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Investing in rural people

República de Zimbabwe

Programa sobre Oportunidades Estratégicas Nacionales

(2020–2025)

Nota para los representantes en la Junta Ejecutiva

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Para **examen**

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Equipo encargado de la ejecución del COSOP

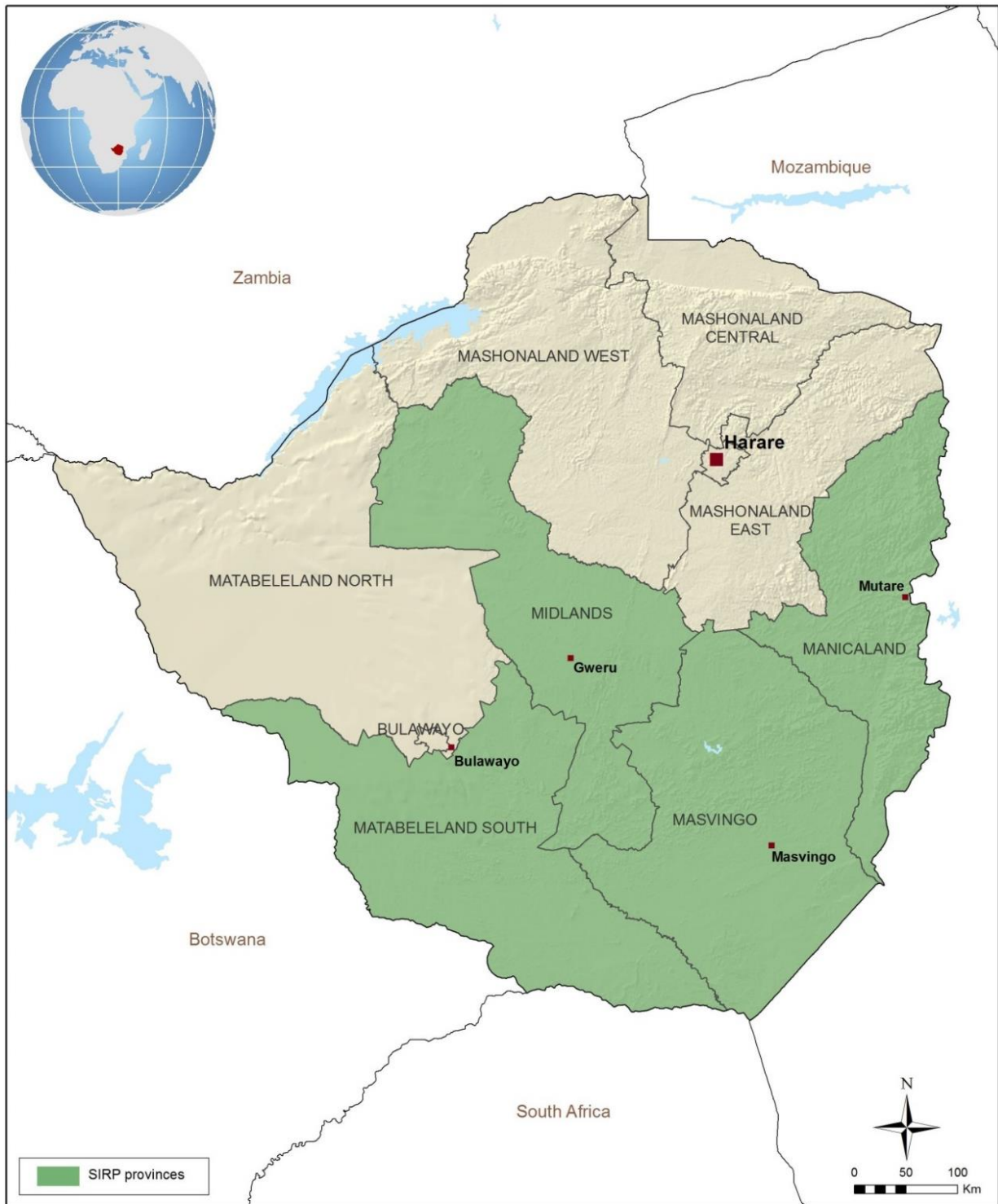
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Acrónimos y siglas

| | |
|--------|---|
| ASAP+ | Programa de Adaptación para la Agricultura en Pequeña Escala + |
| AVANTI | Avanzando el conocimiento para un impacto agrícola |
| COSOP | Programa sobre Oportunidades Estratégicas Nacionales |
| FAO | Organización de las Naciones Unidas para la Alimentación y la Agricultura |
| FIDA11 | Undécima Reposición de los Recursos del FIDA |
| FMI | Fondo Monetario Internacional |
| OFID | Fondo de la OPEP para el Desarrollo Internacional |
| OPEP | Organización de Países Productores de Petróleo |
| PBAS | Sistema de Asignación de Recursos basado en los Resultados |
| PIB | producto interno bruto |
| PMA | Programa Mundial de Alimentos |
| PNUD | Programa de las Naciones Unidas para el Desarrollo |
| PSFP | Programa de Participación del Sector Privado en la Financiación |
| SyE | seguimiento y evaluación |
| TIC | Tecnologías de la información y las comunicaciones |
| ZUNDAF | Marco de Asistencia de las Naciones Unidas para el Desarrollo para Zimbabwe |

Mapa de las operaciones financiadas por el FIDA en el país



Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.

Fuente: FIDA | 5-05-2016

Resumen

1. Las crisis económicas y políticas vienen asolando la economía de la República de Zimbabwe desde 2000. La inestabilidad económica resultante y los atrasos acumulados en el pago de la deuda, aunados a las perturbaciones climáticas, han llevado al estancamiento del sector agrícola¹. Habida cuenta de que se prevé una mala cosecha para 2020, se estima que el crecimiento será prácticamente nulo². La escasa liquidez ha obligado al Gobierno a introducir una nueva moneda y controles de la cuenta de capital y la cuenta corriente, pero el acceso a las divisas sigue siendo limitado, en un contexto de elevada inflación.
2. A raíz de los desafíos económicos y políticos, han aumentado la pobreza y la vulnerabilidad, y un 72,3 % de la población es pobre. Alrededor del 76 % de los hogares rurales son pobres, frente a un 38,2 % en el caso de los hogares urbanos.
3. La agricultura representa un 12 % del producto interno bruto (PIB). Más del 70 % de la población económicamente activa depende de la agricultura de secano de subsistencia, una modalidad sumamente vulnerable a los efectos del cambio climático.
4. El programa sobre oportunidades estratégicas nacionales (COSOP) abarcará los ciclos de la Undécima Reposición de los Recursos del FIDA (FIDA11) y la FIDA12. El programa es congruente con las políticas de desarrollo rural que el Gobierno describe en su Visión 2030, y se basa en los logros alcanzados gracias al Programa de Transición y Estabilización para Zimbabwe (2018-2020) y el Marco de Asistencia de las Naciones Unidas para el Desarrollo para Zimbabwe (2016-2020)³.
5. La meta general del COSOP es mejorar los ingresos y la seguridad alimentaria y nutricional de los hogares rurales pobres promoviendo sistemas agroalimentarios más eficientes, resilientes e inclusivos. Dos **objetivos estratégicos** apuntalan esta meta:
 - **Objetivo estratégico 1. Aumentar la productividad de la agricultura en pequeña escala y su resiliencia al cambio climático.** Se persigue el objetivo de mejorar la productividad agrícola y promover la gestión sostenible de la tierra y el agua, la seguridad alimentaria y nutricional y la resiliencia de los pequeños productores.
 - **Objetivo estratégico 2. Mejorar el acceso a los mercados para los pequeños productores de alimentos nutritivos.** El objetivo es fortalecer las vías de ingresos para mejorar la nutrición, generar valor añadido y facilitar el acceso a los mercados para los pequeños productores, así como ofrecer más oportunidades de empleo rural.
6. Por cuanto se centra en la productividad resiliente (objetivo estratégico 1) y el acceso viable a los mercados para los productores de alimentos nutritivos (objetivo estratégico 2), la **teoría del cambio** del COSOP respalda la aplicación del Marco Nacional de Políticas Agrícolas (2018-2030). Las estrategias clave buscan promover una agricultura climáticamente inteligente y que tenga en cuenta la nutrición; revitalizar la infraestructura de riego y de mercado; agrupar, capacitar y brindar financiación a los agricultores y las agroempresas; empoderar a las mujeres y los jóvenes, y promover la gestión de los recursos naturales.
7. El **conjunto de intervenciones** incluirá iniciativas de actuación en materia de políticas y de cooperación Sur-Sur y triangular. Zimbabwe cumple los requisitos para obtener préstamos en condiciones muy favorables en virtud de la FIDA11, y actualmente no se prevé que vayan a producirse cambios en la situación del país

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

² *Ibidem*.

³ Ampliado hasta 2021.

para la FIDA12. Durante la Consulta para la FIDA12, se evaluarán las condiciones de los préstamos que se concedan al país. La reclasificación de Zimbabwe como país de ingreso mediano bajo podría implicar que en el futuro comiencen a ofrecérsele préstamos en condiciones combinadas.

República de Zimbabwe

Programa sobre Oportunidades Estratégicas Nacionales

I. Contexto del país y programa del sector rural: principales desafíos y oportunidades

1. **Contexto macroeconómico.** La República de Zimbabwe es una nación sin litoral con una superficie de 390 757 km², de los cuales un 10,5 % son tierras cultivables. Hasta 2000, Zimbabwe fue conocido como el granero de África, un país con capacidades diversificadas de agroprocesamiento y un sólido apoyo hacia los pequeños productores. La agricultura representaba entre un 9 % y un 15 % del PIB, y generaba entre el 20 % y el 33 % de los ingresos por exportaciones. Desde entonces, las crisis políticas, económicas y ambientales han producido fluctuaciones en el crecimiento del país. Los sectores de los servicios y las actividades manufactureras permitieron alcanzar una tasa de crecimiento del 10 % entre 2010 y 2013, pero desde entonces el mal desempeño de los sectores agrícola, turístico y minero del país se ha traducido en un débil crecimiento del PIB, por debajo del 3 %.
2. Si bien el país ha mejorado su clasificación en el índice de Estados frágiles, de 102,3 en 2018 a 99,5 en 2019 (véase el apéndice V), Zimbabwe sigue siendo uno de los 10 países más frágiles del mundo⁴. Su fragilidad responde a la volatilidad de las políticas, a la corrupción y a las carencias de capacidad institucional para la prestación de los servicios básicos (agua, saneamiento y atención de salud). La capacidad de respuesta de Zimbabwe frente al inesperado brote de la COVID-19 ha sido insuficiente. La desaceleración económica, la hiperinflación y la escasez de agua han aumentado la pobreza, la vulnerabilidad a las perturbaciones y la inseguridad alimentaria. Si bien el COSOP se centrará en seguir apoyando a los pequeños productores, también contribuirá a mejorar las capacidades en materia institucional y de políticas a fin de promover la revitalización sostenible de la agricultura en pequeña escala.
3. **Desarrollo económico.** Tras las elecciones generales de 2018, Zimbabwe introdujo una política de apertura para atraer la inversión. Para promover la entrada de capitales, el país está impulsando reformas estructurales a través de su Programa de Transición y Estabilización (2018-2020). Si bien el programa está supervisado por personal del Fondo Monetario Internacional (FMI), la lentitud para impulsar los ajustes en materia de políticas ha obstaculizado su progreso⁵.
4. A raíz de las sequías⁶, las deficiencias de infraestructura y los elevados niveles de deuda, que afectaron el desempeño de los sectores de la minería, el turismo y la agricultura, el PIB se contrajo un 12,8 % en 2019. La especulación de los precios, que responde a las elevadas sumas que se pagan por las divisas en el mercado paralelo, ha ocasionado un pronunciado aumento de la inflación desde 2018, que alcanzó un 540 % en enero de 2020. Las remesas enviadas por la diáspora, que en 2019 alcanzaron los USD 635 millones, un 2,6 % de aumento frente a 2018⁷, tienen un volumen considerable, pero en su mayoría se destinan al consumo y no a actividades productivas.
5. El creciente déficit fiscal, que entre 2015 y 2017 pasó de un 3 % a un 9,9 % del PIB, llevó a la deuda externa a un 40 % del PIB para finales de 2018, en su mayoría compuesta por los prolongados atrasos que el país mantiene con el FMI, el Banco Mundial y el Banco Africano de Desarrollo. La ejecución de la Estrategia

⁴ Índice de Estados frágiles de 2019.

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

⁶ En los períodos 2017/18 y 2018/19.

⁷ Declaración sobre la política monetaria del Banco de la Reserva de Zimbabwe (febrero de 2020).

Acelerada para la Deuda, el Desarrollo y la Liquidación de los Atrasos aún no ha podido encaminarse. En 2015, la Junta Ejecutiva del FIDA aprobó un plan de reprogramación de la deuda por 17,69 millones derechos especiales de giro (DEG), y Zimbabwe ha cumplido con las fechas de pago establecidas en el plan.

6. En 2019, el país pasó del puesto 155 al 140 de entre 190 países en el índice de facilidad para hacer negocios⁸. La irregularidad del suministro eléctrico, los elevados costos iniciales de puesta en marcha, las ineficiencias transfronterizas, las dificultades para obtener registros de propiedad y los impuestos son algunos de los principales obstáculos para llevar a cabo actividades comerciales en el país. Con el objetivo de promover la transformación sostenible de la agricultura en pequeña escala en Zimbabwe, será necesario que el sector privado brinde servicios que actualmente no están disponibles.
7. En lo referido a las **perspectivas a mediano plazo**, se prevén tres hipótesis (véase el apéndice II):
 - Si las políticas actuales siguen sin modificarse, la deuda pública desplazará al sector privado y las tasas de interés continuarán aumentando.
 - Sin ajustes a nivel de políticas, los riesgos de regresión serán considerables y podrían traducirse en un aumento de la inflación, efectos negativos más profundos para los más vulnerables, una desaceleración del crecimiento, una reducción en la confianza de los inversores y problemas para el sector financiero. A fin de estabilizar los ingresos de los pequeños productores, el FIDA podría aumentar el apoyo que brinda a las cadenas de valor orientadas a la exportación.
 - Pese a la necesidad de aplicar medidas de contracción fiscal, las reformas estructurales dirigidas a atraer la inversión podrían promover el crecimiento si se introducen importantes ajustes en las políticas. En ese caso, el Gobierno podría ponerse al día con su deuda, lo que permitiría al FIDA evaluar el uso de mecanismos de cofinanciación y financiación combinada con nuevos asociados.
8. La **población** de Zimbabwe asciende a 14,64 millones de personas (2019)⁹, de las cuales un 61,6 % reside en las zonas rurales y un 38,4 % en las zonas urbanas¹⁰; un 51 % de la población vive en zonas comunales¹¹ que ocupan un 42 % del total de la tierra cultivable. Los jóvenes (de 15 a 34 años de edad) y las mujeres representan el 36 % y el 52 % de la población, respectivamente.
9. Zimbabwe es un país de ingreso mediano bajo, que en 2018 tuvo un ingreso nacional bruto per cápita de USD 2 661. Sin embargo, con una puntuación de 0,563, ocupó el lugar 150 de entre 189 países en el índice de desarrollo humano de 2018¹². Entre 2011 y 2017, el porcentaje de **hogares en situación de pobreza extrema** aumentó de un 16,2 % a un 21,9 %¹³. Alrededor de un 38,2 % de los hogares urbanos y un 76 % de los hogares rurales son pobres. Las deficiencias de capacidad a nivel estatal están agravando la pobreza en las zonas rurales, donde un 40 % de la población está en situación de pobreza extrema.
10. La agricultura emplea a un 53 % de la fuerza laboral¹⁴, y es la segunda actividad más importante por volumen de exportaciones, por detrás de la minería. El sector, cuyo desempeño fluctúa drásticamente de año a año, se está recuperando lentamente de un período de estancamiento ocasionado por el programa de

⁸ Banco Mundial (2019);, *Doing Business*.

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 Informe sobre la pobreza en Zimbabwe (2017).

¹⁴ Encuesta demográfica intercensal (2017).

reforma agraria (2000). Tras un aumento del 8,1 % en la producción en 2018, la contribución del sector agrícola al PIB en 2019 disminuyó un 16,3 %¹⁵. Los resultados del sector siguen dependiendo en gran medida de las precipitaciones, del apoyo para la adquisición de insumos y de los precios que se pagan a los productores.

11. En Zimbabwe hay 1,3 millones de pequeños productores y 18 000 productores de mediana y gran escala¹⁶. Tras el programa de redistribución de la tierra, los agricultores en pequeña escala ocupan un 70 % de las tierras cultivables del país¹⁷, y el 70 % de ellos basa sus medios de vida en lo que obtiene de parcelas de menos de 2 hectáreas. Los principales cultivos comerciales de Zimbabwe son el maíz, el tabaco, el algodón, el azúcar, los cultivos hortícolas alimentarios y no alimentarios, la carne de vacuno, el pescado, los productos avícolas, el maní, el trigo y la soja. En las regiones más secas, el cultivo de cereales de grano pequeño y la cría de cabras siguen siendo importantes fuentes de medios de vida.
12. Los **desafíos** que enfrenta la agricultura incluyen la escasez de agua que ocasiona el cambio climático; el acceso limitado a la financiación agrícola; la escasez de insumos; las plagas y las enfermedades; los precios bajos que se pagan a los productores; el deterioro de la infraestructura de transporte y de mercado; la escasez de los recursos que se destinan a los servicios de extensión; las prácticas agrícolas deficientes; las disparidades de género y de edad en lo referido a la asignación de las tierras; la inseguridad de la tenencia de la tierra, y el declive de la fertilidad del suelo. Todos estos factores coadyuvan a reducir la productividad agropecuaria de los pequeños productores. Los rendimientos del maíz disminuyeron de 1,2 toneladas métricas por hectárea en el período transcurrido entre 1990 y 1995 a 0,749 toneladas métricas por hectárea entre 2010 y 2016¹⁸. Zimbabwe se ha transformado en un importador neto de alimentos, lo que agrava su elevado déficit comercial.
13. Las **oportunidades** para mejorar la agricultura en pequeña escala incluyen fomentar tecnologías y prácticas de producción con medidas de defensa contra el cambio climático; revitalizar la infraestructura para disminuir los costos de producción; mejorar las prácticas y las tecnologías de gestión poscosecha; organizar a los pequeños productores y vincularlos con cadenas de valor lucrativas mediante actividades de agroprocesamiento de pequeña y mediana escala; incentivar al sector privado para que brinde servicios de extensión y de comercialización, e incorporar sistemáticamente la nutrición a los sistemas alimentarios rurales.
14. Zimbabwe, cuya estación lluviosa va de octubre a abril, es un país de clima subtropical. El país tiene cinco regiones agroecológicas; las regiones I, II y III tienen gran potencial para la agricultura, en tanto que las regiones IV y V, que representan un 64 % de la superficie del país, son semiáridas. La media anual de precipitaciones oscila entre 350 mm y más de 1000 mm. La periodicidad y el volumen de las precipitaciones son cada vez más inciertos, y las sequías, que han aumentado en frecuencia y duración, están reduciendo los rendimientos de los pequeños agricultores y aumentando su **vulnerabilidad al cambio climático** (véase el apéndice IV).
15. Los escasos rendimientos, las elevadas pérdidas poscosecha (entre un 15 % y un 30 % de los cereales y las legumbres de consumo básico¹⁹) y la disminución sostenida de la capacidad de compra de alimentos están agravando la

¹⁵ Discurso sobre el Presupuesto Nacional 2020: prepararse para aumentar la productividad, el crecimiento y la creación de empleo, Ministro de Finanzas y Desarrollo Económico de Zimbabwe (14 de noviembre de 2019).

¹⁶ Zimbabwe's Land Reform: Myths and Realities, Scoones, I. y otros, 2010.

¹⁷ Marco Nacional de Política Agrícola (2018-2030).

¹⁸ *Ibid.*

¹⁹ *Ibid.*

inseguridad alimentaria. Actualmente, alrededor de 7,7 millones de personas padecen inseguridad alimentaria y dependen de la ayuda alimentaria²⁰. El índice de subalimentación en Zimbabwe es de un 51,3 %²¹, y apenas un 6,9 % de los niños de entre 6 y 24 meses y un 43 % de las mujeres en edad fértil tienen dietas adecuadas²². La tasa de retraso del crecimiento en niños menores de 5 años es de un 27,1 %²³, y en parte responde a la escasa variedad de alimentos disponibles, a los conocimientos limitados en materia de nutrición y a las deficiencias en las prácticas de alimentación infantil.

II. Marco institucional y de políticas públicas

16. El COSOP es congruente con las prioridades de desarrollo de Zimbabwe, que se recogen en la Visión 2030 y en el Programa de Transición y Estabilización para Zimbabwe (2018-2020). Aumentar la participación del sistema financiero nacional en el sector agrícola y mejorar el acceso de los agricultores a los mercados son algunas de las prioridades del programa. Actualmente, el Gobierno está elaborando la futura estrategia nacional de desarrollo para el período 2021-2025, a cuya formulación contribuirá el programa en el país.
17. El Marco Nacional de Políticas Agrícolas (2018-2030) está centrado en la productividad, la resiliencia, la mitigación y la agricultura climáticamente inteligente. No obstante, el escaso número de pequeños agricultores que logran dejar de depender del apoyo financiero mediante la comercialización de cadenas de valor autosuficientes y rentables es un hecho que en el marco no se tiene plenamente en cuenta. En él tampoco se contemplan iniciativas para promover los subsidios inteligentes, el establecimiento de políticas sobre el precio del agua, la legalización de las organizaciones de usuarios de agua o la adaptación a los riesgos que entraña el cambio climático.
18. El programa de agricultura dirigida de 2016 buscaba estimular la producción de cultivos para mejorar la seguridad alimentaria nacional mediante sistemas de agricultura por contrata, entre otros mecanismos. En la edición 2019 de su examen sobre los gastos públicos, el Banco Mundial concluyó que este programa produce distorsiones y es insostenible. Para aumentar la competencia y crear empleos, el sector privado debe participar más activamente en su aplicación. Entre las deficiencias específicas del programa figuran su escasa atención a la población pobre, un acceso insuficiente a la información sobre los precios y los mercados, y escasas consultas con los múltiples interesados²⁴.
19. Entre otras políticas pertinentes se incluyen la Política Nacional de Seguridad Alimentaria y Nutricional (2012), la Política Nacional de Juventud (2015), la Política Nacional de Género (2017) y la Política Climática de Zimbabwe (2016). El FIDA contribuirá a la formulación del nuevo plan nacional estratégico de nutrición.

III. Actuación del FIDA: enseñanzas extraídas

20. Se han extraído enseñanzas del Programa de Revitalización del Riego de Pequeñas Explotaciones (SIRP), actualmente en curso, de otros proyectos que el FIDA llevó adelante en Zimbabwe en la década de 1990 y de la labor de otros asociados para el desarrollo.

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 Comité de Evaluación de la Vulnerabilidad de Zimbabwe (2019): "2019 Rural Livelihoods Assessment".

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

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

21. La experiencia de varios proyectos²⁵ ya concluidos que el FIDA ha respaldado en el pasado demuestra que los **procesos de planificación participativos** aumentan la sostenibilidad de los proyectos y el sentido de apropiación que suscitan. Por ende, en todos los procesos de planificación se buscará implicar a los beneficiarios.
22. El Proyecto para el Fortalecimiento y la Transformación de la Industria Cárnica, financiado por la Unión Europea, ha demostrado que las **contribuciones en efectivo y en especie** pueden ayudar a establecer con éxito servicios de mejoramiento de las razas.
23. Por cuanto las tasas de malnutrición crónica que acusa Zimbabwe exigen **intervenciones nutricionales multisectoriales y basadas en datos empíricos**²⁶, el FIDA cooperará con otros actores pertinentes para avanzar hacia ese objetivo.
24. Como demostró el Programa de Revitalización del Riego de Pequeñas Explotaciones, el hecho de que las **mujeres** tengan tasas elevadas de participación en las actividades de capacitación (más del 70 %) no necesariamente implica que influyan en el proceso de adopción de decisiones. Por ende, y en el marco del COSOP, el FIDA adoptará enfoques de carácter transformador en materia de género²⁷.
25. A lo largo de la ejecución del programa de revitalización, se ha observado que a la mayoría de los **jóvenes**²⁸ no les interesa trabajar en el sector agrícola; la mayoría de ellos no son propietarios de tierras y prefieren buscar empleos en otros sectores que ofrezcan beneficios más rápidamente. De hecho, el Programa sobre Medios de Subsistencia y Seguridad Alimentaria en Zimbabwe 2013-2021, respaldado por la Organización de las Naciones Unidas para la Alimentación y la Agricultura (FAO) y el Departamento de Desarrollo Internacional del Reino Unido, también señala que los jóvenes se sienten más atraídos hacia actividades en los sectores de procesamiento de alimentos y comercialización que les permitan moverse y que generen beneficios en el corto plazo²⁹, y por eso el FIDA promoverá este tipo de emprendimientos³⁰.
26. La construcción de **infraestructura resiliente** y la inclusión de **capacidades de intervención en situaciones de emergencia** en los programas de desarrollo mejoran la preparación ante los desastres³¹. Las soluciones climáticamente inteligentes que promoverá el FIDA para responder a las sequías recurrentes y a los ciclos de cultivo más cortos fortalecerá la resiliencia de los pequeños agricultores en los sistemas de producción marginales de la agricultura de secano.
27. **Combatir la fragilidad institucional mediante un programa de creación de capacidad basado en las carencias de capacidad detectadas** Se obtendrán servicios de asistencia técnica a largo plazo para fortalecer las políticas y actualizar los sistemas de gobernanza (programas informáticos) a fin de complementar las inversiones en equipos informáticos. Se prevé impulsar esta línea de actuación mediante un conjunto de operaciones.
28. El programa de revitalización ha demostrado que los servicios de asistencia técnica del FIDA, tanto los remotos como lo que se brindan en el país, pueden mejorar los procesos de **adquisiciones y contratación**. El FIDA se asegurará de que desde el inicio se impartan talleres de puesta en marcha para capacitar al personal en los

²⁵ Informe final del Proyecto de Ordenación por los Pequeños Agricultores de los Recursos de Zonas Secas (1993-2005).

²⁶ **Estrategia Nacional de Nutrición de Zimbabwe (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 Algunos ejemplos incluyen unidades de elaboración de mantequilla de maní y palomitas de maíz.

³⁰ Consultas del COSOP en 2019.

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

procesos de adquisiciones y contratación, y posteriormente se realizarán evaluaciones periódicas para determinar las necesidades de capacitación del personal.

29. El programa de revitalización ha demostrado que el sistema de pagos debe ser flexible (por ejemplo, permitir la recepción de pagos directos de los organismos de financiación y el uso de diferentes monedas) para mitigar la **inestabilidad que la fragilidad induce en las políticas monetarias**, y a la vez garantizar la elaboración de informes financieros y el cumplimiento de las auditorías.
30. Se mitigará el **acaparamiento por la elite** mediante un proceso de triangulación que permita determinar quiénes serán los beneficiarios, seleccionarlos y focalizar en ellos las iniciativas. Se utilizará el sistema de clasificación de beneficiarios del Gobierno para orientar la focalización, a la vez que se buscará reconstruir la confianza en los sistemas de Gobierno aplicando procedimientos de selección que se canalizarán a través de organizaciones no gubernamentales locales e internacionales, en consulta con las comunidades locales, las organizaciones de productores rurales y las autoridades locales.
31. **Se crearán vínculos entre las zonas urbanas prósperas y los polos de pobreza rural para disminuir la polarización política** En concreto, se establecerán vínculos entre el Gobierno, la sociedad civil y los organismos y organizaciones del sector privado para que en calidad de proveedores de servicios impulsen iniciativas de desarrollo del mercado y promuevan la creación de oportunidades para las comunidades en las zonas que no han recibido suficientes inversiones. Las estrategias dirigidas a recuperar el control de los mercados, a mejorar la transparencia de los precios de los productos básicos y a fomentar la inscripción formal pueden restaurar la credibilidad en los mercados y promover la formalización de las empresas.
32. **Se promoverá la actuación en materia de políticas para introducir subsidios inteligentes y directrices sobre los precios del agua en el programa de agricultura dirigida.** Esto creará el espacio fiscal que tanto se necesita para avanzar hacia las reformas económicas estructurales que son esenciales para fortalecer la estabilidad monetaria y macroeconómica. El FIDA también apoyará la elaboración de un nuevo plan nacional estratégico de nutrición y la participación de las mujeres y los jóvenes en la formulación de políticas y el diálogo sobre ellas.

IV. Estrategia en el país

A. Ventaja comparativa

33. Gracias a su enfoque dirigido a mejorar la resiliencia al clima en Zimbabwe promoviendo las soluciones de riego³², el espíritu empresarial y la comercialización en el ámbito rural³³, así como la financiación rural³⁴, el FIDA es el asociado de confianza del Gobierno. Las cuestiones de género y el cambio climático son temas transversales con respecto a los cuales el FIDA ha obtenido buenos resultados en Zimbabwe. La solidez de la estrategia de cooperación Sur-Sur y triangular del FIDA también permitirá extraer enseñanzas útiles para la formulación de políticas.

B. Grupo objetivo y estrategia de focalización

34. El grupo objetivo principal serán 90 000 hogares que padecen pobreza crónica o transitoria e inseguridad alimentaria³⁵ en las categorías A, B1 y B2 definidas por el Gobierno³⁶. Se adoptarán medidas directas para mejorar su productividad, su

³² Programa de Apoyo al Riego de Pequeñas Explotaciones (Zimbabwe).

³³ Programa de Desarrollo de Cadenas de Valor Agroalimentarias Inclusivas (Mozambique).

³⁴ Programa de Mejora de los Medios de Vida y la Economía Rural (Malawi).

³⁵ El hogar promedio consta de cinco miembros.

³⁶ Para ver una descripción de las categorías A, B1, B2 y C, véase el apéndice IV.

acceso a los mercados, su seguridad alimentaria y nutricional y su resiliencia³⁷. También se brindará apoyo a 10 000 hogares rurales de la categoría C que tengan potencial comercial a fin de ayudarlos a fortalecer sus vínculos y asociaciones con el mercado, como un punto de partida que les permita poner en marcha microempresas locales que añadan valor. Los hogares de las categorías B2 y C participarán en iniciativas de agrupación, agregación, financiación de las cadenas de valor y agricultura por contrata. Del total de los beneficiarios directos, un 50 % serán mujeres y un 30 % jóvenes.

35. Todas las categorías se beneficiarán de las obras de riego, de los servicios de extensión, de la promoción de la agricultura climáticamente inteligente, de las iniciativas de conservación de la tierra y el agua, y de la educación en materia de nutrición. Se ofrecerán a los beneficiarios jóvenes oportunidades en los ámbitos de los servicios y la agregación de valor fuera de las explotaciones agrícolas. Las intervenciones planificadas también beneficiarán directamente a las agroempresas, brindarán servicios a los pequeños productores (suministro, almacenamiento y transporte de insumos) y buscarán promover las inversiones conjuntas competitivas.
36. El **grupo objetivo secundario** incluirá a los proveedores de servicios que trabajan con los pequeños productores seleccionados. Por ende, se estima que 200 000 hogares se beneficiarán indirectamente.
37. Si bien la **estrategia de focalización** general está dirigida a todo el país, los proyectos respaldados por el FIDA se centrarán en las regiones agroecológicas III³⁸, IV³⁹ y V⁴⁰, que son más secas. La selección de los distritos se basará en criterios de densidad de la población rural, incidencia de la pobreza y del retraso del crecimiento, potencial agroecológico, posibilidades de poner en marcha cadenas de valor inclusivas, eficiencia en la provisión de los servicios, vulnerabilidad a las perturbaciones climáticas, potencial para el riego y viabilidad de establecer agrupaciones y crear corredores económicos. El programa de revitalización se centrará en 20 distritos de esas características, de los cuales algunos se solaparán con el futuro Proyecto para la Agrupación de los Agricultura en Pequeña Escala (SACP) (véase el apéndice IV).
38. Las estrategias comunitarias de focalización y participación deberían mitigar el acaparamiento por la elite y facilitar la inclusión de los hogares más pobres. Se utilizará información sobre la financiación y la selección de beneficiarios, junto con un mecanismo descentralizado para la resolución de las reclamaciones.

C. Meta general y objetivos estratégicos

39. La teoría del cambio del COSOP, que se centra en aumentar la productividad y la resiliencia (objetivo estratégico 1) y en mejorar el acceso a los mercados para los productores de alimentos nutritivos (objetivo estratégico 1), además de brindar apoyo en materia de políticas, promueve el Marco Nacional de Políticas Agrícolas. En el COSOP se dan respuestas a los problemas de fragilidad relacionados con el cambio climático (mediante el desarrollo del riego, la agricultura climáticamente inteligente y la conservación del agua); a la pobreza (mediante el fortalecimiento de las vías de generación de ingresos para promover la seguridad alimentaria y nutricional); a la falta de capacidad de los mercados y de las instituciones encargadas de brindar servicios (mediante la organización de cadenas de valor, la provisión de asistencia técnica y la promoción del desarrollo de la infraestructura y el acceso a la financiación), y a la volatilidad de las políticas (mediante la mejora

³⁷ Estos objetivos se lograrán principalmente mediante proyectos en curso, como el Programa de Revitalización del Riego de Pequeñas Explotaciones en curso, y otros nuevos, como el Proyecto para la Agrupación de la Agricultura en Pequeña Escala y el Programa de Desarrollo de la Ganadería en Pequeña Escala.

³⁸ Zonas de altitud media con precipitaciones anuales de 500 mm a 750 mm.

³⁹ Zonas bajas con precipitaciones anuales de 450 mm a 650 mm.

⁴⁰ Zonas bajas con precipitaciones anuales inferiores a los 650 mm.

de los datos sobre los efectos de las políticas y de las buenas prácticas internacionales). El COSOP contribuirá al logro de los Objetivos de Desarrollo Sostenible (ODS) 1, 2, 5, 8 y 13.

40. La meta transformadora del COSOP es **mejorar los ingresos y la seguridad alimentaria y nutricional de los hogares rurales pobres** promoviendo sistemas agroalimentarios más eficientes, resilientes e inclusivos. Se fundamenta en dos objetivos estratégicos que requieren la participación del sector privado.
41. **Objetivo estratégico 1. Aumentar la productividad de la agricultura en pequeña escala y su resiliencia al cambio climático.** Este objetivo se logrará revitalizando y ampliando las obras de riego a fin de aumentar la intensidad y la diversidad de la producción agrícola y ganadera, a la vez que se ayuda a los agricultores a resistir los efectos de las sequías. Los esfuerzos para alcanzar el objetivo estratégico 1 se centrarán en promover la adopción de tecnologías y prácticas agrícolas climáticamente inteligentes, tanto en las zonas donde se están poniendo en marcha sistemas de riego como en las zonas de secano adyacentes⁴¹, y en fortalecer los sistemas comunales de gestión de los recursos naturales⁴². Mediante estos esfuerzos, se promoverán la construcción y la gestión apropiadas de la infraestructura de riego, la prestación de servicios especializados de asesoramiento para los agricultores y la educación en materia de nutrición. Los criterios para seleccionar las cadenas de valor prioritarias incluirán la posible sustitución de las importaciones, la generación de ingresos y el logro de un impacto en la nutrición (por ejemplo, frijoles ricos en hierro, maíz enriquecido con vitamina A, la horticultura, el ganado menor y los cultivos de doble finalidad). Esto mejorará la disponibilidad y la diversidad de alimentos nutritivos.
42. **Objetivo estratégico 2. Mejorar el acceso a los mercados para los pequeños productores de alimentos nutritivos.** Este objetivo se logrará ayudando a las pequeñas explotaciones a pasar de un modelo basado en las actividades de subsistencia a uno orientado al mercado. Las iniciativas dirigidas a lograr el objetivo estratégico 2 buscarán mejorar el acceso a los mercados para los pequeños productores (mediante estrategias de agrupación y agregación de los agricultores y de desarrollo de la infraestructura de mercado), promover la agregación de valor para mejorar la vida útil de los alimentos nutritivos, y lograr que las iniciativas de desarrollo del mercado tengan más en cuenta la nutrición.
43. La cooperación con el sector privado y las organizaciones de la sociedad civil implicará organizar a los pequeños agricultores en agrupaciones de productores y progresivamente transformar sus explotaciones en pequeñas agroempresas, proporcionar capacitación y mentoría en materia de formación empresarial a las agrupaciones de productores, brindar servicios técnicos, apoyar las inversiones en las cadenas de valor mediante la provisión de donaciones de contrapartida e incorporar sistemáticamente la nutrición.
44. En ambos objetivos estratégicos se incorporarán actividades dirigidas a fortalecer las políticas y se aprovecharán las iniciativas de cooperación Sur-Sur y triangular y las alianzas con la sociedad civil local para mitigar los principales factores de fragilidad que obstaculizan el progreso de los pequeños productores. En particular, las actividades de gestión de los conocimientos complementarán los datos empíricos disponibles acerca de las repercusiones que el contexto de fragilidad tiene sobre los pequeños productores, y sobre la base de la cooperación Sur-Sur y triangular, se definirán las buenas prácticas que deben tenerse en cuenta al

⁴¹ Promoción de una agricultura y una ganadería mejoradas y resilientes, de los fertilizantes, de las buenas prácticas agrícolas (por ejemplo, la seguridad alimentaria) y de la agricultura climáticamente inteligente (secuestro del carbono del suelo o reducción de las emisiones de gases de efecto invernadero).

⁴² El objetivo de tales sistemas es utilizar los recursos naturales de manera sostenible y conservar el suelo y el agua para sostener la producción.

diseñar las políticas (por ejemplo, otorgar subsidios para los insumos agrícolas, establecer reservas nacionales de alimentos y aumentar la inversión en el desarrollo agrícola y rural).

Temas transversales

45. La **incorporación sistemática de la nutrición** a las cadenas de valor seleccionadas estará armonizada con las principales medidas en materia de nutrición aprobadas para Zimbabwe. Dichas acciones incluyen: fomentar la producción, la comercialización y el consumo de productos agrícolas procedentes de cultivos climáticamente inteligentes, mejorados y diversificados de variedades ricas en nutrientes, y de razas de ganado menor mejoradas y adaptables con un elevado contenido de proteínas; la producción alimentaria bioenriquecida; la agregación de valor y el enriquecimiento alimentario que tengan en cuenta la nutrición, y la comunicación para inducir un cambio de comportamiento a nivel nutricional.
46. Algunas medidas específicas que ya se están aplicando en el marco del Programa de Revitalización del Riego de Pequeñas Explotaciones incluyen iniciativas de educación en materia de nutrición, demostraciones sobre la producción diversificada de alimentos utilizando sistemas de riego y de secano, ferias de alimentos y demostraciones culinarias y de alimentación. El futuro estudio de referencia del Proyecto para la Agrupación de la Agricultura en Pequeña Escala se tendrá en cuenta en el diseño de intervenciones específicas para garantizar que el aumento en el ingreso de los hogares contribuya a mejorar la nutrición. A través de las asociaciones con los agentes para el desarrollo y con los organismos con sede en Roma, se buscará luchar contra la malnutrición, en particular entre las mujeres, las adolescentes y los niños menores de 5 años.
47. **Igualdad de género y empoderamiento de la mujer.** Se realizará una encuesta basada en el índice de empoderamiento de la mujer en la agricultura para definir las esferas temáticas. A través de los Sistemas de Aprendizaje Activo de Género se promoverá la transformación en materia de género.
48. **Empoderamiento de los jóvenes.** Las prioridades se centrarán en promover el espíritu emprendedor y la capacitación de los jóvenes en los sectores del agroprocesamiento y de los servicios para las cadenas de valor; la incubación de ideas; el acceso a la financiación; la participación de la juventud en la adopción de decisiones; las asociaciones de jóvenes para establecer contactos y propiciar la comercialización; las organizaciones de productores y el diálogo sobre políticas, y los centros de conocimiento para jóvenes.
49. **Cambio climático y gestión de los recursos naturales.** El COSOP se centrará en las inversiones que sean congruentes con las contribuciones determinadas a nivel nacional de Zimbabwe y que estén dirigidas a promover el desarrollo de variedades agrícolas y ganaderas adaptadas y de la agricultura climáticamente inteligente; mejorar el acceso a los sistemas de información de alerta temprana; fomentar la mitigación y fortalecer la capacidad para aprovechar los fondos verdes; promover la captación del agua y su conservación y uso eficientes; capacitar a los agricultores y a otros actores de las cadenas de valor para mejorar la gestión sostenible de los recursos naturales, y promover las tecnologías de energía renovable.

D. Gama de intervenciones del FIDA

50. Los **préstamos y donaciones** incluirán: el Programa de Revitalización del Riego de las Explotaciones; un proyecto en virtud de la FIDA11 (Proyecto para la Agrupación de la Agricultura en Pequeña Escala), y una asignación indicativa en virtud de la FIDA12 (véase el cuadro 1).

51. Se brindarán servicios de asistencia técnica en materia de planificación y presupuestación, de adquisiciones y contrataciones y de seguimiento y evaluación (SyE) mediante donaciones regionales para el desarrollo de la capacidad, como la iniciativa Avanzando el conocimiento para un impacto agrícola (AVANTI), y a través del equipo de adquisiciones y contratación de la División de África Oriental y Meridional del FIDA. El FIDA también brindará asistencia técnica en lo referido al uso de las tecnologías de la información y las comunicaciones (TIC) para el desarrollo a fin de potenciar los servicios móviles de transferencias de remesas y mejorar tanto el seguimiento de las entradas como la adopción de decisiones fundamentadas en datos, con vistas a promover la inversión óptima de las remesas en los sectores productivos. Sobre la base de las oportunidades que ofrecen las TIC para el desarrollo, el FIDA promoverá el comercio electrónico, los servicios financieros, —como los ahorros, el crédito y los seguros— y la inclusión financiera de las zonas rurales.
52. Los préstamos dirigidos a apoyar las inversiones gubernamentales⁴³ incluirán el Programa de Revitalización del Riego de las Explotaciones en curso y posiblemente dos proyectos nuevos durante el período del COSOP.

Cuadro 1

Cartera de préstamos del FIDA para el período del COSOP (2020–2025)

| <i>Proyecto</i> | <i>Objetivo</i> |
|---|--|
| Programa de Revitalización del Riego de Pequeñas Explotaciones⁴⁴ (en curso) Revitalización de los sistemas de riego <ul style="list-style-type: none"> • USD 51,68 millones • 2016-2023. | Revitalizar 6 100 hectáreas mediante la puesta en marcha de sistemas de riego en las zonas semiáridas de las provincias de Manicaland, Masvingo, Matabeleland Meridional y Midlands. Beneficiarios previstos: 137 500 |
| Proyecto para la Agrupación de la Agricultura en Pequeña Escala (Cartera de la FIDA11) <ul style="list-style-type: none"> • USD 35,69 millones • 2021-2026 | Ayudar a los pequeños productores a mejorar su producción, su planificación empresarial y sus destrezas empresariales y a establecer vínculos con los mercados. Beneficiarios previstos: 316 200 |
| Programa de Desarrollo de la Ganadería en Pequeña Escala (cartera indicativa de la FIDA12) <ul style="list-style-type: none"> • USD 30,0 millones, sujeto al Sistema de Asignación de Recursos basado en los Resultados (PBAS) de la FIDA12 para Zimbabwe | Mejorar la competitividad de la producción y la rentabilidad de las actividades de ganadería en pequeña escala a fin de brindar productos de calidad a los consumidores locales y regionales. |

53. Los nuevos proyectos se ajustarán al contexto en constante evolución de Zimbabwe. Para la FIDA12, se realizará una evaluación preliminar del ingreso nacional bruto y de la solvencia crediticia de Zimbabwe, y si se considera que el país cumple los requisitos para recibir financiación en condiciones combinadas, se aplicará el mecanismo de transición.
54. Zimbabwe podría beneficiarse del Programa de Participación del Sector Privado en la Financiación (PSFP) una vez que haya comenzado a funcionar. El PSFP permitirá atraer inversiones y conocimientos especializados del sector privado para impulsar el desarrollo de las empresas rurales y las organizaciones de productores, con especial hincapié en las inversiones que promuevan la creación de empleos para los jóvenes, el empoderamiento de las mujeres y el fortalecimiento de la resiliencia. Además, habida cuenta de la elevada vulnerabilidad de Zimbabwe al cambio climático, el país podría beneficiarse del Fondo Verde para el Clima o de la próxima fase del Programa de Adaptación para la Agricultura en Pequeña Escala + (ASAP+).

⁴³ Los proyectos de riego en curso son financiados por el Gobierno de Zimbabwe, el Brasil, Suiza y la Unión Europea.

⁴⁴ La financiación para el Programa de Revitalización del Riego de Pequeñas Explotaciones se brinda en forma de donaciones, pero en aras de la simplicidad, aquí se incluye como parte de la cartera de préstamos.

55. Se movilizarán **donaciones regionales** para complementar los proyectos del FIDA. Actualmente Zimbabwe se está beneficiando del proyecto Tecnologías Ecológicas para Facilitar el Desarrollo de Cadenas de Valor de Cultivos y Productos Animales Perecederos⁴⁵ y de la asociación para aprovechar las redes y los conocimientos de la Iniciativa para el Mejoramiento de las Capacidades en Finanzas Rurales Inclusivas. El país también recurrirá a la donación para los centros agroempresariales para jóvenes⁴⁶.
56. La **actuación en materia de políticas a nivel nacional** complementará los proyectos en curso, los respaldará y extraerá enseñanzas de ellos. En particular, esta actuación a nivel de políticas promoverá el establecimiento de una política de precios para el agua y la legalización de las organizaciones de usuarios del agua, la introducción de subsidios inteligentes en el programa de agricultura dirigida y el diseño de modelos y políticas de apoyo viables para las cadenas de valor. El FIDA también contribuirá a formular un nuevo plan nacional estratégico de nutrición y a organizar plataformas bienales de diálogo con los diversos asociados para facilitar la innovación y el intercambio de experiencias y definir complementariedades. El FIDA promoverá la participación de las mujeres y los jóvenes en la formulación de políticas y en el diálogo sobre ellas, y ayudará a aprovechar la cooperación Sur-Sur y triangular para orientar el discurso sobre políticas. La información sobre las políticas se difundirá a través del Comité Directivo del Sector Agrícola.
57. Las actividades de **desarrollo de la capacidad** buscarán disminuir la fragilidad institucional, en particular en lo referido a las capacidades del Gobierno en materia de adquisiciones y contrataciones, gestión financiera y SyE. El Programa de Revitalización del Riego de Pequeñas Explotaciones se ha beneficiado del Programa de Seguimiento y Evaluación Rurales (PRiME). Se analizarán las oportunidades de fortalecer las labores de SyE que ofrecen otras donaciones, como la iniciativa AVANTI, así como otras iniciativas que podrían ofrecer una vía para fortalecer las cadenas de valor ganaderas, entre otras, el proyecto Cadenas de valor de la carne roja inclusivas para mujeres y jóvenes agricultores de África Oriental y Meridional. A fin de utilizar las nuevas tecnologías y otros sistemas modernos, se fortalecerá el sistema de extensión del Gobierno. En el marco de las iniciativas para el desarrollo de la capacidad, se brindará capacitación a las agrupaciones de productores.
58. La **gestión de los conocimientos** será congruente con la actuación en materia de políticas a nivel nacional. Se elaborará un plan de gestión de los conocimientos que permita aprovechar las mejores prácticas y las enseñanzas extraídas y que facilite el diálogo sobre políticas con relación a los temas fundamentales, en particular, la aplicación de los pilares esenciales del Marco Nacional de Políticas Agrícolas relacionados con el COSOP. Se organizarán actividades para intercambiar enseñanzas.
59. A través de la **cooperación Sur-Sur y triangular**, se promoverán los intercambios técnicos centrados en la elaboración de alimentos (Egipto), en la tecnología rural y el agua (China, India, Indonesia y Namibia), en la nutrición (Brasil e India) y en las cuestiones climáticas (Sudáfrica). Esta iniciativa se ampliará para incluir los programas financiados por el FIDA en los países que apliquen buenas prácticas en las esferas prioritarias (véase apéndice VII).
60. **Comunicación y visibilidad.** El FIDA ayudará a las partes interesadas a comunicar los objetivos, los resultados y los impactos del programa en el país. También facilitará el diálogo entre el Gobierno y otros asociados para el desarrollo con el objeto de aumentar la visibilidad de la cartera y promocionar las enseñanzas

⁴⁵ Se está trabajando en las labores de coordinación con el Programa de Revitalización del Riego de Pequeñas Explotaciones.

⁴⁶ Se espera que esto perfeccione la estrategia del FIDA para los jóvenes en Zimbabwe.

extraídas. Los resultados del programa en el país se difundirán mediante publicaciones en Internet, programas radiales comunitarios, emisiones de televisión, boletines informativos, teatros comunitarios y diálogos nacionales.

V. Innovaciones y ampliación de escala para el logro de resultados sostenibles

61. **Innovaciones.** Las esferas prioritarias del FIDA incluirán las tecnologías verdes, las investigaciones sobre la agricultura que tiene en cuenta la nutrición, el uso de las remesas para estimular el desarrollo rural, la agregación de valor, los seguros agrícolas y ganaderos, la información sobre el clima y las TIC para el desarrollo dirigidas a los servicios agrícolas y financieros. Se buscará fortalecer las innovaciones a través de asociaciones estratégicas, incluidas alianzas en el marco de la cooperación Sur-Sur y triangular.
62. **Ampliación de escala.** Las asociaciones con el Gobierno, con los asociados para el desarrollo y con las organizaciones de productores y del sector privado permitirán ampliar la escala de las soluciones que han tenido buenos resultados, como los sistemas de riego y los modelos de agroprocesamiento gestionados por los agricultores.

VI. Ejecución del COSOP

A. Recursos financieros y metas de cofinanciación

Cuadro 2

Financiación del FIDA y cofinanciación para los proyectos en curso y previstos
(en millones de dólares de los Estados Unidos)

| <i>Proyectos</i> | <i>FIDA Financiación</i> | <i>Cofinanciación</i> | | <i>Cofinanciación</i> | <i>Coficiente de cofinanciación</i> |
|---|------------------------------|-----------------------|-----------------------|-----------------------|---|
| | | <i>nacional</i> | <i>Cofinanciación</i> | | |
| En curso | | | | | |
| Programa de Revitalización del Riego de Pequeñas Explotaciones (en curso) | 25,5 | 11,3 | 15,0 | | 1:1,03 |
| Programado | | | | | |
| Proyecto para la Agrupación de la Agricultura en Pequeña Escala (FIDA11) | 35,7 | 20,0 | 15,0 | | 1:1,00 |
| | | | | | 1:1,06 |
| Nuevo proyecto (FIDA12) | 30,0 | Por determinar | Por determinar | | Por determinar |

63. El COSOP abarcará dos ciclos del PBAS, y se han asignado unos USD 35 millones para la FIDA11. El diseño del proyecto para la FIDA12 dependerá de la asignación correspondiente.
64. Las opciones de cofinanciación de Zimbabwe son limitadas debido a que los principales asociados multilaterales han suspendido el otorgamiento de préstamos. En virtud del Marco de Sostenibilidad de la Deuda, en 2018 Zimbabwe pasó a reunir los requisitos para recibir préstamos en condiciones muy favorables. La tasa actual de cofinanciación para Zimbabwe es de 0,44 de financiación nacional a 0,59 de financiación internacional. El Fondo de la Organización de Países Productores de Petróleo (OPEP) para el Desarrollo Internacional (OFID) está cofinanciando el Programa de Revitalización del Riego de Pequeñas Explotaciones en curso, y está dispuesto a cofinanciar operaciones futuras. Se buscarán oportunidades para obtener financiación para el clima, en particular del Fondo Verde para el Clima o del ASAP+, a fin de apoyar la política climática de Zimbabwe.

B. Recursos destinados a actividades no crediticias

65. Se analizarán otras oportunidades de recibir donaciones, haciendo especial hincapié en las tecnologías de producción, los sistemas agrícolas resilientes y climáticamente inteligentes y el empleo juvenil en el medio rural. Eso incluirá la labor subregional financiada por donaciones en materia de sistemas de semillas que el FIDA está llevando adelante en cooperación con la Alianza para una Revolución Verde en África.

C. Principales asociaciones estratégicas y coordinación para el desarrollo

66. Las **asociaciones estratégicas** incluirán: los equipos de las Naciones Unidas en los países; los organismos con sede en Roma y los ministerios de ejecución⁴⁷ para la actuación en materia de políticas; el OFID y los países nórdicos para la cofinanciación; el Grupo Banco Mundial para la labor analítica; el Proyecto de Alivio de la Vulnerabilidad del Banco Africano de Desarrollo y el organismo especializado Capacidad Africana para la Gestión de Riesgos en lo referido a las cuestiones climáticas, y HarvestPlus en materia de nutrición, conocimientos e innovación.
67. El COSOP se basa en el **Marco de Asistencia de las Naciones Unidas para el Desarrollo para Zimbabwe** (ZUNDAF) (2016-2020)⁴⁸, que ha sido ampliado hasta 2021. El FIDA participará plenamente en la formulación del nuevo ZUNDAF. Este COSOP se presentó⁴⁹ al Coordinador Residente de las Naciones Unidas, quien reconoció que sus objetivos y su focalización se complementan con los del ZUNDAF. El Coordinador Residente también invitó al FIDA a analizar la posibilidad de establecer asociaciones con el Programa de las Naciones Unidas para el Desarrollo (PNUD) y con la Organización Internacional del Trabajo en lo referido a las medidas de mitigación de la COVID-19 para salvaguardar las cadenas de suministro de alimentos y preservar la seguridad alimentaria.
68. **Coordinación del desarrollo.** El FIDA participa en el Grupo Técnico sobre Seguridad Alimentaria y Nutricional de la FAO, en el Grupo de Recuperación Temprana del PNUD y en el Grupo de Trabajo para la Asistencia en materia de Alimentación del Programa Mundial de Alimentos (PMA). Tras el ciclón Idai, el FIDA contribuyó a la preparación del plan de asistencia para la recuperación temprana de Zimbabwe.
69. **Cooperación con los organismos con sede en Roma.** El FIDA trabajará con el PMA para impulsar programas que tengan en cuenta la nutrición y para vincular a los pequeños productores con el Mecanismo de gestión global de productos del PMA, a fin de que puedan agrupar y comercializar los productos básicos que producen. El Marco de programación por País (2016-2020) de la FAO ofrece una oportunidad de cooperación en lo referido a las cadenas de valor agrícolas y la agricultura que tiene en cuenta la nutrición.

D. Participación de los beneficiarios y transparencia

70. **Participación de los beneficiarios.** Los beneficiarios, entre ellos los pequeños productores, los grupos de mujeres y de jóvenes y las organizaciones comunitarias, de la sociedad civil y del desarrollo, estarán implicados a lo largo de todo el ciclo del proyecto para mitigar el acaparamiento por la elite. Se establecerán mecanismos para que los beneficiarios puedan enviar sus comentarios

⁴⁷ Se trata de los ministerios encargados de la agricultura, las finanzas, las cuestiones de la mujer, las pequeñas y medianas empresas, la juventud y el medio ambiente.

⁴⁸ Las esferas prioritarias se refieren a la seguridad alimentaria y nutricional, la igualdad de género, la reducción de la pobreza y la agregación de valor.

⁴⁹ Abril de 2020.

y reclamaciones. El programa en el país fomentará el sentido de apropiación del Gobierno con respecto a los procesos nacionales de participación y retroinformación de las partes interesadas⁵⁰.

71. **Transparencia.** El FIDA ayudará al Gobierno a mantener bien informadas a las partes interesadas, incluidos las personas pobres de las zonas rurales. Se informará públicamente y a los beneficiarios sobre los documentos de diseño, los informes de auditoría, los resultados financieros, los informes de las misiones de supervisión y los resultados de la ejecución del COSOP utilizando canales apropiados⁵¹, por ejemplo, mediante sitios web de los proyectos.

E. Disposiciones para la gestión del programa

72. El Centro de África Meridional del FIDA se encargará de la ejecución de este COSOP bajo la orientación del director en el país y la supervisión del director del centro, según proceda. El director en el país dirigirá el diálogo sobre políticas y brindará orientación estratégica para el programa en el país. Zimbabwe también recibirá orientación del personal del centro del FIDA en Nairobi en materia de gestión financiera y cuestiones ambientales, y de la Sede del FIDA en lo referido a cuestiones temáticas tales como la gestión del agua, la cooperación Sur-Sur y triangular, los mecanismos de transferencia del riesgo agrícola y las remesas.
73. Debido a la fragilidad de Zimbabwe, los resultados del COSOP se revisarán dos veces al año. En el examen a mitad de período también se tendrán en cuenta el examen de mitad de período y el informe final del Programa de Revitalización del Riego de Pequeñas Explotaciones, previstos para 2020 y 2023, respectivamente, así como los nuevos procesos de diseño. El avance en la ejecución del COSOP se evaluará mediante exámenes anuales sobre el progreso. Durante el examen de los resultados del COSOP para 2022, se revisará el marco de resultados a fin de incluir los objetivos pertinentes de la nueva edición del ZUNDAF, que se formulará en 2021.

F. Seguimiento y evaluación

74. En los proyectos se aplicarán enfoques de SyE, incluidos los que se basan en el instrumento multidimensional de evaluación de la pobreza, en el índice de empoderamiento de la mujer en la agricultura, en los sistemas de información del mercado, en los sistemas de información geográfica y en la tecnología de teledetección. Los proyectos también incluirán los indicadores básicos específicos del FIDA. Se extraerán enseñanzas de las evaluaciones de los resultados y de los informes finales de los proyectos del FIDA. A través del marco de resultados del COSOP, se dará seguimiento al progreso general. Se adoptarán decisiones sobre las medidas correctivas, y se documentarán las mejores prácticas. Durante las misiones de apoyo a la supervisión y la ejecución, el FIDA brindará apoyo en materia de SyE.

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

⁵¹ *Ibid.*

VII. Gestión de riesgos

Cuadro 3
Riesgos y medidas de mitigación

| <i>Riesgos</i> | <i>Calificación del riesgo</i> | <i>Medidas de mitigación</i> |
|--|--------------------------------|--|
| Políticos/gobernanza Compromiso insuficiente del Gobierno con la agricultura; prolongados procesos burocráticos | Alta | <ul style="list-style-type: none"> Acuerdo sobre las responsabilidades de las partes interesadas Diálogo continuo con el Gobierno |
| Macroeconómicos Inestabilidad; políticas desfavorables; incertidumbre sobre el valor del dinero; escasez de divisas | Alta | <ul style="list-style-type: none"> Planificación y acuerdos anticipados sobre los parámetros relativos a los costos, la calidad y los requisitos para compradores y vendedores Frecuentes solicitudes de retiro de fondos |
| Estrategias y políticas sectoriales Ineficiencias en lo referido a la preparación de los sistemas gubernamentales, la asignación de recursos y el cumplimiento | Alta | <ul style="list-style-type: none"> Apoyo para promover el diálogo inclusivo sobre políticas y el diseño de políticas y estrategias sectoriales |
| Capacidad institucional Retraso o reducción de la participación de los donantes en los programas para el desarrollo | Medio | <ul style="list-style-type: none"> Diálogo continuo entre los asociados y con el Gobierno Apoyo adaptado para la ejecución |
| Cartera Lentitud en los desembolsos; deficiencias en la ejecución del plan operacional anual | Medio | <ul style="list-style-type: none"> Desarrollo continuo de la capacidad (en materia fiduciaria, de SyE y de focalización) Medidas para garantizar la correcta aplicación de los procedimientos de adquisiciones y contratación |
| Fiduciarios: Gestión financiera Debilidad de la gestión financiera | Alta | <ul style="list-style-type: none"> Cumplimiento de los procedimientos de los manuales financieros y de las medidas de control financiero Evaluaciones frecuentes de los riesgos y fomento de la capacidad del personal |
| Adquisiciones y contrataciones (apéndice XI) Retrasos debido a la falta de cumplimiento | Medio | <ul style="list-style-type: none"> Preparación oportuna de planes de adquisición y contratación y de manuales de gestión financiera Evaluación de las capacidades de adquisición y contratación de las entidades encargadas de la ejecución, supervisión frecuente de las actividades de adquisición y contratación, y prácticas apropiadas de contratación y creación de capacidad del personal del proyecto Aplicación de la Política del FIDA en materia de Prevención del Fraude y la Corrupción en sus Actividades y Operaciones a todos los proyectos, aunada a las leyes nacionales contra la corrupción y el fraude |
| Cambio climático | Alta | <ul style="list-style-type: none"> Estrategias de resiliencia al cambio climático, por ejemplo, cultivos resistentes a las sequías y a las plagas, estrategias diversificadas de medios de vida, agricultura climáticamente inteligente, sistemas de información sobre el clima y el tiempo, captación de agua y riego |
| Gestión insostenible de la tierra y el agua | Medio | <ul style="list-style-type: none"> Prácticas de gestión sostenible de la tierra y el agua, entre otras, fomentar el control de la erosión de los suelos y la agricultura de conservación |
| Social Elevadas tasas de migración regional y del campo a la ciudad entre los jóvenes | Alta | <ul style="list-style-type: none"> Estudio de antecedentes de los jóvenes |
| Pandemia de la COVID-19 | Alta | <ul style="list-style-type: none"> Adopción de soluciones de TIC para el desarrollo Servicios de extensión en línea (aplicaciones para teléfonos móviles) Capacitación a través de WhatsApp Difusión de información mediante las redes sociales y en programas radiales (prevención y oportunidades) |

| | | |
|-----------------------|------|--|
| | | <ul style="list-style-type: none">• Buenas prácticas agrícolas y de seguridad alimentaria• Promoción de las tecnologías de comercio electrónico |
| Riesgo general | Alto | |

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 | | | |
|--|--|---|---|--|--|
| | | <i>Strategic objectives</i> | Lending and non-lending activities* for the COSOP period | <i>Outcome indicators</i> | Milestone indicators (at CMR, CCR) |
| <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> | <p><i>SO1. Increased productivity and climate-resilience of smallholder agriculture</i></p> | <p>- Lending/investment activities</p> <ul style="list-style-type: none"> • SIRP (till 2023) • Indicative: <p>- SIRP expansion</p> <p>- New operation</p> <ul style="list-style-type: none"> • Leveraged domestic and international funding <p>- Non-lending/non-project activities</p> <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>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>Average increase in the productivity of commodities in the priority value chains</p> <p>Percentage of children from 6-23 months meeting minimum diversity</p> | <p>Baseline – 100,000 Midline – 200,000 End line – 300,00</p> <p>Baseline – 0 Midline – 10 End line – 20</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>Number of hectares under tree crop production Midline – 25 per cent End line – 50 per cent</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 | <p><i>SO2. Improved market access of smallholder farmers for nutritious foods</i></p> | <p>- Lending/investment activities</p> <ul style="list-style-type: none"> • Corresponding elements of SIRP • Indicative as per Concept Notes • Leveraged domestic and international funding <p>- Non-lending/non-project activities</p> <ul style="list-style-type: none"> • As under SO1 • <u>SSTC</u> • China-IFAD SSTC Facility • <u>Grants</u> • 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

75. 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.
76. 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. | | |

77. 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>

78. 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.

79. **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

80. 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.

81. **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 allocation⁶³

- 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> |

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| <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> |
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| 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> |

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| <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

82. 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.
83. **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.

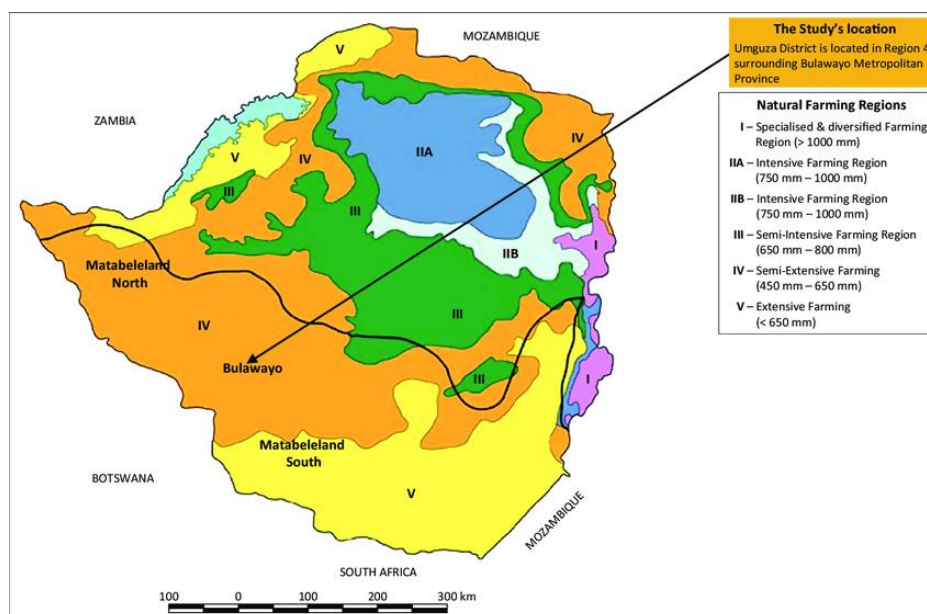
Part 1 - Situational Analysis and Main challenges

84. **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.
85. **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.
86. 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.
87. **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.

88. **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.
89. In January 2020, Zimbabwe imported the largest weekly consignment of maize from South Africa, since December 2013.
90. **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.
91. **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>

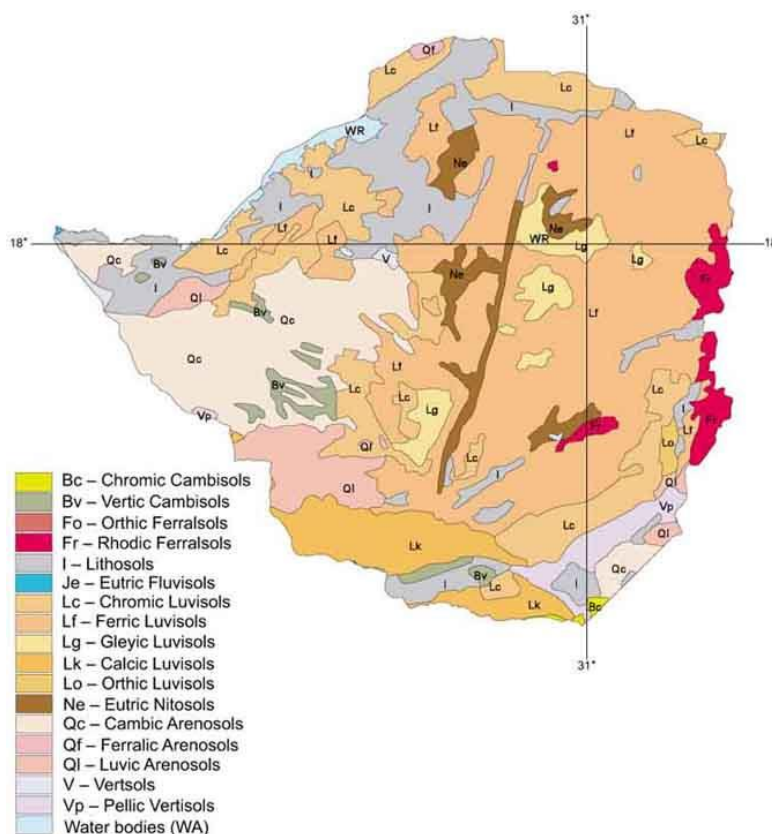
⁶⁸ IMF

⁶⁹ Reserve Bank of Zimbabwe, Annual Report 2018.

92. *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.
93. *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.
94. *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.
95. *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.
96. *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.
97. **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

98. 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.
99. **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.

100. 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.
101. **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.
102. 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.
103. **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.
104. 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.
 105. 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.
 106. **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.
 107. 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.
 108. **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.

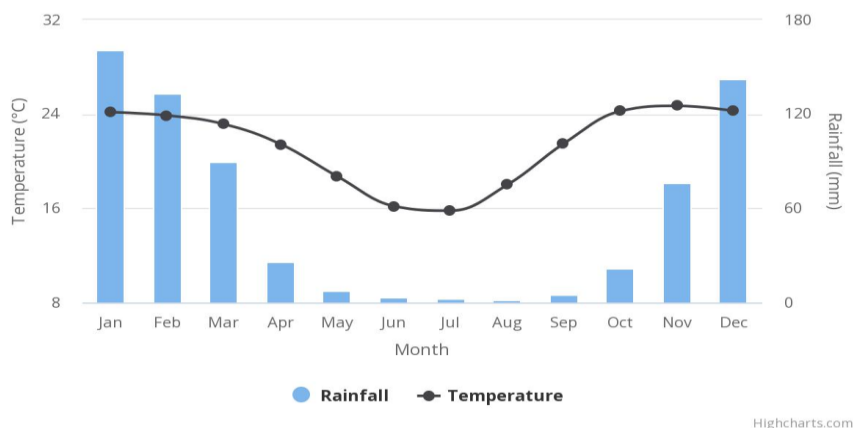
109. **Fisheries.** Small-scale fisheries in Zimbabwe play an important role in income generation and food security at the household level. Commercial fishing occurs mainly in five reservoirs namely Lake Kariba, Lake Chivero, Lake Mutirikwi, Mazvikadei dam and Manyame. Kariba fisheries are the largest 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.
110. **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

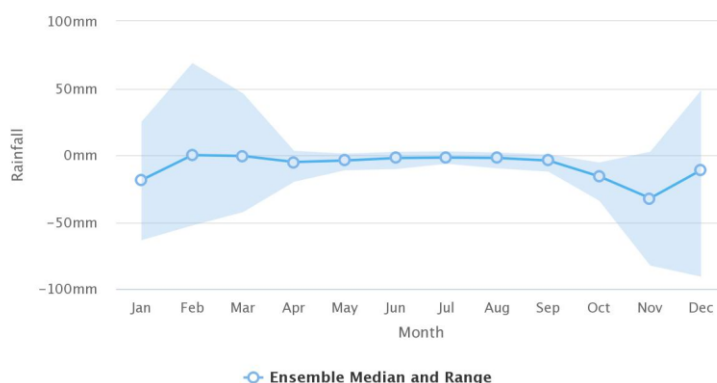
111. Zimbabwe is susceptible to an array of extreme weather events such as droughts, heatwaves, heavy rains, flash floods, cyclones, strong winds and hailstorms. Even though Zimbabwe's rainfall pattern has always exhibited spatial and temporal variability, the timing and amount of rainfall received are 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.
112. 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^o 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.
113. 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.
114. 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.

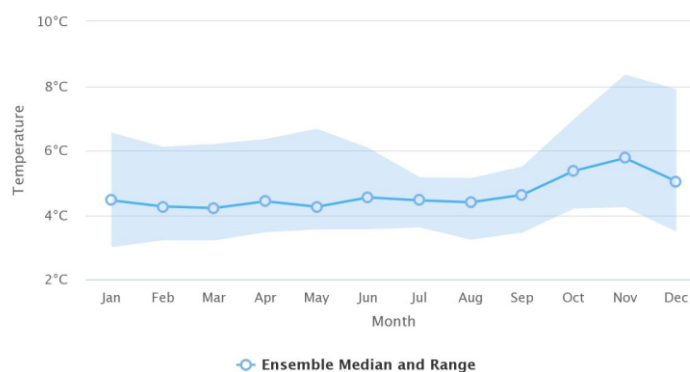
Average Monthly Temperature and Rainfall in Zimbabwe from 1901-2016



Projected Change in Monthly Precipitation for Zimbabwe for 2080-2099



Projected Change in Monthly Temperature for Zimbabwe for 2080-2099



115. 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.

116. 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.
117. 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.
118. 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.
119. 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
120. **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.
121. 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

122. **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.
123. 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).
124. **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.
125. 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.
126. 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

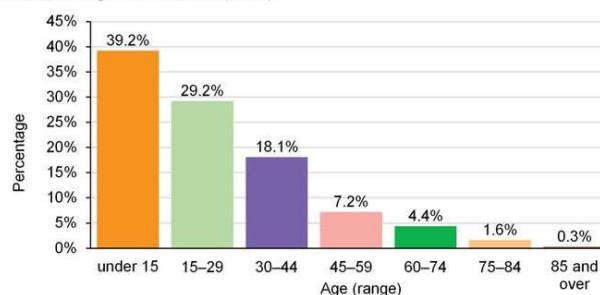
⁷⁸ Zimbabwe Finscope Consumer Survey 2014

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.

127. **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.
128. 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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129. **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.
130. 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).
131. 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.

132. **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.
133. 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

134. 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

135. **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.

136. 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.
137. 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.
138. 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.
139. **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.
140. **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.
141. 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.
142. 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.

143. **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.
144. 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.
145. 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.
146. **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).
147. 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
148. **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.

149. **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).
150. 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.
151. 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.
152. 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.
153. 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)

154. **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, Chimanimani, 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.

155. 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.
156. **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.
157. 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.
158. 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.
159. 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.
160. 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.
161. 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.
162. 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.
163. 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.
164. 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

165. **Overall Lessons Learned:** Several lessons are drawn from IFAD implementation experiences:
166. Closed IFAD-supported projects⁹¹ have shown that **participatory planning processes** contribute to increased project ownership and sustainability. All planning will involve beneficiaries.
167. SIRP experienced implementation delays due to late scheduling of **feasibility studies**⁹². IFAD will conduct these early.
168. **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.
169. 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.
 170. 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.
 171. 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.
 172. 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.
 173. 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.
 174. 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.
 175. The roles of private sector NGOs and community organizations should be fully embraced for effective programme implementation.

Lessons on mainstreaming themes:

176. **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.
177. 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.

178. **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.
179. 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.
180. **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.
181. 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.
182. 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.
183. **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.
184. 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.
185. 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.
186. 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/>

187. 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:
188. **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.
189. **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.
190. **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.
191. **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:

192. **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.
193. **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.
194. **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.
195. **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.
196. **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.
197. **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.

198. 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

199. 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

200. 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.
201. **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.
202. **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.
203. **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

204. 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.
205. 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.
206. 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
207. 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).
208. 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
209. 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.

210. 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)

211. 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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|---|--|-----------------------------------|--|
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| Name | Organization | Designation | Contact email |
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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 | 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 158 th least corrupt country out of 180. A positive trend is observed compared to 2018 which ranked Zimbabwe 160 th least corrupt country, with a CPI score of 22. 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. 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 |
| 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> | |
|--|--|--|--|

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 |
|------------------------------|---------------------|

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> | | |
|--|--|--|--|--|--|--|

| | | | | | | |
|---|---|---|--|--|---|---|
| | | | | <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 | | | | | |