to diversify their income base;
 - d) Developing the skills and knowledge of rural women and girls – through training in vocational, technical and managerial training – enables them to participate more in development and business opportunities;
 - e) Fostering women's participation and leadership in rural organizations and community groups and supporting women's groups are required to strengthen their voice and influence;
 - f) Investing in rural infrastructure and laboursaving technologies is essential to lessen the burden of water and firewood collection and to allow access to markets with products; and

- g) Enhancing the ability to organise with others to enhance rights to negotiating power in economic activity.
79. In this COSOP, the youth will constitute a direct target group because they are more likely to be resource poor, lack control over assets and have limited livelihood options. Selection criteria will prioritize their participation whenever possible. The COSOP will seek to ensure that at least 30 per cent of the total outreach targets the youth. The COSOP will focus on: 1) promoting financial inclusion for the youth and providing them with opportunities in agribusiness/value addition and agro-processing; 2) identifying and promoting affordable business opportunities in mechanisation and service provision along VCs; 3) empowering youth to participate and seek leadership positions in producer groups, cooperatives and other rural institutions; and, 6) encouraging the youth to take up leading roles in digitisation and application of technology in agriculture.
80. The COSOP will explore opportunities for greater collaboration with other state and non-state actors, in nutrition and food security. Collaboration will take the form of information exchange, development of a project nutrition strategy, policy dialogue, co-implementation and identification of target groups, including participation and contribution in nutrition related platforms at national and local levels. Particular focus will be on improving the nutritional status of women and children under five, and to reduce malnutrition among all target groups. Other interventions will include improving knowledge and promoting positive attitudes and practices towards optimal nutrition.
81. The COSOP will establish partnerships with organizations such as WFP, that provide social protection measures such as food assistance and nutrition support, to the extremely poor category. The selection criteria for beneficiaries will take into consideration the following participating households characteristics: (i) households should be living below the national poverty line, ii) farmer groups or associations must be at least 70 per cent made up of small farming households; iii) priority for districts, localities and communities that have a high incidence of poverty; iv) social affiliation, v) labour, income source, vi) specification of quotas for the participation of women (50 per cent) and youth (30 per cent); vi) financial exclusion vii) having unmet food gaps during the year viii) are economically active.
82. Self-targeting measures will allow for beneficiary community involvement in identifying the poor. This approach increases accuracies of targeting and reduce costs. It adopts the local definition and aspirations of the poor.
83. In line with IFAD's focus on promoting transformation of gender relations, the COSOP will focus on addressing the root causes of gender inequalities.

Lessons Learned from Previous and Ongoing IFAD Programmes

84. **Overall Lessons Learned:** Several lessons are drawn from IFAD implementation experiences:
85. Closed IFAD-supported projects⁹¹ have shown that **participatory planning processes** contribute to increased project ownership and sustainability. All planning will involve beneficiaries.
86. SIRP experienced implementation delays due to late scheduling of **feasibility studies**⁹². IFAD will conduct these early.
87. **Procurement:** SIRP demonstrated that technical assistance provided both remotely and in-country by the Rome-based ESA Procurement Team and Procurement Specialist recruited by PCU greatly improves speed of procurement

⁹¹ 'Smallholder Dry Areas Resource Management Project' (1993-2005) Completion Report.

- processes and quality of procurement documents prepared by PCU. A correlated benefit of this is increased disbursement rate.
88. IFAD will ensure early staff training on procurement, beginning with start-up workshops and continuing with periodic assessments of both staff training needs and capacity in terms of manpower and work environment to ensure timely improvements.
 89. SIRP has shown the need to build in payment flexibility (including direct payments with funding agencies, cash payments and use of different currencies) to deal with fragility-induced, **monetary policy instability** while ensuring financial reporting and audit compliance.
 90. The EU-funded 'Beef Enterprise Strengthening and Transformation Project', has shown that smallholder farmers' **in-cash and in-kind contributions** can lead to the successful setting-up of breed improvement services.
 91. There are excessive delays experienced in all projects. This means that it is important to incorporate a strong facilitation capability in the programme design and mobilized as soon as possible after the loan becomes effective. Its initial role should be to facilitate and expedite rapid mobilization of the programme, including formation of an effective PSC, establishing suitable financial and accounting system, procuring key goods and services, and initiating training activities. Over the long term, facilitation is needed to push implementation and support decision-making, ensuring coordination and liaison between institutions and donors, providing flexibility and adaptation to change, especially, assist to organize and manage the extensive training activities required.
 92. Declining budget provisions are limiting the capacity of institutions such as the Ministry of Lands, Agriculture, Water and Rural Resettlement (MLAWRR). In line with the Government's policy for sustainable rural development, implementation should be decentralized and reliance on government institutions should be reduced, roles and responsibilities should be clearly defined, recurrent costs should be minimized, cost recovery or cost sharing should be provided whenever feasible and provision should be consistent with complementarity of ongoing programmes on institutional reforms. Provincial and district staff providing technical support to the project be given training and operational support to function effectively.
 93. The sustainability of development initiative at local level is strongly linked to establishing ownership among all stakeholders. The Government of Zimbabwe is already using a decentralized, bottom up, participatory approach. However, more needs to be done for training to provide attitudinal change among support service personnel and ensure their adoption of participatory work methods which ensure responsiveness of programme interventions to farmers expressed needs.
 94. The roles of private sector NGOs and community organizations should be fully embraced for effective programme implementation.

Lessons on mainstreaming themes:

95. **Gender:** Under SIRP, Gender Focal Points (GFP) have been established across the implementing agencies. However, this is not sufficient to ensure gender mainstreaming. Gender responsibility should be in all the TORs and if necessary, capacity building and sensitization must be facilitated for the project staff and key implementing partners to assist the GFP to mainstream gender within the project⁹³.
96. High participation of women in training activities (over 70 per cent) does not automatically translate to decision-making, as noted in SIRP. IFAD will thus apply gender transformative approaches⁹⁴.

⁹³ SDARMP interim Completion Handover Report, GRM International, 2002

⁹⁴ Ibid.

97. **Youth inclusion:** The lesson from tobacco enterprises prove that youth are interested in profitable value-chains with quick results. As such the targeted value-chains should include value addition and processing to create value and interest of rural youths. Improving use of technology in VCs could also better motivate youth participation⁹⁵.
98. The FAO-and-DFID-supported Zimbabwe Livelihoods Food Security Programme (2013-2021) shows that mobile quick-return processing⁹⁶ and marketing businesses are more attractive for the youth. Hence, IFAD will promote these for women and youth⁹⁷.
99. **Nutrition:** Important lessons learnt during COSOP consultations are that there is a need for promotion of an integrated package to tackle food and nutrition insecurity. A multi-sector approach is recommended to achieve this objective. Solutions to tackle nutrition insecurity should be community-based focussing on the use of cooking demonstrations, community training of trainers on how to prepare and preserve nutritional value of food and provision of information on feeding young children and women. There is need to focus nutrition on the most vulnerable including HIV/AIDs affected, elderly, disabled and child headed households⁹⁸.
100. USAID-funded AMALIMA programme highlighted the need to address both water supply needs for agriculture and water, hygiene and sanitation for human health and nutrition⁹⁹. IFAD will promote WASH in project areas.
101. Zimbabwe's chronic malnutrition calls for multi-sectoral evidence-based nutrition interventions (Zimbabwe National Nutrition Strategy 2014-2018). IFAD will collaborate with other relevant actors.
102. **Climate change and environment:** It is important to consider the local context in developing adaptation strategies that build on local knowledge and cultural norms, practices and value systems. For example, Shangani inhabitants in Chiredzi District require permission from ancestral guides before they can till the land. As a result, many adaptation strategies are not appropriate during specific times of the year. Local cultural norms should be considered because acting externally to impose adaptations may be met with resistance or ignored by communities¹⁰⁰.
103. CSA support in Zimbabwe has included weather-based index crop and livestock insurance and provision of improved climate information targeted at smallholder farmers, by use of cell phones. Lessons from disastrous events such as Cyclone Idai, indicate that Zimbabwe should introduce a Weather-based Index Insurance at a wider scale.
104. There is need to strengthen the capacity of the Meteorological Services Department to monitor, detect, forecast and give early warnings about disasters such as floods, droughts and emerging threats¹⁰¹. Future projects should focus on coordination among farmers to facilitate dialogue with the surrounding communities on climate related issues¹⁰².
105. Construction of resilient infrastructure and inclusion of emergency-response in development programmes strengthens disaster preparedness¹⁰³. IFAD will climate-proof all infrastructure it builds.

Building on Programmes and Partnerships

⁹⁵ SIRP PCU during COSOP consultations 2019

⁹⁶ Peanut butter and popcorn processing business units

⁹⁷ COSOP Consultations 2019

⁹⁸ Ministry of Lands, Agriculture, Water, Climate and Rural Resettlement during COSOP consultations 2019

⁹⁹ ENSURE and AMALIMA Mid-Term Evaluation Report, 2016.

¹⁰⁰ IIED: Climate Change, Impact, Vulnerability and Adaptation in Zimbabwe, 2012

¹⁰¹ United Nations Development Programme Human Development Report, 2017

¹⁰² IIED: Climate Change, Impact, Vulnerability and Adaptation in Zimbabwe, 2012

¹⁰³ <http://www.transconflict.com/2019/06/the-impact-of-cyclone-idai-lessons-for-africa/>

106. There have been some partnership initiatives developed through the SIRP, and these should be continued and expanded through the COSOP programme. The current partners are:
107. **Harvest Plus** is an organization which promotes nutrition for the rural poor through increased production and consumption of bio-fortified crops. Key roles in SIRP include promotion of bio-fortified crops, provision of nutrition training materials, partner in nutrition training and provision of agronomic extension with regards to production of bio-fortified crops.
108. **The Agribank** provides financial loans and financial literacy to smallholder farmers. The potential partnership is on improving financial services to farmers and assist farmers in developing financially sound business plans.
109. **Women in Agriculture** is an organization focusing on women's empowerment and entrepreneurship. The partnership will assist in strengthening women organization, income generating projects and value addition.
110. **OFID** is a co-financing partner for SIRP. In addition, the COSOP will explore co-financing partnerships with AfDB, EU, bilateral partners and climate financing among others. IFAD will also partner with the World Bank for analytical work and Africa Risk Capacity on climate mitigation. Appendix VII gives a detailed list of relevant partnerships that will be prioritized during implementation. For the mainstreaming elements, IFAD will partner with the Youth Council, selected women and youth organizations and RBAs on nutrition.

Other potential partners include:

111. **International Labour Organization (ILO)**. ILO has relevant experience in targeted interventions (focus on women and youth) and models of small scale agro-processing and post-harvest that could interest smallholder farmers which currently are recording food wastage and post-harvest losses.
112. **The International Crops Research Institute for the Semi-Arid Tropics (ICRISAT)** a CGIAR organization that conducts agricultural research for development in the drylands of Asia and sub-Saharan Africa conducts research at the Matopos Research Station in Matabeleland South, focusing on crops and livestock production of relevance to smallholders.
113. **The International Maize and Wheat Improvement Centre (CIMMYT)** a CGIAR research and training organization, collaborates with the Zimbabwean Department of Research in wheat and maize production research.
114. **Econet Wireless** is the largest telecoms and IT service provider in Zimbabwe. It launched a facility to enable small-scale farmers to access cold-chain facilities for enhanced market access and high value crop production. IFAD and SIRP will engage with this company soon to enable farmers and others working with new projects under the COSOP to benefit from this facility.
115. **Environment and Climate Co-financing** opportunities will be explored to generate additional funds from various environment and climate co-financing agencies and initiatives. These are: The Global Environment Facility (GEF), the Green Climate Fund (GCF), the Adaptation Fund, the Adaptation for Smallholder Agriculture Programme (ASAP) and the Least Developed Countries Fund (LDCF). For these resources to be accessed, particularly from the GEF and the GCF, there is need for IFAD Zimbabwe to develop very strong working relationships with the focal points in the ministries/state departments responsible for these funds. There is need to also explore potential partnerships with bilateral agencies as the Australian Agency for Development (AUSAID) and Nordic Development Fund.
116. **Criteria for prioritisation of partnerships** will include: alignment with COSOP objectives, synergy with Rome-Based Agencies, co-financing potential, risk-sharing

possibilities, visibility for IFAD, focus on the poor and the mainstreaming themes of IFAD: nutrition, women, youth and climate change.

117. Partnerships with implementing agencies¹⁰⁴ will be based on alignment with COSOP objectives, synergy with RBAs, co-financing potential, risk-sharing possibilities, IFAD visibility, focus on the poor and IFAD mainstreaming themes¹⁰⁵.

Key strategic recommendations and actions

118. The proposed strategic actions and recommendations are informed by the Government of Zimbabwe policies, legislations and strategies, as well best practices in the region, including literature review.

¹⁰⁴ Partnerships with implementing agencies will be effected through a call for proposals and the selection criteria

¹⁰⁵ nutrition, women, youth and climate change

Table 4: Strategic priorities and proposed actions

Thematic area	Key priority	Proposed actions
Environment and Natural Resources Management		
Environmental sustainability and sustainable NRM	Promote conservation, SLM and water management practices and technologies	Afforestation and agroforestry, integrated soil fertility and pest management, rainwater harvesting and storage, renewable energy (e.g. solar), conservation agriculture, diversified crop and livestock options, livelihoods, soil management (e.g. erosion prevention), environment and soil safeguards implementation and monitoring, application of GIS and remote sensing to monitor land and ecosystem health, energy and water efficiency processes by institutions
	Capacity building to strengthen technical support and services towards SLM	Training, capacity building and provision of extension services in SLM, conservation and environmental management for all relevant producers and institutions
	Knowledge management and information dissemination	Documenting successful technologies and approaches and dissemination to target audiences
	Policy dialogues and engagement	Development of an inventory of ongoing policy initiatives and discussions in country, collecting and documenting evidence-based information to inform policy, participation in policy dialogue meetings and events
Climate Change	Promoting climate mitigation and adaptation measures	Promotion of renewable energy use (biogas, solar, improved cook stoves etc.), promotion of afforestation, reforestation, and agroforestry, climate smart agriculture practices (e.g. conservation agriculture, drought tolerant crop varieties, stress and disease tolerant livestock varieties, hay and silage making, soil and water conservation, building climate and weather information systems, climate proofing rural infrastructure, crop and livestock insurance, good agricultural practices, water harvesting, capacity building, small scale irrigation
	Mobilizing climate financing	Submission of bankable proposals to the GCF, GEF and Adaptation Fund for climate financing
Disaster risk management	Strengthening early warning systems	Building early warning systems to offer advisories on drought, floods, pest and disease outbreaks
Youth	Engagement of youth in value chains and creation of decent jobs	Development of agribusiness skills, facilitate access to financial services, creating opportunities for youth to own or lease land, promotion of digital and mobile technologies in agriculture, increase access to enhanced inputs, increase access to targeted extension services, enhance capacity to undertake value addition and service provision within value chains, and market linkages for youth agribusinesses

Thematic area	Key priority	Proposed actions
Gender, vulnerable groups	Empower women, men, girls and boys, and vulnerable groups to engage meaningfully and gainfully in agriculture including in decision making processes	Application of household methodologies to identify and resolve gender disparities, application of the WEAI tool to monitor gender outcomes, training and capacity building of all stakeholder in gender and empowerment, facilitate dialogues on women land rights, improving women's access to and control of resources and assets, enhance access to climate finance for women and vulnerable groups, training women and vulnerable groups in improved production methods, promotion of technologies that reduce women's work loads, improve access to markets for women and vulnerable groups, increase opportunities for value addition, enhance participation in knowledge and information sharing platforms, improve gender disaggregated data collection, analysis and reporting, development of gender empowerment strategies at project level and training project staff on gender
Nutrition	Improved nutrition for all	Promote interventions to improve nutrition especially among women, children, elderly and vulnerable groups - improve the availability of nutrition data, as well as robust nutrition monitoring and evaluation systems, nutrition education and campaigns, nutrition disaggregated data, and knowledge management and learning
Indigenous/Marginalized peoples and minorities	Engagement and promotion of the rights and cultures of Indigenous/Marginalized Peoples and Minorities	Have a do no harm approach in all interventions affecting indigenous/marginalized peoples and minorities, and identify ways to meaningfully engage them in projects

Fragility assessment note

1. Zimbabwe ranks among the top 10 most fragile countries and has been on the World Bank's harmonised list of countries in fragile situations for more than a decade¹⁰⁶. Fragility in Zimbabwe is characterised by policy instability, macro-economic, social and political shocks, low institutional capacity, corruption, incapacity of government to deliver basic functions and services and weak financial management. State institutions have lost credibility as development intermediaries as the country is losing US\$1 billion per year through corruption¹⁰⁷. In 2019, an estimated US\$3 billion was unaccounted for in the 'Command Agriculture' farm input subsidy programme¹⁰⁸.
2. **Primary drivers of fragility** in Zimbabwe are poor governance, political instability and economic decline¹⁰⁹. Zimbabwe's government effectiveness is weak -1.2¹¹⁰. The country also performed very poorly on the 2018 Corruption Perceptions Index where it scored 21 on a scale where 0 represents 'very corrupt' and 100 represents 'very clean'¹¹¹. Considering that the tax ratio is widely accepted as a single proxy for measuring state capacity, while twelve fragile and conflict-affected states collect less than 15 per cent of their GDP in tax Zimbabwe collects less than seven per cent – approximately twenty points less than the average for OECD countries (36.2)¹¹². Zimbabwe has a negative trade balance¹¹³ and is failing to service its debts, leaving the country with reduced credit access¹¹⁴.
3. **Secondary drivers of fragility** in Zimbabwe include Human Development, Demography and the Environment¹¹⁵. I Zimbabwe's economic decline coupled with severe mismanagement of funds has crippled service delivery in rural and urban populations, especially, medical care and potable water¹¹⁶. According to 2017 World Bank development indicators, in rural areas, access to sanitation¹¹⁷ and access to improved water¹¹⁸ have declined since 2008. Zimbabwe is now at high risk of disease outbreak and does not have the capacity to respond to such a disaster, given the collapse of health services¹¹⁹. Current economic policies are leading to high food costs, with a 500 per cent increase in the price of staple food products in 2018¹²⁰. A third of the country needed food aid in 2019¹²¹. The prevalence of undernourishment in Zimbabwe is 51.3 per cent (higher than the average for countries in conflict)¹²².
4. **The impact of fragility on the rural sector.** The deficiency in state capacity is exacerbating rural poverty in the country. While the rural population makes most of the population of Zimbabwe (67.8 per cent)¹²³, 86 per cent of rural dwellers are poor and about 40 per cent are extremely poor¹²⁴. Characteristic of fragile states, the discrepancy between urban and rural poverty in Zimbabwe is large (49 per

¹⁰⁶ <https://fragilestatesindex.org/wp-content/uploads/2019/03/9511904-fragilestatesindex.pdf> Funds for peace fragile states index 2019.

¹⁰⁷ <https://www.reuters.com/article/us-zimbabwe-corruption-idUSKCN1241R9>

¹⁰⁸ <https://www.theindependent.co.zw/2019/07/26/missing-us3bn-an-indictment-on-mnangagwas-government/>

¹⁰⁹ <https://carleton.ca/cifp/wp-content/uploads/Zimbabwe-Fragility-Brief-2020.pdf>

¹¹⁰ <https://info.worldbank.org/governance/wgi/Home/Reports>

¹¹¹ <https://www.transparency.org/country/ZWE>

¹¹² [https://www.undp.org/content/dam/undp/library/Democratic per cent20Governance/OGC/usersguide_measure_fragility_ogc.pdf](https://www.undp.org/content/dam/undp/library/Democratic%20Governance/OGC/usersguide_measure_fragility_ogc.pdf)

¹¹³ <https://tradingeconomics.com/zimbabwe/balance-of-trade>

¹¹⁴ <https://www.worldbank.org/en/country/zimbabwe>

¹¹⁵ <https://carleton.ca/cifp/wp-content/uploads/Zimbabwe-Fragility-Brief-2020.pdf>

¹¹⁶ <https://allafrica.com/stories/201906040221.html>

¹¹⁷ <https://data.worldbank.org/indicator/SH.STA.BASS.RU.ZS?locations=ZW>

¹¹⁸ <https://data.worldbank.org/indicator/SH.H2O.BASW.ZS?locations=ZW>

¹¹⁹ <https://carleton.ca/cifp/wp-content/uploads/Zimbabwe-Fragility-Brief-2020.pdf>

¹²⁰ <https://reliefweb.int/report/zimbabwe/food-crisis-zimbabwe-cafod-responding>

¹²¹ <https://reliefweb.int/report/zimbabwe/food-crisis-zimbabwe-cafod-responding>

¹²² <https://tradingeconomics.com/zimbabwe/prevalence-of-undernourishment-per-cent-of-population-wb-data.html>

¹²³ <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS?locations=ZW>

¹²⁴ <http://www.zimstat.co.zw/sites/default/files/img/zwe-2017-pices-report.pdf>

cent) and the urban-rural discrepancy in extreme poverty is 36.5 per cent. Poor financial policies¹²⁵ continue to lead to hyperinflation. Inflation in 2018 saw households paying 500 per cent more for staple foods¹²⁶ by end of year. This fuelled food insecurity¹²⁷. Water scarcity means that rural farming households cannot irrigate their crops and have to rely on rainfall that is often scanty and unreliable. This has resulted in serious food insecurity that left a third of the national population relying on international food aid. The food security situation is now dire, and the UN has been quoted as saying that the current food security situation in Zimbabwe poses a potential threat to national security and can cause civil unrest and general insecurity.

Risk posed to IFAD's programme and proposed mitigation measures

Fragility factor	Impact of fragility factor on IFAD programme stakeholders	Mitigation measures
<p>Low institutional capacity and incapacity of government to deliver basic functions and services</p>	<p>Poor healthcare and water scarcity pose high health risks on IFAD beneficiaries. If they are in poor health, they devote less time to agricultural productivity, limiting project impact.</p> <p>Water scarcity, poor or absent irrigation infrastructure compromises agricultural productivity. E.g. in drier parts of the country that are more drought prone such as Matabeleland South and Matabeleland North, limited access to boreholes can constrain livestock productivity.</p> <p>Lack of fuel and electricity compromises, irrigation and cold-chain for perishable produce resulting in reduced product quality and high postharvest loss.</p> <p>Limited resources in government institutions, lack of fuel and bad roads lead to limited contact between extension officers and farmers.</p>	<p>Invest in developing potable water and irrigation infrastructure in the most vulnerable communities</p> <p>Support/fund better environmental management and building of dams</p> <p>Build the capacity of farmers and rural communities to maintain and service their water infrastructure</p> <p>Capture and amplify the voices of the rural poor, agricultural value-chain actors and non-farm entrepreneurs, as they provide feedback on how the policies are working and impacting on them, using context appropriate methods.</p> <p>IFAD needs to address institution building more strategically through programme components that specifically focus on institution building.</p> <p>Promote the use of mobile technologies for disseminating extension messages and for communication between farmers and extension officers.</p>
<p>Poor policies (resulting in cash shortages, limited access to foreign currency)</p>	<p>Escalation of the price of inputs excludes the poor and very poor from production and yet these are some of the most important targets of IFAD investments.</p> <p>Foreign currency shortages constrain importation of processing equipment and parts, leaving a lot of processing equipment old or in disrepair breaking down agricultural value-chains and undermining the goals of IFAD investments.</p>	<p>Use SSTC and technical assistance to build government's capacity to revise macroeconomic policies and conditions for rural development.</p>

¹²⁵ <https://www.cfr.org/inbrief/why-zimbabwe-starving>

¹²⁶ <https://reliefweb.int/report/zimbabwe/food-crisis-zimbabwe-cafod-responding>

¹²⁷ <https://www.cfr.org/inbrief/why-zimbabwe-starving>

Fragility factor	Impact of fragility factor on IFAD programme stakeholders	Mitigation measures
Corruption and weak financial management	<p>Resources earmarked for poor farmers in development projects are often diverted for personal use by officials.</p> <p>Lack of trust by development actors limiting funding to the country.</p>	<p>Develop strong M&E system and build M&E capacity of government and implementers.</p> <p>Broker a trusted relationship between Government and the donor community.</p> <p>Promote financial management and accountability systems as a strategy to promote good governance and improved administrative capacity of stakeholders.</p>

COSOP preparation process

1. The Country Director established the IFAD Country Programme Team (CPMT) for Zimbabwe and the COSOP Delivery Team (CDT) for IFAD. The two teams both participated in and contributed to the entire COSOP process in consultation with the UN RC and United Nations Country Team (UNCT). The UN RC commended IFAD for the complementarity between the COSOP objectives and targeting with that of the UN in Zimbabwe.
2. The COSOP is a culmination of an extensive and inclusive consultation processes with the key government ministries and agencies involved in the proposed RB-COSOP thematic areas, farmer organizations, youth, women organizations, civil society organizations, private sector and development partners including: UN Resident Coordinator, UNCT, WFP, FAO, EU, USAID, DFID, ILO, Swedish Embassy (table 3). An aide memoire with key findings after the consultation process was shared with CPMT at IFAD and country level to reach agreements on the COSOP. The Government of Zimbabwe led the validation of COSOP that also included a discussion on the future IFAD support to the country and a new project/programme pipeline. This participatory process aimed to ensure that strategic public and non-public stakeholders provided substantive and prioritized inputs and engagement, at various stages of the COSOP formulation.
3. The COSOP design process included broad consultations not only with the Government counterparts and international entities but also with the civil society and the private sector. IFAD engaged with private sector, including: 1) agricultural input supply companies such as Seed Co (seed), Windmill and Zimbabwe Fertiliser Company (fertilisers), and Agricura (agricultural chemicals); 2) output marketing companies, namely: Brand Fresh (horticulture); Cairns (canning); Grain Millers Association in Zimbabwe; Drip Irrigation (irrigation equipment); and Tourmanii Investments (business development); and 3) LMAC (livestock marketing). Private sector is affected by the shortage in foreign currency, obsolete equipment, and inadequate raw materials (due to drought) and are already working in a VC approach
4. CSOs will focus on development of Community Action, be responsible for service delivery, mobilisation of communities for collective marketing, engagement with policy and service providers, promotion of commercialisation of smallholder agriculture for improved nutrition-sensitive interventions, production and competitiveness, linkages with farmer level producers, processors, buyers/sellers and retailers, farmer organisation to create legal entities/ groups MSMEs, promotion of appropriate crop and livestock technologies, assist women to create agro-processing enterprises, etc. On ASAP, CSOs will promote climate resilience through water availability/efficient technologies, NRM, climate risk management, climate proofing infrastructure, policy dialogue on climate and nutrition among others (Appendix VI).
5. The civil society and research partners that the COSOP engaged with include: Harvest Plus (nutrition), SAFIRE (nutrition/climate); CAFOD (agriculture), Practical Action, KTA/emkambo, Ruzivo Trust, Community Development Trust, SNV, Zimbabwe Agricultura Development Trust, Zimbabwe Farmers Union. The organisations have staff capacity to implemented programmes. They are operating in different parts of the country and therefore have good coverage in the rural area. Some organisations such as CDT and Africa ire are aware of IFAD rules since they have implemented IFAD programme before. Due to budgetary constraints, organisations are operating on shoestring budgets
6. A desk review for the development of COSOP took place in the period December 2018 to February 2019. The first in-country RB COSOP consultation and formulation mission took place, from the 4th to 14th March. A draft RB-COSOP was produced and a second in-country mission for consultations and validation took

place from 6th -to 9th May. A consultative workshop with women organizations took place on 7th May and a validation workshop for the draft COSOP, which was led by the Government of Zimbabwe, took place on 8th May.

7. The final draft RB-COSOP was submitted for in-house review at IFAD Headquarters in Rome. This process involved a peer review, an OSC review, and a Quality Assurance process managed by Operational Strategy and Policy Guidance Committee Secretariat (OSC). Eastern and Southern Africa Division (ESA) addressed the comments emerging from the in-house review process in a revised RB-COSOP draft.

Composition of the Core Country Programme Management Team (CPMT)

8. The in-house component of the CPMT consisted of the below IFAD members (Table 1). Table 2 presents the composition of the extended in-country CPMT, which includes representatives from key government agencies involved in the IFAD country programme, staff from the IFAD supported project in the country, key external development agencies, civil society organizations, farmer organizations, private sector and resource persons.

Table 1: IFAD CDT and other supporting members

Name	Position, Division
Jaana Keitaanranta	Country Director, ESA
Shirley Chinien	Lead Regional Economist, ESA
Sauli Hurri	PMI
Bernadette Mukonyora	Programme Analyst, ESA
Edith Kirumba	Environment and Climate Programme Officer, ECG
Marielaire Colaiacomo	Senior Procurement Officer, ESA
Caroline Alupo	Senior Regional Finance Officer, FMD
Lene Sorensen	Programme Liaison Associate, ESA

Table 2: CPMT – In country CPMT

Name	Position	Institution
Odreck Mukorera	National Project Director	SIRP
Pardon Njerere	Value Chain specialist	SIRP
Nolyn Berejena	Monitoring & Evaluation, KM specialist	SIRP
Dorcas Tawonashe	Chief economist and IFAD focal person	MLAWRR
Conrad Howe	Director Irrigation	MLAWRR
Margiretta Makuwaza	Director, International Cooperation	MOFED
Edzai Chinakidzwa	Principal Economist, International Cooperation	MOFED
Rudo Mabel Chitiga	Ambassador	MWACSMED
Barbara Mathemera	Programme Officer	FAO
Hopoland Phororo	Representative	ILO
Charles Mutimaamba	Country Manager	Harvest Plus
Jaana Keitaanranta	Country Director	IFAD
Joylyn Ngoro	Liaison Consultant	IFAD
Andrew Macpherson	Senior Consultant	IFAD
Munhamo Chisvo	Senior Consultant	IFAD
Farai Gwelo	Junior Consultant	JIMAT Consult Pvt Ltd

Table 3: Persons consulted on Zimbabwe COSOP

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Strategic partnerships

<i>Partnering Functions</i>	<i>Partners/Networks/ Platforms</i>	<i>Specific Results and Outcomes from Partnership</i>	<i>Justification for Partnership</i>	<i>Monitoring and Reporting (to be completed for CRR and CCR)</i>
Mobilizing co-financing	MoFED, MLAWRR, MWACSMED	Agreed co-investment and finance plan; monitoring repayments and arrears settlement; counterpart contributions	Borrower and delegated agencies	
	AfDB	Co-financing of larger programmes after settlement of arrears by Government of Zimbabwe or programmatic collaboration within cyclone affected areas and possible parallel financing under Vulnerability Alleviation Project	To strengthen collaboration on climate adaptation and mitigation	
	European Union	Expected co-financing or programmatic collaboration on SO1 and/or SO2 thematic areas	Comparative advantage of EU leveraged for IFAD COSOP	
	OPEC Fund for International Development (OFID)	Expansion of SIRP co-financing and potentially other operations	Expansion of IFAD/OFID co-financing	
	BRIICS	India and China approached for SSTC	Potentials engendered	
	World Bank	Analytical work and increased Africa Risk Capacity on climate mitigation	IFAD's impact on climate mitigation strengthened	
	Econet wireless	Enhanced market access and high value crop production	To enable farmers and others working with new projects under the COSOP to benefit from this facility	
	Bilateral cooperation	Sweden, UK/DFID interested in co-implementing (or through RBA)	Optimized bilateral relations	
	GCF, GEF, ASAP	Increased co-financing for climate resilience	Mobilization of climate funds	
	In-kind from beneficiaries	Commitment and ownership	Sustainability	
Strengthening private sector engagement	Chamber of Commerce	Understanding comparative advantages of specific commodity Value Chain aspects to (emerging) smallholder farmers	Dual nature of SOs and projects under this COSOP	
	Banks and Insurance	Understanding comparative advantages of specific tools and instruments, incl. e-banking	Reduced vulnerability and enhanced resilience at country and farmer levels	
	Renewable Energy	Understanding comparative advantages and opportunities for renewable rural energy provision	Dual nature of SOs and projects under this COSOP	
	Farmer and Women or Youth Organizations,	Catalyzing the role of F/W/YOs in rural transformation	Voice and agenda setting	

<i>Partnering Functions</i>	<i>Partners/Networks/ Platforms</i>	<i>Specific Results and Outcomes from Partnership</i>	<i>Justification for Partnership</i>	<i>Monitoring and Reporting (to be completed for CRR and CCR)</i>
	Unions and Associations			
	Selected retailers and process industry (goat dairy, premium veggies)	Value-adding and securing markets for beneficiaries	Securing remunerative value chains	
Engaging in policy and influencing development agendas	Government of Zimbabwe Executive	Dialogue to support transformative policies and CBs on gender and youth; Mitigate risks specified in main text	Pro rural poor policies operationalised	
	Government of Zimbabwe Judiciary	Dialogue to support transformative instructions and training on gender and youth; Mitigate risks specified in main text	Rule of Law and Governance in consideration of rural poor	
	Government of Zimbabwe Legislative	Dialogue to support transformative acts and dissemination on gender and youth; Mitigate risks specified in main text	Voice of women and youth reflected in laws and acts	
	ZUNDAF	Joint planning and review at country level in alignment with the UN Reform to contribute to the achievement of the SDGs; Mobilize information to support transformative policies on gender and youth; Mitigate risks specified in main text	Common and united positioning for strength leaving space for IFAD mandate	
	RBA	Mobilize information to support transformative policies on gender and youth; Mitigate risks specified in main text. Co- finance International Women day and Rural Women's day	Complementary united positioning for strength leaving space for IFAD mandate	
	ARC	A 5-year cost-shared premium insurance (MoFED, WFP/ARC, IFAD, EU) against extreme climate events	Zimbabwe is signatory to ARC and has expressed interest in further operationalization of services	
	EU	Mobilize information to support transformative policies on gender and youth; Mitigate risks specified in main text	Common and united positioning for pro poor strength, rule of Law, Governance, transparency and citizens interest leaving space for IFAD mandate	
	Farmer and Women or Youth Organizations, Unions and Associations	Catalyzing the role of F/W/YOs in rural transformation policy setting and monitoring	Ultimate accountability framework in action	
	Youth Advisory Council	Dialogue for inclusive youth policies	Youth voice and views mobilized	
	New Partnership for Africa's Development (NEPAD)	Supportive policies and programmes	Common positions enhanced	

<i>Partnering Functions</i>	<i>Partners/Networks/ Platforms</i>	<i>Specific Results and Outcomes from Partnership</i>	<i>Justification for Partnership</i>	<i>Monitoring and Reporting (to be completed for CRR and CCR)</i>
	Southern African Development Community (SADC) Secretariat	operationalization of SADC's agricultural development fund with FAO while the second in partnership with WFP focuses on enhancing climate resilience and adaptation for infrastructure within SADC	Common positions enhanced	
	COMESA	Supportive policies and programmes	Common positions enhanced	
Enabling coordinated country-led processes	Government of Zimbabwe Executive	Country ownership in ambitious rural transformation	Ultimate rationale	
	NGO sector	Provide a neutral, protected bargaining space	Ultimate rationale	
	ZUNDAF Working Groups	Inform partners on progress and challenges; inform policies and operations	Ultimate rationale	
Developing and Brokering Knowledge and Innovation	SSTC	KM and innovation smart COSOP and concomitant projects	Informed society and key actors	
	CGIAR Group	Top applied ag research, e.g. by CIP in cooperation with Strengthening Nutrition in AgriFood Systems in East and Southern Africa through Root and Tuber Crops, incorporated into policy dialogue and operations. Harvest plus on nutrition.	Program effectiveness enhanced in critical areas/themes	
	Grant programs	Supportive non-lending operations to innovate, shape, learn from and include 'forgotten voices' in agenda setting (e.g. Multi Country Climate Risk Assessment, possibly CAHET, the Bill and Melinda Gates Foundation, MPAT)	Program effectiveness enhanced in critical areas/themes	
	Alliance for a Green Revolution in Africa (AGRA)	Inform policies and operations on the revolution of agriculture (CSA, seeds, Demonstrated useful smallholder friendly farm mechanization technologies etc)	Program effectiveness enhanced in critical areas/themes	
	Remittance Facility	Explore optimization of remittance flows and cost to benefit target groups	Secure complementary flows	
Enhancing Visibility	Inter Press Services, Rome[1] , http://www.ips.org/institutional/contact-us/	Sub-regional Southern Africa Hub-level (social) Media coverage of UN Agenda, COSOP processes and related outcomes	IFAD known for its effective action and citizen inclusion	
	A news forum à la FIDAfrique	Sub-regional Southern Africa Hub-level (social) Media coverage of UN Agenda, with a dedicated page to Zimbabwe COSOP processes, projects and related outcomes	Large public and private audiences access updates on IFAD effectiveness	

South-South and Triangular Cooperation strategy

I. Introduction

1. South-South and Triangular Cooperation (SSTC) is recognized as a key area of work in IFAD's Strategic Framework 2016-2025 and a priority area for the Tenth and Eleventh Replenishments of IFAD's Resources (IFAD10 and IFAD11). In IFAD10, in fact, Member States committed to include "an articulated SSTC narrative" in 50 per cent of new COSOPs. The same commitment has been made for the IFAD11 period, with an increased target of 66 per cent.
2. In the context of the COSOP for 2019 – 2023 for Zimbabwe, the elaboration of the SSTC approach was prepared in collaboration with the SSTC Unit in the Global Engagement and Multilateral Relations Division in IFAD, the IFAD's South Africa hub and the Government of Zimbabwe. This annex summarizes the main points captured.

II. Opportunities for rural development investment promotion and technical exchanges

3. The Government of Zimbabwe is already active in SSTC activities and has expressed its willingness to further pursue such activities in the new COSOP period.
4. The Government of Zimbabwe has been actively seeking to engage with SSTC activities and it has several Memorandums of Understanding (MOUs) and agreements at different stages of implementation. Zimbabwe is implementing projects such as the **Brazil** More Food Africa Project for US\$98.6 million loan aimed at importation of farm machinery and equipment from Brazil. **China** Aided Agricultural Technology Demonstration Center at Gwebi College - handed over in 2012 - has demonstrations on Chinese technology, commercial production on wheat, maize and soya bean, and it provides training for farmers, students and researches. Potential areas of future collaboration include local production of veterinary drugs and market access of Zimbabwe agricultural produce to China. Additionally, plans include establishment of Sanitary and Phytosanitary protocols that will allow for direct exports of citrus and livestock products to China. With regards to **Indonesia**, an MoU was signed including mechanization, cattle breeding technology, capacity building, agricultural extension and research. An MOU with **India** was signed in July 2014, and areas of interest are in the rehabilitation of a Food Testing Laboratory, farm equipment, establishment of a business incubator for women and youth training. Additional, SSTC cooperation opportunities can also be explored within the Southern African Development Community (SADC) region. In April 2015 **South Africa** and Zimbabwe established a Bi-National Commission. The proposed areas of cooperation include strengthening of food security initiatives, early warning systems, agricultural mechanization, irrigation, input supply, research and training and promoting of trade relations and market access in agricultural commodities. An MOU for cooperation was signed between **Namibia** and Zimbabwe in July 2014, and the proposed areas of cooperation include agricultural research, extension services, mechanization, food processing, and food reserve facilities.
5. Additionally, there are numerous cooperation projects in the agricultural sector that have been proposed with a number of countries namely: Angola, Algeria, Argentina, Belarus, Botswana, DRC, Egypt, Iran, Libya, Malawi, Mozambique, Republic of Korea, Russia, South Sudan, and Zambia.

IFAD-Zimbabwe SSTC Engagement Rationale

6. After a lengthy period of isolation, Zimbabwe recognizes and appreciates the comparative advantage provided by working with IFAD, which offers access to a wide range of experiences, lessons and knowledge from other countries in the African continent and globally.

7. During the COSOP consultations, SSTC has been identified as an important mechanism to create new linkages among countries, which share or have shared similar challenges, to exchange knowledge, technologies and innovative solutions and to build mutually beneficial capacities and sustainable long-term relationships. While there are already many SSTC activities in place, for the particular situation of Zimbabwe, particularly for the initial part of the COSOP period, the country will act more as recipient than provider in SSTC relationships.
8. In the context of the present COSOP, IFAD will support Zimbabwe in the implementation of its SSTC activities, in particular with the support of the South Africa Regional Hub as well as the recently established SSTC and Knowledge Center in Addis Ababa (Ethiopia). Additionally, the network of contacts and experience of the Global Engagement and Multilateral Relation (GEM) Division will greatly benefit the implementation of the SSTC related activities.

III. SSTC engagement rationale

9. The identification of concrete SSTC activities will continue during the entire COSOP period. The Government of Zimbabwe has expressed, during consultations, an interest in SSTC activities within agricultural production technologies, food processing and value addition for agricultural produce, creation of market linkages, innovations around food security, water management and climate resilience. In addition, Zimbabwe is keen on learning from good practices on implementation such as M&E, knowledge management, procurement and targeting.
10. Based on the consultations and the above-mentioned areas of focus, different strategies will be implemented:
 - a) **Interactions and exchange with IFAD funded projects** with good practices in the prioritized areas or in the same phase of implementation and struggling with similar issues. Some already identified programmes and areas of focus are: i) the *Eswatini country programme* (irrigation and water management, cluster-based organization of farmers, good track record in financial management); ii) *Mozambique country programme* (nutrition mainstreaming); and iii) *Rwanda country programme* (smallholder irrigation technologies, good agricultural practices, value addition).
 - b) Experience and knowledge exchange **with projects funded by other donors**. As part of its strategic partnership building, the IFAD country programme in Zimbabwe is constantly exploring innovations and best practices in Zimbabwe and neighbouring countries which could be the subject of knowledge exchanges. Among such projects/programmes are included the programmes of International Potato Centre (CIP), currently not implemented in Zimbabwe, but focusing in the neighbour countries on use of roots and tuber crops both for food security and for income generation. As part of experience and knowledge exchange, lesson sharing, and exchange of good practices will be promoted with a special focus on youth and methods of communication that will attract the youth to agricultural and rural enterprise development. This may include incentives to increase youth participation and involvement.
 - c) Deepening the collaborations with already existing **bilateral partners**, and concluding the negotiations to support key areas such as food processing (Egypt), rural technology (China, India, Indonesia), rural water (India, Namibia), Nutrition (India, Brazil) and Climate issues (South Africa), Partnerships and initiatives.

IV. Conclusion

11. The new COSOP offers a great opportunity for Zimbabwe to advance its SSTC agenda in a more structural and results oriented manner. The Government is aware of the vast number of good practices and new technologies that other

countries can offer and is therefore seeking outside knowledge in a number of areas that are emerging as priorities for the country.

12. During the consultations, the opportunity of applying for funding through the China-IFAD SSTC Facility was welcomed by the Government of Zimbabwe, focusing on the destruction caused by the cyclone Idai reconstruction and rebuilding the agricultural systems but using improved technologies. Similar opportunities may arise with the Government of Indonesia.
13. While at the current stage Zimbabwe is to a high extent in a position of a recipient in the SSTC activities, when the Zimbabwe country programmes progresses, the country will be able to act increasingly also as a provider of knowledge and best practices, willing to share its own experience as a country with renewed commitment towards lifting its youth, women and men from poverty through agriculture and rural transformation.

Country at a glance

	1990	2000	2010	2017
World view				
Population, total (millions)	10.18	12.22	14.09	16.53
Population growth (annual per cent)	2.8	1.3	2	2.3
Surface area (sq. km) (thousands)	390.8	390.8	390.8	390.8
Population density (people per sq. km of land area)	26.3	31.6	36.4	42.7
Poverty headcount ratio at national poverty lines (per cent of population)	..	70.9	72.3	..
Poverty headcount ratio at \$1.90 a day (2011 PPP) (per cent of population)	..	..	21.4	..
GNI, Atlas method (current US\$) (billions)	9.01	6.12	7.94	19.3
GNI per capita, Atlas method (current US\$)	890	500	560	1,170
GNI, PPP (current international \$) (billions)	18.42	26.24	21.14	36.65
GNI per capita, PPP (current international \$)	1,810	2,150	1,500	2,220
People				
Income share held by lowest 20 per cent	..	..	5.8	..
Life expectancy at birth, total (years)	58	45	53	62
Fertility rate, total (births per woman)	5.2	4.1	4	3.7
Adolescent fertility rate (births per 1,000 women ages 15-19)	110	108	114	104
Contraceptive prevalence, any methods (per cent of women ages 15-49)	43	54	59	67
Births attended by skilled health staff (per cent of total)	70	73	66	78
Mortality rate, under-5 (per 1,000 live births)	78	102	88	50
Prevalence of underweight, weight for age (per cent of children under 5)	8	11.5	10.1	8.4
Immunization, measles (per cent of children ages 12-23 months)	87	75	90	90
Primary completion rate, total (per cent of relevant age group)	..	93	88	..
School enrollment, primary (per cent gross)	99.6	103	101.2	..
School enrollment, secondary (per cent gross)	46	44	46	..
School enrollment, primary and secondary (gross), gender parity index (GPI)	1	1	1	..
Prevalence of HIV, total (per cent of population ages 15-49)	15.9	25.1	15	13.3
Environment				
Forest area (sq. km) (thousands)	221.6	188.9	156.2	137.5
Terrestrial and marine protected areas (per cent of total territorial area)	..	..	..	27.2
Annual freshwater withdrawals, total (per cent of internal resources)	10	34.3	29.1	..
Urban population growth (annual per cent)	5.4	2.5	1.4	2.1
Energy use (kg of oil equivalent per capita)	913	819	671	..
CO2 emissions (metric tons per capita)	1.54	1.14	0.55	0.78
Electric power consumption (kWh per capita)	887	873	547	537
Economy				
GDP (current US\$) (billions)	8.78	6.69	12.04	22.04
GDP growth (annual per cent)	7	-3.1	19.7	4.7
Inflation, GDP deflator (annual per cent)	-0.9	0.6	4.1	2.4
Agriculture, forestry, and fishing, value added (per cent of GDP)	15	16	10	8
Industry (including construction), value added (per cent of GDP)	30	19	21	21
Exports of goods and services (per cent of GDP)	23	38	30	20
Imports of goods and services (per cent of GDP)	23	36	53	30
Gross capital formation (per cent of GDP)	17	14	19	10
Revenue, excluding grants (per cent of GDP)	..	..	19.4	17.4
Net lending (+) / net borrowing (-) (per cent of GDP)	..	..	2.7	-10.7

	1990	2000	2010	2017
States and markets				
Time required to start a business (days)	..	132	87	61
Domestic credit provided by financial sector (per cent of GDP)	41.7	52.2	..	..
Tax revenue (per cent of GDP)	..	..	17.4	16.3
Military expenditure (per cent of GDP)	4.7	5.2	1	2
Mobile cellular subscriptions (per 100 people)	0	2.2	54.7	85.3
Individuals using the Internet (per cent of population)	0	0.4	6.4	27.1
High-technology exports (per cent of manufactured exports)	1	2	1	2
Statistical Capacity score (Overall average)	..	..	51	60
Global links				
Merchandise trade (per cent of GDP)	41	57	58	33
Net barter terms of trade index (2000 = 100)	98	100	110	111
External debt stocks, total (DOD, current US\$) (millions)	3,279	3,843	6,607	9,330
Total debt service (per cent of exports of goods, services and primary income)	23.1	..	10.5	8.4
Net migration (thousands)	-200	-350	-250	-100
Personal remittances, received (current US\$) (millions)	1	..	1,413	1,730
Foreign direct investment, net inflows (BoP, current US\$) (millions)	-12	23	123	247
Net official development assistance received (current US\$) (millions)	334.3	175.6	712.5	725.8

Source: World Development Indicators database
 Figures in blue refer to periods other than those specified.

Financial management issues summary

COUNTRY	Zimbabwe	
A. COUNTRY PORTFOLIO PERFORMANCE		
Country – FM KPIs:		
FM Inherent Risk:	High	<p>Transparency International (TI) Zimbabwe’s inherent risk is high as measured by Transparency International’s 2019 Corruption Perceptions Index score of 24 out of 100, ranked as the 158th least corrupt country out of 180. A positive trend is observed compared to 2018 which ranked Zimbabwe 160th least corrupt country, with a CPI score of 22.</p> <p>PEFA: The last published PEFA assessment was in 2017 as an update on the progress in the PFM system since the previous report was issued in 2011. The assessment reviewed the impact of the PFM reforms on the main budgetary outcomes; aggregate fiscal discipline, strategic allocations of resources and efficient service delivery. Although the underlying systems were noted to be well functioning, weaknesses were noted in various aspects. The report specifically highlights high risks of irregularities in procurements.</p> <p>In general the assessment noted improvements in (a) aggregate budget credibility of both expenditure and revenue (b) budget planning and preparation (c) revenue administration (d) annual financial reporting and (e) external audit. Areas of deterioration included (i) increasing volumes of payment arrears and revenue collection arrears (ii) poor commitment controls (iii) increasing unreported government operations outside the central government</p>
¹ Country Disbursement Ratio (rolling-year)	7.1%	
Outstanding Ineligible Expenditure	None	
Outstanding Advances (Projects in Expired Status)	None	
Applicable PBAS cycle:	IFAD11	
PBAS Available allocation:	USD 35.7million	

		<p>budget and (iv) timeliness and data concerns for in-year budget execution reports.</p> <p>Further reforms would strengthen government's ability to ensure that strategic allocation of resources in the budget estimates is in line with political priorities and that efficiency in the use of financial resources is improved through timely and audited financial resources.</p> <p>Debt Sustainability The budget deficit is being financed through domestic borrowing (by resorting to central bank financing), as it remains largely cut off from international capital markets. Greater access to external credit and reduced reliance on domestic sources will arise if Zimbabwe successfully implements reforms and clears increasing arrears to international institutions.</p> <p>The IMF Executive Board has just concluded the 2020 Article IV Consultation in February 2020. Notwithstanding efforts in 2019 to tighten the fiscal stance and contain quasi-fiscal operations by the central bank, Zimbabwe remains in debt distress, with public and publicly guaranteed external arrear of US\$6.3 billion at end- 2019 based on preliminary data, preventing new financing from the IFIs and limiting access to external financing to non-traditional official and commercial creditors. The clearance of arrears owed to multilateral creditors, primarily the World Bank and the African Development Bank, is one of the key conditions required for a new IMF deal.</p> <p>External public debt remains unsustainable and an agreement with international creditors to restore debt sustainability is required to eliminate the debt overhang of Zimbabwe and pave the way for the country to become again eligible to access funding from the international financial system.</p> <p>Status of Debt Arrears vis a vis IFAD The country is continuing to honour the agreed schedule</p>	
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of the debt settlement plan in terms of the repayments of the debt arrears to the previous loans and the amount outstanding currently stands at XDR3.2 million, or approximately US\$ 4.5 million. The final payment of the debts settlement plan will fall due on the 1st August 2020.

Amounts not yet billed on the existing loan portfolio amount to XDR 5.2 million, or approximately US\$ 7.28 million which will be billed progressively up to the year 2043.

Corporate Disbursement Ratio Methodology considers ASAP, AFD, IFAD, KFW and SPA financing sources only.

CURRENT LENDING TERMS	Highly Concessional
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B. PORTFOLIO, FM RISK & PERFORMANCE

Existing Portfolio:

Project	Financing instrument	FLX Status ⁽²⁾	Lending Terms	Currency	Amount (million)	%Disbursed	Completion date
SIRP	200000164000	DSBL	DSF HC GRANTS	XDR	18.3	19.45	30/12/2023

Project	Project FM risk	Performance Score: Quality of Financial Management	Performance Score: Quality & Timeliness of Audit	Performance Score: Disbursement Rate	Performance Score: Counterpart funds
SIRP	High	Mod. unsatisfactory	Mod. unsatisfactory	Mod. unsatisfactory	Mod. satisfactory

Currently there is only one ongoing project; SIRP in the portfolio. The project is rated high for FM due to a number of issues that range from adherence to proper financial management to fund flow challenges due to the challenging economic environment within the country that has not facilitated easy implementation of the project especially affecting the disbursement rate, which is rated unsatisfactory. The project is in the 4th year with disbursements standing at only 19.45%. OFID co-financing in the amount of USD 15 million has been approved in February 2020.

The current state of the economy has made the local currency volatile and introduced challenges in obtaining foreign currency. These impacts on the project as exchange differences lead to losses. Suppliers are also affected and may be unable to supply on contracted works owing to shortage of foreign currency to secure timely supplies for the project especially where such items are to be imported. The last supervision mission of November 2019 identified potential ineligible expense

of USD 13,172. The external audits have not been timely submitted.

C. CONCEPT NOTE

Project Concept Note – FM KPIs:

<i>Project FM risk</i>	<i>To be assessed during design; expected to be high</i>		<p>The government has an ongoing PFM reform agenda that is facilitated by the WB focussing on boosting the efficient use of government resources through timely reporting and strengthening the PFM systems</p> <p>The country is currently sitting with large amounts in outstanding debt arrears across various financiers. IFAD is one of the few Institutions that have been able to get the settlement of its arrears ongoing.</p>
<i>Duration:</i>	<i>6 years</i>		
<i>Financing Sources:</i>	<i>US\$ 70 Million</i>	<i>100 %</i>	
- <i>IFAD - PBAS</i>	35 Million	50%	
- <i>Local - Co-financing</i>	16 Million	23%	
- <i>International – Co-financing</i>	15 million	22%	
- <i>Beneficiaries</i>	4 million	5%	
<i>Proposed size:</i>	<i>USD 70 million</i>		
<i>Lending Terms:</i>	<p>Highly Concessional. Zimbabwe's GNI is higher than the IDA's eligibility cut-off of US\$ 1,175 and therefore it is not eligible to the Debt Sustainability Framework (i.e. DSF Grants), even though the country is assessed to be in debt distress by the IMF</p>		

Project Concept Note – FM Observations:

Given the current status of the country's economic environment and especially the challenges of availability of foreign exchange, fund-flows are a significant challenge that affects the ability to timely meet obligations, especially with imports. Thus the following are noted as potential FM risks of the concept note that will be reviewed in detail during design;

- FM risk is expected to be high. An assessment to be performed during design will foresee measures to mitigate risk
- Fund-flow challenges- foreign exchange availability due to the regulatory framework in the country is likely to affect the pace of procurement of especially goods not available locally. Similarly even local suppliers are resistant to payments in local currency as they face challenges in obtaining forex. This is likely to cause bottlenecks and to negatively impact the pace of absorption- low disbursements
- High risk of exchange rate losses that will erode the expected total value of the proposed investments. Where possible based on the value of services and purchases, direct payments will be encouraged especially for expected imports. As such, the possibility of aggregating purchases where possible to meet the threshold for direct payments will be explored during design, in collaboration with the procurement experts
- In terms of geographical coverage, a nationwide project is envisaged. This is likely to pose further challenges for fund flows and reporting and hence a detailed implementation arrangement will be reviewed during design to avoid gaps that can affect also the reporting.
- In kind contributions are foreseen, as such a detailed review will be performed during design and working with the design team put up detailed process to

identifying, capturing and recording of the foreseen amounts. This will be included in the PIM with templates developed to facilitate the beneficiaries in capturing these amounts.

- Many trainings (component on capacity building) are foreseen and will be reviewed in details to the mode of execution and procurement of the services to ensure value for money is attained given that trainings are one of the areas that pose these challenges. There will be need for clarity of the selection criteria and the nature of expense and acceptable documentation. These will be reviewed during design in consultation
- The concept foresees the matching grant concept for various value chains and windows, given the current economic environment, there is a high risk of low disbursements in this component and may slow overall absorption rates. Greater discussions on workable requirements are included in the guidelines to avoid risks of low absorptions. Experiences of matching grants performance within the ESA portfolio will be relied upon in proposing what mitigation measures are captured in the design.

Procurement risk matrix

	Division	ESA				
	Country	Zimbabwe				
	Project	COSOP				
	Date	26-Aug-19			NET RISK RATING	
	INHERENT RISK RATING	1.90				2.50
#	Description of Risk Feature	Rating	Assessment Basis	Remarks	Recommendation /Mitigation	Rating
A	COUNTRY RISK ASSESSMENT	1.90				2.50
1	Legal and Regulatory Framework	1.40				2.40
a	Country procurement law, regulations and manual exist	2	3 they all exist, 2 only two exist, 1 only one exist or none	Zimbabwe's new Public Procurement and Disposal of Public Assets Act (Chapter 22:23) came into effect on January 1st, 2018 and repealed the old Procurement Act (Chapter 22:14). The Public Procurement and Disposal of Public Assets (General) Regulations, 2018 came into effect on January 19th, 2018.	A draft procurement manual named "Zimbabwe's Public Procurement Guidelines" to provide procedural guidance on interpreting and applying the Act and Regulations has been prepared. The recommendation is for the Procurement Regulatory Authority of Zimbabwe (PRAZ) to issue the final version of said Guidelines in accordance with Section 6 of the Act.	3
b	Existence of Standard Bidding Documents for Goods, Works and Services	2	3 all exist, 2 only for NCB & ICB, none for Shopping, 1 none exists	Standard Bidding Documents for NCB/ICB are available on PRAZ's website.	PRAZ should issue standard bidding documents for Shopping as well and make them available on its website.	3
c	Procurement Monitoring	1	Use PEFA Framework, see worksheet for details	No databases on procurement exist.	IFAD can strongly encourage government through policy dialogue to address these shortcomings, and it is recommended that it do so through the COSOP consultations with the government.	2
d	Procurement Methods	1	Use PEFA Framework, see worksheet for details	No data is available on which to judge the extent to which various procurement methods are used for award of contracts.	IFAD can strongly encourage government through policy dialogue to address these shortcomings, and it is recommended that it do so through the COSOP consultations with the government.	2

e	Public access to procurement information	1	Use PEFA Framework, see worksheet for details	None of the six key procurement information elements are publicly available in full.	IFAD can strongly encourage government through policy dialogue to address these shortcomings, and it is recommended that it do so through the COSOP consultations with the government.	2
2	Accountability and Transparency	2.40				2.60
a	Procurement Complaints Management	3	Use PEFA Framework, see worksheet for details	<p>According to PEFA, all six key features of a procurement complaints mechanism are fulfilled. PEFA's assessment was carried out a few months before the new national procurement framework became effective. Under the new procurement framework, the procurement complaints management has changed, thus requiring a new assessment.</p> <p>The inherent risk rating reflects the PEFA score, while the net risk rating reflects the score resulting from the assessment of the complaints mechanism under the new national procurement framework.</p> <p>The results of the assessment, based on the six features established by PEFA, are laid out here below.</p> <p>Full adherence to the indicator requires that complaints are reviewed by a body that</p> <p>(1) is not involved in any capacity in procurement transactions or in the process leading to contract award decisions;</p> <p>This feature is fulfilled. In fact, challenged to procurement proceedings are reviewed by the Procurement Regulatory Authority of Zimbabwe (PRAZ), which is not involved in any procurement transaction or process leading to contract award decisions. Once PRAZ issues a decision, both parties to PRAZ proceedings can appeal the same to the Administrative Court. However, it is noted that challenges are preliminarily reviewed by the procuring entity that carried out the activity being challenged. Only after this first level of review is it possible for the bidder to apply to the PRAZ and, eventually, to the Administrative Court.</p>		3

				<p>(2) does not charge fees that prohibit access by concerned parties;</p> <p>This feature is fulfilled. However, it is noted that while no fee is charged for submission of a challenge, a challenger to procurement proceedings is requested to deposit a certain amount with the procuring entity as security for costs. If the procuring entity does not concede a challenge, it transfers the amount deposited by the challenger to the PRAZ. If a challenge is rejected by a review panel appointed by the PRAZ, the latter retains the amount transferred to it. Additionally, the Challenger is usually represented by lawyers in front of the Administrative Court, which make the challenge resolution a rather expensive process to both the complainant and the government.</p> <p>(3) follows processes for submission and resolution of complaints that are clearly defined and publicly available;</p> <p>This feature is fulfilled. The processes for submission and resolution of complaints are outlined in the Procurement Act and clearly defined in the Procurement Regulations. According to section 54 of the Regulations, the Secretariat shall ensure that copies of all appropriate forms to be used for the review of procurement proceedings are available for collection at the offices of the Authority and that copies of such forms are sent to all interested parties upon request. Also, according to section 102 of the Procurement Act, PRAZ shall ensure that copies of all judicial decision and administrative rulings that affect persons other than the immediate parties to the decisions or rulings, or that provide guidance to persons other than the immediate parties, are kept available for public inspection at the offices of the PRAZ and are published in such a form as the Board considers will make them readily accessible to procuring entities and potential bidders.</p> <p>(4) exercises the authority to suspend the procurement process;</p> <p>This feature is fulfilled. In fact, a timely application to the PRAZ automatically suspends the challenged</p>		
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				<p>procurement proceedings until the review panel determines the challenge or the review panel cancels the suspension.</p> <p>(5) issues decisions within the timeframe specified in the rules/regulations; and</p> <p>This feature is fulfilled. According to the Director of Procurement at the Ministry of Agriculture, PRAZ is swift in its proceedings and the review panel delivers its decision to the Secretariat of PRAZ within 14 days after the date of commencement of the review, as provided by Sec. 61 (2) of the Procurement Regulations. However, some delays are experienced when a decision of the PRAZ is appealed to the Administrative Court.</p> <p>(6) issues decisions that are binding on all parties (without precluding subsequent access to an external higher authority).</p> <p>This feature is fulfilled. According to the Procurement Act, the decision of a review panel shall be binding on the bidder that lodged the challenge and the procurement entity whose proceedings are the subject of the challenge. A bidder or a procuring entity aggrieved by a decision of a review panel may appeal to the Administrative Court against the decision.</p>		
b	Country Corruption Perception Index score	1	The score is published on Transparency.org. 0 to 29 = 1, 30 to 60 = 2, 61 to 100 = 3	According to the 2018 index published by transparency international, the country corruption perception index score for Zimbabwe is 22.	All procurement entities, as well as bidders, suppliers, contractors, consultants and service providers, shall observe the highest standard of ethics during the procurement and execution of contracts financed under IFAD funded Projects, in accordance with paragraph 84 of the Procurement Guidelines. The Revised IFAD Policy on Preventing Fraud and Corruption in its Activities and Operations shall apply to all projects, vendors and third parties, in addition to the relevant national anticorruption and fraud laws.	2

c	2-tiered system to handle complaints	3	3 as stated, 2 only a single level system, 1 no system	According to section 73 of the Public Procurement and Disposal of Public Assets Act, a potential or actual bidder in procurement proceedings may challenge the procurement proceedings by lodging a written notice with the procuring entity. Pursuant to section 74 instead, if a procurement entity has not conceded that it breached a duty as alleged in a challenge or if the bidder is dissatisfied with any steps taken or to be taken to rectify the breach, he may apply in writing to the PRAZ for the procurement proceedings concerned to be reviewed by a review panel. Finally, pursuant to section 77, a bidder or a procurement entity aggrieved by a decision of a review panel may appeal against the decision to the Administrative Court. The Administrative Court shall not set aside the decision of the review panel but may award fair and adequate compensation to the appellant for any patrimonial loss or damage the appellant may have suffered.		3
d	Existence of a debarment system	3	3 full existence, 2 existence of complaints body that is the authority, 1 does not exist	Debarment of bidders and contractors is regulated under Part XI of the Public Procurement and Disposal of Public Assets (General) Regulations, 2018. The competent authority is a Debarment Committee, which is established by the Chief Executive Officer of PRAZ on receipt of a recommendation to debar from a procuring entity or from the Monitoring and Evaluation Department of the PRAZ, following an investigation carried out by that Department.		3
e	Existence of an independent and competent local authority responsible for investigating corruption allegations	2	3 existence of independent Anti-Corruption agency, 2 existence of an office within a government ministry/agency that carries out some/all of these functions, 1 does not exist	The Zimbabwe Anti-Corruption Commission (ZACC) has the constitutional mandate to corruption. ZACC is administered under the Office of the President and Cabinet.	IFAD can strongly encourage government through policy dialogue to make ZACC an independent Anti-Corruption agency, and it is recommended that it do so through the COSOP consultations with the government.	2
	<u>Risk Rating System</u>					
3	L: Low Risk					
2	M: Medium Risk					
1	H: High Risk					