

Strengthening Food and Nutrition Security Analysis in Zimbabwe:

**A Conceptual, Technical and Institutional Framework
for Moving Forward**



Food and Nutrition Council in close collaboration with the Ministry of Labour and Social Services, CSO/ZIMSTATS, WFP, FAO and UNICEF

MAY 2010



Ministry of Labour and Social Services



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ACRONYMS

CSO	Central Statistics Office
Dfid	Department for International Development
FAO	Food and Agriculture Organization
FNC	Food and Nutrition Council
FNMT	Food and Nutrition Management Team
FNSA	Food and Nutrition Security Analysis
FNSAS	Food and Nutrition Security Analysis System
GDP	Gross Domestic Product
GOZ	Government of Zimbabwe
GPA	Political Agreement
IPC	Integrated Phase Classification
MDGs	Millennium Development Goals
MoHCW	Ministry of Health and Child Welfare
MoLSS	Ministry of Labour and Social Services
MTP	Medium Term Plan
NAC	National AIDS Council
RVAC	Regional Vulnerability Assessment Committee
SADC	Southern African Development Co-operation
UNICEF	United Nations Children's Fund
WFP	World Food Programme



ACRONYMS

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On behalf of the FNC and in close collaboration with CSO, MoLSS, FAO, WFP and UNICEF, this report was prepared by two consultants, Ramson Mbetu and Annalies Borrel. The findings reflect consultations with a wide range of representatives from the Government of Zimbabwe, donors, UN agencies and NGOs.

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We hope that this work will be an important step towards further collaborative efforts towards strengthening national food and nutrition security analysis in Zimbabwe and which will, we hope, lead to improved sustainable food, nutrition and livelihood security for the people of Zimbabwe.



George Kembo
Director FNC, a.i.



EXECUTIVE SUMMARY

The overall purpose of this report is to recommend a way forward for strengthening Food and Nutrition Security Analysis (FNSA) in Zimbabwe. The recommendations and proposal described in this report are a result of wide consultation and a consensus building process with representatives from relevant Government, UN, donors and NGOs. The consultation and consensus building process was intended to achieve: an agreed meaning and objectives of a national system for FNSA; a shared conceptual framework for informing the development of a system; an toolbox of relevant tools for assessment and monitoring; national institutional structures and arrangements to support the system as well as accountability, roles and relationships of institutions and agencies. The report also highlights a number of critical considerations for moving forward as the well as the resources and capacities required. The work was undertaken by two independent consultants over a period of two months (March to April 2010) and was overseen by a Task Team led by the FNC with members from CSO, MoLSS, FAO, WFP and UNICEF.

A clearly defined and supported, nationally owned system for FNSA is critical for Zimbabwe for a number of reasons. The determinants that shape vulnerability in Zimbabwe have dramatically changed over the last two decades and it is important that the nature, scope and breadth of vulnerability is well understood and documented to ensure that appropriate and timely action is taken. Following the GPA, Zimbabwe has moved towards a period of stabilization and recovery, yet the country is likely to face a number of new and persistent threats such as climate change and a global economic crisis as well as ongoing political instability. It is critical that Zimbabwe has a robust, transparent evidence-base for informing policies, programmes and advocacy as well as a better understanding of multi-factoral determinants that influence food and nutrition security in Zimbabwe.

Since the 1980s, food and nutrition security has been considered a priority in Zimbabwe, particularly in terms of recognizing the multi-sectoral dimensions. Structures established in the 1990s such as the FNMTs, the national Task Force for Food and Nutrition are a reflection of the efforts taken to ensure that food and nutrition was prioritized at all levels of Government. With the support of the RVAC, ZIMVAC has been gradually institutionalized in Zimbabwe since 2002. During the recent economic and political crisis, it became increasingly recognized that there was a need to strengthen the national leadership and provide clarity on an overall system for food and nutrition security analysis on three levels; conceptually, technically and institutionally.

There are real opportunities and capacities on which the FNSA system can build on. The Food and Nutrition Council is widely recognized as an important and valuable structure for facilitating an integrated and multi-sectoral system for FNSA. There is no short-fall of technical expertise within Zimbabwe and together with regional expertise, there is a real commitment to work together closely under a coherent structure and framework. There is consensus among all partners of the need to take a longer-term perspective towards understanding and responding to vulnerability in Zimbabwe. Therefore, Zimbabwe is well placed to move forward quickly to strengthen FNSA and will undoubtedly both contribute and benefit, from regionally learning mechanisms, such as the SADC-led regional VACs.



However, despite these opportunities, the challenges that currently exist must be recognized. FNC has lost significant capacity and this urgently needs to be reestablished. Currently, the system is fragmented and lacks coherence. Lost opportunities are evident, particularly as a result of not integrating food and nutrition security information adequately, a lack of a coherent information management system and not using information effectively to lead to better programming. Information has become increasingly centralized with little evidence of ownership of information at District and Provincial levels.

A number of critical lessons learned can be observed from similar systems for food and nutrition security established in other countries such as Somalia, Ethiopia and Malawi. First, it is essential that there is a multi-ministry structure in place that has access to highest levels of Government. It is necessary to have a dedicated technical team of analysts to provide high quality analysis on a consistent basis. The institutional structures in place must create space for broad ownership and must facilitate transparent and neutrality. Ongoing efforts to integrate food and nutrition security, investment in communication, publication and information management as well as securing medium- to long-term funding - are also considered important success factors for a robust and sustainable FNSAS.

The report a goal and objectives that must inform the FNSAS in Zimbabwe. Furthermore, it will be critical that the FNSAS is framed by broader national commitments such as the MDGs, the MTP, the Food and Nutrition Policy Framework as well as existing technical Ministry Policies. The FNSAS can be further defined on three levels: conceptually, technically and institutionally.

First, agreement on a shared conceptual framework is critical towards developing a system food and nutrition security in Zimbabwe. A conceptual framework is proposed in the report, which builds on the universally accepted UNICEF conceptual framework for causes of malnutrition and is adapted to better reflect aspects of food security and a broader livelihoods framework. The report also describes concepts, definitions such as poverty, vulnerability, food security, nutrition security that are relevant.

Second, it is recognized that it is necessary to have an agreed (but evolving) tool-box of multiple surveys and tools that are needed. These tools have different objectives but are complementary and which together, aim to provide a comprehensive situation analysis. There are five categories of tools including baseline surveys conducted every three to five years, annual surveys, surveillance and monitoring, rapid assessments and research studies. It is proposed that the FNC needs to play a stronger role in information management through preparing consolidated analysis of the findings on a regular basis through information bulletins that reflect an analysis of nutrition security and food security. Furthermore, a well maintained website, including a repository of survey and study documents, is also considered necessary.

Third, it is critical to have clarity on the institutional structures and arrangements necessary to support the system including an understanding of the links to decision-making and action and the roles and responsibilities of different stakeholders. The FNC is the central nationally recognized



structure for the system for FNSA. It is composed of a senior level Advisory Board with representatives from relevant Ministries as well as the FNC itself, which should be staffed by senior level technical experts who have a coordinating and liaison role with technical experts in the relevant line Ministries and agencies. Food and nutrition analysis would be one of four core functions of the FNC. Two additional structures are considered necessary to support the system. These are a Strategic Advisory Board (SAG) and ZIMVAC. The SAG would be composed of senior level representatives from a broad range of stakeholders including Government, donors, UN, NGOs, World Bank and academia. The ZIMVAC, functioning at a technical level, would support the FNC in its leadership and co-ordination function, by acting as a technical sounding board, providing additional technical capacity and resources, supporting implementation and playing supporting national capacity development. FNC would aim to strengthen information sharing and information use between the FNC and the different technical sector/cluster working groups in each of nutrition, food security/agriculture, social protection/safety nets, WASH and health/HIV/AIDS.

In moving forward, a number of critical considerations are outlined in the report. Under the leadership of the FNC and in close collaboration with line Ministries, the development of a national Food and Nutrition Policy is urgently needed. This important policy document will further legitimize the FNC and play a critical role in further strengthening multi-sectoral approaches to food and nutrition security in Zimbabwe. ZIMVAC, functioning as a critical component of an overall national structure and system can now perform more effectively with clearer roles and accountability of leadership, participation, transparency and reliability in support of the FNC. The engagement and strengthening of CSO/ZIMSTATS and the Food and Nutrition Management Teams respectively are both important towards strengthening the national FNSAS. The Integrated Phase Classification (IPC) is potentially an important analytical framework for further strengthening analysis and interpretation of information but may need to be adapted through a consultative process led by the FNC through recognized existing fora such as ZIMVAC. FNC, with its partners, will need to make explicit and persistent efforts to ensure that nutrition and food security are adequately integrated and that information is directly leading to action including policy, programmes and advocacy. These two aspects are challenging to achieve yet critical to the success of any FNSAS. There are obvious and important links between the FNSAS and the sectors of social protection, WASH and HIV/AIDS. These links need to be strengthened and made more explicit. While Zimbabwe moves towards recovery, it will be necessary, given the ongoing volatile situation in the country, that the FNSAS can meet the information needs for humanitarian response, in terms of timeliness, access and effectively triggering a humanitarian response where necessary, including national preparedness.

In order that the FNC may play a more effective leadership and coordination role, it is necessary to strengthen its capacity. As a priority, a number of key senior technical staff need to be recruited including a senior strategic adviser, experts in each of nutrition and food security and experts in each of analysis (including data analysts), policy, advocacy/communications and inter-sectoral programming. Additional support is also required for strengthening the role of information management (including an FNC website), administration and logistics.



1. Background and Context

a. Purpose, rationale, scope and methodology of work

The overall objective of this report is to propose a way forward for strengthening Food and Nutrition Security¹ analysis (FNSA) in Zimbabwe². The recommendations and proposal described in this report are a result of wide consultation and consensus building process with the relevant Government, UN, non-Government and other stakeholders. The consultation and consensus building process was intended to achieve:

- Agreed meaning and objectives of the FNSA
- Shared conceptual framework(s) and broad parameters relevant to the context of Zimbabwe informing the development and strengthening of FSNA
- Shared structure and form of the FNSA: accountability, roles, responsibilities and relationships of institutions and agencies
- An inventory of relevant tools and instruments
- Agreement on the resources and capacities required.

The 2004 Zimbabwe MDGs Progress Report succinctly highlights the need for an effective FNSA system in Zimbabwe. Specifically, the report recommends:

Establish a comprehensive food and nutrition surveillance system. The challenge is to establish a comprehensive food and nutrition surveillance system that will provide accurate, credible and timely information. This will help to facilitate appropriate decision making at all levels, from community to policy making, for improved food security and nutrition outcomes.

Expand social protection and security systems. The challenge is to increase the capabilities of households to manage risk. Humanitarian crises have become a regular feature of the Zimbabwe landscape, associated largely with droughts, floods and the impact of the HIV and AIDS epidemic.

The **methodology** included a brief literature review as well as extensive individual consultations and small group discussions with key informants from Government, UN, Donor and NGOs. Consultations with the sectors of HIV/AIDS and water and sanitation and the humanitarian sector were also included. Presentations on the preliminary findings and way forward were given to over 100 representatives for their feedback (See **Annex 1** for list of participants consulted throughout the process). The work process was overseen by a small Task Team led by FNC including members from CSO, Ministry of Labor and Social services (MoLSS), FAO, WFP and UNICEF³, which met at regular intervals throughout the period of work.

¹ The term 'food and nutrition security' will be used consistently in this report. The term includes both concepts of 'food security' and 'nutrition security'. See Annex 6 for definitions of these two concepts.

² While the scope of the work focused primarily on proposing a way forward for strengthening food and nutrition security analysis in Zimbabwe, many issues and recommendations are relevant also to a broader multi-sectoral approach to supporting food and nutrition security response.

³ In collaboration with GoZ, FAO, WFP and UNICEF all have critical roles in strengthening co-ordination of food security, food assistance and nutrition sectors respectively and recognized the need to ensure that there was inter-sectoral collaboration in the area of food security and nutrition security analysis.



A number of key principles underscored the work process. Some of these principles included:

- A 'system' that is in line and reinforces broader national commitments on the MDGs, the national Medium-Term Plan (MTP), as well as relevant national human rights instruments and legal frameworks.
- That the process reinforces and strengthens the commitments to food and nutrition security reflected in the different mandates of Ministries, and other relevant national institutions.
- That the principle of ownership among key stakeholders, including Government, UN, donors and NGOs, academia local level institutions is paramount from the outset, through wide consultation and consensus building process and institutional linkages.
- The 'system' must meet the information needs for humanitarian, transition and development contexts and must reinforce the linkages between these, particularly in relation to having the capacity to measure nutritional risk or increasing vulnerability, which may inform and trigger preventive programmes addressing the underlying causes of malnutrition.
- The system must ensure linkages between information and analysis and action including informing programming, decision-making and policy.

The following issues were also considered.

- An understanding of the historical perspective, identifying what worked well previously in Zimbabwe.
- A reflection on best practices and lessons learnt in other countries but adapted for Zimbabwe.
- A need to build on and strengthen (and not undermine) existing knowledge, systems and capacities.
- The technical, institutional and political considerations necessary for an effective 'system'
- Accountability of different partners (leadership, responsibility, shared understanding and commitment to common goal).
- While primarily having a focus on food and nutrition, opportunities for linking with WASH, health, social protection.
- Opportunities for strengthening alternative or new partnerships e.g. private sector, research and academic institutions (local and international) and diaspora, that could potentially strengthen sustainability of the system.

See **Annex 2** for a list of key questions that guided the consultations.

The **report** is divided broadly into two parts. The first part provides a brief description of the scope of work and the rationale for strengthening FNSA. It also includes a brief analysis of the current situation of food and nutrition security analysis in Zimbabwe as well as reflection on food and nutrition security analysis in a number of countries in the region. The second part of the report proposes a way forward. It describes proposals for the three main components of the system, a conceptual framework, a tool box and institutional arrangements. It highlights a number of priority considerations for moving forward. Finally, the report describes priority areas for support to the FNC.



2. Rationale for food and nutrition security analysis – why is it important for Zimbabwe?

A changed vulnerability context: Over the past two decades (1990 – 2010), Zimbabwe underwent a number of economic and political challenges including economic decline (hyperinflation, rising unemployment, decrease in food production and GDP), increasing political instability, combined with demographic changes including internal population displacement, loss of livelihoods and emigration of a significant proportion of the skilled labor in the country. Furthermore, in this same period, Zimbabwe experienced drought, erratic agro-ecological conditions, a cholera outbreak as well as persistently high levels of HIV/AIDS. This has led to changes in the causes, impact and nature of vulnerability in the country, particularly in relation to the impact on food and nutrition security.

A shift towards recovery: Following the signing of the GPA in early 2009 which led to a consequent relative stabilization of the economy, Zimbabwe is embarking on a period of transition and recovery. As the country moves toward further stabilization and restoration of livelihoods, there is a need to have information that will inform policies, strategies and programmes that effectively support national capacity strengthening and sustainable recovery.

Continuing and new emerging threats: A number of threats will continue to threaten food and nutrition security in the region, including in Zimbabwe. These threats include: climate change, a global economic crisis and a high prevalence of HIV/AIDS. The cumulative effect of these threats will exacerbate existing vulnerabilities, further deplete the population's resilience to further shocks and will likely have a long-term impact on food and nutrition security in the region. This is already evident in Zimbabwe, for example, between 1995 and 2010 the prevalence of stunting has increased significantly from 22% to over 30%. Monitoring and reversing the impact of these trends will be critical.

Evidence-base for decision-making: Policies, advocacy and programmes: There is a critical window of opportunity for ensuring that a system is established that provides a strong evidence-base to inform the development of policies, advocacy and programmes. A strong robust and credible system will also be valuable in securing adequate resources to ensure effective food and nutrition security for the people of Zimbabwe.

Understanding and documenting the multi-factoral determinants of food and nutrition security: Based on Zimbabwe's experiences of food surpluses in the 1980s yet persistent levels of malnutrition, it is recognized in Zimbabwe that food security alone is insufficient to ensure nutrition security and therefore, any analytical system needs to consider the impacts of the underlying causes on nutritional outcomes. These underlying causes include the health environment, access to health services, access to water and sanitation and caring practices. Furthermore, food availability is on its own inadequate to measure food security, therefore, an analysis must also consider food access and consumption patterns (quality of diet), which are both critical towards understanding causes and patterns of nutritional outcomes (under-nutrition, stunting, wasting and micronutrient status).



3. The status of Food Security and Nutrition Analysis in Zimbabwe

a. Brief historical perspective

Since the 1980s, 'food and nutrition' has been given high priority in Zimbabwe. Throughout this period, a multi-sector approach has been encouraged, for example, an elaborate food and nutrition management framework was established. This included structures at the National, Provincial and District levels. At the national level, a Food and Nutrition Steering Committee, comprising of a number of Government Departments involved in food and nutrition issues functioned, regardless of whether or not the country was experiencing a drought. This Committee was chaired by the Ministry of Agriculture with the Ministry of Health's Nutrition Unit providing the secretariat. Other Ministries and departments included the Ministries of Local Government, Economic Planning, Education and Social Welfare. Food and Nutrition and Management Teams (FNMTs), existed at Provincial and District levels throughout the country. During the 1990s, these structures were increasingly critical for understanding emerging vulnerabilities as a result of the national structural adjustment programme and the recurrent droughts that the country was facing. In 1995, the GoZ established a Task Force for Food and Nutrition. In 1998, Cabinet approved a Food and Nutrition Policy Framework which empowered the Task Force (currently referred to as an Advisory Board) to develop a comprehensive national Food and Nutrition Policy. At the same time, in response to the extensive and recurrent droughts that the country was facing, initiatives were taken at the regional level to strengthen food security and vulnerability analysis. In 1999, the SADC established a Regional Vulnerability Assessment Committee (RVAC), a multi-agency committee that has spear-headed critical improvements in food security and vulnerability analysis at regional and country levels. The RVAC supported the establishment of ZIMVAC in Zimbabwe in 2002.

Current situation: Despite the challenges, the Food and Nutrition Council continues to function and has the mandate to *"promote a cohesive national response to the prevailing household food insecurity and malnutrition through co-ordinated multi-sectoral action."* However, the FNC itself has not been well placed to drive critical collaborative actions for a number of reasons, largely due to a lack of a Food and Nutrition Policy and a limited capacity within the FNC. Since 2002, there has been a gradual institutionalization of "ZIMVAC" in the country. In collaboration with a number of (ad hoc) agencies and donors and with the support of RVAC, "ZIMVAC" has played a critical role in supporting and leading a number of assessments and surveys in Zimbabwe, including the annual rural household assessment⁴. However, in the absence of a clear conceptual way forward for food and nutrition security in the country, the scope and role of ZIMVAC and how it fits into nationally defined structures is not clear and not widely understood. During the recent economic and political crisis, combined with a cholera outbreak (2008), the amount of international funding resources and the number of international actors increased significantly. This has led to an increase in the number of assessments, research and monitoring taking place in Zimbabwe, including in food and nutrition security. While, there has been a shift towards measuring and assessing acute outcomes in this period, there is general recognition that food and nutrition security in Zimbabwe needs to be analyzed with a longer term perspective.

⁴ The annual ZIMVAC rural assessment has been the primary survey instrument and report to inform food aid needs in the country.



b. Analysis of Opportunities and Challenges of current situation

Opportunities/Strengths

- Existing structure in place for leadership and co-ordination.** The Food and Nutrition Council is widely recognized as the most obvious "leader" of any national system for analysis of the food and nutrition security situation. The creation of a national FNC in 1995, with a Task Force, situated as an autonomous body in the Office of the President and Cabinet (OPC), is perceived as an ambitious yet commendable decision-making and policy forum to link food security and nutrition security, to ensure multi-sectoral/ministerial ownership of food and nutrition security issues and to ensure that these are considered a national priority. Any system therefore should aim to strengthen these structures.
- Commitment, expertise and capacity in-country.** Despite the challenges, a significant number of assessments, including an annual "ZIMVAC" assessment, have continued to take place over the years. There are significant resources, including technical expertise and funding in-country for food security and nutrition situation analytical work. However, it is also widely considered among stakeholders that there is a need for conceptual structure, reliability, capacity and cohesiveness in an analytical system. There is also significant interest and commitment to work together towards this.
- Recognition of a need to take a longer-term perspective including adopting a broader assessment framework that addresses the underlying causes of malnutrition and food insecurity.** In general, stakeholders believed there was a need for an analytical framework that recognized and emphasized the underlying causes of malnutrition. Treatment of acute malnutrition and the need for food aid are not recognized as priority areas of intervention. Stakeholders highlighted the need for assessment tools that trigger broader indirect food security and livelihood interventions. There is a strong awareness of the UNICEF conceptual framework among stakeholders (yet it is inconsistently applied in practice such as in the design of assessment tools and programmes). Many partners recognized the value of using a livelihoods framework for food security which would include the assessment of peoples' assets and livelihood strategies. In general, stakeholders recognized food insecurity, risk of malnutrition and risk of livelihood depletion as adequate proxies for 'vulnerability' (but did not equate these exactly). As Zimbabwe work towards developing a more coherent framework for social protection, stakeholders saw value in having a shared analytical framework with social assistance, safety nets and social protection – since these would be largely the same target groups.
- Regional capacities and learning relevant to Zimbabwe.** Since 1999, SADC VAC has influenced and provided resources to support the development and implementation of assessment tools (e.g. defining livelihood/food security zones, design of ZIMVAC). While Zimbabwe must first be clear on its own system for analysis (conceptual, technical and institutional arrangements), there is certainly scope for learning from other countries in the region, through the SADC VAC network, given that many other countries in the region face similar protected crises such as climate change and a high prevalence of HIV/AIDS.



Challenges/Weaknesses

- **Loss of capacity in FNC.** Whilst FNC has remained the leading agency in food and nutrition issues, the FNC has lost some technical capacity, largely due to not being in a position to retain highly qualified staff. While this vacuum exists, there is a risk that partners will continue to implement their own assessment tools with little and limited overall structure and coherence. Reviving the technical capacity and technical leadership credibility in the FNC so that it can fulfill its mandate, is therefore a priority.
- **Fragmented system with limited coherence, transparency and structure.** Overall, the national system for assessment has not been well defined, lacking both an over-arching conceptual framework and a strategy with defined roles and responsibilities of the different stakeholders. The UN's support has been perceived as being inconsistent, prioritizing its own information needs which have potentially undermined Government capacities. There is a risk that NGOs and donors have begun to move ahead with the implementation of assessment tools e.g. Household Economy Approach, without sufficient buy-in of Government and UN. There is general lack of inclusiveness, structure and transparency. Overall, the reliability and accountability of partners for the FNC has been limited.
- **Centralized information with limited ownership and capacity development at district and community level.** Information has been increasingly centralized and channeled upwards, particularly over the last several years since the humanitarian crisis. This has been exacerbated by centrally planned survey tools (significant demand for information with the increase in resources being made available) as well as a depletion of national capacities at the District level. Information is rarely shared with nor used by District levels. There have been lost opportunities for capacity development at the District and Provincial level, particularly in relation to the Food and Nutrition Management Teams.
- **Analysis of nutrition and food security largely separated.** Despite intentions to integrate nutrition and food security analysis, this is not yet occurring. For example, the (ZIMVAC) annual rural livelihood assessment is largely focused on household food insecurity with limited reference to nutrition. While the survey instruments for assessment and surveillance for nutrition and food security must remain largely separate (statistical requirements), there is scope for strengthening joint analysis and interpretation.



4. Some lessons learnt on information systems from other countries specifically Malawi, Somalia and Ethiopia

The following issues have been identified as key lessons following a brief review of experiences and structures in places in other countries developing similar systems.

- a. **Dedicated body with multi-ministry commitment and access to highest levels of Government.** To ensure that food and nutrition security is given highest priority and has multi-Ministry ownership, it is considered necessary to have an official structure in place that is elevated above any single Ministry. For example, in Malawi, nutrition has been given high priority through establishing a Nutrition/HIV-AIDS Council that reports directly to the Cabinet.
- b. **Dedicated nationally owned technical capacity.** A system for food and nutrition security analysis requires dedicated technical staff committed to co-ordination and analysis, dissemination of information. For example, in Somalia, the FSNAU- Somalia has a team of fulltime professionals (at least 10) to ensure that there is sufficient capacity for analysis. The dedicated team is made up of highly qualified professionals without bias toward any specific agencies.
- c. **Neutrality, credibility, independence and broad ownership.** Broad ownership and transparency is a key success factor in any analytical system, for purposes of ensuring acceptability, feasibility, adequate resources and coverage. For example, in Ethiopia, Somalia and Malawi, NGOs and UN are an integral part, particularly in terms of providing technical support.
- d. **Explicit, ongoing and consistent effort to link food security and nutrition.** Despite efforts, many of the countries still face challenges in effectively integrating nutrition and food security analysis. Food and nutrition security analysis remain largely separated in Malawi due to several reasons: a) food security and nutrition security policies in Malawi are under separate Ministries; b) there is no conceptual clarity linking nutrition and food security and c) the tools to collect information are different. Somalia and Ethiopia are both increasingly moving towards a system of integrating nutrition and food security and consider this as critical.
- e. **Investment in communication and publication.** Where there are functioning systems of food and nutrition monitoring, all the countries have invested heavily in publication and communication, generally in the form of a bulletin or newsletter which provides updates on the situation, both in narrative and maps. For example, both Malawi and Somalia produce regular bulletins or situation updates.
- f. **Medium to long-term funding, sustainability.** Where countries have received short-term funding, this has hampered efforts to develop institutional capacities and identify medium to long-term trends. Funding resources are generally more available for nutrition and food security analysis during acute crisis. However, in many of these countries, it is critical that resources are committed to sustaining a national system during non-crisis as well as crises periods. For example, while funding modalities in Somalia are humanitarian in Somalia, medium-term funding has been secured by donors enabling FNSAU-Somalia to continue to have a medium-term vision and strengthen and improve as a system, since 1992 when it was established.



Part II of this report describes a proposal for moving forward. This includes a proposed overall goal and related objectives, a conceptual framework with related definitions, a tool box and the required institutional arrangements. This section describes critical considerations for moving forward on further development of a system for strengthening food and nutrition security analysis in Zimbabwe. Finally, this section also describes areas requiring immediate support in the FNC.

5. Goal and objectives of FNSA system in Zimbabwe

Goal

The Food and Nutrition Security Analysis (FNSA) system, under the leadership of the FNC, seeks to provide a timely evidence-based analysis of the food, nutrition and livelihood security situation in Zimbabwe to enable both short-term and long term strategic planning of a broad range of interventions to support sustainable food, nutrition and livelihood security for the people of Zimbabwe.

In order to achieve this goal, the seven specific **objectives** of the FNSAS include:

1. Using an agreed conceptual framework that recognizes the multi-factoral nature of malnutrition, using an agreed set of complementary assessment tools and agreed institutional structure with defined roles and responsibilities, the FNSAS will aim to **identify "who, why, where, when" people are vulnerable** (malnourished, risk of becoming malnourished, food insecure, loss of livelihoods)
2. Using a combination of quantitative and qualitative tools and that are credible and reflect best practice, the FNSAS **will provide relevant, timely and useful information for decision-making and action by range of stakeholders** (Government, UN, NGO, private sector) including for programme interventions, advocacy and policy development
3. The FNSAS will aim to trigger appropriate and relevant responses including; a) humanitarian preparedness through timely early warning information, b) programmes that aim to strengthen, protect and promote livelihood assets, strategies and that aim reduce communities' vulnerabilities to further shocks, c) facilitate distinct and different responses for those who are chronically vulnerable and those who are transitionally poor.
4. The FNSAS **will provide a forum for collective consultation, analysis, consensus and decision-making of different sectors in a structured and disciplined manner for policy and programming**
5. Ensure that **the impact of HIV/AIDS on food security and nutritional status** is reflected in all levels of analysis including the immediate causes, the household level, the community level and within the broader context.
6. **Strengthen existing national capacities and structures**, through explicit national capacity development actions, and will contribute to national ownership of information.
7. **Provide a focal point and structure for 'ZIMVAC' and Regional VAC support.**



6. Framing FSNA within National Goals and Commitments

It is critical that FNSA is explicitly linked and reinforced through existing national goals and commitments to ensure that it contributes to these longer-term goals. For example, these include:

a. MDGs

The UN General Assembly for Heads of State and Governments adopted the Millennium Declaration in September 2000, to which 189 member countries, including Zimbabwe became signatories. The Declaration commits member countries to achieve a set of eight goals by 2015. Zimbabwe remains committed to tracking progress towards achieving global targets established for the MDGs. While there are many linkages between the MDGs (targets and indicators) and a FSNA system in general, these linkages need to be made more explicit. For example, the FNC could take on primary responsibility for ensuring that the GoZ has capacity for tracking (collection, analysis and use) information for targets and indicators associated with Goal 1 (Eradicating Extreme Poverty) specifically Target 2 (measured by the indicators of underweight and dietary consumption/meal frequency). In addition, the tracking of other progress of other targets has an indirect impact on food and nutrition security in Zimbabwe and therefore also remain relevant. See Annex 3 for a more detailed description of the different MDG goals and associated targets developed for Zimbabwe.

b. Medium Term Plan (MTP)

The GoZ is in the process of finalizing the MTP (2010- 2015). The MTP succeeds the Short-Term Emergency Recovery Programme (STERP) which was launched in early 2009 to stabilize the economy and to operationalize the commitments agreed to in the GPA. The MTP is the premier economic and social policy document that will guide all other policy documents such as the annual National Budget and other subsidiary policy documents during the period 2010-2015. It is therefore critical that food and nutrition is reflected in different sections of the MTP reinforcing the broad ownership and responsibility of the Government for ensuring that economic recovery, which is the cornerstone of the MTP, translates into improved food and nutrition for the people of Zimbabwe.

c. Food and Nutrition (Policy) Framework

In 1995, the Cabinet approved a food and nutrition policy framework *"Food and nutrition Security with shared Economic Growth; a policy framework for achieving food and nutrition framework in the context of economic development in Zimbabwe"*. While the context has dramatically changed since this the important document was approved, a number of critical aspects remain relevant to ensure that food and nutrition is given adequate priority in the GoZ medium to long term national planning processes. Firstly, the development of a comprehensive policy is long overdue and this is increasingly becoming a priority. Secondly, in recognition of the central role that food and nutrition security analysis plays for the development of a policy, the policy framework states (page 14):



"Existing food and nutrition information systems, including those of the Central Statistics Office, the Agritex Early Warning Unit and the National Health Information System, are fragmented, uncoordinated and inadequately analyzed to facilitate policy making to improve food security and nutrition".

This statement reinforces a need for a more systematic approach to nutrition and food security analysis, as described in this report.

d. Ministerial Sector Policies

Following the GPA and agreement on the MTP, it is likely that different Ministries will detail out sector specific policy and strategy documents that will guide their work and during this transition period. It is critical that the FNC and its partners ensures that both food and nutrition security is integrated in these relevant documents. This will facilitate a process for ensuring that nutrition and food security is broadly owned and begins to inform the development agenda.



7. Conceptual Framework with related Concepts/ Definitions

Agreement on a shared conceptual framework is critical towards developing a comprehensive system for analysis in food and nutrition security. This clarifies a) the relationship between the different concepts of nutrition and food security b) distinguishes between the different levels e.g. manifestations, causes, which are assessed through different indicators and c) informs the different types of tools required for assessment d) provides an analytical framework and a discipline for the design of survey tools and for consolidated analysis e) reinforces the use of an analytical framework encouraged through the use of IPC (Integrated Phase Classification) which consolidates the use of indicators (and reference cut-offs) at the different levels (outcomes, causes, strategies, assets, context and shocks) of the conceptual framework.

The proposed framework to be adopted by the FNC is described in **Figure 1**. The framework is adopted from the UNICEF conceptual framework as well as the FAO/WFP food security and the Dfid livelihood frameworks.

A number of specific concepts should be understood from the framework. These include:

Nutritional status: The conceptual framework recognizes that the manifestation of malnutrition is a result of a number of direct and indirect causes. Nutritional status is recognized through measuring anthropometric changes (undernutrition, stunting and wasting) but also micronutrient status. It also recognizes that good nutritional status will lead indirectly to better outcomes in morbidity and mortality as well as improved education outcomes, productivity and development.

Immediate causes: The immediate causes of nutritional status manifest themselves at the level of the individual. Adequate food intake must be adequate in quantity and quality. To ensure that food is utilized effectively, food should be consumed in appropriate combinations. This is influenced by a number of factors such as intra-household distribution, beliefs and taboos of food. There are also strong synergistic relationships between health status and nutritional status. Sick people (including those affected by HIV/AIDS) are likely to lose appetite, digest food less effectively and lose some nutrients to fight infection. In turn a poorly nourished person has less immunity to infection.

Underlying causes: These immediate causes are influenced by a set of inter-related underlying causes manifesting themselves at the household level. The three categories of underlying causes include household food security, adequate caring practices as well as a good health environment and access to health services.

Livelihoods strategies and assets: These underlying causes are influenced by livelihood strategies and assets. Food security is the outcome of the **livelihood strategies** adopted by a household. It includes the activities required for a means of living. The livelihood strategies are based on the **assets** or capital available to the household, which include its human social and natural and



physical and financial resources. A **livelihood strategy** is sustainable when “it can cope and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base”⁵.

Context: The underlying causes, livelihood strategies and assets will be informed by the broader national and regional context within which households and communities exist. This includes the overall food availability and market system in the country, the prevalence of HIV/AIDS in the country, the policies, capacities and infrastructure in place to support basic services (including education, health, water etc). The context is influenced by the broader social and economic, political environment as well as the agro-ecological patterns prevailing.

Shocks and Hazards: A number of different shocks and hazards (existing, emerging and new) are likely to continue to impact on the context and peoples livelihoods. These may include the broader economic global crisis (economic slowdown), climate change and resulting recurrent flooding and droughts, further political instability (which may lead to further displacement or further economic decline).

In addition to these concepts, there are a number of broader definitions that are also relevant to the framework. These concepts include: food security, nutrition security, public nutrition, vulnerability, poverty, social protection. Definitions that are widely accepted are given in Annex 4.

Consensus and a shared understanding on the application of these concepts and definitions underpin the overall nutrition and food security analysis system in Zimbabwe.

Parameters and Principles emerging

A number of parameters emerge from the conceptual framework. These include:

- **Towards a Vulnerability Framework:** The conceptual framework aims to primarily identify those who are malnourished, those who are risk of becoming malnourished, those who are food insecure and those whose livelihoods are threatened. While these categories do not exactly equate to all aspects of vulnerability, these are useful proxies providing a pragmatic way forward. The framework also recognizes the dynamic nature of vulnerability by analyzing the impact and potential impact of shocks.
- **Chronic and transitory vulnerability (food insecurity):** By recognizing and analyzing both livelihood strategies and assets, the conceptual framework also has the potential for distinguishing between those who are chronically vulnerable and those who are transitionally vulnerable. For example, those households whose assets have been depleted or lost entirely may benefit from asset recovery as opposed to those households whose assets (including no labor) are inadequate to support them in the long-term and would therefore benefit from long-term assistance in the form of a safety net or social assistance programme.

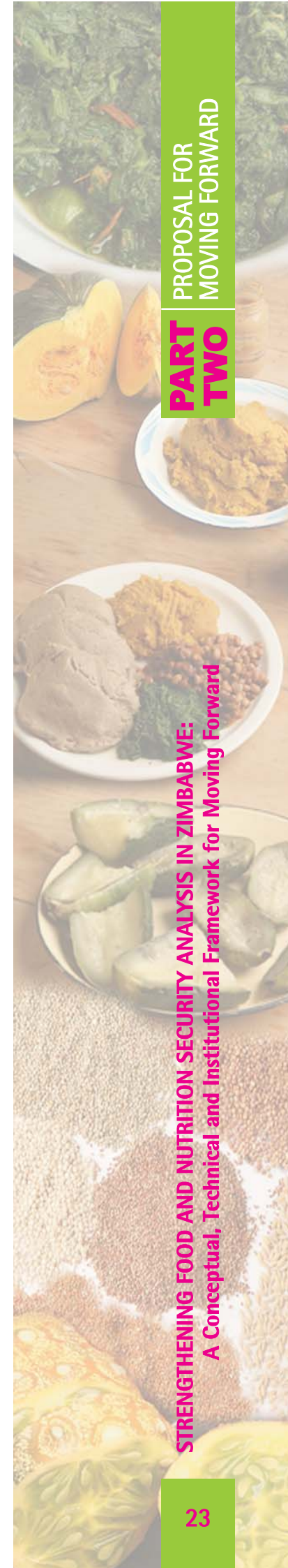
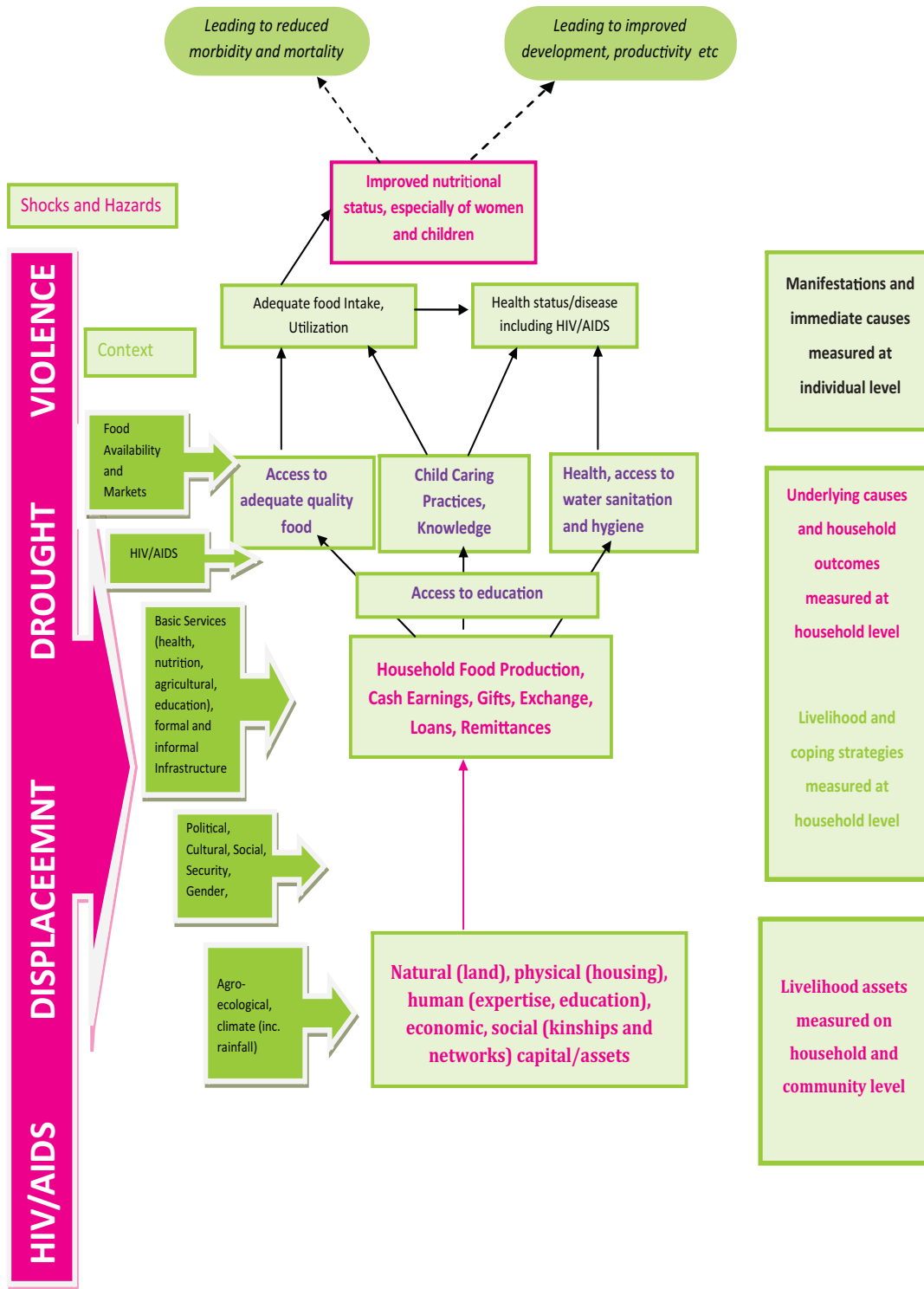
⁵ DFID (1999) Sustainable Livelihoods Guidance Sheet, Department for International Development.



- **Using a combination of information tools, including qualitative information, to strengthen interpretation:** No single tool is sufficient to do justice to the overall picture. Therefore, the 'story' needs to be told using a combination of tools. Not all information is best provided and analyzed through quantitative means. Qualitative information is extremely relevant and valuable towards understanding indirect and direct causal pathways and for explaining the reasons behind certain patterns at individual, household and community levels. The role of high-quality robust qualitative information should not be under-estimated, particularly in relation to facilitating greater ownership by communities themselves.
- **The practical application of the conceptual framework:** The conceptual framework should practically inform the design of tools. It should also be used to structure analysis and interpretation, as well as dialogue on food and nutrition matters. In other words it should underpin all aspects of food and nutrition security analysis.



Figure 1: Food and Nutrition Security Conceptual Framework



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8. A proposed “tool-box”: Tools and Instruments for food and nutrition security analysis

Informed by the conceptual framework (**Figure 1**), it is necessary to define the different instruments and tools necessary to meet the information needs. No single assessment tool can meet the information needs in Zimbabwe. Therefore, it is necessary to have a defined (and evolving set of tools). Figure 2 illustrates the proposed different tools organized in five categories. These five categories, as listed below, are further differentiated by those which are considered primary and those which are secondary. Within each of these categories, there are tools that are predominantly nutrition tools and those which are predominantly food security. For the most part, these remain separate in terms of design, largely due to sampling requirements being different for each. However, all assessment and surveillance tools, wherever possible, need to be designed in such a way that a) they systematically consider an analysis of causes and b) the findings can be disaggregated by socio-economic group or wealth group, by district level and by livelihood or food economy zone. This type of disaggregation will further facilitate analysis across nutrition and food security.

Primary information: The primary set of assessment and surveillance tools, for which FNC should take primary responsibility for coordinating, include:

- a. **Baseline Assessments (every 3-5 years):** These include large national surveys usually conducted every 3-5 years. These include household poverty and vulnerability surveys, national nutrition surveys, Household Economy Approach (HEA) baselines. While livelihood zoning assessment can be considered a baseline (and needs to be updated), this type of assessment is largely informs further assessments such as the HEA baselines etc. While there is likely to be significant correlation between the poverty and vulnerability surveys and the HEA baselines, these are not considered entirely duplicative but complementary.
- b. **Annual Assessments and Surveys (every year):** These surveys usually need to be conducted every year and are important for annual planning and programming largely in relation to agricultural and/or food security sector. Over a number of years, these annual surveys are useful for documenting trends as well as for understanding the impact of programmes in the medium term. Examples of such tools include the annual Crop and Food Assessment (conducted over 3-4 phases), the annual rural (and urban) livelihood surveys.
- c. **Surveillance Tools for Monitoring and Early Warning (every 1-3 months):** Some type of information, for the purposes of early warning, needs to be collected on a regular basis through sentinel-sites and key informants. This includes market prices, rainfall patterns, remote sensing etc. Nutritional status or admissions of malnourished children into health centers, while usually considered a relatively late indicator, can also be important for detecting a deteriorating situation.
- d. **Participatory Rapid Assessments (as needed):** In response to information indicating that there is a 'problem' e.g. dramatically rising food prices, increase in admissions of a malnourished children to a health centre, in a specific area, it is common practice to



undertake a participatory rapid assessment. These rapid assessments should be multi-sectoral and should engage or even be driven by District level authorities with support from Central and Provincial levels. Rapid Assessments are characteristically undertaken over a very short period, usually not more than 1-3 days, use secondary quantitative data as well as primary qualitative information from key informants. Findings from rapid assessments should be synthesized, documented and shared within days of the assessment and acted on within weeks of the assessment taking place.

- e. **In-depth Research Studies (as needed):** Research studies may be necessary to provide new knowledge on a specific area where there is limited knowledge. The design of these types of studies requires a higher level of academic rigor i.e. inputs from an academic or research-based institution. At the same time, the outcome of the studies would still need to have a significant operational focus i.e. these studies would still inform programmes and strategies for interventions. Examples of such type of studies may include, for example, the impact of remittances, on peoples' livelihoods, the impact on ensuring adequate sanitation and water on reducing diarrheal diseases and nutritional outcomes, the impact of HIV/AIDS on people's capacity to produce food.

Secondary information: In as much as is possible, the above studies should be designed to consider the related multi-factoral determinants of malnutrition, risk for malnutrition and food insecurity. For example, any nutritional surveillance system should not just consider numbers of malnourished but the reasons why children are becoming malnourished. There are also other surveys and assessments being undertaken by the line Ministries, specifically in Health, Agriculture and Water, which the FNC will not have primary responsibility for coordinating but which will be highly relevant to the overall analysis. Examples of these include;

- Health services surveys
- Epidemiological and health environment and sanitation surveys, e.g. DHS
- Estimations of HIV/AIDS prevalence (using extrapolation models)

The findings of these surveys will be highly relevant and useful to supporting and strengthening the interpretation of findings from food security and nutrition surveys. For example, a survey indicating a high prevalence of diarrhea and poor access to clean water Therefore the FNC/FNSU will need to actively engage with the relevant sectoral Ministries to ensure that there is optimal use of this secondary material.



9. Consolidated synthesis in the form of an FNC/FNSU “Bulletin” or “Monitor”

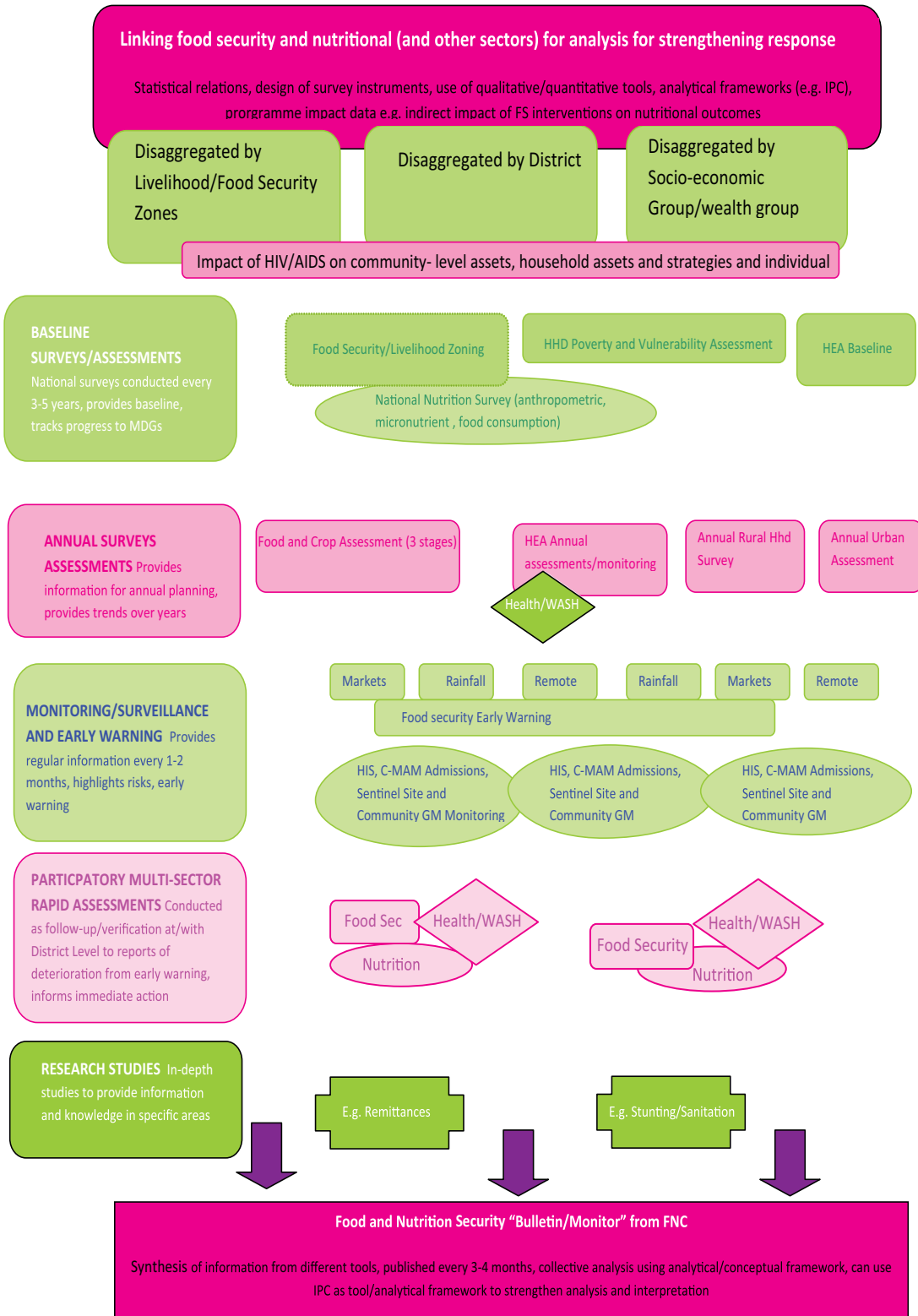
It is proposed that the FNC will also be responsible for preparing regular syntheses of the findings from the different surveys and assessments. These syntheses will be prepared in the form of updates in the format of a short (2-4 pages) “bulletin” or “monitors”. The conceptual framework (Figure 1) will again provide a useful analytical framework that informs the consolidated synthesis. The Integrated Phase Classification (IPC) analytical framework may also be adapted and used to help facilitate a disciplined and structured analysis, particularly in relation to interpretation against a range of indicators and global references (see section 11e for further discussion on the use of IPC).

Information management as function of FNC

The FNC should play a more effective role in information management particularly in providing a repository for all final reports of surveys and assessments findings, studies, etc - both in electronic form and in hard copy. These will be made accessible through a) a dedicated FNC Website and b) a small library.



Figure 2: Proposed Framework/Toolbox



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10. Structures and Institutional arrangements

The overall structure and institutional arrangements to support, guide and implement the FNSA system is illustrated in **Figure 3**. It has a number of different components including most importantly, the nationally established (core) structures. These three national structures below, together with the sectoral Ministries, have primary responsibility for the ensuring the co-ordination and implementation of a FNSA system in Zimbabwe. The three core national structures include:

a. "Advisory Board" for the Food and Nutrition Council

Established in 1995, the Advisory Board for the Food and Nutrition Council is made up of senior representatives from the different Ministries which have a direct and indirect role in food and nutrition security matters⁶. The Advisory Board was set up as the nation's think tank on food and nutrition security issues. It is however, designed to play a catalytic role in the implementation of surveys and programmes, which continue to remain the responsibility of sector ministries, UN, NGOs and the private sector. The Advisory Board for the Food and Nutrition Council has direct access to Cabinet and also facilitates direct feedback to each of the line Ministries which are represented on the Advisory Board. The Advisory Board has significant potential for supporting multi-sectoral responses, enabling multi-Ministerial ownership and accountability of food and nutrition issues as well as ensuring that food and nutrition issues are given highest priority in the GoZ.

The National AIDS Council (NAC) is another Council that exists in Zimbabwe. Established in 1995, it also aims to ensure that the problem of HIV/AIDS is given high priority in the GoZ through multi-sectoral actions. Widely recognized as functioning effectively, it is worth noting a few key factors of NAC that may have contributed to its success (See **Annex 5**).

b. The Food and Nutrition Council (at the SIRDC)

The Food and Nutrition Council is made up of minimum level of permanent core staff who, in close collaboration with technical staff of the line Ministries, are in place to realize the FNC mandate. The FNC mandate, is to *"promote a cohesive national response to the prevailing household food insecurity and malnutrition through coordinated multi-sectoral action"*. The core business of the FNC focuses on areas specifically (i) assessment and monitoring ii) develop and understand impact of policies (iii) conduct advocacy through information, education and communication (iv) support and promote programme development (v) develop nutrition standards and monitor compliance (vi) conduct applied research.

Currently, the FNC has limited technical capacity to conduct any of its core business and fulfill its mandate. Informed by these core functions, **Annex 6** shows the proposed draft organogramme of the FNC secretariat. Note that these functions are not intended to replace line Ministry capacity but merely to play a liaising and coordinating function with the line Ministries and technical

⁶ Currently, representatives from Ministry of Labor and Social Services, Ministry of Health, Ministry of Agriculture, Ministry of Science and Technology, Ministry of Local Government, CSO/ZIMSTATS, Ministry of Finance and Ministry of Planning are represented. This report suggests that in addition the following should be also included: Ministry of Regional Reintegration, National AIDS Council, Ministry of Water.



sectors. Within the FNC, assessment and monitoring is a key function and therefore, it is considered necessary that the FNC retains explicit technical capacity for analysis in terms of food security, nutrition as well as data analysis.

c. Food and Nutrition Security Analysis Unit (FNSAU) within the FNC

Analysis of the food and nutrition security situation is only one core function area of a number that the FNC has a mandate for. Therefore, a small unit, the FNSAU, within the FNC will have primary responsibility for a) coordinating the design, implementation and analysis of all food and nutrition security surveys and assessments b) liaise and facilitate inputs from different line Ministries and agencies and c) produce credible reports as well as consolidated synthesis of food and nutrition security issues. It will be staffed by senior technical staff, including for nutrition and agriculture/food security as well as research officers and data analysts. Over and above these core staff functions, the FNSAU will increasingly host consultants, experts, researchers, interns etc, as required.

In addition to the core national structures described above, the following support structures should be established and recognized as critical to the overall system. These support structures include:

a. A Strategic Advisory Group (SAG) to FNC

The SAG, would provide the FNC with a forum for strategic consultation with a broader number of stakeholders including the donors, UN and NGOs. The SAG would be comprised of senior level representation/decision-makers from Government, UN, donors, World Bank, NGOs and academia. It would primarily facilitate consensus and buy-in by a broader number of stakeholders, facilitate the availability of required resources to support the FNC, provide strategic guidance and ensure that findings are acted on. All the sectors of agriculture, nutrition and livelihoods would be represented through the membership of the SAG.

See **Annex 7** for more detailed TOR, membership and administrative arrangements for the SAG. The SAG would appoint a Government chair and the FNC would act as Secretariat to the SAG.

b. "ZIMVAC"

Functioning at a technical level, the primary responsibility of ZIMVAC would be to support the FNC/FNSAU to successfully fulfill its responsibilities. It would do this by acting as a 'technical sounding board' to the FNC/FNSAU, identifying technical solutions collectively, identifying additional technical expertise where necessary, supporting the practical implementation of surveys and tools, supporting a consolidated analysis of food and nutrition the situation. With this revised structure and TOR, ZIMVAC would be expected to continue functioning in a more transparent, representative and reliable manner through a nationally-owned forum.



See **Annex 8** for a more detailed TOR, membership and administrative arrangements for the ZIMVAC. ZIMVAC would be chaired by the FNC Director and with members choosing the Secretariat.

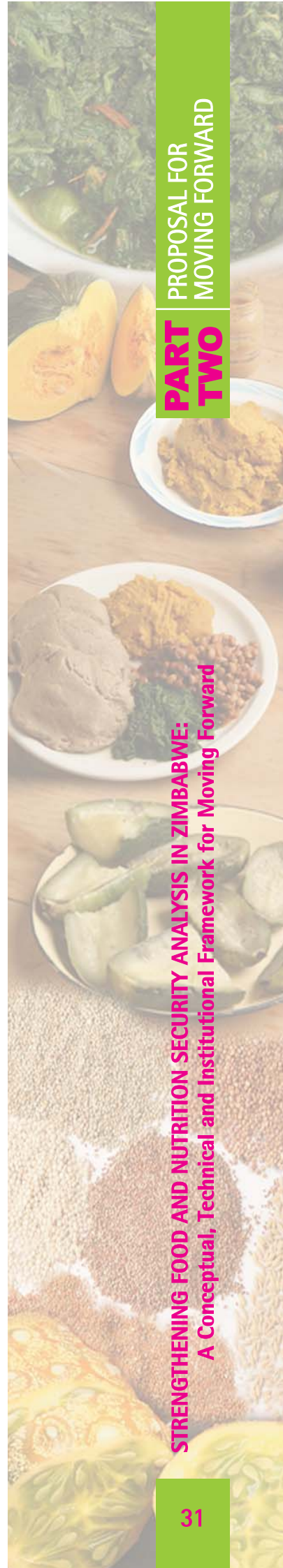
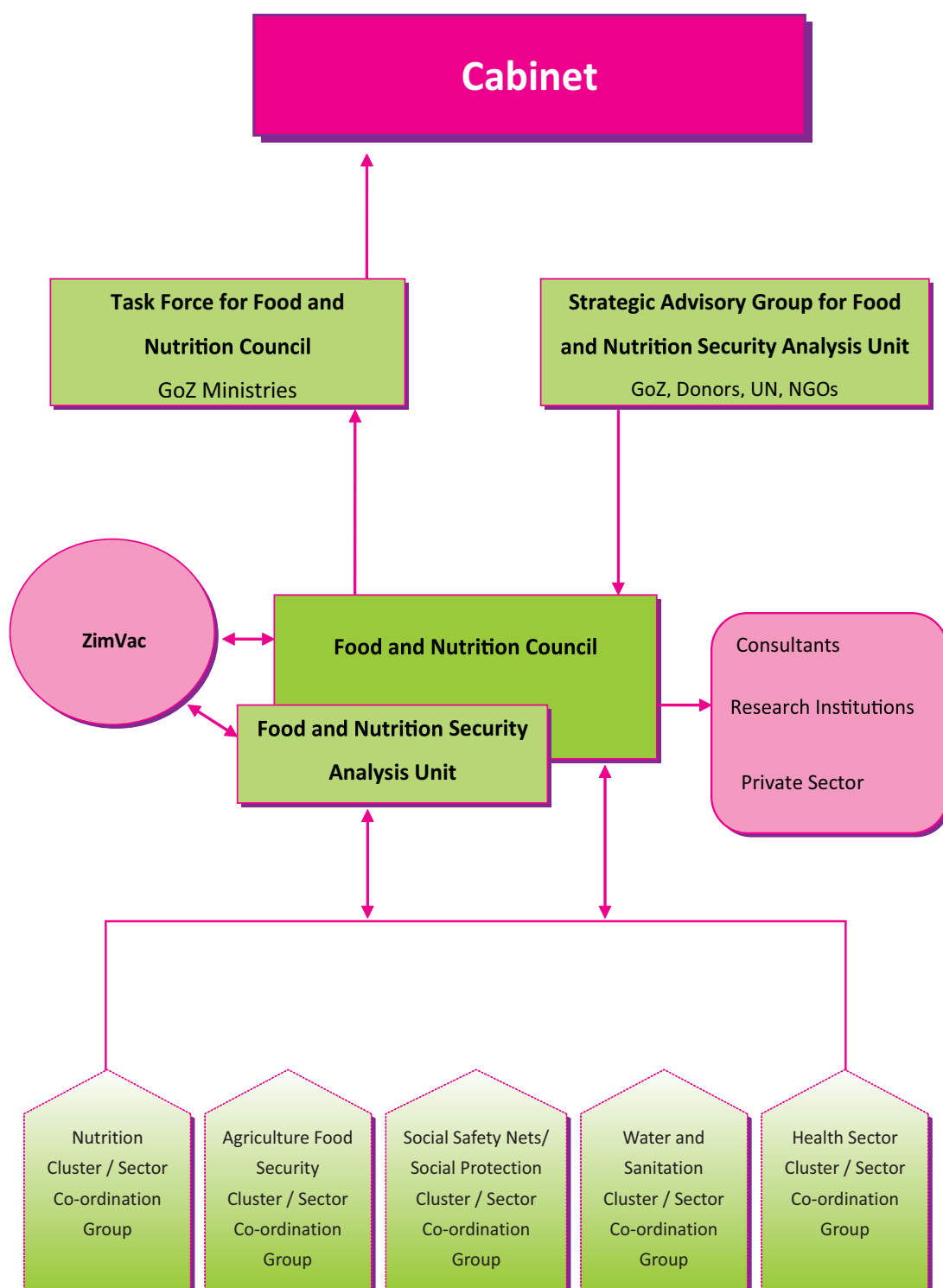
c. Technical Sector/Cluster Working Groups

Currently a number of technical sector working Groups exist e.g. Nutrition, Agriculture, Food, Water and Sanitation, Social protection⁷. In each sector, there may be a number of different Task Forces or technical working groups. Meetings are generally chaired by the technical Ministries and/or the supporting UN agency. In general, these are sector specific co-ordination fora, which facilitate information sharing within each of the specific technical sectors. These technical sector/cluster working groups are NOT directly managed by the FNC. They do, however, provide valuable mechanisms for facilitating and strengthening a) the co-ordination, capacity for and implementation of surveys b) the use of information and including follow-up action.

⁷ Each of these technical sector working groups are undergoing some restructuring including a review of how some of the humanitarian technical clusters can be better integrated into Government structures.



Figure 3: Institutional Structures for Food and Nutrition Security



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11. Priority considerations in for moving forward

The following issues are considered critical for moving forward and strengthening the overall system.

a. The need for a national Food and Nutrition Security Policy

It has long been recognized by the Government that a Food and Nutrition Policy is needed, in fact, since the early 1990s, significant consultation, discussion and agreement was achieved on the scope of Policy, which represents a valuable starting point for any renewed efforts to finalize this important policy document. As recently as September 2009, a number of Ministries met and agreed that the FNC should be tasked to lead this process as soon as possible. This current work on strengthening food and nutrition security analysis, has only reinforced the urgent need for a national Food and Nutrition Policy. A Policy will further strengthen the FNC mandate and clarify FNC's broader scope of work beyond analysis, it will legitimize the Advisory Board for the Food and Nutrition Council, it will ensure that the institutional structures act together not only for analysis but also for response (policy, programme and advocacy) and it will further clarify and strengthen how nutrition and food security is integrated into the development agenda.

b. Defined Operational Framework for "ZIMVAC"

The starting point of this work has been to identify conceptual, technical and institutional arrangements necessary to strengthen the overall food and nutrition analysis system in Zimbabwe through a nationally owned and defined system. Through the process of this work, a legitimate role for ZIMVAC has been identified as a critical component of the overall national structure. This work facilitates the further institutionalization of ZIMVAC in Zimbabwe into a structure that allows it to continue performing in a transparent, reliable and effective technical support function to the FNC. At this juncture, ZIMVAC, can now be informed by conceptual and technical clarity as well as through a transparent TOR, broader participation including more accountability of partners to FNC. This will allow ZIMVAC to work more effectively.

c. The role of ZimStats/CSO

The formal role of ZIMSTATS (formally CSO) in the FNC/FNSAU will be critical towards achieving both the statistical rigor and national ownership that the FNC/FNSAU needs. ZIMSTATS⁸, while facing its own capacity constraints, currently provides a valuable service to other Ministries, particularly in terms of its role to design statistical surveys and undertake statistical analyses. Given that the research questions the interpretation of findings still needs to be undertaken by the technical Ministries and agencies themselves, the FNC/FNSAU working collaboratively with ZIMSTATS, is well placed to enable and facilitate both functions. This close collaboration between ZIMSTATS and FNC/FNSAU can be ensured in at least two ways. First, relevant representatives of

⁸ Recently, in 2010, an Act was passed through Parliament which legitimized CSO (now ZIMSTATS) to play a more instrumental role in all national surveys.



ZIMSTATS should be members on the Advisory Board of the Food and Nutrition Council as well as members on the "ZIMVAC". Second, data analysts recruited to support the in-house capacity of the FNC within the FNSAU should either be recruited together with ZIMSTATS and/or be secondments from existing staff within ZIMSTATS.

d. Food and Nutrition Management Teams (FNMTs)

FNMTs, with representation from a number of different Ministries⁹, are recognized structures at National, Provincial and District Levels which aim to provide a mechanism for operationalizing policy. Currently, the FNMTs are barely functioning, largely as a result of; a lack of Government capacity, being undermined by an increasing number of other stakeholders and the emergence of "a system" that has become more centralized in decision-making. These FNMTs however, represent a significant an important capacity, particularly in ensuring that food and nutrition matters remain multi-sectoral and for ensuring that information (and more importantly, action) is owned sub-nationally. FNMTs, therefore are a critical multisectoral institutional structure that need to be in place for the further development of FNC/FNSAU. There is a currently discussion on a comprehensive approach for reviving the FNMTs, which will be very relevant to the realistically achieving a nationally owned FNSA system

e. The role of Integrated Food Security Phase Classification (IPC).

The IPC is an analytical framework that has been developed for improving analysis and decision-making, primarily in emergency situations and protracted crises. The IPC uses a standardized scale of food security phases that integrates a number of different indicators with established reference levels¹⁰ from food security, nutrition and livelihood information. It has been implemented in a number of countries, building on and further developing a model that was initially designed in Somalia. The application of the tool has been generally closely associated with humanitarian crises and emergencies. It is not a single methodology or survey, but rather an analytical framework or discipline that can assist in strengthening the analytical process. Since the beginning of 2009 and until recently, there has been some discussion among stakeholders in Zimbabwe, on how IPC can be further institutionalized. ZIMSTATS/CSO has been identified as the coordinator and there has been some preliminary discussion on its' practical implementation.

The IPC has potential for further strengthening analysis in Zimbabwe, largely through providing a structure and a discipline for analysis. For example, the preparation of the quarterly FNS Bulletins could reflect the IPC framework in its analytical process and presentation of findings. However, further consultation and discussion is required on how IPC should be integrated. These discussions should consider the following recommendations as a starting point:

- i. The further discussion on IPC should be undertaken through the proposed institutional structures (in this report), such as "ZIMVAC" and the SAG. If it is agreed that there is added value for adopting the IPC, the way forward should be agreed through these same structures.

⁹ The different Ministries represented on the FNMTs are: Ministry of Agriculture Mechanization and Irrigation Development (Chair), Ministry of Health (Secretariat), Ministry of Labor and Social Services, Ministry of Education, Ministry of Water

¹⁰ These indicators include Crude Mortality Rate (CMR), prevalence of wasting (acute malnutrition measured by weight for height), prevalence of Stunting, food access/availability (kcal/per person/per day), dietary diversity, water access and availability, Hazards, civil security and livelihood assets.



The IPC potentially reinforces, in terms of indicators and references, the conceptual framework described in **Figure 1**.

- ii. The IPC was developed primarily for humanitarian contexts and is currently being adapted for transition and protracted crises. Zimbabwe is not strictly a humanitarian context, despite the funding modalities that are in place. Therefore, there is a risk that the interpretation of indicators against global humanitarian references may not be as relevant to Zimbabwe. In terms of humanitarian needs, Zimbabwe would certainly not appear as a priority within the global scale. However, given the unique challenges and risk evident in Zimbabwe, it may be appropriate to develop a system that places greater emphasis on the risks and constraints that the country faces so that interpretation and decision-making can be more relevant to Zimbabwe. In other words, a dual approach should be taken that a) which compares with globally recognized IPC indicators and b) develops a more nationally adapted system of comparison for Zimbabwe..

f. Joint integrated analysis of Nutrition and Food security.

Despite commendable efforts, the integrated analysis of both food and nutrition security is challenging to achieve in practice. It will take explicit and sustained efforts. The responsibility to integrate these two areas of work will need to be the responsibility of both sectors. In particular, the nutrition sector will have to take a much broader approach to addressing the problems of nutrition, both in terms of analysis but also response. The nutrition sector must be represented in all the structures, including the SAG, the ZIMVAC, as well as within FNC. Likewise, the overall goal of improving food security must be more explicitly linked to improving nutritional outcomes. The FNC, through its core structures, as well as through its support structures, will need to reinforce these linkages and cross analysis. The joint Food and Nutrition Policy should also provide an opportunity to reinforce these linkages.

g. Ensuring information is used for action including advocacy, programme and policy development.

The most important component of any information and analytical system is to ensure that the system explicitly informs response and decision-making. This will be critical for Zimbabwe. Given that the FNC has a broader mandate than assessment and analysis, (including policy, programme and advocacy), the FNC is well placed to ensure this linkage. Structures at the different policy, strategic and technical levels, such as the Task Force, SAG, ZIMVAC are also tasked to ensure that the findings, both from individual reports and consolidated findings are acted upon. Greater ownership of nutrition and food security information and analysis at Provincial, and especially at District levels, will help facilitate and strengthen this link. The development of national Food and Nutrition Policy should also reinforce the importance of linking analysis with response.



h. Critical linkages between food and nutrition security analysis and response with social protection

The Ministry of Labour and Social Services (MoLSS) has a long history of being engaged with food and nutrition security issues in Zimbabwe. This includes providing a leadership role, in the Food and Nutrition Council and as well as having representatives from MoLSS also as members on the FNMTs. Given that social protection “refers to a group of policy measures and programmes that reduce poverty and vulnerability and seek to protect society’s more vulnerable members against livelihood shocks and risks” (see **Annex 4**), the food and nutrition sector (who also are concerned with vulnerability) and the social protection so obviously have a shared and overlapping goal, creating significant opportunities for collaboration in both analysis and response.

Currently, the GoZ, led by the Ministry of Labour and Social Services together with its partners such as UNICEF, is engaged in a process to take a longer-term and strategic approach to social protection in the country. As FNC looks to reinforce a multi-sector approach to ensuring food and nutrition, there is significant opportunity to link these two processes. For example, WFP, in partnership with Concern Worldwide, is seeking to explore alternative ways to assist the most vulnerable through delivery of cash vouchers rather than food. Distinguishing between those who are chronically (requiring social welfare assistance in the long-term) and those who are transitionally poor will allow Ministry of Agriculture, FAO and its partners, to provide more appropriate assistance to rebuild assets wherever possible.

These linkages can be strengthened through a number of different ways:

- i. Continue and strengthen the dialogue between social protection and food and nutrition security. For example, ensure that representatives of social protection, including Ministry of Social Welfare, are engaged in the different mechanisms and structures such as the Advisory Board, the SAG and ZIMVAC.
- ii. Further explore the potential opportunity for assessment tools (which inform targeting) being designed and implemented by the Food and Nutrition Council to be relevant and useful for the social protection sector. For example, the HEA baseline surveys have a demonstrated capacity to assist in identifying the most vulnerable and to assist in the design of safety net and social protection programmes. This will inevitably lead to the targeting of similar or overlapping households with the social protection sector likely to provide a broader set of measures than the food and nutrition sector. However, while the HEA baselines may assist the food and nutrition sector as well as the social protection towards having a common target group in the short to medium term, a national household poverty assessment is likely to be needed in Zimbabwe in the medium to long term¹². There is scope for looking at the correlation between these two baseline studies.

¹¹ This report, for the purposes of this work, has defined vulnerability as those who are malnourished, those who are at significant risk of becoming malnourished, those households who are food insecure (chronically and transitionally) as well as those households whose livelihoods are threatened (either assets being deleted and/or households engaging in negative coping strategies).

¹² A poverty assessment will provide the required information for tracking MDG Goal 1, Target 1.



i. Critical linkages between HIV/AIDS and food and nutrition security

HIV/AIDS and food and nutrition security are inextricably linking in Zimbabwe and therefore, there are obvious and important linkages between HIV/AIDS and the system for food and nutrition security analysis and response. The current structures and mechanisms in place for HIV/AIDS, specifically the National AIDS council (NAC) are working effectively but recognize the need to collaborate more closely with the food and nutrition sector. FNC and its partners can play a critical role in strengthening this partnership. The conceptual framework in Figure 1 illustrates that HIV/AIDS is closely associated with food and nutrition security at the different levels including a) individual level b) as a factor affected household food production c) as a contextual factor and d) as HIV/AIDS as a shock or hazard.

Practical ways to ensure that these linkages are strengthened could include:

- i. Engage with the National AIDS Council and the Nutrition Unit in the Ministry of Health to identify ways in which the FNC and the food and nutrition security analysis system can help facilitate and support relevant information needs which have been articulated through the draft HIV/AIDS and nutrition policy/strategy document for Zimbabwe.
- ii. Ensure that the design of surveys tools and instruments consistently reflect the HIV/AIDS perspective. This could be strengthened by ensuring that a NAC has representation at both the technical level (ZIMVAC) and at a more senior level (Strategic Advisory Group).

j. Critical linkages between water and sanitation and food and nutrition security

The water and sanitation sector in Zimbabwe has long recognized the important linkages between their sector and food and nutrition security outcomes. However, as yet there have been limited opportunities to make these linkages explicit. Some of the more specific areas that have been identified but not necessarily documented include;

- a) gravity flow irrigation systems and household food production
- b) improved sanitation on incidence of diarrhea disease
- c) ensuring access to clean water for effective management and treatment of severe malnutrition (community and center-based)
- d) overlapping seasonal patterns for water shortage (dry season) and seasonal food shortages (hunger period).

These linkages could be further strengthened through the following means:

- i. Ensuring that Water and sanitation questions are explicitly included in the design of survey tools, particularly those looking at nutritional outcomes.
- ii. Ensuring that Ministry of Water is represented on the Advisory Board for the Food and Nutrition Council



- iii. Ensuring that a technical representative of Water and Sanitation is represented on ZIMVAC.
- iv. Supporting the Water and Sanitation Technical Sector Working Group to use nutrition indicators (manifestation/outcomes and immediate causes e.g. diarrhea disease) as part of their routine monitoring for effectiveness of water and sanitation interventions.
- v. Ensuring that Water and Sanitation experts are represented on any Participatory Rapid Assessments.

k. Ensuring that the humanitarian aspects of the system are protected and ensured

The food and nutrition security analysis (and response) system must be relevant to the contexts of humanitarian, transition and development. As Zimbabwe embarks on period of transition and recovery, it is therefore critical that the initiatives in food and nutrition security prioritize strengthening and supporting national structures. However, Zimbabwe is prone to ongoing and new shocks and hazards which may result in emerging humanitarian crises. It is important therefore, that the system is 'adequate and appropriate for monitoring and eliciting a humanitarian response. This includes ensuring that:

- i. There is transparency and broad ownership of information achieved through multi-stakeholder representation within the ZIMVAC and the Strategic Advisory Group.
- ii. The Ministry of Regional Reintegration (responsible for humanitarian activities in the Government) is represented on the Advisory Board for Food and Nutrition Council.
- iii. A senior representative from OCHA is a member of the Strategic Advisory Group (SAG)
- iv. The toolbox includes that tools are timely and appropriate for detecting a deteriorating situation (as shown in Figure 2). These tools include the early warning system and the participatory rapid assessments.
- v. Ensuring that the technical sector cluster groups, especially in food security and nutrition, increasingly use the information from the system to prioritize and invest in relevant preparedness activities especially in relation to strengthening national preparedness, including national NGOs and pre-positioning/identifying supplies, for humanitarian response.



12. Immediate capacities and Resources Needed to support the FNC

In order that the FNC may begin to play a greater leadership role and for it to be able to fulfill its mandate, as outlined in the report, the following areas of immediate support are recognized as priorities:

a. Skilled medium-term capacity required to support the core functions of the FNC

- i. **(Interim) Senior strategic/technical adviser to Director of FNC.** This is an interim arrangement (6 months plus) and would provide additional support to ensure effective follow-up of follow-up on the work.
- ii. **Senior technical staff in each of nutrition security and food security.** These staff would be expected to work collaboratively in all the thematic core functions including in analysis, policy, advocacy and programmes.
- iii. **Senior technical staff in each of analysis (research and monitoring), policy, advocacy and programmes.** These staff would be expected to play a co-ordination function, demonstrate technical expertise in each area and liaise closely with line Ministries and technical UN and NGO agencies.

It is critical that adequate senior expertise (for ii and iii) are identified, recruited and retained in these positions. To achieve this, the following approach is recommended. First, that the FNC recruit Government staff¹³ in each of these positions paid on Government salaries. Second, senior technical persons (with leadership skills) for each position are identified, paid with competitive salaries and either a) paid through a pooled fund that is managed administratively by one of the participating UN agency or b) seconded staff by the agencies¹⁴. These staff members will still be recognized as FNC staff, report to the Director of the FNC, be able to provide the necessary leadership role while at the same time playing a mentoring and capacity development function. Other models for ensuring that there is leadership capacity within the FNC can be further explored with the donors and UN agencies.

- iv. Support staff with experience in data analysis, communication/publication. These staff would enable data analysis and publication to be conducted in the FNC.
- v. Administrative support staff

b. Short-term consultants

Consultants in food and nutrition security working Zimbabwe, regardless of agency affiliation, should be hosted in the FNC wherever possible. These consultants would provide additional capacity and expertise to support the design and implementation of specific surveys and assessments and studies. However, the consultants would consistently be required to include and demonstrate a capacity development component in all aspects of their work.

¹³ These Government staff are likely to be relatively less experienced given the constraints of the level of official Government salary scales.

¹⁴ Option a) is considered preferable to option b).



c. Information Technology

The FNC will need further strengthening in terms of computers, improved telecommunications and internet connectivity.

d. Information Management

If the FNC is to fulfill a function of information management and act as an effective repository of information, then, as a priority the FNC needs; a) technical support for the design and management of a website b) design of a small library and reference centre. The FNC will also require a budget to cover publication costs for publishing regular reports and regular bulletins.

e. Logistics and transport

Additional support is required for regular transport.



Annex 1: Terms of Reference of work

Terms of Reference as adopted February 19, 2010 by the FSNA Task Team Consulting Team

Background

The government of Zimbabwe has acknowledged the need for well coordinated food and nutrition activities to address the challenges currently facing the country. In 1998, a taskforce made up of senior government representatives from the ministries of Health, Agriculture, Social Welfare, Finance Economic Planning and Development, Education, Community Development, and the Office of the President recommended establishment of a secretariat to facilitate cross-sector coordination of efforts to address food and nutrition related issues - the Food and Nutrition Council (FNC). The adoption of the Millennium Development Goals by government requires good data to show the direction towards achieving these goals. The FNC has the mandate to coordinate stakeholder line ministries, and provide broad-based analysis and recommendations for addressing food and nutrition needs for Zimbabweans. FNC chairs the Zimbabwe Vulnerability Assessment Committee (ZIMVAC) and Nutrition Surveillance Taskforce. These are interagency technical groups with a mandate for conducting food security and nutrition analysis (FSNA). FNC has identified the need for strengthening its operational guidelines.

The UN cluster lead agencies for nutrition (UNICEF), agriculture (FAO), and the food aid working group (WFP) having been approached by the FNC have recently initiated discussions on mechanisms to strengthen coordination across their respective sectors. One area identified of common interest is food security and nutrition analysis (FSNA). These agencies have begun informal stakeholder consultations to identify strengths and challenges of FSNA in Zimbabwe, and have reached consensus that there is scope for strengthening the current system.

Some of the challenges currently being faced are not new, such as:

- Who should be responsible for data analysis – obtaining suitably analysed data, adequately interpreted within reasonable time is a challenge?
- Having a central unit with primary responsibility for analysis and interpretation as core business.
- Gathering the right people with the right skills may require links with other institutions and technical assistance especially for the training and development of appropriate methods.

There is need for cooperation between those responsible for data collection, for analysis and for regular use of information for decision making - this requires working institutional arrangements. Generally more data is collected than compiled, more is compiled than analysed and more is analysed than used. The main challenges are not just technical, but institutional and political. There is need for realization in all institutions involved that a lot hinges on good working relationships between them and the realization that they have common objectives and are indispensable.

The FNC and the UN cluster leads referenced above have summarised the core challenges to include:

- The presence of different sources of food security, nutrition, and livelihood analysis in



Zimbabwe (NaNSA, ZIMVAC, CFSAM, HEA, Rapid Assessments, Health surveys, etc.), but no clear mechanism for consolidating findings to arrive at a broad-based understanding of food security and nutrition needs;

- A lack of ownership of the findings and recommendations of various information sources by some food security and nutrition stakeholders in country;
- Little synchronization of different assessments (e.g. Zimvac, Nutrition Surveillance, those conducted by NGOs, etc.), and a wide range of quality in both data collection and analysis among stakeholders undertaking assessment work;
- Need for improvement in alignment between food and nutrition analysis and broader vulnerability assessment in country (e.g. social protection);
- Room for improved alignment between analysis functions and government policy and direction;
- An absence of full-time dedicated personnel focussed on multi-sectoral analysis of the food and nutrition situation in country.

The efforts by both government and UN cluster lead agencies call for urgent stakeholders' consultation in order to institutionalize and develop operational guidelines for FNSA data collection, analysis, dissemination, and action. With the overall goal of improving FSNA analysis within Zimbabwe and providing a forum for consolidating, analyzing, and developing action oriented recommendations based upon multi-sector, multi-agency analysis, the government of Zimbabwe and inter-cluster group seeks to hire a team consisting of one international consultant and one national consultant to conduct further consultations with key stakeholders in Zimbabwe, and develop recommendations for strengthening food and nutrition analysis in the country.

Oversight

The consultants will report to a six person working committee consisting of representatives from the FNC, Ministry of Social Welfare, Central Statistical Office (CSO), UNICEF, WFP and FAO. The committee may decide to contract additional expertise to support and back stop the consultants.

Scope of Work

In close consultation with Government stakeholders, (including but not limited to the Ministries of Agriculture, Social Welfare, Health and Child Welfare, Finance, Education, Science and Technology, Regional Integration and International Cooperation, and Local Government), representatives from NGOs, UN Agencies, and donor Agencies, the consultants will develop recommendations to strengthen food and nutrition analysis in Zimbabwe, ensuring alignment with key government policies and direction. Specifically, the consultants will be responsible for the following deliverables:

1. Engagement of key FSN government and non-government stakeholders in Zimbabwe, both at national and sub-national level;
2. A facilitated process among key stakeholders leading to consensus and ownership of the problem analysis and recommendations to strengthen the depth and breadth of FSN analysis in Zimbabwe;



3. A draft report of no more than 20 pages reflecting FSNA needs in country, and clear recommendations for addressing those needs. The report will include, but not be limited to, the following:
 - Problem analysis
 - Clear objectives and measurable results
 - Identification of priority information needs and key FSNA outputs
 - Clearly articulated recommendations for facilitating inter-sectoral and inter-disciplinary integration of data and analysis and achieving FSNA outputs
 - Clearly defined roles and responsibilities for key stakeholders
 - An action plan and budget for strengthening FSNA in Zimbabwe.
4. A power point presentation summarizing key points in the report; and,
5. A final report of no more than 20 pages reflecting consensus among key government and non-government stakeholders, including an action plan and budget for strengthening food security and nutrition analysis and action in Zimbabwe.

Level of Effort

The consultant team will be responsible for the overall scope of work and ensuring all expectations are delivered, including stakeholder consultations and production of recommendations. Level of effort is estimated at 30 days for each consultant.

Duty Station

Harare, Zimbabwe. One field mission is foreseen during the assignment.

Duration of Assignment

The contract will begin on or around 1st March, 2010. A report reflecting buy-in and consensus among key stakeholders will be delivered to the Working Committee no later than 15 April, 2010.

Qualifications

- Postgraduate degree in socio-agricultural economics, social sciences, food security, livelihoods, or nutrition;
- At least ten years of experience in agriculture, food security, livelihoods, or nutrition programming in developing countries, with experience in emergency/transitional contexts preferred;
- Demonstrated ability to lead multi-stakeholder teams to achieve results;
- Strong conceptual and analytical skills - experience with food and nutrition analysis systems preferred
- Experience in policy and programme formulation in the sectors of agricultural, food security, livelihoods, or nutrition;
- Experience in working with high level government officials and demonstrated capacity to achieve results with government counterparts
- Experience in developing food security and nutrition related frameworks
- Good written and spoken English.



Annex 2: List of people consulted

Task Team Members

George Kembo	Director FNC, a.i.
Nelson Taruvinga	Deputy Director, CSO/ZIMSTAT
Diana Mafoti	Min of Labour and Social Services
Chisina Singano	Min of Labour and Social Services
Toby Stillman	Nutrition Cluster Co-ordinator, UNICEF
Jean Claude Urvoy	Emergency and Rehabilitation Coordinator, FAO
Simon Cammelbeeck	Deputy Director, WFP

Country Experiences

Fitsum Assefa	Somalia
Marc Rubin	Ethiopia
Sam Chimwanza	Malawi and SADC Region
Simon Mulungu	Administrator, Malawi VAC
Neil	Monitoring Food Security and Nutrition Policy Secretariat, MOAFS, Malawi

Government of Zimbabwe

Ms Chigumira	MoHCW Nutrition Unit
Mr. Sydney Mhishi	Director, MoLSS
Diana Mafoti	Min of Labour and Social Services
Chisina Singano	Min of Labour and Social Services
Mr. Mundeiri	Min of Agriculture
Mrs. Jerida Nyatsanza	NaNSA Consultant, Zimbabwe
Nelson Taruvinga	Deputy Director, CSO/ZIMSTAT
H. Njovo	Nutritionist, Midlands Province
Chigumbu	Nutritionist, Mashonaland West
M. Dube	Nutritionist, Matebeleland North
E.D.T. Mbabga	Nutritionist, Mashonaland East
I. Mazarura	Nutritionist, Matebeleland South
Z. Moyo	Nutritionist, Masvingo
Zephenia Gomora	Nutritionist, Manicaland
Shinirirai Mikiri	Nutritionist, Mashonaland Central

UN

Toby Stillman	Nutrition Cluster Co-ordinator
Fitsum Assefa	UNICEF Nutrition Unit
Thokozile Ncube	UNICEF Nutrition Unit
Paul Mudzongo	UNICEF Nutrition Unit
Nozizwe Chigonga	UNICEF Nutrition Unit
Miriam Banda	UNICEF Nutrition Unit
Elaine Sammon	UNICEF Child Protection



Lauren Rumble
JeanClaude Urvoy
Douglas Magunda
Delilah Takawira
Jacopo Damelia
Mildred Mushunje
Simon Cammelbeeck
Sam Chimwaza
Liljana Jovceva
Judith Sherman
Beula Senzanje
Fernando Aroyo

Chief Child Protection, UNICEF
FAO , Deputy Director
M&E Officer, FAO
Nutrition Officer, FAO
Information and Reporting Officer, FAO
HIV and Livelihoods Officer, FAO
Deputy Head, World Food Programmed Zimbabwe
WFP VAM
Programme Officer, WFP
HIV/AIDS Section, UNICEF
HIV/AIDS Section, UNICEF
Head of Office, OCHA

World Bank

Lenneiyе Mungai
Samuel Tafesse

Country Manager World Bank
Operations World Bank Zimbabwe CO

NGOs

Mark Harper
Lynn Walker
Jerome Bernard
Fortune Maduma
Alexandre Le Cruziat
Alex Carr
Erica Keogh
Charity Zvandasara
Fadzai Mukonoweshuro
Blessing Butaumocho
Waddington Chinogwenya,
Alexio Mudondo
Daison Ngirazi
Evans
Thamindri De Silva
Irene Kiiza
Courtney Boiler
Ketho Murima

Country Director, Concern Worldwide
Country Director, Save the Children UK
SCF, Food Security Adviser
Nutrition Officer, SCF
Head of Mission, Action Contre la Faim
FS Coordinator, ACF
GRM, PRP
ISPED
GRP, PRP
FEWS NET
GRM PRP, HEA
CRS
Save the Children UK
Regional Vulnerability Assessment Committee
World Vision, Programme Officer
World Vision
CRS WASH
Oxfam GB/Cluster co-lead

Donors

Joanne Manda
Louise Robinson
Alexis Ferrand
Francois Goemans
Ruth Bulaya-Tembo
Patrick Diskin
Micheal Hunt

DFID
DFID
DFID
ECHO, EC
USAID
USAID
AusAID

List of participants in presentations and feedback on preliminary findings

Session 1: 15th April 2010, 9am to 1130am; WFP

Thabisani Moyo	USAID
Andrew Doka	CRS
C. Cantoni	IMC
Charity Zvandaziva	OPHID Trust
R. Samupindi	WFP
Mark Harper	Concern Worldwide
G. Nyamutsaka	World Vision
J. Chawarika	MWAGCD
T. Chibwe	WFP
S. Marimira	Africare
P. Ncube	UN OCHA
Mustafa M. Omer	UN OCHA
Yvonne Vhevha	WFP
Tiwonge Machiwenyika	WFP
Gift Magaya	WFP
Constance Ola	FAO
Pepita Musadza	CIDA
Joanne Manda	DFID
Farai Mutasa	DAPP
Kumbirayi Zinemi	ZRCS

Session 2: 15th April 2010, 11:30 – 13:3; UNICEF

Ms. Chigumira	MoHCW/Nutrition Unit
Abraham Muzulu	World Vision
Dagobert Mureriwa	AusAID
Innocent Kaba	Christian Care
Lovat Chinya	THAMASO
Miriam Banda	UNICEF
Paul Mudzongo	UNICEF
Michael Hunt	AusAID
Fitsum Assefa	UNICEF
Felicita Pswarayi	UZ
Luckson Mashiri	CAFOD
Freddie Kabungaidze	CAFOD
Ruth Wutete	World Bank
Mildred Mushunje	FAO
Delilah Takawira	FAO
John Riley	HELP Germany
Louise Robinson	DFID
Netsayi Nembaware	HKI
Tobias Stillman	Nutrition Cluster Coordinator



List of people consulted

ANNEX TWO

STRENGTHENING FOOD AND NUTRITION SECURITY ANALYSIS IN ZIMBABWE:
A Conceptual, Technical and Institutional Framework for Moving Forward

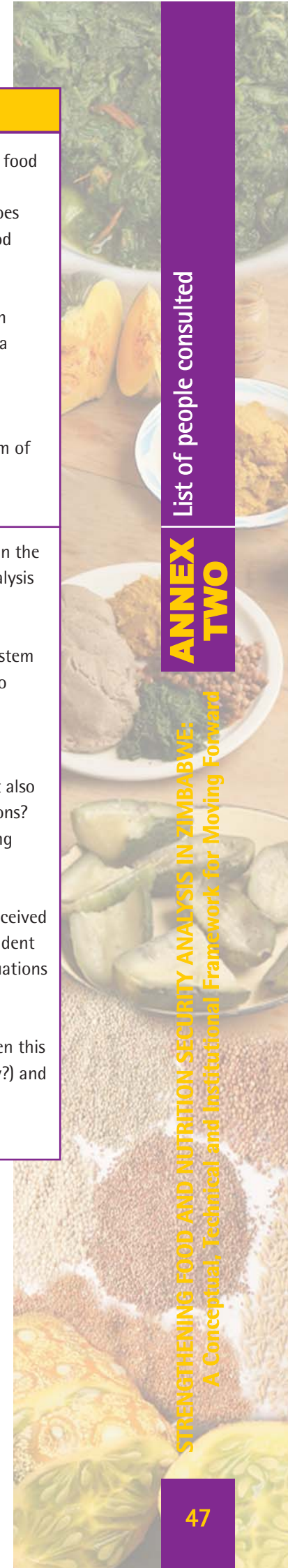
Session 3: 16th April 2010, 09:00 – 11:00hrs, WFP

Nancy Ruhode	CRS
Charlotte Dementhon	Freril Eml
Manisha Tharaney	HKI
Admire Jongwe	Ministry of Agriculture
Kuziwa Kuwenyi	MSFB
Jean Pierre	ICRC
Jacquiline Chinoera	ECHO
Calvin Mclean	ECHO/Nairobi
Luder Walte	SDC Harare
Marshall Karidozo	Mercy Corps
Lorraine Rubaba	ZFC Ltd
Franz Fischer	ZFU
Borean Mukwende	ZFU
Rabson Shirichena	Oxfam GB
Joylyn Ngoro	RDE
Lynatte Mashingaidze	Agri-Biotech
William Chagumira	Agri-Biotech
Ian Robertson	UZ + Agri-Biotech
Nyasha G. T. Mushonga	UZ IFNFS
Tsitsi Dzumbira	Nutrition Consultant
Tawanda Mandevhana	ZCDT
Samson Kachote	ZCDT
Jerome Bernard	Save the Children UK
Ethne Breman	Trocaire Ireland
Lauren Rumble	UNICEF
Christopher Ngwerume	UNICEF
Wonder Mufunde	Caritas Zimbabwe
Walter Sanchez	CARE
Ignatius Makumorenga	Jesuit Relief Fund
Elizabeth Musimwa	RC ZNSCA Soyabean Association
Edson Chinhanga	ZCDT
Ruvimbo Manyonga	MatingoFarm-de-la-Belle
Joseph Kamuzhanje	GOAL Zimbabwe
Phil Thomas	GOAL Zimbabwe
Trevor Kanyowa	WHO
Kudzai Mukudoka	Environment Africa



Annex 2: Framework for questions used to guide consultations and interviews

OBJECTIVE	KEY ISSUES	KEY QUESTIONS
<p>1. Agreed meaning and objectives of the FSNA</p>	<ul style="list-style-type: none"> ● Shared understanding of the broad range of factors that influence the food security and nutrition (underlying causes, multisectoral characteristic) as well as nutrition analysis, ● Shared overall goal or purpose of FSNA (<i>why and for what purpose?</i>) ● Strengths and challenges of the existing system and capacities for food security and nutrition analysis (<i>problem analysis and opportunities</i>) 	<p>How do you understand the concept of food security and nutrition and the linkages between the two? What implications does this have for designing a system for food security and nutrition analysis?</p> <p>Is a focus on food security and nutrition sufficient or is it necessary to focus on a broader concept of vulnerability in the context of Zimbabwe?</p> <p>What is the relationship with this system of analysis with poverty analysis?</p>
<p>2. Shared conceptual framework(s) and broad parameters relevant to the context of Zimbabwe informing the development and strengthening of FSNA</p>	<ul style="list-style-type: none"> ● Shared conceptual framework(s) that clarify ● a) theoretical framework of nutrition that illustrates breadth and scope of food security and nutrition (multi-sectoral); also explore food security and nutrition framework versus a broader livelihood or vulnerability framework ● b) temporal aspects (chronic, transitional and acute) ● c) different levels (outcomes, assets, strategies, risks/threats, ● d) frequency/ timing/ seasonal (<i>what?</i>) 	<p>Where do you think are the main gaps in the current system of food security and analysis system?</p> <p>What should a food security analysis system look like? What would it take to make this system work?</p> <p>Should/how can this system address information needs for development but also for transition and humanitarian situations? Should the system have an early warning function/purpose?</p> <p>How can the system be consistently perceived as credible, transparent, timely, independent by all stakeholders? (particularly in situations where findings may be controversial)</p> <p>What should the relationship be between this system (looking at broader vulnerability?) and the development of a social protection programme/policies in Zimbabwe?</p>



List of people consulted

ANNEX TWO

STRENGTHENING FOOD AND NUTRITION SECURITY ANALYSIS IN ZIMBABWE:
A Conceptual, Technical and Institutional Framework for Moving Forward

OBJECTIVE	KEY ISSUES	KEY QUESTIONS
<p>3. Shared structure and form of the FSNA: accountability, roles, responsibilities and relationships of institutions and agencies</p>	<ul style="list-style-type: none"> Identify institutional roles and accountability (Government Ministries, UN, NGOs) for collection, analysis, use of information including decision-making (<i>by who? for who?</i>) 	<p>What contribution /role does your Ministry/agency/organization have currently in food security and nutrition analysis? What are the strengths and challenges?</p> <p>What role do you think the different stakeholders such as Government (specify Ministries), UN and NGOs, academic and other relevant research bodies), have in a food security and nutrition analysis system?</p> <p>How can a FSNA system have buy-in of District and Provincial level authorities. How can the interaction between District, Provincial and Central level be strengthened?</p> <p>How can we ensure that the system systematically and effectively contribute to action and response (including policy and planning)?</p> <p>What would an appropriate forum/mechanism for analyzing different sources of information that contribute to a better understanding of vulnerability look like and what would make such a forum/mechanism work (frequency, profile, leadership etc)</p>
<p>4. An inventory of relevant tools and instruments</p>	<ul style="list-style-type: none"> Identify the different tools and instruments and mechanisms in place, identify how these may have different but complementary objectives, where the gaps are, how the information is used (<i>how?</i>) 	<p>Could you describe tools and instruments you are aware of that are currently being used for food security and nutrition analysis in Zimbabwe? Refer details such as the objectives, frequency, strengths and weaknesses.</p> <p>What additional tools instruments are required?</p> <p>What would be an appropriate forum for analyzing different sources of information that contribute to a better understanding of vulnerability? What would make this forum work (frequency, profile, leadership) etc).</p>
<p>5. Agreement on the resources and capacities required</p>	<ul style="list-style-type: none"> Identify required resources and capacities (in terms of financial, technical, partnerships, capacity development, human resources) <i>with what?</i> 	<p>Where are the major capacity gaps to support an effective FSNA ?</p>

Annex 3: Goals and Targets of MDGs

Goal 1: Eradicating Extreme Poverty

Target 1a: Halve between 2002 and 2015 the proportion of people whose income is less than the Total Consumption Line

Target 1b: Halve between 2002 and 2015 the proportion of people in human poverty, as measured by the human poverty index (HPI)

Indicator 1: Percentage of people below the Total Consumption Line

Indicator 2: Human Poverty Index (HPI)

Target 2: Halve between 1990 and 2015, the proportion of people who suffer from hunger

Indicator 3: Percentage of population below the Food Poverty Line

Indicator 4: Percentage of underweight/malnourished children (under five years of age)

Indicator 5: Proportion of under fives having at least three meals a day

Goal 2: Achieve Universal Primary Education

Target 3: Ensure that by 2015, all boys and girls alike should be able to complete a full programme of primary education

Goal 3: Promote Gender Equality and Empower women

Target 4a: Eliminate gender disparity in primary and secondary education, preferably by 2005 and in all levels of education no later than 2015

Target 4b: Increase the participation of women in decision-making in all sectors and at all level (to 40 percent for women in civil service positions and to 30 percent for women in parliament and to a 50:50 balance by 2015.

Goal 4: Reduce Child Mortality

Target 5: Reduce by two-thirds the mortality rate among children under five years

Goal 5: Improve Maternal Health

Target 6: Reduce by three quarters, between 2000 and 2015, the maternal mortality ratio

Goal 6: Combat HIV and AIDS, Malaria and other diseases

Target 7: Halt and by 2015 begin to reverse the spread of HIV/AIDS

Target 8: Halt and by 2015 reverse the incidence of malaria and diarrhoeal disease



Goal 7: Ensure Environmental Sustainability

- Target 9:** Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.
- Target 10:** Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.
- Target 11:** By 2020, achieve a significant improvement in the housing condition of at least 1 million slum-dwellers, peri-urban and high density lodgers and the homeless.

Goal 8: Develop Global partnerships for Development

- Target 12:** Develop further an open, rule-based, predictable, non-discriminatory trading and financial system.
- Target 13:** Address the special needs of the country's land-locked status
- Target 14:** Deal comprehensively with the debt problems.
- Target 15:** In cooperation with partners, develop and implement strategies for decent and productive work for everyone.
- Target 16:** In cooperation with pharmaceutical companies, provide access to affordable essential drugs.
- Target 17:** In cooperation with the private make available the benefits of new technologies, especially information and communication.



Annex 4: Concepts and Definitions

A shared understanding of the following concepts will be critical towards developing a shared approach to food and nutrition security. The following, based on universally accepted definitions, should be adopted by the FNC and its partners.

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 life¹⁵. It is understood as a multidimensional function of:

- A) **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.
- B) **Food access** which is the physical (e.g. road, network, market) and economical (e.g. own production, exchange, purchase) ability of a household to acquire adequate amounts of food and
- C) **Food utilization** which is the intra-household use of the accessible food and the individual's ability to absorb and use of nutrients (e.g. function of health status).

Nutrition Security. Nutrition security recognizes that ensuring food security is inadequate on its own to ensure adequate nutritional status. Appropriate and adequate caring practices and health services/health environment are also critical to ensuring adequate nutritional status.

Public Nutrition: A related concept, referred to as public nutrition is also useful. 'Public nutrition' (analogous to public health) focuses on the needs of populations not individuals, recognizes the multi-factoral causes of malnutrition, emphasizes a broad problem solving approach to nutrition (not a narrow technical set of interventions), encourages that nutrition be broadly owned by a diverse sectors and emphasizes national and local capacity development for the implementation of strategies (Ref; Disasters; Vol 25:4; page283).

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 difficult to measure vulnerability, unless it is clearly specified as 'vulnerable to *what*'.

Poverty has various manifestations, including lack of income and productive resources sufficient to ensure sustainable livelihoods; hunger and malnutrition; ill health; limited access to education and other basic services; increased morbidity and mortality from illness; homelessness and inadequate housing; unsafe environments; and social discrimination and exclusion'

Social Protection refers to a group of policy measures and programmes that reduce poverty and vulnerability and seek to protect society's more vulnerable members against livelihood shocks and risks, enhance the social status and rights of the marginalized, protect workers and diminish people's exposure to risks associated with ill health, disability, old age and unemployment'

¹⁵ World Food Summit, 1996



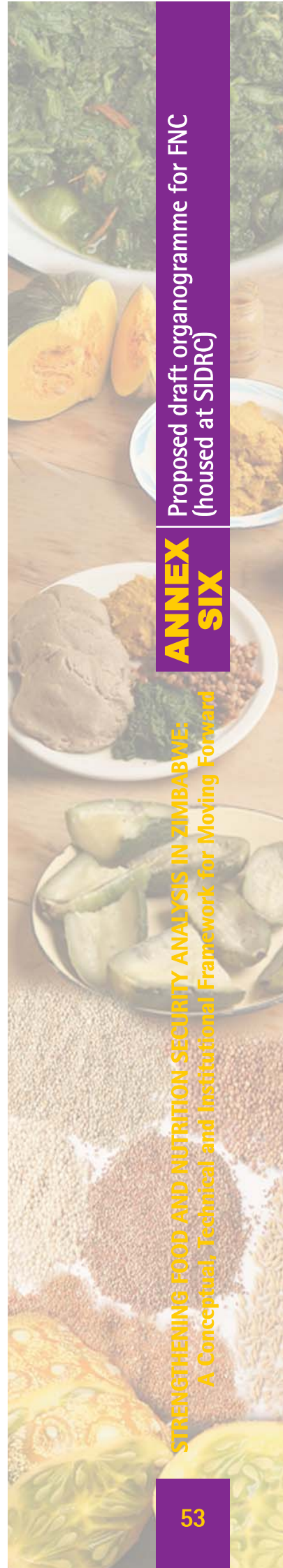
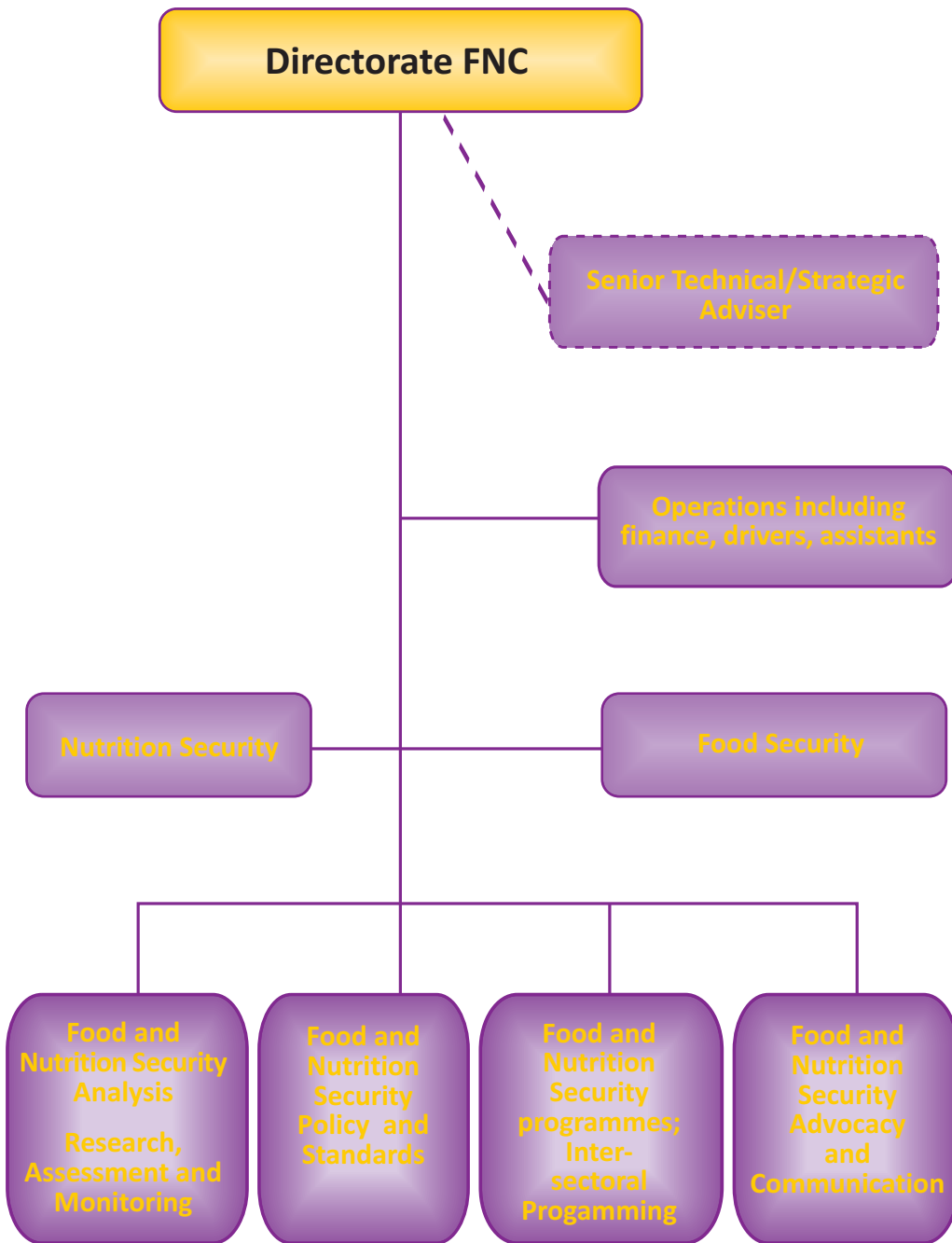
Annex 5: Perceived success factors of the NAC

The National AIDS Council (NAC), which also functions as a semi-autonomous Government structure to ensure that HIV/AIDS is prioritized and integrated across Ministries, is broadly recognized as an effective nationally-owned structure in Zimbabwe. There are many similarities between the NAC and the national structures being proposed for promoting food and nutrition security. As the FNC moves forward in strengthening the national system for food and nutrition security, there are a number of success factors of the NAC that may be relevant to the FNC. The NAC;

- i. Has one national vision and strategy in place articulated through the National Policy, strategy and action plan
- ii. Is a forum that enables broad ownership and engagement of relevant stakeholders
- iii. Has a structure that functions not only at central level but also has effective structures at grass -roots level
- iv. Is supported by significant capacity at central level (Secretariat) including technical level experts and administrative staff.
- v. Is not an implementing body but places an emphasis on core functions such as co-ordination, facilitating dialogue and providing technical support
- vi. Significant donor resources made available to support it.



Annex 6: Proposed draft organogramme for FNC (housed at SIDRC)



Proposed draft organogramme for FNC (housed at SIDRC)

ANNEX SIX

STRENGTHENING FOOD AND NUTRITION SECURITY ANALYSIS IN ZIMBABWE:
A Conceptual, Technical and Institutional Framework for Moving Forward

Annex 7: Proposed DRAFT Terms of Reference for Strategic Advisory Group (SAG)

The SAG will:

- Ensure inclusiveness and transparency, ownership from broad range of stakeholders involved in food and nutrition security
- Support and identify the necessary resources to contribute to food and nutrition security
- Contribute strategic advice for ensuring food and nutrition security in the country
- Endorse final outcomes of food and nutrition survey findings and other recommendations identified in the FNSAU and ZIMVAC
- Ensure appropriate follow-up action and response to findings
- Enhance the quality and relevance of knowledge outcomes in food and nutrition

Management and Administration of the SAG

- **Chair:** Government
- **Secretariat:** FNC
- **Frequency of meetings:** Every 2-3 months in FNC
- **Membership¹⁶:** 3-4 Gov institutions, 3-4 UN agencies, World Bank, 3 donors, 1 research/academic, 3 NGOs
- **Representation:** Senior level i.e. Director level or Deputy Director level (with an assigned back-up person)
- **Documentation of decisions and follow-up:** FNC Secretariat will document 2 pages minutes and summarize key decisions

The expected outcomes of the SAG

- Consensus among broad stakeholders on strategic direction of FNC
- Resources made available to support food and nutrition security
- Participation of stakeholders in strategic decisions and processes

¹⁶ **Note:** The selection of which specific agencies are best represented in the SAG is beyond the scope of this report (these must be appointed by the groups of members themselves), however, the following criteria should be considered a) both nutrition and food security expertise should be adequately represented b) a representative from Local NGOs should be included c) OCHA and Ministry of Regional Reintegration should be a member to ensure Humanitarian issues are reflected d) National AIDS council (NAC) should be a member to ensure linkages with HIV/AIDS as well as Ministry of Water.



Annex 8: DRAFT Terms of Reference for ZIMVAC

The ZIMVAC will:

- Support the FNC/ FNSAU to achieve its objectives
- Act as a technical sounding board
- Provide additional technical knowledge/expertise to the FNSAU when needed
- Support FNSAU to achieve joint/integrated analysis of food security and nutrition
- Facilitate and support necessary capacity development actions
- Identify and provide support for practical implementation surveys
- Act as focal point for all RVAC /ZIMVAC

Management and Administration of the ZIMVAC

- **Chair:** FNC Director
- **Secretariat:** FNC to be chosen
- **Frequency of meetings:** Every month
- **Membership¹⁷:** 8 Gov (inc ZIMSTAT), 3-4 UN, 3-4 NGOs (including FEWSNET and 1 LNGO), 1 research/academic
- **Representation:** Technical level representation reflecting assessment expertise from sectors of both nutrition and food security as well as other sectors such HIV/AIDS, water and sanitation, social protection. All members will assign a technical back-up person.
- **Documentation of decisions:** FNC/FNSAU acting as Secretariat will document 2 pages minutes and summarize key follow-up actions.

The expected outcomes of the ZIMVAC

- Consensus among broad range of stakeholders on technical design of surveys etc
- Consistent and reliable technical support provided to the FNC including implementation capacity
- Strengthened technical quality of overall FNSA system
- Ownership and active contribution of diverse range of stakeholders in food and nutrition
- Strengthened capacity of national partners in food and security analysis

¹⁷ **Note:** The selection of which specific agencies are best represented on ZIMVAC is beyond the scope of this report (these must be appointed by the groups of members themselves), however, the following criteria should be considered a) both nutrition and food security expertise should be adequately represented b) a representative from Local NGOs should be included c) FEWNES should be represented given expertise d) technical expertise from the sectors of HIV/AIDS, Social protection, water and sanitation should be included e) there should be gender balance of members.



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