

THE FOOD AND NUTRITION SECURITY POLICY FOR ZIMBABWE:

Promoting Food and
Nutrition Security in
Zimbabwe in the
Context of Economic
Growth and
Development





Table of Contents

Preface	vii
Foreword	ix
Executive summary	xi
Acronyms	xvii

SECTION I

Introduction

1. Background	1
2. Global and national institutional frameworks	3
3. Food and Nutrition Security in the Context of Economic Growth and Development	3
4. Conceptual Framework	6

SECTION II

Scope and Purpose of the Food and Nutrition Security Policy

1. Rationale for A Policy	9
2. Food and Nutrition Security Sector Analysis	10
3. Policy Goal	10
4. Guiding Principles underpinning the Policy	10

SECTION III

Food and Nutrition Security Policy Commitments

1. Commitment I: Policy Analysis and Advice	14
2. Commitment II: Agriculture and Food Security	17
3. Commitment III: Social Assistance and Social Protection	19
4. Commitment IV: Food Safety and Standards	25
5. Commitment V: Nutrition Security	27
6. Commitment VI: Food and Nutrition Security Information: Assessment, Analysis and Early Warning	30
7. Commitment VII: Enhancing and Strengthening National Capacity for Food and Nutrition Security	32

SECTION IV

Institutional Structures, Accountabilities and Implementation

1. Legal framework - the Research Act and the relevant Acts	35
2. National Task Force and National Steering Committee	35
3. The Food and Nutrition Council	36
4. Decentralised structures responsible for implementation of the Policy	37
5. Sectors and Ministry Accountabilities	38
6. Budget and Resources	38

SECTION V

Monitoring and Evaluation Framework for the Policy

1. Monitoring Framework	43
-------------------------	----

Annexes

Annex 1: Concepts and Definitions relevant to food and nutrition security	47
Annex 2: Membership of the National Task Force	50



Preface



**His Excellency Cde R.G. Mugabe,
President of the Republic of Zimbabwe**

The goal of the Food and Nutrition Security Policy is to “***promote and ensure adequate food and nutrition security for all people at all times in Zimbabwe, particularly amongst the most vulnerable, and in line with our cultural norms and values and the concept of rebuilding and maintaining family dignity.***” The policy commits Government to a programme of spearheading a comprehensive and cohesive multi-sectoral agricultural response to ensure food and nutrition security for all our people.

Nutrition deficiency is largely preventable and evidence has shown that there are high development returns to a number of direct nutrition interventions. Success in addressing issues of food and nutrition security is essential in order to attain the targets set out in the Millennium Development Goals (MDGs) and, be able to contribute to agreed human rights relating to health and freedom from hunger.

The Food and Nutrition Security Policy thus reflects Government's commitment to a sustainable programme addressing the food and nutrition security situation of our country. I strongly commend the policy to the people of Zimbabwe, and urge all relevant stakeholders, public and private sectors, civil society and development partners to fully embrace and support its implementation for the benefit of our nation.



R. G. Mugabe
PRESIDENT OF THE REPUBLIC OF
ZIMBABWE

November 2012



Foreword

Zimbabwe continues to face food and nutrition security challenges, which, if left unchecked, will have a negative impact on national development. Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.

The Government of Zimbabwe recognizes that by addressing the issue of food and nutrition security, not only is the welfare of its citizens improved, but economic growth is also enhanced. Food and nutrition insecurity leads to the vicious cycle of malnutrition, increased susceptibility to disease, impaired mental and physical development, reduced productivity and poverty, resulting in compromised respectability and dignity.

Hence food and nutrition security is an important national and strategic issue that requires multi-sectoral interventions and coordination at the highest level. This Food and Nutrition Security Policy was developed through extensive multi-sectoral consultation at district, provincial and national level. The Policy, therefore, provides a guide to all stakeholders on Government's intended actions in addressing issues of food and nutrition security.

The Food and Nutrition Security Policy will provide Government with a sustainable mechanism for protecting its population against the shocks to food and nutrition security posed by a growing list of risks such as: climate change; fragile international financial markets; escalating energy costs; and a fragile global food security situation.



Furthermore, the Food and Nutrition Security Policy is in line with the prevailing global and regional strategies such as the African Regional Nutrition Strategy (ARNS), Comprehensive African Agriculture Development Programme (CAADP), Scaling up Nutrition (SUN) and Millennium Development Goal Number 1 (MDG1).

Government sincerely appreciates and acknowledges all the support rendered by various stakeholders.

A handwritten signature in black ink, appearing to read 'J. T. R. Mujuru'.

J. T. R. Mujuru
VICE PRESIDENT OF THE REPUBLIC OF ZIMBABWE

November 2012





Executive Summary

Background: In 1995, the Government of Zimbabwe established a Task Force to recommend sustainable solutions to the persistent and growing problem of hunger and malnutrition in Zimbabwe. A Policy Framework document was prepared and in 1998, Cabinet agreed to a national consultative process to transform the Policy Framework into a National Food and Nutrition Security Policy. Since then, the food and nutrition security situation in Zimbabwe has faced challenges attributable to global, regional and national developments. In this context, the development of the Food and Nutrition Security Policy represents a fulfilment of a long-standing commitment.

The process for developing the Food and Nutrition Security Policy was led by the Food and Nutrition Council under the oversight of a Government-mandated Task Force. The process included wide consultation with representatives from Government, UN, donors, NGOs, and civil society at National, Provincial and District levels. Consultations were led by a multisectoral ministerial team comprising of representatives from Ministry of Labour and Social Services, Ministry of Health and Child Welfare and Ministry of Agriculture, Mechanisation and Irrigation Development. An in-depth multi-sector situational analysis informed the development of the Food and Nutrition Security Policy.

Global and national institutional frameworks: Zimbabwe has committed itself to a number of global, regional and national policy frameworks. The Food and Nutrition Security Policy provides a practical way forward towards fulfilling at least five of these existing commitments. First, Zimbabwe is signatory to the legally binding International Covenant on Economic, Social and Cultural Rights (ICESCR). According to Article 11 of the ICESCR, every human being has the right

to adequate food¹ and the fundamental right to be free from hunger. Second, Zimbabwe is in the process of revising its Constitution. Submissions to the Committee responsible for revising the Constitution reaffirm the need to include a commitment on the right to food and adequate nutrition. Third, Zimbabwe is guided by overarching national planning policy documents such as the Medium Term Plan (MTP) (2010-15). Fourth, Zimbabwe has committed itself to achieving eight MDG Goals by 2015, articulated through 17 targets. Fifth, SADC Heads of State, including Zimbabwe, have recognized the importance of agriculture by endorsing the CAADP and its associated commitments.

Food and Nutrition Security in the Context of Economic Growth and Development:

Economic growth can have a positive effect on food and nutrition security and can contribute towards the eradication of malnutrition. Equally, by addressing the issue of food and nutrition, not only is the welfare of the citizens improved, but economic growth is enhanced. Rates of chronic malnutrition have risen by 52% between 1994 and 2010 and at present trends will reach critical levels within the next decade if nothing is done. Evidence also shows that stunting (chronic malnutrition) is consistently highest in the poorest socio-economic groups. There are additional economic reasons why food and nutrition should be placed high on the socio - economic agenda. Malnutrition including micronutrient

deficiencies lead to poor learning, reduced ability to work and higher disease burden resulting in higher medical costs for the families affected as well as the State. For example, a study conducted in Zimbabwe in the 1980s that followed chronically malnourished (stunted) children to their adult years showed that this increased stunting led to fewer completed years of school which translated into a 14% reduction in lifetime earnings². The Copenhagen Consensus (2008) found that addressing malnutrition and micronutrient deficiencies had the highest rate of economic return³. In the context of climate change and expected recurrent droughts, Zimbabwe must invest in cost-effective disaster preparedness and mitigation strategies that increase the resilience of poorer households, even in periods of drought⁴.

Rationale for a Food and Nutrition Security Policy: Zimbabwe continues to face persistent levels of chronic malnutrition⁵ which are exacerbated by food insecurity and deepening poverty.

¹ 'Adequate food' means food which is of sufficient quantity and quality to satisfy the dietary need of individuals, free from adverse substances and acceptable within a given culture.

² Alderman et al 2006

³ Behrman et al, 2004.

⁴ UN estimates that every \$1 spent on Disaster Risk Reduction (DRR) activities saves between \$5 to \$10 in economic losses in the event of a disaster.

⁵ 1 in 3 children in Zimbabwe are chronically malnourished; FNC/MOHCW, 2010

The development of the policy represents follow-up and fulfilment of the Cabinet decision of 1998 and it builds on Zimbabwe's demonstrated commitment and commendable efforts in the past to address problems of food and nutrition through multi-sectoral efforts. The policy sets out an over-arching framework and defines a practical way forward to fulfil existing legal obligations, such as “every human being has the right to adequate food⁶ and the fundamental right to be free from hunger”⁷, the MTP, and the targets set out in the MDGs. Zimbabwe needs to significantly scale-up its efforts to reach its target for reducing the percentage of undernourished children⁸ by 2015. Zimbabwe will continue to face emerging and persistent threats such as climate change and a fragile global food security situation. Within this context, the policy aims to mitigate the effects of these shocks on food and nutrition security in the country, especially among the most vulnerable. The Food and Nutrition Security Policy informs the establishment and strengthening of national structures, mechanisms and capacities that move beyond narrow technical interventions but facilitate multi-sectoral broad-based collaborative approaches for addressing food and nutrition security in Zimbabwe.

Goal of the Food and Nutrition Security Policy:

The goal of the Food and Nutrition Security Policy is to “*promote and ensure adequate food and nutrition security for all*

people at all times in Zimbabwe, particularly amongst the most vulnerable and in line with our cultural norms and values and the concept of rebuilding and maintaining family dignity.”

There are eight principles that underpin the Food and Nutrition Security Policy. A policy framework summarizes and describes the logic and organization of the Food and Nutrition Security Policy. It illustrates how each of the seven Commitments relate to each other. Food and Nutrition Security, as the overall goal, will contribute to economic growth and development which in turn should enhance food and nutrition security. First, ensuring that the right socio-economic policy instruments are in place is critical (Commitment I). The four core Commitments - food security, social assistance, food safety and standards and nutrition security – together cover the availability, access and utilization spectrum and reinforce food and nutrition security for all (Commitments II-V). In each of these Commitments, systematic consideration is given to issues of HIV and AIDS, equity and gender. A food and nutrition security information system, including assessment, analysis and early warning covers all four core

⁶‘Adequate food’ means food which is of sufficient quantity and quality to satisfy the dietary need of individuals, free from adverse substances and acceptable within a given culture.

⁷Zimbabwe is signatory to the legally binding International Covenant on Economic, Social and Cultural Rights (ICESCR)

⁸Undernutrition (weight for age) is one indicator to measure MDG 1.

commitments in an integrated system (Commitment VI), will inform emergency preparedness, response and mitigation. Strengthening and enhancing national capacity, including community responsibility in food and nutrition security (Commitment VII), underpins all the commitments.

The seven Commitments are outlined below. For each of the Commitments, a number of Strategic Objectives are outlined. For each Commitment, a lead Ministry/Authority and a number of supporting Ministries are specified.

- **Commitment I:** Policy Advice and Analysis: The Government of Zimbabwe is committed to ensuring that policy instruments that protect and enhance food and nutrition security particularly amongst the most vulnerable, are formulated and inform Government and non-Government decision-making and action.
- **Commitment II:** Agriculture and Food Security: The Government of Zimbabwe is committed to ensuring food security for all, including access to adequate, diverse and nutritious food by all people, at all times.
- **Commitment III:** Social Assistance and Social Protection: The Government of Zimbabwe is committed to ensuring that where social protection including social assistance programmes, are implemented, these must contribute and enhance food and nutrition security of the most vulnerable in the short and medium term.
- **Commitment IV:** Food Safety and Standards: The Government of Zimbabwe is committed to the provision of safe and wholesome food to all. Consequently, all food whether imported or locally produced shall meet national Public Health legislation and international standards for quality and safety.
- **Commitment V:** Nutrition Security: The Government of Zimbabwe commits to ensuring nutrition security for all through the implementation of evidence - based nutrition interventions that are integrated within a broad public health framework including health services, water and sanitation.
- **Commitment VI:** Food and Nutrition Security Information: Assessment, Analysis and Early Warning. The Government of Zimbabwe is committed to ensuring a national integrated food and nutrition security information system that provides timely, reliable information on the food and nutrition security situation, effectiveness of programmes and informs decision - making.
- **Commitment VII:** Enhancing and strengthening national capacity for food and nutrition security. The Government of Zimbabwe is committed to enhancing a n d strengthening national capacity in food and nutrition security primarily through supporting and reinforcing local community capacity and responsibility for food and nutrition security, applied context-specific research and learning and multi-sectoral professional training in food and nutrition security.

Institutional structures, accountabilities and implementation:

The Food and Nutrition Security Policy becomes a legally recognized document through the Research and other relevant Acts endorsed by Parliament. A National Task Force on Food and Nutrition Security chaired by the Honourable Vice President will provide oversight on the implementation of the Policy. The National Steering Committee on Food and Nutrition Security (Working Party of Permanent Secretaries and the Food and Nutrition Council) chaired by the Deputy Chief Secretary to the President and Cabinet, will provide technical support. The Food and Nutrition Council (FNC) will carry out research, advocacy, ensure food standards compliance, operational capacity building, provide policy advice and monitor and evaluate implementation. Multi-stakeholder platforms led by the FNC, such as the Advisory Group for Food and Nutrition Security and ZIMVAC (technical committee for food and nutrition assessments) will also facilitate broad collaboration on the Food and Nutrition Security Policy. Furthermore, the FNC will develop, in collaboration with all sector Ministries and partners, a national Food and Nutrition Security Strategy/Plan of Action that further defines practical implementation, targets and accountabilities. The Policy and Strategy will inform the development and revision of sector - specific strategies, budgets and other planning instruments by each of the relevant Ministries.

Monitoring framework: To further strengthen accountability of the Food and Nutrition Security Policy, a monitoring framework will be outlined. The tracking system will be designed on three levels. First, impact indicators

reflected at the level of policy goal and commitments. Second, outcome indicators will reflect achievement and progress towards implementing the strategic objectives. Third, activity and process indicators indicated at the level of Province and District levels highlighting capacity for programme co-ordination and implementation for food and nutrition security. Analysis of information from the monitoring framework will be synthesized in an Annual Report to Cabinet.





Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ARI	Acute Respiratory Infection
AU	African Union
BF	Breastfeeding
CAADP	Comprehensive African Agricultural Development Programme
FAO	Food and Agriculture Organisation
FNC	Food and Nutrition Council
FNS	Food and Nutrition Security
GAL	Government Analyst Laboratories
GAP	Good Agricultural Practice
GDP	Gross Domestic Product
GHP	Good Hygienic Practice
GMP	Good Manufacturing Practice
GoZ	Government of Zimbabwe
HACCP	Hazard Analysis and Critical Control Point
HIV	Human Immunodeficiency Virus

ICESCR	International Covenant on Economic, Social and Cultural Rights
IMCI	Integrated Management of Childhood Illness
IMF	International Monetary Fund
ISO	International Organisation for Standardisation
MoAMID	Ministry of Agriculture, Mechanisation and Irrigation Development
MoHCW	Ministry of Health and Child Welfare
MoLSS	Ministry of Labour and Social Services
MDGs	Millennium Development Goals
MTP	Medium-Term Plan
NEPAD	New Partnership for Africa's Development
NFSI	Nutrition-Friendly School Initiative
NGO	Non Governmental Organisation
NSC	National Steering Committee
OPC	Office of the President and Cabinet
RBM	Result Based Management
SADC	Southern African Development Co-operation
SADC VAC	Southern African Development Co-operation Vulnerability Assessment Committee
SAZ	Standards Association of Zimbabwe
SIRDC	Scientific Industrial Research and Development Centre
SMEs	Small and Medium-Sized Enterprises
SUN	Scaling Up Nutrition

TB	Tuberculosis
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHA	World Health Assembly
WHO	World Health Organisation
ZIMVAC	Zimbabwe Vulnerability Assessment Committee





SECTION I

Introduction

1. BACKGROUND

Food and nutrition security exists when all people at all times have physical, social and economic access to food, which is safe and consumed in sufficient quantity and quality to meet their dietary needs and food preferences, and is supported by an environment of adequate sanitation, health services and care, allowing for a healthy and active life. Food and nutrition security is a critical driver of economic and social development of people and countries. However, in the recent decade, global food and nutrition security has been adversely affected by rising world population, increasing incidences of erratic and extreme weather conditions, rising energy costs and economic and financial crisis. Studies have shown that at least 50% of diseases are caused by malnutrition and that the economic growth of the world economy is reduced by more than 1% due to malnutrition. Food and nutrition insecurity leads to the vicious cycle of malnutrition, increased susceptibility to disease, impaired mental and physical development, reduced productivity and poverty.

Developing countries face an even greater risk of food insecurity owing in large part to declining investment in agriculture, the burden of disease, limited and inequitable economic growth and their inability to predict, assess and cope with the emergencies that impact on physical and economic access to food sufficient for a productive and healthy life. For instance, the recent food price spikes in 2010/2011 are reported to have pushed some 44 million more people in agriculture - dependant economies into poverty. Furthermore, by undermining children's immunity to diseases, malnutrition contributes to more than a third of all deaths of children under the age of 5. Nearly half of the women in developing countries and over 60% of children in Africa are anaemic. Eradicating hunger and malnutrition is thus a major moral and developmental imperative.

With regard to Zimbabwe, statistics on hand show that the proportion of people in the country who are unable to meet their own food requirements has increased by 25% between 1995 and 2011. Over the past decade, the rates of chronic malnutrition have been steadily increasing, rising by 52% between 1994 and 2010 according to ZDHS results. Research has also shown that one in every three children in the country under the age of 5 is chronically malnourished, while an estimated 25% of child deaths are attributable to nutritional deficiencies. It should be noted that malnutrition leads to loss of productivity and a high health cost burden for the country.

In 1995, the Government of Zimbabwe established a Task Force to recommend sustainable solutions to the country's persistent and growing problem of hunger and malnutrition in Zimbabwe. A Policy Framework document was prepared and in 1998, Cabinet agreed to a national consultative process to transform the Policy Framework into a national Food and Nutrition Security Policy.

Since then, the food and nutrition security situation in Zimbabwe has faced challenges attributable to global, regional and national developments. The global food crisis in general led to significant increases in prices of staple foods and a reduction in the purchasing power of the poor⁹. Food availability and food prices,

globally and regionally, remain relatively volatile. Food insecurity, poverty levels and chronic vulnerability in the SADC region are also reported to have increased over the past two decades. Persistently high levels of HIV and AIDS and inadequate macro-economic policies and structures for mitigating or coping with increasing risks to food and nutrition security have further exacerbated the situation¹⁰.

In this context, the development of the Food and Nutrition Security Policy represents a fulfilment of a long-standing commitment. Building on the significant experience of effective food and nutrition programmes in the past, this policy aims to provide guidance and mechanisms for harmonising and creating synergy between various sector-specific policies and programmes. It aims to ensure that economic growth in Zimbabwe is harnessed and leads to food and nutrition security for all Zimbabweans, particularly the most vulnerable.

⁹Level Task Force on Global Food Crisis (2010) 'Updated Comprehensive Framework for Action', September 2010.

¹⁰UN (2003) Organising the UN Response to the Triple Threat of Food Insecurity, Weakened Capacity for Governance and AIDS in the Southern and Eastern Africa. Rome.

2. Global and National Institutional Frameworks

Zimbabwe has committed itself to a number of global, regional and national policy frameworks. The Food and Nutrition Security Policy provides a practical way forward towards fulfilling these existing commitments. These include the following:

- **Human Rights Charter:** Zimbabwe is signatory to the legally binding International Covenant on Economic, Social and Cultural Rights (ICESCR). According to Article 11 of the ICESCR, every human being has the right to adequate food¹¹ and the fundamental right to be free from hunger. The ICESCR implores states, both individually and through international co-operation, to take measures to ensure that these rights are fulfilled. The human right to adequate food is also recognised under Article 25 of the Universal Declaration of Human Rights (UDHR). Furthermore, Article 14 2(c) of the African Charter on Rights and Welfare of the Child also refers to a commitment to food and nutrition security.
- **The Medium-Term Plan (MTP):** Zimbabwe is guided by overarching national planning policy documents such as the Medium-Term Plan (MTP) (2010–15). The MTP places economic growth and development as critical in its vision for Zimbabwe, a goal which is described as follows: 'the restoration and transformation of capacities for sustainable inclusive economic growth

and development to reduce poverty and create decent employment in order to achieve the Millennium Development Goals (MDGs).

- **The Millennium Development Goals (MDGs):** Zimbabwe has committed itself to achieving eight MDGs by 2015, articulated through 17 targets. The Food and Nutrition Security Policy reinforces existing efforts and commitments towards achieving quantifiable targets for the MDGs, particularly for MDG 1 (poverty and hunger), but is also relevant to all of the other MDGs.
- **The Comprehensive African Agricultural Development Programme (CAADP):** SADC Heads of State, including Zimbabwe's, have recognised the importance of agriculture by endorsing the CAADP and its associated commitments.

3. Food and Nutrition Security in the Context of Economic Growth and Development

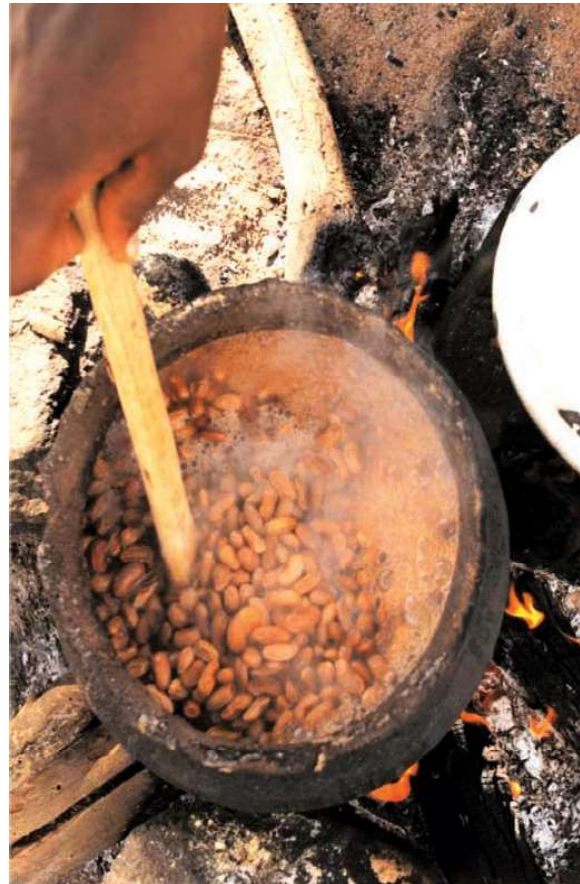
Economic growth can have a positive effect on food and nutrition security and can contribute towards the eradication of malnutrition. Equally, by addressing the issue of food and nutrition not only is the welfare of citizens improved, but economic growth is also enhanced. Rates of chronic malnutrition have risen by 52% since 1994; present trends will see these reach critical levels within the next decade.

¹¹ 'Adequate food' means food which is of sufficient quantity and quality to satisfy the dietary need of individuals, free from adverse substances and acceptable within a given culture.

Evidence shows that stunting (chronic malnutrition) is consistently highest in the poorest socioeconomic groups and that the prevalence of stunting has increased among all socioeconomic groups during the period 1994–2009. However, it is important to note that there are also unacceptable rates of malnutrition among the wealthy socioeconomic groups¹². Thus, while economic growth is an essential pre-requisite for addressing poverty and associated food and nutrition insecurity, it is not sufficient on its own to ensure food and nutrition security for all. Furthermore, food and nutrition security is not an end but a means to economic and social development. A set of policies and strategies must be in place to harness the benefits of economic growth towards achieving food and nutrition security, particularly if the most vulnerable are to be prioritised.

There are additional economic reasons why food and nutrition should be placed high on Zimbabwe's socio-economic agenda. These include the following:

- Evidence from ten developing countries has shown that the median loss in reduced work capacity associated with anaemia in adults is equivalent to 0.6 per cent of GDP and that an additional 3.4 per cent of GDP is lost as a result of the effects on cognitive development attributable to anaemia in children¹³.
- Malnutrition including micronutrient deficiencies lead to poor learning, reduced

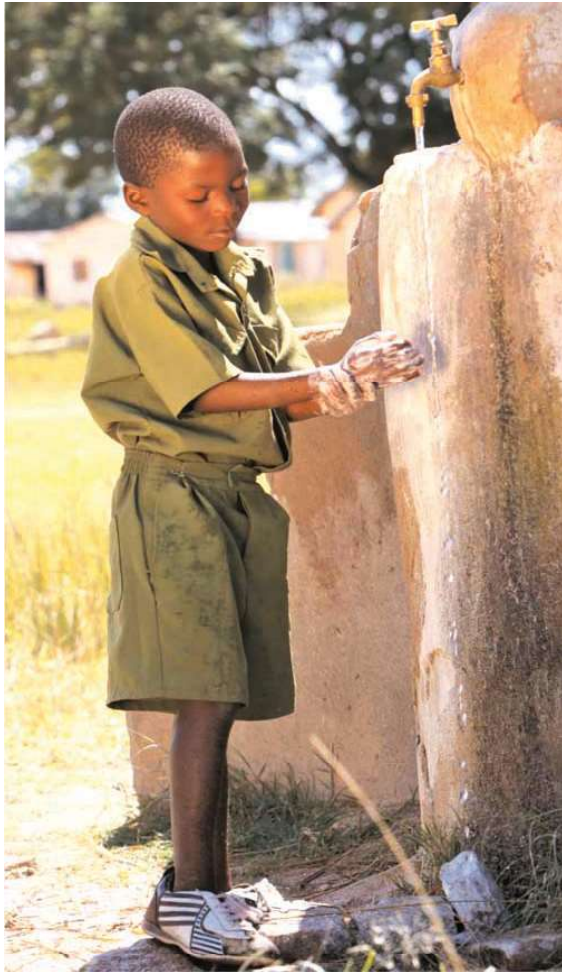


ability to work and higher disease burden resulting in higher medical costs for the families affected as well as the state. Iron deficiency in adults, for example, has been estimated to decrease productivity by 5-17 per cent, depending on the nature of the work performed¹⁴. It is estimated that

¹² UNICEF (2011) 'A Situational Analysis on the Status of Women's and Children's Rights in Zimbabwe 2005–10'

¹³ Horton and Ross (2003) 'The economics of Iron deficiency', *Journal of Food Policy*, 28(1) 51-75.

¹⁴ Horton (1999). Opportunities for investments in nutrition in low income Asia. *Asian Development Review*, 17; 246-73.



a one per cent decrease in height (stunting) leads to a 1.4 per cent decrease in productivity¹⁵.

- During the 1980s, there was an increase in prevalence of chronic malnutrition (stunting) among infants and young children in

Zimbabwe. A study that followed these children through to their adult years showed that this increased stunting led to fewer completed years of school, which translated into a 14 per cent reduction in lifetime earnings¹⁶. Today, chronic malnutrition is prevalent in Zimbabwe; one in three children in Zimbabwe is chronically malnourished¹⁷ and one in three women in Zimbabwe is anaemic¹⁸.

- Globally, maternal and child undernutrition contributes to 35 per cent of all child deaths and 11 per cent of the global disease burden¹⁹. Those undernourished children that survive suffer life-long consequences; they are more susceptible to disease and are likely to have poorer educational outcomes, poorer birth outcomes and reduced economic activity during adulthood. Undernourished young children who later gain weight rapidly are at increased risk of chronic disease conditions such as cardiovascular disease²⁰.
- The Copenhagen Consensus (2008) found that addressing malnutrition and micronutrient deficiencies had the highest rate of economic return²¹. These economic benefits are dominated by productivity gains from reduced stunting and increased schooling and cognitive ability attributable to health in early childhood. For example, every US\$1 of expenditures on vitamin A supplementation is likely to produce

¹⁵Haddad L. J., Bouis H. E. The Impact of Nutritional Status on Agricultural Productivity: Wage Evidence from the Philippines. Oxford Bulletin of Economics and Statistics. 1991;53:45–68

¹⁶Alderman, H., J. Behrman, V. Lavy and R. Menon. 2001. "Child health and school enrolment: a longitudinal analysis". Journal of Human Resources 36(1): 185-205.

¹⁷FNC and MoHCW (2010) 'National Nutrition Survey'

¹⁸Central Statistics Office (2005) 'Nutrition Survey', Zimbabwe.

¹⁹UNICEF (2011).

²⁰C. Victora et al. (2008) 'Maternal and Child Undernutrition: Consequences for Adult Health and Human Capital', The Lancet, Vol. 371, pp. 340-57.

²¹Behrman et al. 2004. Hunger and Malnutrition. In B.Lomborg (ed.) Global Crises, Global Solutions. Cambridge (UK). Cambridge University Press.

US\$100 in benefits under normal assumptions. Any investment programme, including the promotion of exclusive breastfeeding, to combat malnutrition and micronutrient deficiencies would cost the Government of Zimbabwe less than the economic burden and associated expenses relating to these preventable conditions.

- In the context of climate change and expected recurrent droughts, Zimbabwe must invest in cost-effective disaster preparedness and mitigation strategies that, even in periods of drought, increase the economic resilience of poorer households²².

The process for developing the Food and Nutrition Security Policy was led by the FNC under the oversight of a government-mandated Task Force. The process included wide consultation with representatives from government, United Nations (UN), donors, NGOs and civil society at national, provincial and district levels. Consultations were led by representatives from the Ministries of Labour and Social Services, Health and Child Welfare and Agriculture²³.

4. Conceptual Framework

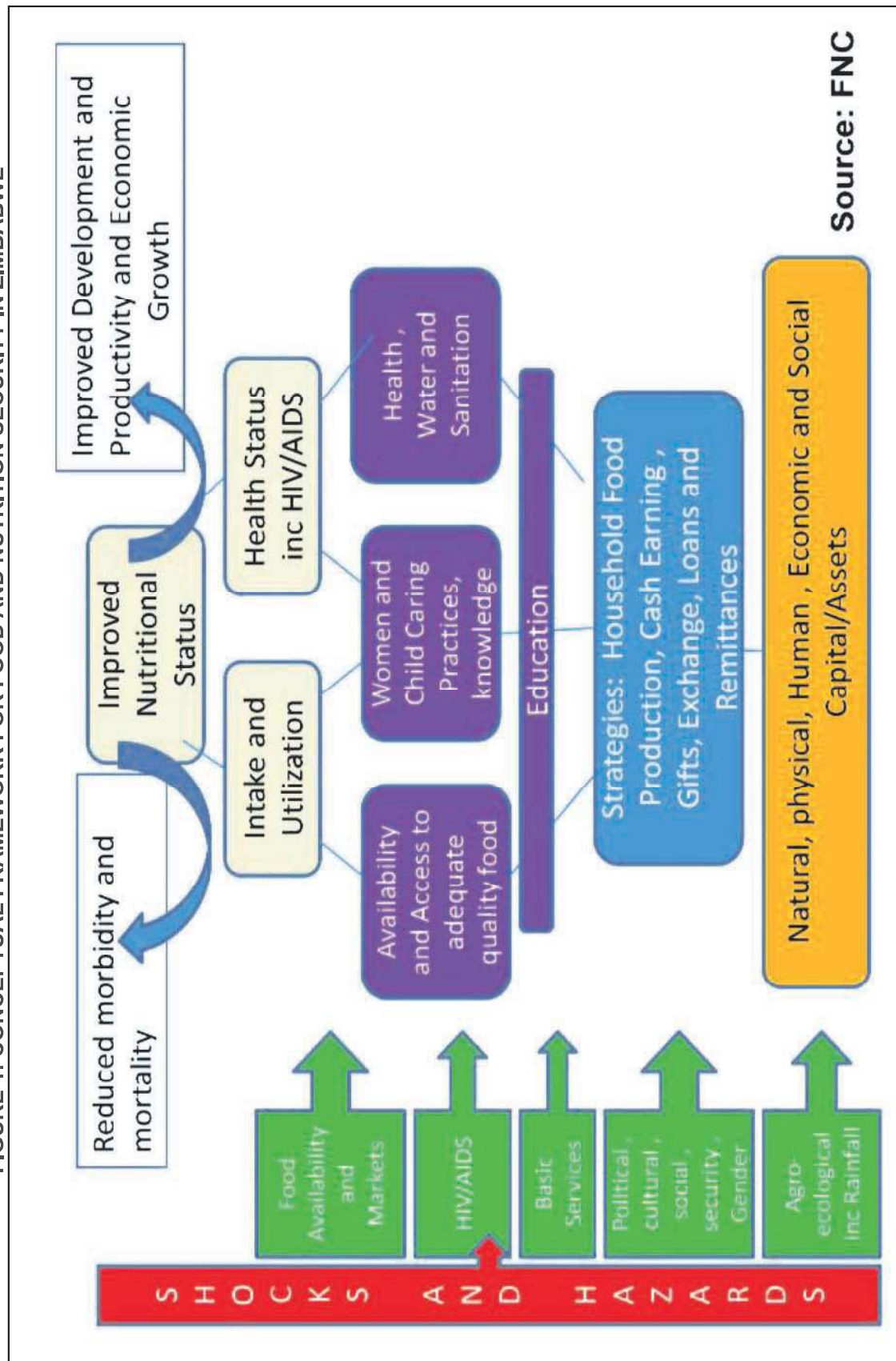
The FNC-endorsed conceptual framework (Figure 1) underpins and informs the Food and Nutrition Security Policy. It illustrates and reinforces the multiple causes of food and nutrition insecurity and the interconnectedness of sectors and indicates the need for multi-sector analysis and response to food and nutrition insecurity within a broader livelihoods and economic framework.

In addition to the conceptual framework shown in Figure 1, a number of related terms and definitions are relevant to the Food and Nutrition Security Policy document. These are listed and defined in Annex 1.

²² The UN estimates that every \$1 spent on disaster risk reduction (DRR) activities saves between \$5 to \$10 in economic losses in the event of a disaster.

²³ For a detailed description of the consultative process, see FNC (2011) 'Developing a Food and Nutrition Security Policy in Zimbabwe.

FIGURE 1: CONCEPTUAL FRAMEWORK FOR FOOD AND NUTRITION SECURITY IN ZIMBABWE







SECTION II

The General Scope and Purpose of the Food and Nutrition Security Policy

1. The Rationale for a Food and Nutrition Security Policy

Zimbabwe continues to face persistent levels of chronic malnutrition²⁴ that are exacerbated by food insecurity and deepening poverty. The development of the Food and Nutrition Security Policy represents the follow-up and fulfilment of Cabinet's decision of 1998; it also builds on Zimbabwe's demonstrated commitment and commendable efforts in the past to address problems of food and nutrition insecurity through multi-sectoral efforts. The Food and Nutrition Security Policy provides an overarching framework and defines a practical way forward to fulfil existing legal obligations such as every human being has the right to adequate food²⁵ and the fundamental right to be free from hunger',²⁶ the MTP and the targets set out in the MDGs.

²⁴One in three children in Zimbabwe is chronically malnourished (FNC and MoHCW, 2010).

²⁵'Adequate food' means food which is of sufficient quantity and quality to satisfy the dietary need of individuals, free from adverse substances and acceptable within a given culture.

²⁶Zimbabwe is signatory to the legally binding International Covenant on Economic, Social and Cultural Rights (ICESCR).

Zimbabwe needs to significantly scale-up its efforts to reach its target for reducing the percentage of undernourished children²⁷ by 2015.

Malnutrition including micronutrient deficiencies lead to poor learning, reduced ability to work and higher disease burden resulting in higher medical costs for the families affected as well as the state. The country will continue to face emerging and persistent threats such as climate change and a fragile global food security situation. Within this context, the policy aims to mitigate the effects of these shocks on food and nutrition security in the country, especially among the most vulnerable. The Food and Nutrition Security Policy informs the establishment and strengthening of national structures, mechanisms and capacities that move beyond narrow technical interventions to facilitate multi-sectoral, broad-based collaborative approaches for addressing food and nutrition insecurity in Zimbabwe²⁸.

2. Food and Nutrition Security Sector Analysis

An in-depth situational sector analysis informed the development of the Food and Nutrition Security Policy.

3. Policy Goal

The goal of the Food and Nutrition Security Policy is: This goal will be achieved through multi-sectoral and co-ordinated efforts that place an emphasis on strategies within the sectors of food security; nutrition security, including public health; food safety and standards and social assistance. Relevant macro food security policies will be put in place to promote food security. Strategies will recognise the breadth of underlying causes of food and nutrition insecurity, both chronic and acute, and will be informed by a demonstrated understanding and analysis of food and nutrition security in Zimbabwe.

To promote and ensure adequate food and nutrition security for all people at all times in Zimbabwe, particularly amongst the most vulnerable and in line with our cultural norms and values and the concept of rebuilding and maintaining family dignity.”

4. Guiding Principles Underpinning the Policy

Eight principles underpin the Food and Nutrition Security Policy, namely:

²⁷Undernutrition (weight for age) is one indicator with which to measure progress towards meeting MDG 1.

²⁸ Strengthening Food and Nutrition Security Analysis in Zimbabwe FNC (2010).

The Eight Principles Underpinning the Food and Nutrition Security Policy

PRINCIPLE 1: To be relevant to the social and economic context of Zimbabwe and reaffirm investment in nationally owned policy instruments, commitments, strategies and plans.

PRINCIPLE 2: To reaffirm commitment to the fulfilment of the obligations in the UN Human Rights Charter particularly the 'right to adequate food'.

PRINCIPLE 3: To reaffirm investment in evidence-based best practice based on universally accepted and/or national research and to reinforce results-based strategies.

PRINCIPLE 4: To strengthen collaboration across sectors, minimise duplication and foster collective accountability towards a shared goal.

PRINCIPLE 5: To reinforce the central role and responsibility that communities and civil society have in ensuring food and nutrition security.

PRINCIPLE 6: To reinforce the role of diverse stakeholders and partnerships between government and non-government partners, especially the role of a dynamic private sector that complies with national standards as well as an engaged civil society.

PRINCIPLE 7: To reaffirm that relief, recovery and development are not sequential but can and should occur simultaneously and places risk reduction and the mitigation of shocks as central, particularly in the context of climate change.

PRINCIPLE 8: To foster a multisectoral approach in assessment, analysis and action.







SECTION III

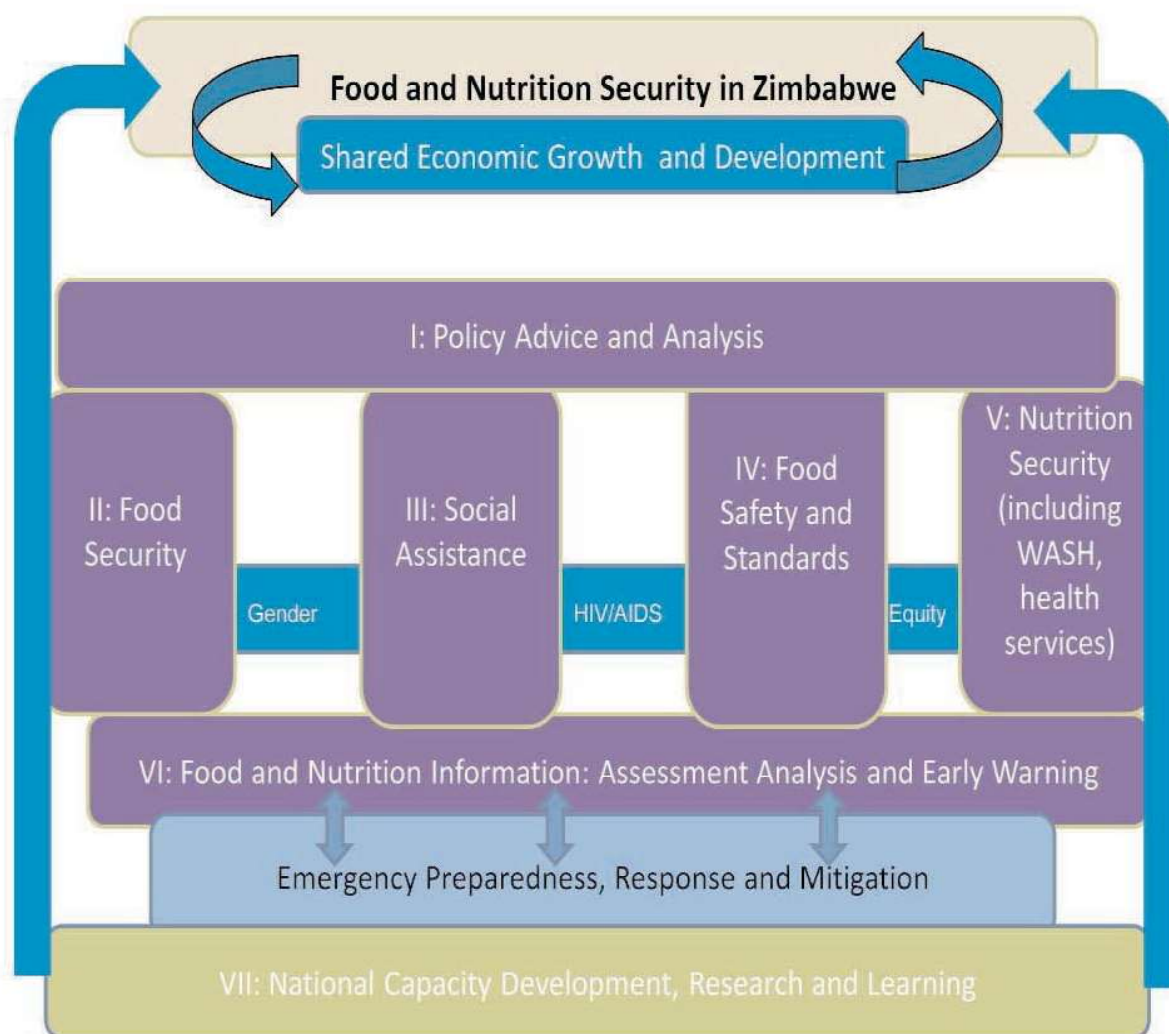
Food and Nutrition Security Policy Commitments

The policy framework illustrated in Figure 2 (overleaf) summarises and describes the logic and organisation of the Food and Nutrition Security Policy. It illustrates how each of the seven commitments (shown in purple) relate to each other.

Food and nutrition security, as the overall goal, will contribute to economic growth and development, which in turn should further enhance and strengthen food and nutrition security. Ensuring that the right socioeconomic policy instruments are in place is critical (Commitment I) to this. The four core commitments – food security, social assistance, food safety and standards and nutrition security – together cover the availability, access and utilisation spectrum and reinforce food and nutrition security for all (Commitments II-V). In each of these commitments, systematic consideration is given to issues of HIV and AIDS, equity and gender. A food and nutrition security information system, including assessment, analysis and early warning, covers all four sectors in an integrated system (Commitment VI) and will inform emergency preparedness, response and mitigation. Strengthening and enhancing national capacity, including community responsibility in food and nutrition security (Commitment VII), underpins all the commitments.

Strategies for each of the commitments are described in this section. The lead ministry or authority and a number of supporting ministries for each are also specified.

**FIGURE 2:
FOOD AND NUTRITION SECURITY POLICY FRAMEWORK**



COMMITMENT I:

POLICY ANALYSIS and ADVICE

Socioeconomic and macro food security policy instruments are necessary to accelerate food security while protecting food and nutrition security for the most vulnerable. These policy instruments must promote a dominant and viable private sector role (for example, in relation to the redistribution of surplus food to

areas of need) and strengthen social protection systems and equitable access to sustained high quality basic social services. A response to persistent national food and nutrition insecurity also needs to reflect an analysis of the opportunities and barriers within the broader global and regional food security environment. In food crises, effective regional integration increases the potential for local sourcing of food to respond to the needs of communities. It also potentially protects countries against

supply shocks and price volatility. An improvement in regional trade, including trade liberalisation, and enhanced market opportunities remain important response options for absorbing negative shocks that originate in the wider global and regional food system. Policies need to be flexible and

adjusted to evolving conditions globally, in the region and within Zimbabwe. These policies must be developed and monitored in close collaboration with the sectors of agriculture, health and social protection and their respective ministries.

Commitment ONE



The Government of Zimbabwe is committed to ensuring that policy instruments which protect and enhance food and nutrition security, particularly amongst the most vulnerable, are formulated and inform Government and non-Government decision-making and action.

Strategic Objective 1.1: Ensure that policies encourage local, national and regional markets to be fully functional and accessible to all food producers, food traders and the food industry. These policies must promote, at the minimum, a strong and clearly defined private sector role to facilitate free food movement within the country, allow prices to respond to market-

demand forces and avoid the storage of large-scale food stocks in the medium to longer term.

Strategic Objective 1.2: Ensure that expenditure of the national budget on the social sectors, particularly health and education as well as agriculture²⁹, is increased and maintained at minimum acceptable levels.

²⁹ The Abuja Declaration stipulates a minimum budgetary allocation of 15 per cent to health, while the Dakar Declaration stipulates that at least 20 per cent should be allocated to education. Both the Maputo Declaration on Agriculture and Food Security and CAADP indicate a minimum of ten per cent of the national budget to agriculture and rural development.

Strategic Objective 1.3: Avoid generalised subsidies for food consumers that have high fiscal costs and divert public resources from support of the poor.

Strategic Objective 1.4: Promote and ensure that Nutrition Security is integrated and owned by multiple sectors as reflected in their policies and strategies.

Strategic Objective 1.5: Advocate and promote the implementation and scaling up of all food and nutrition interventions which have proven effectiveness.

Strategic Objective 1.6: Limit inflation and inflation expectations by establishing a sufficiently firm monetary policy stance to prevent spill over of higher food and energy prices into more generalised higher inflation.

Strategic Objective 1.7: Promote the role of the private sector to meet minimum needs for food imports without negatively impacting on medium - to longer-term capacities and incentives for local food production, the local food industry and local food-processing.

Strategic Objective 1.8: Develop appropriate measures to mitigate the negative consequences of the global and regional rise in food prices.

Strategic Objective 1.9: Ensure that policies reflect an analysis of long-term sustainability, including the revival of the private sector, and avoid unplanned negative environmental changes.

Strategic Objective 1.10: Ensure that the macro - economic budget and trade and sector policy frameworks promote and support sustainable increases in smallholder production, markets and diversity of livelihoods, with a specific focus on addressing the interests of women.

Strategic objective 1.11: Develop policies that stimulate private sector investment in agriculture, trade and food-processing industries to ensure that agriculture not only serves as a sustainable and equitable source of growth but is also a driver of development and growth.

Lead Authority: Office of the President and Cabinet

Supporting ministries/ sectors: Ministries responsible for finance and economic planning; health; agriculture; labour and social services; gender; local government; transport; water; environment; industry; science and technology; information; small and medium enterprises and lands



Commitment TWO

The Government of Zimbabwe is committed to ensuring food security for all, including access to adequate, diverse and nutritious food by all people, at all times.

COMMITMENT II: AGRICULTURE and FOOD SECURITY

Broad-based agricultural development is an effective means of reducing poverty and accelerating economic growth. Zimbabwe has recognised the importance of agriculture by endorsing the CAADP³⁰. In this context, the southern African region, including Zimbabwe, faces three strategic challenges, namely, the need to achieve an average annual agricultural domestic product growth rate of at least six per cent and at least a ten per cent investment of the national budget into the agriculture sector to participate in the CAADP process; the need to enhance agriculture's contribution to the achievement of MDG 1; and the need to identify policy options that will enable countries to meet their national budgetary commitment of ten per cent to the agricultural sector.

It is well-recognised that adequate national food availability³¹ is a necessary requirement but is not sufficient on its own in terms of ensuring food security. Food security must be measured by a system that recognises the broader socioeconomic environment, the production capacities characteristic of different agro-ecological zones and access to a range of safe foods by different socioeconomic status groups. In this context, and reflecting on the definition of food security, a commitment to food security must consider aspects of food availability, food access and food utilisation. This reinforces the clearly understood principle that food security can be achieved either through food production or having resources to purchase diverse and adequate food, or a combination of both. This implies also that a measure of a change in food security will evaluate access to food, availability and diversity (see Commitment VII).

³⁰NEPAD, MOAMID, 2009. CAADP Implementation in Zimbabwe.

³¹This is generally defined in terms of cereal balance sheets.

Strategic Objective 2.1: Increase agricultural production capacity and diversification – crops including indigenous small grains and livestock – among all farmers, especially among women and smallholder farmers. This will enable farmers to expand from subsistence farming to marketing excess produce. Support to farmers must be based on diverse strategies that are informed by the context-specific agro-ecological zones within which farmers exist as well as partnerships with private sector and agro-businesses³². There must also be increased diversification in all aspects of food production, including production, processing and appropriate technology, and in the use of a diverse and nutritious range of foods such as small grains, indigenous foods, fruit and vegetables.

Strategic Objective 2.2: Diversify household means of livelihood, strengthening economic household security and increase the resilience of households through the support of other non-agricultural food security interventions such as income-generation activities. Household food security also requires that households have the capacity and income to procure diverse foods.

Strategic Objective 2.3: Implement sustainable food production strategies that promote enhanced production in the context of managing risk as a result of climate change. These could, for example, include appropriate financial credit schemes, conservation agriculture and the promotion of drought resistant varieties.

Strategic Objective 2.4: Equip farmers with the technology and approaches that help mitigate the adverse effects of unreliable rainfall patterns in Zimbabwe and the broader effects of climate change.

Strategic Objective 2.5: Strengthen post-harvest management and household storage techniques through investment and training that will result in the reduction in post-harvest losses and so increase the efficiency of the food chain.

Strategic Objective 2.6: Ensure that timely and appropriate short- to medium-term strategies are put in place to allow farmers access to affordable agricultural inputs in the event of shocks and help mitigate against further depletion of assets.

Strategic Objective 2.7: Ensure that agriculture and other income-generating interventions are components for assisting chronically vulnerable households, including those affected by HIV and AIDS and TB.

Strategic Objective 2.8: Reaffirm women's central role in agriculture and ensure that supportive strategies are put in place to ensure that their role is enhanced, but without negatively affecting their other roles as childcare providers, food traders and food processors.

Strategic Objective 2.9: Promote and invest in well-dispersed and market-responsive agro-industries (value-addition), including appropriate preservation of agricultural

³²For example, recognising different agro-ecological zones informs alternative strategies of support broader than agriculture.

produce and indigenous food. Strengthen agro-processing support through access to capital and capacity development, appropriate financing mechanisms and enhance economic competitiveness in-country and regionally, of locally produced food.

Strategic Objective 2.10: Increase awareness of and demand for nutritious foods, with an emphasis on a comprehensive behaviour change communication strategy that includes production, processing, preservation, storage and preparation of diverse foods.

Lead Ministry: Ministry responsible for agriculture

Supporting ministries/sectors: Ministries responsible for health; labour and social services; finance and economic planning; education; gender; local government; transport; water; environment; industry; science and technology; lands; home affairs; energy; information and small and medium enterprises

COMMITMENT III: SOCIAL ASSISTANCE and SOCIAL PROTECTION

Social protection encompasses a wide range of public actions that transfer goods and services (which could include food, cash, or health and education services) to protect people from both chronic and transitory poverty and hunger. Social protection primarily has three components: social assistance (safety nets when scaled up³³ in emergencies), social insurance and standards that protect citizens. Social assistance is thus recognised as one

mechanism within a broader social protection framework. A social protection framework facilitates a greater level of predictability, provides scope for impacting on chronic hunger and vulnerability and increases ownership by government and accountability to its citizens. Social assistance can be scaled up in the context of a transient shock and can also provide an opportunity or entry point to not only protecting the most vulnerable but also supporting them in becoming more productive and therefore more resilient to future shocks.

³³ When these programmes are scaled up in the context of an acute crisis, these are usually referred to as 'safety nets'.

Social assistance including social transfers may be used to address the immediate causes of food insecurity in the short term as well as the underlying and structural causes of food insecurity in the medium and long term. There is evidence that small food or cash transfers aimed at directly increasing food consumption, if regularly provided over a long enough period, may be partially invested in productive assets that will increase households' ability to produce food and income. Social transfers enhance longer-term food security at household and national level if they are invested in health or education, thus helping to prevent the transmission of poverty from one generation to the next. There is well-established evidence that educated mothers have better-nourished children, which leads to improved cognitive development and educational outcomes, and

that educated farmers produce higher yields. The linkages between education and food security are therefore strong. Social assistance/transfers in the form of public works projects can also enhance long-term food security if they create useful assets that support agricultural production and livelihoods (for example, irrigation canals). Well-designed public works projects thus have the potential to contribute both to short-term social protection and to long-term food security.

The commitments and strategies outlined in this section recognise and reinforce the social protection policies being developed by the Ministry of Labour and Social Services (MoLSS).³⁴ These aim at ensuring that where social assistance is implemented in the context of a broader social protection framework, these



Commitment THREE

The Government of Zimbabwe is committed to ensuring that where social protection, including social assistance programmes, is implemented, it must contribute and enhance the food and nutrition security of the most vulnerable in the short and medium term.

³⁴See, for example, MoLSS (2011a) 'Draft Social Transfer Policy Framework' and (2011b) 'Draft Food/Cash for Assets/Productive Employment Policy Framework'.

programmes enhance and contribute to food and nutrition security among the most vulnerable.

Strategic Objective 3.1: Ensure that all social assistance programmes are aligned with the relevant social protection policy frameworks and have an integral component that enhances food and nutrition security.

Strategic Objective 3.2: Ensure that all social assistance programmes, especially those with a food and nutrition component, have clearly defined objectives and targeting and design mechanisms informed by evidence-based vulnerability and food and nutrition security assessments. Based on evidence, social assistance programmes should be scaled-up (or redesigned) appropriately in response to impending or existing crises (as safety nets).

Strategic Objective 3.3: Ensure that all social assistance (including safety net mechanisms implemented in emergencies and crises situations) is timely and meets universally accepted minimum standards and, where relevant, meets national food and nutrition standards.

Food assistance – This should be applied with caution so as not to undermine local capacity for production. Where appropriate, food must be locally procured from surplus-producing areas. Foods used in food assistance must meet international and national quality and safety standards and must be culturally

acceptable. Where food assistance has nutritional objectives, the food basket must meet the minimum energy and diversity requirements, be nutritious and support, rather than undermine, best feeding practices for infants and young children. Food assistance must address the challenges and needs of the urban food insecure as well as the rural food insecure. In the event of functioning markets, a combination of food and cash may be the best programmatic option.

Agricultural inputs (crops and livestock) – The provision of agricultural input packages (tools and implements, quality seeds, planting material and/or animals, fertilisers, improved practices for cultivation, livestock rearing) must be designed to have an immediate impact on production. It is therefore a priority that these inputs are provided in a timely manner. These intervention packages must also enhance longer-term food security by stimulating local market production and procurement of inputs; strengthening community-based co-operatives; increasing technical service support; and facilitating information on price markets and crop production forecasts. Where possible, a cost-recovery component should be built in to prevent the provision of free inputs.

Food/Cash for Assets – Sometimes referred to as public works programmes, food/cash for assets must contribute to improved food security for vulnerable families who have productive labour capacity and to improved food security for the community

community in the longer term. Cash is generally the preferred form of transfer; however, food may be more appropriate in food-deficit areas or where markets are not working. To ensure that these programmes contribute to food security and/or do not have any negative consequences, the following standards must be considered in the design of such programmes:

Where food is used, it must be at least equivalent to the minimum acceptable wage

Increased food availability as a result of the programme should not negatively impact on markets or be a disincentive to local production

Programmes should not engage children (the under-18s) in work which is hazardous or injurious to their health or which impacts negatively on their education

The selection of the 'asset' should be informed by the extent to which it can contribute to food security in the longer term.

Cash Transfers – These are generally the preferred option as a safety-net mechanism in conditions where food and a market system are available. Cash transfers can also be a short-term response in situations where the mechanisms for disbursement have been set up and can be efficiently scaled-up. The size of the cash transfer must be informed by the market cost of a basic food basket as well as the costs of other basic needs, including access to healthcare, education, etc.³⁵, that also impact on nutrition and food security. Cash transfer programmes should be implemented in parallel – but unconditionally – with a

nutrition education and behaviour change component and adequate basic health and nutrition services.

Chronically ill, including those on HIV and AIDS and TB treatment – Adequate nutritional care and support is essential for those receiving treatment for chronic diseases such as HIV and AIDS and TB. Here, the design of the nutritional support should consider the following minimum standards: ensuring access to treatment facilities for associated acute malnutrition, nutritional care being harmonised with a broader set of public health programmes, including treatment for HIV and AIDS, the management of acute malnutrition and improved sanitation and health and hygiene practices.

Supplementary feeding programmes for vulnerable groups – These groups include the children under the age of five years, pregnant women and the elderly. In situations where there is a significant deterioration in the nutritional status of the general population, it may be necessary to implement either blanket or targeted supplementary feeding programmes to these sub-groups.

Supplementary feeding programmes should be implemented as short-term programmes and must meet minimum acceptable guidelines and national standards, including clearly defined monitoring mechanisms and exit strategies. A demonstrated analysis of the underlying causes of malnutrition must trigger complementary programmes and be implemented in combination with supplementary feeding programmes to facilitate the phasing out of these short-term interventions.

³⁵ A fee waiver for these basic services could be provided as an alternative.

School feeding – In general, school feeding programmes are not considered the most preferred option for directly enhancing nutritional outcomes. As the government of Zimbabwe does not have a nationwide policy for supporting school feeding programmes, the sustainability of this type of programme in the long-term is challenging. Where these programmes are implemented, the following considerations must be adhered to in the design:

Strong community participation in the programme

School meals must meet national food safety standards and be nutritionally balanced

An analysis of who is not going to school, as it is often the most vulnerable children who do not access school and therefore cannot be reached this way

School feeding programmes must be implemented in combination with broader, community-based food security interventions

School-feeding programmes should be implemented using a comprehensive approach, including teacher-training, school vegetable gardens, etc.³⁶

There must be a clearly defined exit plan to ensure continuity and sustainability.

Vegetable gardens – Household or community gardens can contribute to a household's food and nutritional needs in the short to medium term. For these programmes to be effective, their design must be based on a strong analysis of barriers and opportunities for market access.

Strategic Objective 3.4: Ensure that nutrition education and behaviour change communication are an integral part of a complementary strategy within all social assistance programmes.



Strategic Objective 3.5: All social assistance programmes need to be designed and implemented within a longer-term framework, including a means to ensuring that people's

³⁶See WHO Nutrition-Friendly School Initiative (NFSI).

livelihoods, household economic security and resilience to cope with future shocks are strengthened.

Strategic Objective 3.6: Establish a national (small-scale) decentralised food reserve system that allows communities to effectively and timeously access food during periods of acute food shortages.

Strategic Objective 3.7: Recognise individual and community-level coping strategies as capacities and means to cope with food and nutrition insecurity that can either reduce or exacerbate vulnerability. Where these coping strategies exist, these should be identified, and positive ones (for example, the consumption of wild foods, kinship support practices) should be supported and reinforced. Negative ones such as commercial sex work and family separation should be reversed and mitigated.

Strategic Objective 3.8: Ensure that the design of social assistance programmes recognises the central role that women and girls play in caring for the vulnerable and include strategies to empower women to be supported.

Strategic Objective 3.9: Ensure that where social assistance programmes include food assistance or food inputs, the procurement of locally produced food products is prioritised.

Strategic Objective 3.10: Ensure that social assistance programmes reinforce community ownership and that social assistance strategies aim at strengthening existing social support structures, (i.e., social capital), thereby reinforcing community capacity to reverse food and nutrition insecurity.

Strategic Objective 3.11: Recognise HIV and AIDS as a significant potential driver of vulnerability and ensure that appropriate food and nutrition security strategies include, as a minimum integrated package, appropriate advice on and promotion of exclusive breastfeeding for HIV-positive mothers; methods of strengthening systems of referral between HIV testing/treatment and management of acute malnutrition; community based nutritional care that is based on use of locally available foods; and a strategy for ensuring longer-term household food security.

Lead Ministry: Ministry responsible for labour and social services

Supporting ministries/sectors: Ministries responsible for health; agriculture; finance; education; gender; local government; water; transport; environment; industry; science and technology; information; small and medium enterprises and lands

COMMITMENT IV:

FOOD SAFETY and STANDARDS

Ensuring food safety and adherence is a multi-sectoral responsibility. The commitments outlined in this Food and Nutrition Security Policy inform and reinforce multi-sectoral accountabilities in a food safety and standards sector-specific policy. Food safety and standards are recognised as a critical

component of food and nutrition security, especially with respect to enhancing the utilisation of food. It is critical that the capacity for adherence to food safety and standards is extended to apply to all private sector-led food industries and food-related businesses. Imports and exports, tourism and catering (formal and informal) will also all be critical entry-points for ensuring adherence to food safety and standards.

Commitment FOUR



The Government of Zimbabwe is committed to the provision of safe and wholesome food to all. Consequently, all food, whether imported or locally produced, shall meet national public health legislation and international standards for quality and safety.

Strategic Objective 4.1: Ensure the adoption of the 'farm-to-fork approach' to promoting food safety and quality at each level of the food supply chain is based on national and international standards, with particular focus on:

Zimbabwe Good Agricultural Practice (GAP) for primary production.

Manufacture and packaging of food products complying with the Hazard Analysis and Critical Control Point (HACCP), the International Organisation for Standardisation (ISO), Good Hygienic Practice (GHP), Good Manufacturing Practice (GMP), codex standards, guidelines and practice with a particular focus on small and medium-sized enterprises (SMEs).

Food catering facilities' adherence to certified standards like HACCP and ISO and the World Health Organisation's (WHO) 'Five Keys to Safer Food', informal street vendors included.

All households using the WHO's 'Five Keys to Safer Food' framework for ensuring food safety in the home.

Strategic Objective 4.2: Strengthen the enforcement and capacity of national food safety legislation at national, provincial, district, village and ward level.

Strategic Objective 4.3: Ensure that all food imports comply with relevant national food safety regulations, including food for relief and in-kind donations and those used in social assistance mechanisms, agriculture, food security and nutrition programmes.

Strategic Objective 4.4: Ensure that safe (non-contaminated) water is used in agricultural production, for human consumption and in all food premises.

Strategic Objective 4.5: Ensure that household hygiene, safe sanitation and waste management are priority components in addressing food and nutrition security.

Strategic Objective 4.6: Ensure that food safety and standards are an integral component of existing multi-sectoral structures and/or that multi-sectoral structures are put in place for the

co-ordination of food safety and food standards, with clearly defined roles and responsibilities for the different sectors and authorities in order to ensure consistency and harmony.

Strategic Objective 4.7: Establish structures for public awareness and consumer education on food safety measures, including training at community levels, with a focus on the importance of food safety for the chronically ill (those suffering from HIV and AIDS and TB) and recognising women and the elderly as being the primary care-providers.

Strategic Objective 4.8: Ensure that all foods targeted at infants and young children (whether imported or manufactured in - country, including infant formula, complementary foods and therapeutic milks used for treating acute malnutrition) are in full compliance with regulations on infant nutrition and breast milk substitutes (for example, Statutory Instrument 46 of 1998) or any such other national regulations catering to the requirements of the international code for marketing breast milk substitutes and subsequent relevant WHA resolutions.

Strategic Objective 4.9: Ensure that the national capacity for food safety and adherence to food standards is strengthened, including human resources, skills development, up-to-date knowledge and practices and equipment for food laboratories.

Lead Ministry/Authority: Authority responsible for food safety and quality with the ministry responsible for health and agriculture food standards (SAZ, GAL) and Local authorities

Supporting ministries/ sectors: Ministries responsible for imports/exports, border control; agriculture; labour and social services; education; gender; local government; water; transport; environment; industry; science and technology; small and medium enterprises; finance and information

Commitment FIVE

The Government of Zimbabwe is committed to ensuring nutrition security for all through the implementation of evidence-based nutrition interventions that are integrated within a broad public health framework, including health services, water and sanitation.



COMMITMENT V:

NUTRITION SECURITY

Malnutrition in Zimbabwe is preventable and treatable. Consistent with global patterns, chronic malnutrition in Zimbabwe begins in utero and peaks at 24 months of age, where after the reversal of its effects is unlikely. This first 1,000 days (pre-birth to 24 months) is therefore considered the window of opportunity for addressing malnutrition³⁷. Global evidence suggests that the delivery of a limited set of high-impact 'direct' interventions such as exclusive breast feeding could reduce chronic malnutrition at 36 months of age by 36 per cent, mortality by 25 per cent and disability-adjusted life years associated with malnutrition by approximately 25 per cent³⁸. The promotion of

improved complementary feeding practices alone could reduce chronic malnutrition by more than 15 per cent³⁹. These high-impact interventions must be scaled up and made accessible to all, in particular the most vulnerable. However, as malnutrition and nutrition insecurity are caused by multiple underlying causes, these interventions are on their own inadequate in terms of addressing malnutrition effectively and need to be combined with broader public health, education, food security and social protection measures.

Strategic Objective 5.1: Strengthen nutrition co-ordination as an integral component within the health sector and also reinforce co-ordination structures that facilitate multi-sectoral analysis and response to problems of malnutrition and nutrition insecurity.

³⁷ See <http://www.thousanddays.org/about/>.

³⁸ Bhuta et al. (2008) 'What Works: Interventions for Maternal and Child Undernutrition and Survival', The Lancet, Vol. 371.

³⁹ Ibid.

Strategic Objective 5.2: Ensure that optimal infant and young child feeding practices are achieved for all infants and young children (0-24 months), including those interventions associated with the 'window of opportunity', such as maternal micronutrient supplementation, the promotion of exclusive breastfeeding for the first six months, continued breast-feeding and appropriate complementary feeding.

Strategic Objective 5.3: Ensure optimal maternal nutrition for all women of reproductive age, with an emphasis on pregnant and lactating mothers.

Strategic Objective 5.4: Prevent and reduce micronutrient deficiencies and improve the consumption of diverse foods through multiple complementary strategies of supplementation and fortification and (agricultural) food-based approaches, including the promotion of appropriate technologies for food preservation and storage. Food fortification must comply with national and global standards.

Strategic Objective 5.5: Ensure that behaviour change communication and nutrition education strategies which explicitly reflect a demonstrated understanding of the social and cultural aspects of Zimbabwean society are in place, and are an integral part of all nutrition interventions, including those in other sectors such as water and sanitation and agriculture.

Strategic Objective 5.6: Ensure that all acutely malnourished children and adults have access to treatment that meets universally accepted

minimum standards and is harmonised with other routine health service facilities (for example, the integrated management of childhood illness (IMCI) and HIV treatment).

Strategic Objective 5.7: Ensure that nutritional care and support for sufferers of HIV and AIDS (and other chronic infections such as TB) reflects best practice and emphasises, where possible, the use of local foods. Nutritional care must be within a broader framework of food security and nutrition and health interventions must be integrated with referral systems to facilities for the acute management and treatment of malnutrition.

Strategic Objective 5.8: Ensure that public health and nutrition strategies, including optimal nutrition during pregnancy, are in place to address and prevent chronic, non-communicable diseases such as obesity and diabetes.

Strategic Objective 5.9: Promote safe water, optimal hygiene practices and adequate sanitation and ensure that basic public health services (immunisation, family planning, etc.) are in place as critical components for ensuring nutrition security.

Strategic Objective 5.10: Ensure that nutrition programmes are designed with an explicit recognition of the different roles that men and women play in nutrition security. Further, ensure that women's decision-making power in relation to nutrition security is strengthened and that women are assured a positive

supportive environment (for example, among family members), particularly in relation to support for breastfeeding.

Strategic Objective 5.11: In response to a demonstrated deterioration in the nutritional situation or a demonstrated increase in nutritional risk, for acute and/or chronic protracted crises, ensure that a minimum set of emergency nutrition and mitigations interventions are implemented that are timely, targeted and appropriate and which may also include non-food interventions.

Strategic Objective 5.12: Ensure that nutrition interventions and education on nutrition implemented through institutions such as hospitals, prisons and schools meet national minimum standards and are designed to promote and reinforce good nutrition practices.

Strategic Objective 5.13: Ensure that the most vulnerable in terms of geographic, economic,



biological vulnerability are prioritised and have access to nutrition services, including those delivered through the health sector as well as those delivered through other sectors.

Lead Ministry: Ministry responsible for health

Supporting ministries and agencies: Ministries responsible for agriculture; labour and social services; education sport, arts and culture; higher and tertiary education; gender; local government; water; transport; environment; industry; science and technology; information and publicity; all local authorities; public service; information communication and technology; lands and small and medium enterprises.

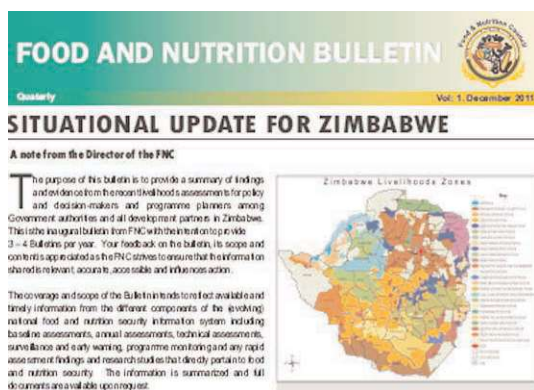
COMMITMENT VI:

FOOD and NUTRITION SECURITY INFORMATION: ASSESSMENT, ANALYSIS and EARLY WARNING

A national integrated food and nutrition security information system is essential for understanding the breadth and scope of food and nutrition insecurity, assisting in prioritising and planning food and nutrition interventions,

providing evidence for timely emergency responses, understanding the effectiveness of a multi-sectoral approach; and tracking progress and impact. A national food and nutrition security information system is informed by a conceptual framework and made up of a number of defined assessments and monitoring instruments that together provide a comprehensive understanding of the food and nutrition security situation.

Commitment SIX



The Government of Zimbabwe is committed to ensuring a national integrated food and nutrition security information system that provides timely and reliable information on the food and nutrition security situation and the effectiveness of programmes and informs decision-making.

Strategic Objective 6.1: Ensure that all assessments and surveillance contribute to an integrated national food and nutrition security information system. The system must consistently address all aspects of the four pillars of food security which are availability, access, stability and utilisation of food. It must also describe food and nutrition security by socioeconomic groups to ensure that issues of inequity are reported and addressed.

Strategic Objective 6.2: Ensure that individual technical sectors are accountable for producing high-quality information and ensure that a food and nutrition security information system is in place for the organisation, harmonisation, integration and synthesis of information from the relevant technical sectors.

Strategic Objective 6.3: With the support of ZIMVAC acting as a technical advisory committee on assessments, ensure that all

Strategic Objective 6.6: Ensure that food and nutrition information leads to decision-making and national action. ZimVAC to act as a technical forum to guide the evolution and

Strategic Objective 6.11: Ensure that academic and operational research is conducted in collaboration with national research bodies to inform and provide policy guidance on emerging food and nutrition issues as well as develop and promote context-specific, evidence-based, best practice programmes in food and nutrition security.

Commitment SEVEN



The Government of Zimbabwe is committed to enhancing and strengthening national capacity in food and nutrition security, primarily through supporting and reinforcing local community capacity and responsibility for food and nutrition security, applied context-specific research and learning and multi-sectoral professional training in food and nutrition security.

COMMITMENT VII:

ENHANCING and STRENGTHENING THE NATIONAL CAPACITY FOR FOOD and NUTRITION SECURITY

The community's capacity to address problems of food and nutrition insecurity at the local level is significant and will be recognised, enhanced and promoted. The national capacity to identify and define appropriate solutions through operational research is critical towards

ensuring food and nutrition security in the longer term. Accordingly, context-specific food and nutrition security interventions are required and should be scaled up according to demonstrated evidence of their effectiveness in Zimbabwe. Strengthened professional capacity in food and nutrition, supported through both academic and in-service training, will enhance and reinforce multi-sectoral approaches with the aim of further strengthening professional service delivery and community support.

Lead Authority: ZIMSTAT/Food and Nutrition Council

Supporting ministries/ sectors: Ministries responsible for agriculture; labour and social services; gender; local government; water; education, sports; arts and culture; higher and tertiary education; small and medium enterprises; environment; science and technology; lands; industry and commerce; tourism and information communication and technology.

Strategic Objective 7.1: Ensure that the significant potential and capacity of communities in ensuring food and nutrition security is recognised and that communities themselves are encouraged and promoted to play a critical role in identifying and responding to food and nutrition security.

Strategic Objective 7.2: Ensure that the social and cultural factors affecting food and nutrition security are systematically recognised and reflected in food and nutrition security strategies, including distinguishing the different roles and responsibilities that men, women, siblings and the elderly have in food and nutrition security.

Strategic Objective 7.3: Ensure that the capacity development and strengthening of national structures, co-ordination mechanisms and national staff capacity for all relevant sector professionals in nutrition, health, agriculture, social protection, local

government, gender and education is strengthened through both pre-service and in-service training using nationally standardised training materials and procedures and is an explicit component of food and nutrition security interventions at all levels.

Strategic Objective 7.4: Ensure that national civil society actors, including the private sector, Tertiary Colleges and Training Institutions, food traders, food industry, farmers' associations, consumer advocacy groups, religious organisations, millers and traditional leaders, are included in capacity development initiatives and are themselves contributing to capacity development in food and nutrition security.

Strategic Objective 7.5: Ensure that the capacity of multi-sectoral food and nutrition co-ordination structures is enhanced by strengthening competencies and skills such as leadership, management, planning, facilitation, analysis and prioritisation.

Lead Authority: Food and Nutrition Council

Supporting ministries/ sectors: Ministries responsible for health; agriculture; labour and social services; gender; local government; water; education, sports, arts and culture; environment; science and technology ; information; lands; small and medium enterprises; information communication and technology and higher and tertiary education.





SECTION IV

Institutional Structures, Accountabilities and Implementation

1. LEGAL FRAMEWORK: THE RESEARCH ACT AND OTHER RELEVANT ACTS – The Food and Nutrition Security Policy becomes a legally recognised document through the Research Act and other relevant Acts endorsed by Parliament.

2. NATIONAL TASK FORCE AND NATIONAL STEERING COMMITTEE

A National Task Force on Food and Nutrition Security chaired by the Honourable Vice President will provide oversight on the implementation of the Policy. The Task Force will also be responsible for the following:

1. Emphasising production and promotion of the consumption of the country's traditional foods;
2. Promoting healthy lifestyles and proper dietary practices;
3. Prioritising investment in irrigation as well as transport infrastructure;
4. Intensifying and encouraging the growing of crops that are drought resistant;
5. Inculcating healthy eating habits in children and students throughout the education system;
6. Promoting development of technology to dry and preserve traditional foods;

7. Linking the Food and Nutrition Security Policy with other sector policies in order to achieve policy coherence and effectiveness;
8. Coming up with clear cut and time framed action programmes derived from the Policy, for implementation by lead line Ministries, and to regularly updating Cabinet on progress thereon.

The National Steering Committee on Food and Nutrition Security (Working Party of Permanent Secretaries and the Food and Nutrition Council) chaired by the Deputy Chief Secretary to the President and Cabinet, will provide technical support.

3. THE FOOD AND NUTRITION COUNCIL (FNC)

The Food and Nutrition Council is mandated to 'promote a cohesive national response to the prevailing household food and nutrition insecurity through co-ordinated multi-sectoral action'. The FNC will carry out research, advocacy, ensure food standards compliance, operational capacity building, provide policy advice and monitor and evaluate implementation.

The FNC will also play a critical 'watchdog' role monitoring results as well as mobilising resources for food and nutrition security.

National Food and Nutrition Security Strategy – The FNC will develop, in collaboration with all sector ministries and partners, a national, three - year Food and Nutrition Security Strategy / Plan of Action that further defines practical implementation, targets and accountabilities.

Sector-specific policies and strategies –

The Food and Nutrition Security Policy and the implementation Matrix will inform the development and revision of sector-specific strategies, budgets and other planning instruments by each of the ministries. These more detailed sector-specific strategies will be aligned to the Food and Nutrition Security Policy but will reflect more detailed plans and interventions and a prioritisation process with time frames for implementation. Each specific sector must include the strategies defined in their role as both a lead ministry and a supporting ministry.

Advisory Group for Food and Nutrition Security – Comprised of representatives from government, UN, donors, NGOs and academia, this group provides a forum for dialogue and consensus - building on national food and nutrition security issues.



ZIMVAC – Acts as a technical advisory committee, with representatives from government, UN, NGOs, donors and academia, to assist the FNC in designing and implementing the national food and nutrition security information system. ZIMVAC also interfaces with SADC VAC through ZIMVAC/FNC.

government, education, water and gender, with the participation of the UN, NGOs and civil society.

Food and Nutrition Security Committees will ensure that food and nutrition security is an integral component of planning under the development committees.

4. DECENTRALISED STRUCTURES RESPONSIBLE FOR IMPLEMENTATION OF THE POLICY

The National Task Force will implement the policy through multi - sectoral Food structures and Nutrition Security Committees at the following levels:

- a. National
- b. Provincial level
- c. District level
- d. Ward and Village level

Each individual ministry / sector representative will have accountability towards multi-sectoral collaboration that is reflected in their administrative arrangements and procedures.

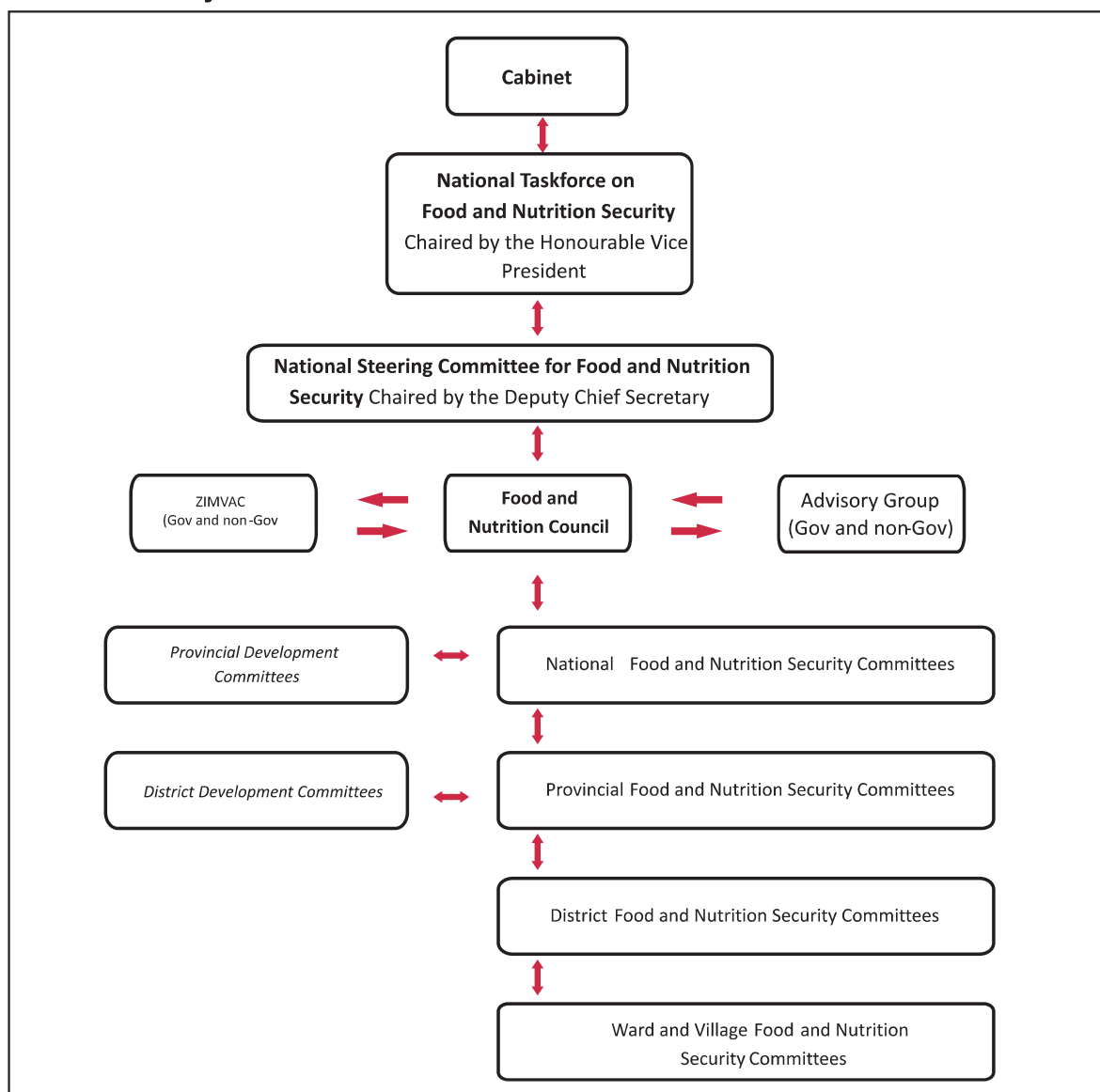
Local authorities will have a critical role at district, ward and village level.

Food and Nutrition Security Committees functioning at sub-national level will be informed by the following operational framework:

Food and Nutrition Security Committees are responsible for the co-ordination of food and nutrition security; prioritising food and nutrition security responses in line with the Food and Nutrition Security Policy and Strategy; monitoring allocation of resources and gaps; monitoring the implementation of programmes; providing technical advice to lower-level structures; and are informed by food and nutrition security assessments.

Members of the Food and Nutrition Security Committees will include representatives from, at the very least, ministries responsible for health, agriculture, labour and social services, local

Figure 3: Structures for implementation of the Food and Nutrition Security Policy



5. Sector and Ministry Accountabilities

Each of the seven commitments will have a lead ministry or authority with support from additional ministries or agencies (Table 2).

6. Budget and Resources

Given the national importance of the Food and Nutrition Security Policy, it is imperative for the government of Zimbabwe to allocate adequate resources for its implementation,

monitoring and evaluation.

The multisectoral nature of the policy requires that there be direct core funding for the policy, as well as sector allocations to deliver on strategies outlined in the policy. Development partners, donor agencies and other non- state actors interested in promoting and supporting the Food and Nutrition Security Policy should also follow existing mechanisms of providing sector funding.

**Table 1:
ROLES AND RESPONSIBILITIES OF LEAD AND SUPPORTING SECTORS IN FOOD
AND NUTRITION SECURITY**

Agency/authority	Roles and responsibilities in food and nutrition
National Task Force on Food and Nutrition Security: Chaired by the Honourable Vice President	Provide oversight on the implementation of the Food and Nutrition Security Policy. The Task Force will also be responsible for the following: <ol style="list-style-type: none"> 1. Emphasising production and promotion of the consumption of the country's traditional foods; 2. Promoting healthy lifestyles and proper dietary practices; 3. Prioritising investment in irrigation as well as transport infrastructure; 4. intensifying and encouraging the growing of crops that are drought resistant; 5. Inculcating healthy eating habits in children and students throughout the education system; 6. Promoting development of technology to dry and preserve traditional foods; 7. Linking the Food and Nutrition Security Policy with other sector policies in order to achieve policy coherence and effectiveness; 8. Coming up with clear cut and time framed action programmes derived from the Policy, for implementation by lead line Ministries, and to regularly update Cabinet on progress thereon;
National Steering Committee for Food and Nutrition Security (Working Party of Permanent Secretaries and FNC): Chaired by the Deputy Chief Secretary to the President and Cabinet	To provide technical support.
Food and Nutrition Council (FNC)	Carry out research, advocacy, ensure food standards compliance, operational capacity building, provide policy advice and monitor and evaluate implementation.
Ministries responsible for Finance and Economic Planning	Ensure the fiscal and monetary policies protect food and nutrition security , mitigate negative consequences of global food crisis and ensure expenditure of the national budget on the social sectors particularly health education, and agriculture are maintained at acceptable levels.
Ministry/agencies responsible for Agriculture	Ensure that agricultural policies are committed to ensuring adequate access to diverse and nutritious food for all, in line with strategic objectives in the Food and Nutrition Security Policy.
Ministry/agencies responsible for labour and social services	Ensure that social protection and assistance programmes contribute to and enhance nutrition and food security of the most vulnerable in the short and medium term. Ensure that labour laws enhance and contribute to adequate household food and nutrition security of the labour force, and maximize the labour force's contribution to food and nutrition security as well as economic development. This will also include labour organizations welfare and humanitarian organizations.
Ministry/agencies responsible for Health	Ensure nutrition security through the integration of nutrition dimensions into health development plans and policies and the implementation of evidence - based nutrition interventions that are integrated within a broad public health framework including health services, water and sanitation. How do we make sure medical aid societies play their role in the policy (i.e. information and promotion of healthy lifestyles including diets)

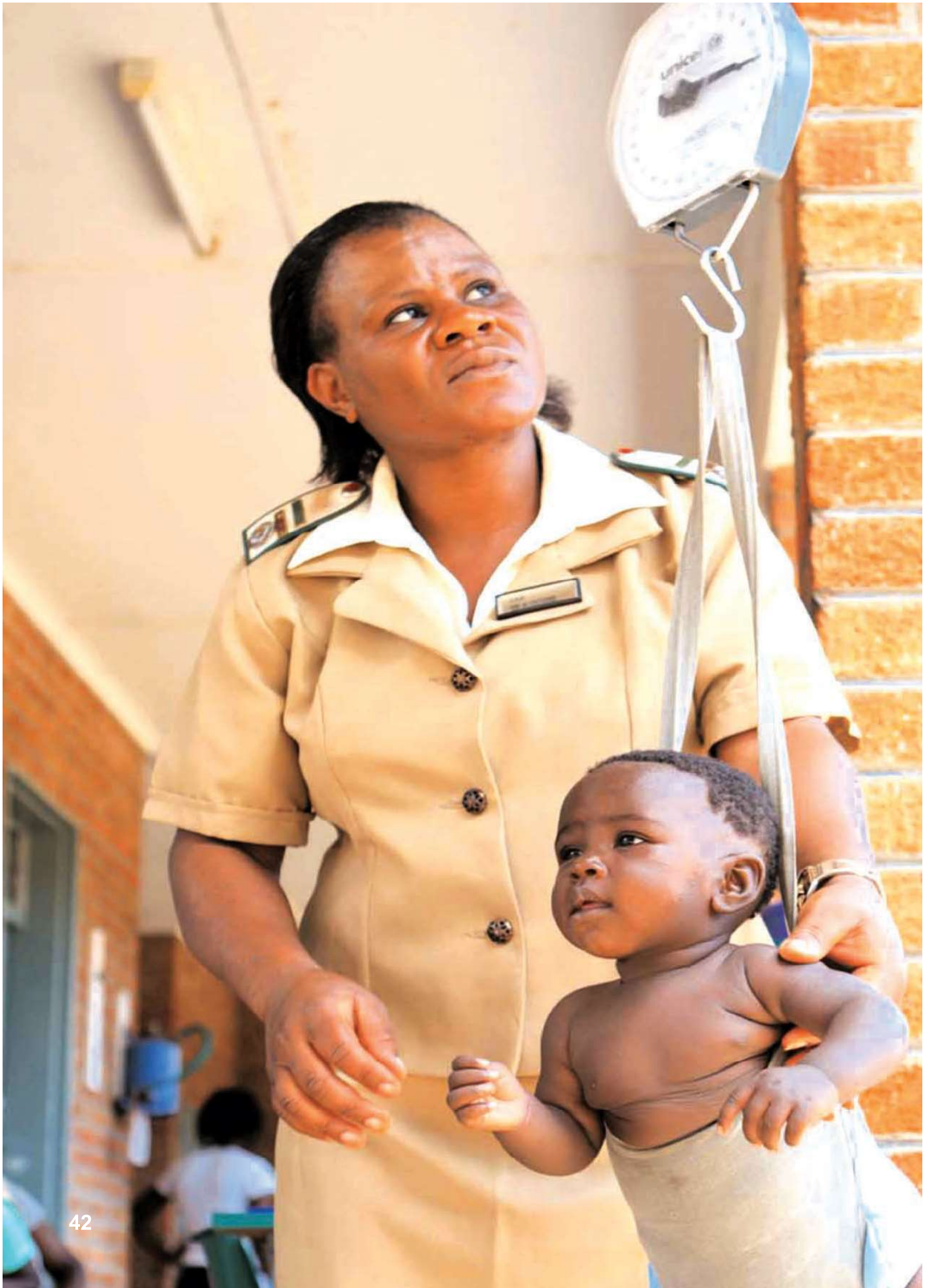
The Food and Nutrition Security Policy for Zimbabwe - In The Context Of Economic Growth and Development

Authority and ministry responsible for food safety and standards	Ensure that safe and wholesome food is available for all and that all food meets national public health legislation and international standards for quality and safety.
Authority responsible for data and statistics ZIMSTATS and FNC	Ensure that an integrated food and nutrition security information system that provides reliable, timely information on the food and nutrition security situation as well as programme effectiveness, informs decision making.
Ministry responsible for Local Government	Promote policies that support improvement in food, economic and nutrition security in local authorities, integrate nutrition into development plans and programmes and facilitate multi -sectoral coordination for improved nutrition programming, mobilize communities to address their food and nutrition security programmes, prioritize infrastructure development that promotes access to food(from farm to fork). Provide an enabling environment for traditional leaders to play an effective role in food and nutrition security programmes Zunde ra Mambo
Ministry/agencies responsible for Trade and Industry	Ensure that trade and industrial policies and programmes, support and promote household food and nutrition security and contribute to national economic development.
Ministry responsible for Education	Ensure school curriculum addresses food and nutrition security during the formative years in school through the integration of food and nutrition into the education policy curriculum and training. Monitoring the nutrition status of school children and establishing nutrition improvement programmes for schoolchildren and the community. Research agenda supports food and nutrition security policy priorities. Ensure human resources development and training initiatives support national priorities for capacity development strengthening for food and nutrition security.
Ministry /authority responsible for Science and Technology and Research	Ensure that the national research agenda prioritizes and supports the Food and Nutrition Security Policy, strategies and programmes.
Ministry /agencies responsible for Information	Empower communities and the public on food and nutrition issues on a regular basis, in line with prevailing strategies and focus.
Ministry/agencies responsible for Community Development and Empowerment	Community empowerment and mobilization for food and nutrition security.
Ministry/agencies responsible for Small and Medium Size enterprises (SME's)	Strengthen household food security through the promotion of income generating projects and of enterprises involved along the entire food value chain.
Ministry /agencies responsible for the Public Service	Defining and strengthening capacity needed in the public sector to implement the Food and Nutrition Security Policy, and to monitor performance in the delivery of food and nutrition security programmes
Ministry/agencies responsible for Energy Development	Ensure that the energy policies and programmes are informed by food and nutrition security needs and strengthen energy conservation technologies to improve household food security and nutrition.
Ministry /agencies responsible for Transport Water and Sanitation	Strengthen infrastructure development especially roads to improve access to markets, improve access to potable water and sanitation.
Ministries/ Agencies responsible for Environment and Natural Resources Management	Coordinate efforts to mitigate the adverse effects of climate change on food and nutrition security.

Private sector	Promote labour practices promote household food security of employees. Implement and promote product development and marketing practices that are informed by the Food and Nutrition Security Policy. Corporate Social Responsibility activities include support for community food and nutrition security needs.
Civil Society	Support and strengthen community capacity to participate, and national efforts to implement the Food and Nutrition Security Policy, strategies and programmes to reduce food and nutrition insecurity
Citizens of Zimbabwe Or individuals	Participate in the identification and response to the food and nutrition security problems affecting themselves and their community, and enjoy the right to food, freedom from hunger and nutritional problems.

Table 2: SUMMARY OF LEAD AND SUPPORTING MINISTRIES/AGENCIES

Commitment	Lead Ministry or Authority	Supporting ministries
Commitment I: Policy Analysis and Advice	Office of the President and Cabinet	Ministries responsible for finance and economic planning; health ; agriculture ; labour and social services; gender ; local government ; transport ; water; environment ; industry ; science and technology; primary and tertiary education, infrastructure, information, small and medium enterprises and lands.
Commitment II: Agriculture and Food Security	Ministry responsible for agriculture	Ministries responsible for health, labour and social services, finance and economic planning, education, gender, education, local government, water, transport, environment, industry, science and technology, lands, home affairs, energy, information, infrastructure, and small and medium enterprises.
Commitment III: Social Assistance and Social Protection	Ministry responsible for labour and social services	Ministries responsible for agriculture, health, finance, education, gender, local government, water, transport, environment, industry, science and technology, lands, small and medium enterprises and information and publicity
Commitment IV: Food Safety and Standards	Authority for food safety and standards and Ministry responsible for health and agriculture	Ministries responsible for import/export, border control, agriculture, education, labour and social services, gender, local government, water, transport, industry, science and technology, infrastructure and small and medium enterprises finance and information.
Commitment V: Nutrition Security	Ministry responsible for health	Ministries responsible for agriculture, labour and social services, gender, education, local government, water, transport, industry, environment, science and technology, infrastructure and information and publicity, public service, information communication and technology, land and small and medium enterprises.
Commitment VI: Information: Assessment, Analysis and Early Warning	ZIMSTAT/Food and Nutrition Council	Ministries responsible for agriculture, labour and social services, gender, local government, water, education, environment, science and technology, land, industry, commerce, tourism, information communication and technology and early warning.
Commitment VII: National Capacity for Food and Nutrition Security	Food and Nutrition Council	Ministries responsible for health, agriculture, labour and social services, education, gender, local government, water, environment, science and technology, information and publicity, lands, small and medium enterprises, information communication and technology, higher and tertiary education economic planning, infrastructure and industry.





SECTION V

A Monitoring Framework for the Food and Nutrition Security Policy

A monitoring framework (Table 3) will be established that comprises a tracking system that includes:

- **Impact indicators** reflected at the level of policy goal and commitments and linked to MDG tracking.
- **Outcome indicators** reflecting achievements and progress towards implementing the strategic objectives.
- **Activities and process indicators** indicated at the province and district level with respect to the capacity for programme co-ordination and implementation for food and nutrition security.
- **The National Task Force Annual Report** to Cabinet on implementation of the policy.

The monitoring framework will be further defined in the National Food and Nutrition Security Strategy/Plan of Action. It will collate and synthesise information from sector-specific ministries.

Table 3 a: MONITORING FRAMEWORK FOR THE FOOD AND NUTRITION SECURITY POLICY

ACTIVITY	OUTPUT	OUTCOME	IMPACT
Quarterly		Annually	3-4 years
Level of Provincial and District capacity for implementation of food and nutrition security		Level of Strategic Objectives ⁴¹	Level of Policy Goal and Commitments (National and Provincial)
<ul style="list-style-type: none"> Performance and capacity of integrated "food and nutrition security committees" Resources for food and nutrition security mobilized Trainings for food and nutrition security held Food and Nutrition security interventions in place Learning and scale up achieved 		<ul style="list-style-type: none"> Socio-economic policies in place that promote equity in food and nutrition security Food Security Social assistance Food safety and Standards Nutrition security <ul style="list-style-type: none"> Information: Assessment, Analysis and Early Warning National Capacity for food and nutrition security Sector-specific policies and strategies in place 	<ul style="list-style-type: none"> Prevalence of stunting (<-2 Z scores height for age) Prevalence of underweight (<-2 Z scores weight for age) Prevalence of wasting (<-2 Z scores weight for height) Prevalence of thinness among women 15-49 years (BM<18.5) Prevalence of obesity among women aged 15-49 (BMI>25) Prevalence of micronutrient deficiencies Percentage of households living below poverty line Percentage food insecure households Food diversity/consumption score Child mortality, access to clean water, adequate sanitation

⁴¹Indicators defined in national Food and Nutrition Security Strategy/Plan of Action

Table 3b): A MONITORING FRAMEWORK FOR THE FOOD AND NUTRITION SECURITY POLICY

Commitment	Outcome	Impact indicators
Commitment I: Policy Analysis and Advice	Positive Policies are in place, reports and briefs are produced Informed review of policies	Policy documents Policy review reports positive Informed Constitution Informed Laws
Commitment II: Agriculture and Food Security	Adequate grain reserve, Reduced post harvest losses to <5% Increased market linkages Capacity strengthening of farmers in climate variability Increased capacity of farmers in farming as business concept Food secure households Diverse diets	Food security survey report - % households food secure % households having 3 meals a day Reduction of stunting below national cut off points
Commitment III: Social Assistance and Social Protection	Poverty reduction Diverse Livelihoods adopted Good social safety nets	Reduced households on food assistance Reduced numbers social welfare cases
Commitment IV: Food Safety and Standards	Food Safety and Standards Bill and Act Compliance to Good Agriculture Practices (GAP), ISO, HACCP, Good Hygiene Practices (GHP) Good Laboratory reports Export and Import laws enforced	Labelling of water and food % imports and exports goods condemned % household practising GHP % reduction of food and water borne diseases Laboratory analysis reports
Commitment V: Nutrition Security	Healthy Zimbabwe Healthy lifestyles Manageable / Controlled Non Communicable Diseases	Reduced mortality Reduced stunting Reduced wasting/ admission and treatment of severely malnourished Eradication of micronutrient malnutrition Reduced obesity
Commitment VI: Information: Assessment, Analysis and Early Warning	Timely produced assessment reports. Monitored food security situation. Good risk management	Robust integrated national information system in place Government decisions based on study recommendations
Commitment VII: National Capacity for Food and Nutrition Security	Functional Food and Nutrition Security Committees Demand driven operational research	Minutes of meetings held Programme evaluation reports Operational research reports





Annexes

Annex 1

CONCEPTS AND DEFINITIONS RELEVANT TO FOOD AND NUTRITION SECURITY

A shared understanding of the concepts outlined herein will be critical towards developing a common/coordinated approach to food and nutrition security. The following terms and definitions are based on universally accepted definitions.

Agriculture productivity refers to output per unit input.

Coping capability is the manner in which people use existing resources to achieve various beneficial ends during unusual, abnormal and adverse conditions of a disaster event or process.

Development mechanism refers to the way and means by which communities can improve their status.

Disaster is a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community to cope using its own resources.

Dietary diversity: the number of different types of foods consumed over a given period of time. An adequately diverse diet should contain a range of foods from the different food groups.

Disaster risk management is the systematic development and application of policies, strategies and practices to minimise vulnerabilities and disaster risks through society, to avoid or reduce their risk and prepare for response.

Food security exists when 'all people, at all times, have

physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life⁴². It is understood as a multi-dimensional function of i) **food availability**, which is the amount of food available to a household (micro level) or in the area of concern (macro) through all forms of domestic production, commercial imports, reserves and food aid; ii) **food access**, which is the physical (for example, roads, networks, markets) and economical (for example, own production, exchange, purchase) and the ability of a household to acquire adequate amounts of food; and iii) **food utilisation**, which is the intra-household use of accessible food and the individual's ability to absorb and use of nutrients (for example, the function of health status).

Hazards refers to a potentially damaging physical events, phenomenon or human activity, which may cause the loss of life or injury, property damage, social, economic disruption or environmental degradation.

Household refers to a group of people with different abilities and needs, who live together most of the time and contribute to a common economy, share food and other income from this.

Household food economy refers to ways in which a household acquires its income, its savings and asset holdings, and by which it meets its food and non-food needs.

Household food security refers to a household having physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences

for an active and healthy life of its members.

Livelihood: all the means by which a person secures the necessities of life including food, shelter and subsistence. It encompasses people's capabilities, assets, income and activities.

Malnutrition: simply means bad nutrition and refers to both over nutrition and under nutrition. In the context of this policy, malnutrition is synonymous with undernutrition.

Mitigation refers to structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

Nutrition security: Nutrition security recognises that ensuring adequate food security on its own is insufficient for improving and maintaining adequate nutritional status. Appropriate and adequate caring practices, adequate health services and adequate sanitation, hygiene practices and clean water are also critical to ensuring adequate nutritional status. The concept of nutrition security therefore implies a need for broad-based interventions for addressing malnutrition.

Optimal feeding refers to eating the right foods and the right time and right frequency for a healthy life it is determined by sex, age, physiological status- pregnancy/non-pregnant and activity.

Poverty has various manifestations, including the lack of income and productive resources sufficient to ensure sustainable livelihoods, hunger and malnutrition, ill-health, limited access to education and other basic services,

⁴² World Food Summit 1996

increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environments and social discrimination and exclusion.

Preparedness refers to activities and measure taken in advance to ensure, effective response to the impact of disasters, including insurance of timely and effective early warning and the temporary movement of people and property from a threatened location.

Resilience refers to the capacity of a system, community or society to either resist shocks and hazards or to change in order that it may obtain or maintain an acceptable level of functioning and structure.

Social protection refers to a group of policy measures and programmes that reduce poverty and vulnerability; seek to protect society's more vulnerable members against livelihood shocks and risks; enhance the social status and rights of the marginalised; protect workers' and diminish people's exposure to risks associated with ill health, disability, old age and unemployment. Social assistance, including social transfers, is one of a number of mechanisms included within a social protection framework.

Stunting is defined as short stature for age and reflects skeletal growth. Stunting is an indicator of chronic malnutrition.

Undernutrition is poor health resulting from a lack of proper quantities of nutritious food or the failure of the body to absorb nutrients properly. The impact of undernutrition on children is measured by child mortality, morbidity, stunting, wasting and micronutrient deficiency prevalence.

Vulnerability: The concept of vulnerability is a dynamic concept and captures the likelihood that people fall into poverty owing to shocks to the economic system or personal mishaps. Poverty and vulnerability cannot be equated. Vulnerability is a complex concept and is usually specified as something or someone's vulnerability to something. Vulnerability to hunger is the predisposition of a household to become food insecure in future, but has until now been able to maintain an acceptable food intake. It is usually understood to comprise of the household's exposure to hazards as well as its resilience or susceptibility to shocks.

Annexes

ANNEX 2

Membership of the National Task Force on Food and Nutrition Security chaired by the Honourable Vice President:

1. Agriculture, Mechanisation and Irrigation Development (Vice Chairperson)
2. Health and Child Welfare
3. Labour and Social Services
4. Economic Planning and Investment Promotion
5. Finance
6. Women Affairs, Gender and Community Development
7. Local Government, Urban and Rural Development
8. Science and Technology Development
9. Lands and Rural Resettlement
10. Education, Sports, Arts and Culture
11. Higher and Tertiary Education
12. Small and Medium Enterprises and Cooperative Development
13. Tourism and Hospitality Industry
14. Transport, Communications and Infrastructural Development
15. Environment and Natural Resources Management
16. Industry and Commerce
17. Water Resources Development and Management