

Smallholder Market Access and Horticultural Development Policy in a context of disrupted Value Chain Alliances: An Report developed for/and based on the experiences of ADRA Zimbabwe

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ACRONYMS

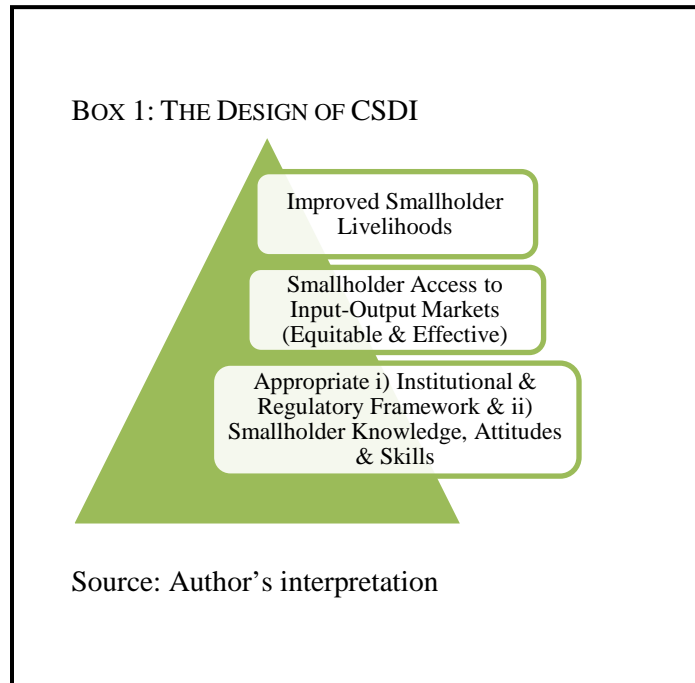
ADRA:	Adventist Development and Relief Agency
CSDI:	Community-Sustained Development Initiative
DEGI:	Development Governance Institute
DA:	District Administrator
D/PAEO:	District/Provincial Agricultural Extension Officer
EMA:	Environmental Management Agency
FAO:	Food and Agriculture Organization
FBS:	Farmer Business School
FFS:	Farmer Field School
FGD:	Focus Group Discussion
FMS:	Farmer Market School
GDP:	Gross Domestic Product
JICA:	Japanese International Cooperation Agency
ICT:	Information-Communication Technology
ITC:	International Trade Centre
MAMID:	Ministry of Agriculture, Mechanization and Irrigation Development
MFI:	Micro-Finance Institution
MOU:	Memorandum of Understanding
MSME:	Ministry of Small and Medium Enterprises
MT:	Metric Tonne
NGO:	Non-Governmental Organization
PVPU:	Per-Urban Vegetables Producers Union
SIRDC:	Scientific and Industrial Research Development Centre
SNV:	Netherlands Development Organization
USD:	United States Dollar
VSLA:	Village Saving and Lending Association
ZAPF:	Zimbabwe Agricultural Policy Framework
ZEPARU:	Zimbabwe Economic Policy Analysis and Research Unit
ZESA:	Zimbabwe Electricity Supply Authority
ZFU:	Zimbabwe Farmers' Union
ZIMASSET:	Zimbabwe Agenda for Sustainable Social and Economic Transformation
ZIMRA:	Zimbabwe Revenue Authority
ZINWA:	Zimbabwe National Water Authority

1.0 INTRODUCTION

This report arises from work commissioned by ADRA. The work from which it arises combined analysis and documentation of ADRA Zimbabwe's implementation of the Community-Sustained Development Initiative (CSDI), which it designed and delivered working closely with ADRA Denmark. Box 1 shows the operational understanding that informed the analysis and documentation. The assignment's specific emphasis was on the Smallholder Horticulture Stakeholder Forums and the Farmer Market School (FMS) pilot. The analysis and documentation brought out some recommendations for ADRA Zimbabwe regarding how to take the two approaches further beyond termination of ADRA Denmark funding for CSDI at the end of 2016.

CSDI implementation transitioned from a humanitarian to a developmental focus. It emphasized civil society strengthening with an initial focus on the Peri-Urban Vegetable Producers Union (PVPU) and advocacy around issues faced by smallholder horticulture producers. Stakeholder Forums and Farmer Market Schools anchored the process of improving smallholder access to input-output markets. After the first Forum (co-convened with the Ministry responsible for agriculture in Harare) Government invited ADRA to support preparation of a Horticulture Development Policy. Acceptance of the invitation transformed the Forums into dialogue spaces for horticulture sector problem analysis and solution identification.

This report highlights achievements, challenges and draws lessons from the Forums and FMS piloting. It does this in four sections. These include i) an introduction to the assignment, the broader policy context and methodology used, ii) discussion of ADRA's involvement with policy making and smallholder market integration, iii) an analysis of the outcomes of ADRA's support, and iv) a concluding section with some recommendations for ADRA programme development consideration.



1.1 MACRO POLICY CONTEXT FOR AGRICULTURE AND HORTICULTURE

Zimbabwe's horticulture sector exists within a macro policy framework. Currently the main policy is the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET). Other policies exist with some in various stages of development or completion. These include CAADP¹ Zimbabwe Compact, the emerging Agricultural Mechanization and Irrigation Policy, Industrial Development Policy (IDP), National Trade Policy, Monetary and Fiscal Policies.

Chigumira (2016²) acknowledges that ZIMASSET recognizes agriculture as a key pillar of economic transformation. Two ZIMASSET clusters of i) food security & nutrition and ii) value addition and beneficiation if implemented well can increase competitiveness benefiting horticulture. The 10 Point Plan also targets revitalizing agriculture, agro-processing and beneficiation. The Industrial Development Policy (IDP) emphasizes value addition. Government is thus committed to horticulture (flowers, vegetables and fruits). The Trade Policy promotes export and diversification to harness advantages in priority sectors. Monetary Policies direct banks to prioritize sectors like horticulture while Fiscal Policies impact on input subsidies (Ibid).

Agricultural development in general and horticulture performance particularly have been affected by land redistribution since 2000. The character of farmers was affected significantly if not irretrievably. A SIRDC (2016³) study identified constraints for smallholders in horticulture in relation to i) value chain alliances, ii) production and processing, iii) finance and investment, and iv) support services. On farmer characteristics i) females dominate, ii) average household head's age was found to be 52 years, iii) farmers underutilize land largely because of lack of resources to acquire adequate inputs, inadequate agronomic knowledge and lack of irrigation facilities resulting in rain-fed and communal production processes dominating (SIRDC 2016). In general high input costs, low output prices, distant markets, limited value addition and high transport costs were observed as threatening profitability of horticulture for smallholders. Lack of capital for inputs, high interest rates, inadequate soil testing services and information on new horticulture farming techniques, pest and disease management are also affecting smallholder production and productivity (Ibid).

Zimbabwe's agriculture sector is considered uncompetitive. A 2012 Agricultural Competitiveness Conference observed that i) 70% of the population is involved in the sector yet their GDP contribution is 15-18%, ii) a litre of milk costs USD0.60 to produce in Zimbabwe

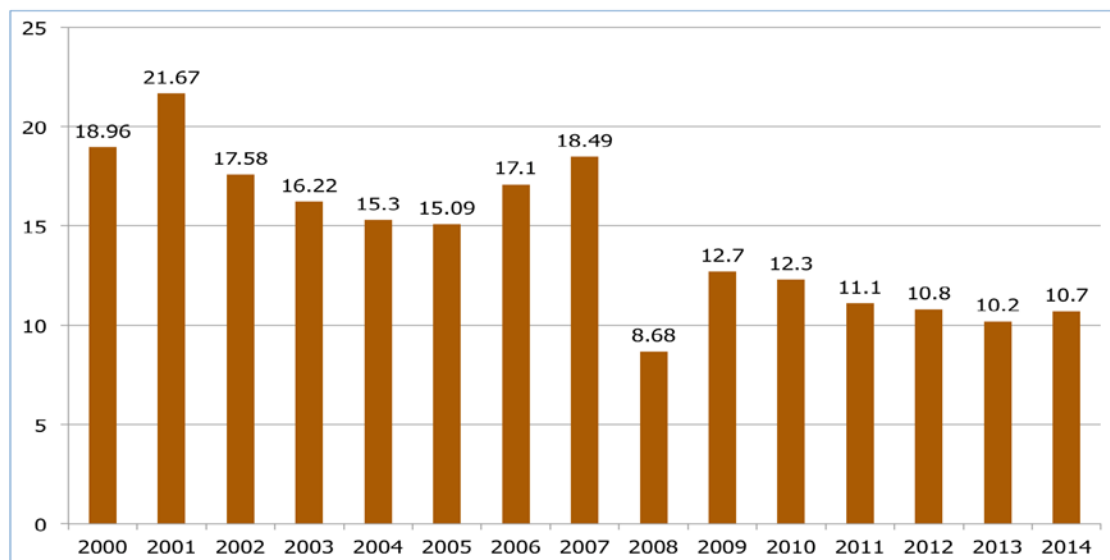
¹ Comprehensive Africa Agriculture Development Programme (CAADP), Zimbabwe signed the Compact on November 22nd 2013

² Chigumira G (2016). Policy Issues in the Horticulture & associated crops sector in Zimbabwe and possible Interventions. ZEPARU

³ SIRDC (2016) Farmer characterization study of the horticulture and associated crops sector in Zimbabwe: Draft for Discussion

compared to USD0.35 in Kenya and USD0.25 in South Africa, iii) Kenya produces 10 times more horticultural products than Zimbabwe, and iv) maize productivity at 0.6 tonnes per hectare in 2011 compared poorly to South Africa’s 4.0 tonnes per hectare (Webber et al 2012⁴). Competitiveness and other challenges aside, horticulture remains a major contributor to the national economy contributing 7% to agricultural GDP. Its importance to the agricultural sector is very significant. In the peri-urban areas of Harare, Bulawayo, Gweru, Masvingo and other major centres it generates agricultural employment and is a major source of livelihood. The Graph below shows trends in agriculture contributions to GDP.

FIGURE 1: GDP CONTRIBUTION, AGRICULTURE (2000-2014)



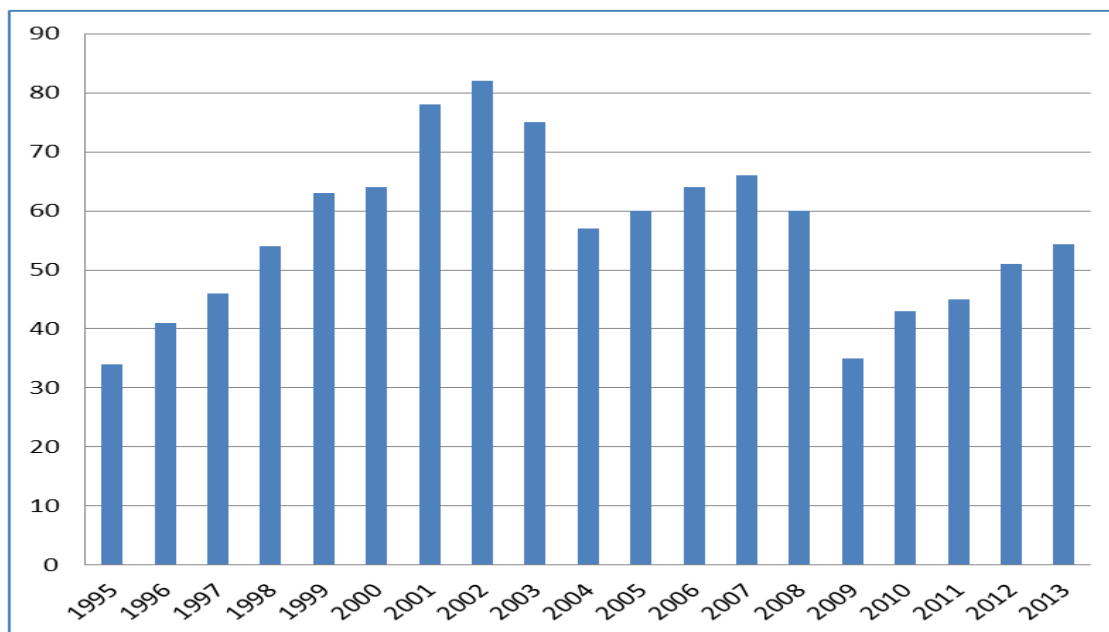
Source: Government of Zimbabwe (2016⁵)

Sector regression has also been seen in horticulture as shown in the Figure below. Ministry of Agriculture statistics show that sub-sector earnings fell from a peak of USD144 million in 1999 to USD40 million in 2009 (Government of Zimbabwe 2016). The ITC-commissioned study shows the decline to have continued to USD10.2 million in 2014 (Chigumira 2016) suggesting a 1312% decline between 1999 and 2014.

⁴ Webber C M, Chigumira G and Nyamadzawo J (2012) Building Agricultural Competitiveness in Zimbabwe: Lessons from the International Perspective, ZEPARU

⁵ PowerPoint Presentation at the Inception Meeting, Ministry of Agriculture, Mechanization and Irrigation Development (August 4th 2016, Holiday inn Harare)

FIGURE 2: HORTICULTURE OUTPUT ('000' MT, 1995-2013)



Source: Government of Zimbabwe (2016)

From a peak of more than 80 000 tonnes in 2002 the sector's output had dropped to less than 40 000 tonnes by 2009 before steadily rising to 54 000 tonnes by 2013. Expectations are that output has continued to rise in the intervening years. Reduced output and quality issues explain the loss of export markets that Zimbabwe used to supply. Government of Zimbabwe (2016) records show a drop from a peak of USD143 million in 1999 to USD40 million in ten years.

1.2 METHODOLOGY

As further elaborated in Section 2 of this report ADRA has been involved with the horticulture sector through its Community-Sustained Development Initiative (CSDI) Programme. The methodology used to gather and analyse the data presented in this report combined i) review of ADRA and other literature, ii) attendance of strategic meetings⁶, iii) key informant interviews⁷, iv) Focus Group Discussion (FGD) sessions with farmers at two irrigation schemes in Bubi and Umguza Districts, v) written responses to semi-structured questions by ADRA programme staff, vi) telephone interviews with forum participants (see Table 1 and Annex 2) and two Agricultural Extension Workers, and vii) process observation in the field in Bulawayo (Bubi and Umguza). In

⁶ An Inception Meeting on August 4th in Harare

⁷ Interviews were held at the Ministry responsible for agriculture in Harare (Economics and Markets), Bulawayo (Provincial Agricultural Extension Officer's Office) and Bubi (District Agricultural Extension Officer's Office), at ADRA (Country Director and ADRA Denmark Programme Officer), at the District Administrator's Offices in Bubi and Umguza, with the Treasurer for Bubi Rural District Council and with an ITC Official

all cases interviews outside ADRA involved DEGI and ADRA staff for purposes of developing shared understanding of the insights and implications for the programme initiatives i.e. i) horticulture policy development, and ii) farmer market school (FMS) methodology roll out.

TABLE 1: FORUM PARTICIPANTS INTERVIEWED OVER THE PHONE

Forum Attended	Participants sampled	Successful interviews
Bulawayo	8	5
Gweru	4	1 and questionnaire sent but no response
Mutare	4	0 one didn't attend and another didn't remember the forum
Nyanga	4	3
Marondera (Mashonaland East)	5	1 and one did not remember
Total	25	10

The telephone interviews were an attempt to solicit views from delegates to the sub-national forums. Five (5) percent of the delegates (every twentieth with replacements where phone numbers were not entered) were selected for phone interviews from a list of 501 participants. The sample was selected from the five (5) regions of Bulawayo, Gweru, Mutare, Nyanga and Marondera. A total of ten (10) interviews were successfully conducted using three questions focusing on the experiences before, during and after the forums.

2.0 ADRA AND/IN THE POLICY CONTEXT IN ZIMBABWE

2.1 ADRA IN POLICY SPACES

ADRA has occupied a critical policy space provided formally by the Government of Zimbabwe⁸. A total of seven Forums were held between October 2015 and July 2016 (see Box 2) with some 501 delegates taking part. Even when the ADRA staff who took part in the forums is deducted no less than 450 delegates took part which is a considerable number. An eighth forum was held in Harare as an Inception Meeting on August 4, 2016. Including the first PVPU-focused forum in April 2015, ADRA thus supported nine (9) forums allowing it to interact with a number of

BOX 2: FORUMS HELD

Venue/Town	Forum Date
1. Bulawayo	Oct 8, 2015
2. Gweru	Dec 17, 2015
3. Mutare	Feb 9, 2016
4. Nyanga	Feb 10, 2016
5. Chinhoyi	March 23, 2016
6. Marondera	June 16, 2016
7. Bindura	July 6, 2016

Source: ADRA records, 2016

⁸ Ministry letter of April 25th 2015

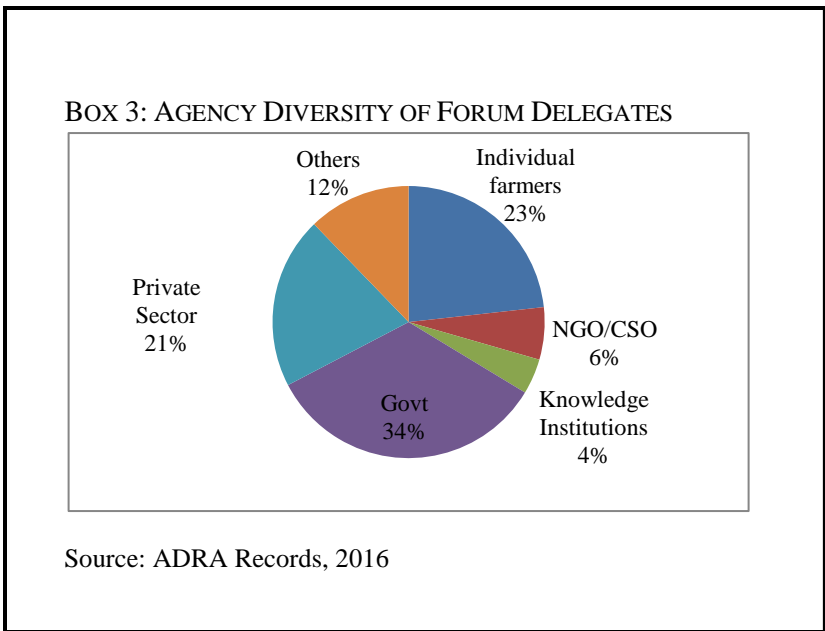
delegates and organizations involved in agriculture broadly and the horticulture sector specifically. Additional to forums ADRA’s activities relevant to policy spaces included repeated meetings with Ministry responsible for agriculture’s Department for Economics and Markets, the FAO, ITC, local government officials especially around PVPU support and other development organizations working on agricultural issues. By working closely with the Ministry responsible for agriculture at national, provincial and local levels before, during and after the forums ADRA developed a better understanding of the sector, critical issues affecting both farmers and non-farmers, the policy gaps or issues, initiatives being implemented and new ideas or innovations. This understanding was also enhanced through the bilateral meetings ADRA held to consult, plan and review its own participation in the policy spaces as well as the role these agencies also played.

ADRA’s visibility in sector policy spaces was through i) the forums it funded and co-hosted with the Ministry as well as ii) bilateral meetings with different organizations to consult, plan and review

The Ministry couched its invitation as about capacity building. Opportunities were provided for both organizations’ (Ministry and within ADRA) capacities to be built. More attention should however have been placed on steering practical outcomes from the forums for farmers. Other opportunities not seized were on follow-ups to agreed actions and tracking farmer level benefits that could have fed into related interventions like Farmer Market Schools for instance. Further, the timeline prepared for the forums ~ policy development was not closely followed partly because involved ADRA staff had competing tasks.

2.2 ROLE OF DIFFERENT STAKEHOLDERS

Different stakeholders were involved in the horticulture policy process from the responsible Ministry, private sector, the International Trade Centre, different Farmer Organisations and farmers (see Box 3). A third (34%) of the delegates was from government with the private sector and



individual farmers being above a fifth (21% and 23% respectively). In short, the forums have involved i) farmers, ii) agro processing companies, iii) Government, iv) NGOs, v) Universities and Research Institutions, vi) input suppliers (Seed Houses and Retailers), vii) Wholesalers, viii) Financial Institutions, ix) utilities and regulatory institutions like ZESA, ZINWA, EMA and ZIMRA, and (x) the Media⁹.

The focus of the forums was for stakeholders to identify, discuss issues and make policy proposals. As such, a generic role of policy analysis and making was shared across all stakeholders. Inescapably, different stakeholders participated in the dialogues from the vantage point of their usual roles. Reports of forums show how issues were raised with responses expected mainly from government but also the private sector and other stakeholders. Suffice it to acknowledge that other stakeholders pursued their specific roles outside the forums with ADRA largely being successful in connecting with ITC's strategy development process. The International Trade Centre (ITC) is implementing a European Union funded 'Trade and Private Sector Development Programme' in Zimbabwe. The intervention aims at building a sustainable export culture and implementing the interim Economic and Partnership Agreement. ITC is working with about twenty-one (21) agencies drawn from Government, private sector and NGOs (including ADRA) who formed a Horticulture and Associated Crops Committee.

The Inception Meeting¹⁰ of August 4th 2016 allowed other key institutions involved with agriculture to take part. Preparations for the meeting involved consultations with FAO and direct invitations to funding organizations by ADRA in consultation with the Ministry. Some Inception Meeting participants gave an impression of inadequate prior involvement and frustration. This was largely around the main economic constraints that make efforts to improve agricultural performance difficult. As discussed in Section 1 the structural constraints include lack of competitiveness, resource stress, strained relations amongst value chain actors and unresolved land reform issues (tenure security, land administration etc). Discussants representing different sectors highlighted the opportunities their activities created for smallholders, the challenges they faced and the areas where policy interventions would be needed. A sense of widespread innovations by different horticulture actors (see Box 5) came face-to-face with the reality of an uncompetitive agriculture sector largely due to macro-economic underperformance.

The above discussion raises questions about whether or not policy space exists in Zimbabwe. At the same time the issue of whether it is the same as or different from civil space arises. What is clear is that the policy space was opened up at technical level by Ministry officials keen on resolving gaps identified during implementation. The invitation to ADRA was about a

⁹ ADRA Zimbabwe, Horticulture Stakeholder Forums Report

¹⁰ The 'naming' of the meeting of 4th August 2016 as 'Inception' was somewhat of a misnomer. However, the inception aspects related to i) involvement of some stakeholders like development funders previously not involved in forums, and ii) the idea of 'launching' the writing process

bureaucracy seeking support to do its work. Forums were designed to meet minimum thresholds of participatory policy making defined in the Constitution of Zimbabwe 2013. What had started as an advocacy initiative by a civil society organization became a joint state-civil society initiative to make policy. ADRA experienced aspects of a constrained civil space in the field during implementation of PVPU especially where group dynamics and local government development facilitation were tainted by political interference and intimidation¹¹ (Interview with ADRA Director, July 4th 2016). Some of the constraints faced by ADRA were by-products of politicized peri-urban land access for housing and agriculture. In this context it is therefore possible to conclude that policy making space can be availed where state technicians see it as assisting them acquire skills and expand state visibility. However, the implementation environment (civil space) is constrained. This constrained civil space often results in non-state organizations misdiagnosing operational challenges as requiring policy solutions.

2.3 HORTICULTURE POLICY: CURRENT STATUS AND POLICY ISSUES

ADRA's support towards development of a Horticulture Development Policy for Zimbabwe has been a relatively successful process. The forums provide important spaces for consulting on the policy and allowed participants to network and pursue contacts for mutual benefit. Alongside ADRA supported work, the Government has been part of an ITC-convened process to come up with a Horticulture Development Strategy. ITC-commissioned studies on policies affecting the sector (by ZEPARU) and farmer characterization (by SIRDC¹²) have complemented the ADRA process. In essence, the development of a horticulture policy was approached from two different yet complementary processes. One has involved sub-national consultations (ADRA-supported) and the other has used consultants undertaking reviews (ITC-supported) with stakeholder discussions around results validation and adoption of relevant actions. ADRA has been active in the ITC-convened process and ITC has also taken part in ADRA-supported forums.

Ministry, ADRA and ITC were fully aware of and closely collaborated on these processes. They differ on i) the degree of government (ADRA) and private sector (ITC) involvement or leadership, and ii) clarity of prospective institutional arrangements¹³. ADRA started funding the forums without a clear sense of balance between forums for policy making and for improving conditions for smallholder farmers. The process showed that the organization did not have sufficient internal capacity to facilitate policy making. The request to turn an advocacy initiative to a policy-making process, while a pleasant and exciting challenge to ADRA, was unanticipated. Local and global good practices did not feature sufficiently leaving space for a

¹¹ This often manifests in state officials making time and resource demands, shadowing and accusing NGOs of being oppositional or sponsoring disruption of project activities

¹² Conducted in the Districts of Mutasa (Honde Valley), Mutoko, Murehwa and Vungu (Lower Gweru)

¹³ See Alliances for Action 'model' shared by ITC

potentially open-ended process. While good practices (local and global) can still be included in policy writing, opportunities were missed to use these to inform forum debates and policy choices. For ITC, involvement of consultants early on and drawing on other cases (local and African e.g. leather sector in Zimbabwe and Ghana's yam sector) alongside more pronounced private sector leadership allowed shaping their process more closely than ADRA was able to. It is important to observe that important lessons have been drawn from the two processes and a joint key informant interview (with ITC and ADRA¹⁴) highlighted the mutually reinforcing nature of the outputs and outcomes of the processes being facilitated. For instance, by the time of the August 4th Inception Meeting ADRA had also entered into a memorandum of understanding with ZEPARU to support the policy writing process. ZEPARU's Inception Meeting facilitation enabled them to ease into the new role of supporting ADRA.

Both ADRA and ITC processes have generated comparable results particularly on sector importance and issues requiring policy and strategic responses. The Ministry responsible for agriculture confirmed in a key informant interview¹⁵ their readiness to utilize input from the consultations at a proposed ADRA-supported write-shop to expand capacity building (on policy making) and production of a draft policy. The ITC-supported process delivered results of the two studies (on policies and farmer characterization) at the 18-19 July stakeholder workshop attended by ADRA and DEGI. ADRA is taking a key role in one of the Working Groups providing scope for mutual infusion of insights from ITC and ADRA supported processes. Four working groups have been established focusing on four key themes namely i) value chain alliance, ii) production and processing, iii) finance and investment, and iv) support services.

As testament to the success of the policy forums a detailed presentation of emerging policy issues and proposals was made by the Ministry at the Inception Meeting. Table 2 below shows the policy outputs. ADRA can clearly claim this as arising from its support. What is important is to observe that a clear rationale for the policy process exists. Ministry acknowledged to forum stakeholders that horticulture has been guided by a 1994 framework. This is the *1995 to 2020 Zimbabwe Agricultural Policy Framework (ZAPF)*. The absence of an updated policy instrument at time when many fundamentals have changed in horticulture made it important for a policy to be developed. Horticulture-related provisions in the 1994 ZAPF document have been generally overtaken by changes resulting in the horticulture regulatory framework lagging other sub-sectors. Horticulture development needs policy support on i) international treaties, protocols, and among others, global-regional agreements, ii) market requirements regarding food safety, quality, traceability and environmental protection assurances, and iii) the realities of climate change, gender, HIV-AIDS and youth (cross-cutting issues) .

¹⁴ Harare, Wednesday 20th July 2016 (Harare International Conference Centre)

¹⁵ Ministry responsible for agriculture Head Office (Economics and Markets Department), 8th July 2016

TABLE 2: EMERGING POLICY THEMES AND PROPOSALS

Policy focal area	Emerging proposals
1. Horticulture production and productivity	<ul style="list-style-type: none"> • Capacity utilisation – financing, training, adequate utilisation of land • Research and extension (problem and opportunity based) – linking farmers, patenting research rights • Technology Adoption • Crop specialization
2. Processing and value addition	<ul style="list-style-type: none"> • Exempt duties or import taxes on critical processing machinery i.e. equipment or plant, pallets • Government to identify hubs and designate them as processing zones • Establish/strengthen PPPs in post-harvest produce handling
3. Marketing and trade	<ul style="list-style-type: none"> • Need for the establishment of an umbrella body to coordinate the horticultural sector (Horticulture Development Authority) • Strengthening of farmers unions/associations • Training farmers to meet local and global GAP standards • Export initiatives
4. Business and policy environment	<ul style="list-style-type: none"> • Taxation – farmers need to be given tax levels according to production • Revision of by-laws to suit present day business environment • There must be a policy to protect farmers from cheap imports
5. Cross-cutting issues	<ul style="list-style-type: none"> • <u>Climate change</u> <ul style="list-style-type: none"> ➤ Use of climate smart technologies ➤ Conservation agriculture ➤ Use of drought tolerant varieties • <u>Gender, youth, HIV and AIDS, disability, ICT</u> <ul style="list-style-type: none"> ➤ Land ownership biased towards males especially in rural areas ➤ Empowering women (technical advice, loaning inputs out to them) ➤ Empowering the youths ➤ Empowering people living with disabilities ➤ Empowering people living with HIV/Aids in the horticulture sector ➤ Promotion of nutrition gardens ➤ Promote the use of ICTs

Source: Government of Zimbabwe 2016¹⁶

Box 4 shows the challenges that the policy has to respond based on information collected from the forums held. These are the issues requiring a response. Our assessment is that not all of them require policy responses as some can be addressed under existing policy frameworks through direct implementation of innovative practical solutions delivered as projects of capacity development programmes. Such initiatives can be spearheaded by public, private and civil society organizations involved in key value chain activities. Commercial Banks or other financial services institutions for instance, could offer support to farmers in preparing business plans and managing agricultural finances between and during seasons.

¹⁶ PowerPoint Presentation at Inception Meeting, August 4th 2016

BOX 4: HORTICULTURE CHALLENGES

1. *Contractors are concentrated in Harare*
2. *Low financial support and difficulties in accessing loans*
3. *Climate change and its implications on water security, pests and diseases*
4. *Poor quality produce resulting in low prices (low profitability)*
5. *Farmers do little value addition for it to be more profitable hence the need for training*
6. *Inadequate farmer representation (weak farmer organizations) from local to national*
7. *Price issues: under and over pricing of produce*
8. *Long distances to output-input markets and weak linkages (some farmers shun engaging local market players like shops, restaurants, schools, health centres etc)*
9. *Farmers don't have refrigerated warehouses and trucks*
10. *High costs of water and energy services: high ZESA and ZINWA bills*
11. *Expensive inputs (e.g. fertilizers, chemicals, imported seeds) against limited local production (low manufacturing capacity) and ineffective subsidies*
12. *Inadequate administration of import and export processes including duty*
13. *Inadequacies with product quality, product range and supply consistency by farmers*
14. *Some farmers not taking farming as a business (no record keeping)*
15. *Inadequate information on product traceability*
16. *Infrastructure for market access e.g. poor road network*
17. *Too many middleman (farmer to be encouraged to value add)*
18. *Lack of adherence to contractual terms between farmers and contractors*
19. *Absence of standards that farmers can follow and lack of produce grading*
20. *Non-compliance with PQS regulations like timely destruction of stalks*

Source: Adapted from Government of Zimbabwe (2016)

Against the background of the above challenges some strategic innovations and additional policy suggestions were made as part of the Inception Meeting consultations (see in Box 5 below).

BOX 5: CRITICAL POLICY SUGGESTIONS

1. *Youth and women friendly financial services and broadening produce markets beyond Europe*
2. *Expanding positive aspects of SI 64 (import restrictions) to boost local produce quality, volume, variety and improve synergy amongst actors. Promote organic produce & certification. Address competitiveness by tackling over-regulation i.e. too many uncoordinated regulators*
3. *Rebuild public sector research and extension capacity to serve smallholders, harmonize efforts for systematic introduction of new breeds and monitoring risks of backward integration*
4. *Boosting access to and proper application of new technologies through partnership between public sector extension and private sector to address smallholder production and productivity limitations*
5. *Strengthen farmer organizations. Farmers to have experienced Resident Managers*
6. *Address macro-economic fundamentals affecting viability (e.g. high costs, unviable projects) using a value chain approach where different actors play their competitive roles*

Source: Notes from Inception Meeting, August 4th 2016

3.0 ADRA’S SUPPORT TO FORUMS AND FARMER MARKET SCHOOL (FMS)

3.1 PLANNING & ORGANISATION OF THE STAKEHOLDER FORUMS

Before the provincial forums were undertaken, ADRA and the Ministry responsible for agriculture developed Terms of Reference stating the roles and responsibilities of each partner. A time line for the forums and the actual writing of the policy was also developed. However, the timelines were not a product of a proper policy-making design. For instance, Ministry’s intention (and ADRA’s agreement) to hold a forum in each province had no methodological justification. Further, the forums were not informed by situational assessments but rather depended on the views of the hosts and those invited. Forums comprised of the following steps:

- a) Identifying the relevant value chain actors and other relevant stakeholders through a stakeholder mapping in each province;
- b) Inviting the different stakeholders and value chain actors to the forum;
- c) Developing the agenda with input from the provincial staff of the Ministry;
- d) Verifying the attendance to the forum by contacting key stakeholders; and
- e) Holding of the actual forum – value chain actors were encouraged to showcase their work

In these processes, ADRA and the Ministry at province level carried out a joint stakeholder mapping, invitations and logistics – organizing the venue and assisting value chain actors to showcase their work. Farmers and private sector delegates provided information on issues affecting the province and suggested issues for the policy.

3.2 CONVENING THE FORUMS

The format of the initial forum (Harare) was different from the rest. It had more urban and peri-urban smallholder farmers than subsequent forums which had more mixed participation. The broadening of participation made for deeper and more inclusive dialogue between the different actors and created opportunities for partnership development.

Forums started with remarks by the Ministry of agriculture and ADRA to explain the objectives of the forum. After the speeches, value chain actors were given an opportunity for questions and clarifications. Further, Facilitators provided space for delegates to highlight and discuss issues/challenges in the horticulture industry. Mixed panels and smaller groups were used in the forums to allow for engaged discussions. Panels of buyers, input suppliers, famers and financiers were set up to answer questions from the floor. Groups based on common interests were also able to discuss and present their findings on challenges to plenary. Mixed groups were used to pull together policy proposals.

In general the participation of farmers from irrigation schemes became a key feature of subsequent forums. This shows how Ministry and ADRA considered irrigation schemes as hubs for horticulture production in the different provinces. The issues facing irrigation schemes are generally well documented¹⁷ and these constraints affect their viability. A question arises as to how (and whether) ADRA could help struggling schemes considering that horticulture production is difficult without irrigation. This is because irrigation makes improved horticultural production and productivity possible to meet domestic and export markets while also making enhancing adherence to standards. Further, water stresses and other challenges arising from climate change make irrigation very important.

Forum duration, the first forum was half day while subsequent ones were over 8hrs (a whole day). Some facilitation¹⁸ challenges were faced before during and after the forums. Before the forum the challenge was on identifying key stakeholders to attend the meeting/forum. Participant numbers had to be limited by setting some form of quota for some irrigation schemes. From those schemes participating in horticulture, only one person the chairperson was invited. The biggest challenge during the forum was to control time for discussions. Usually the groups felt there was always inadequate time for discussions and reflections. Another challenge has been that after the forums it was difficult for ADRA to go back to the provinces for follow up¹⁹.

3.3 FORUM EFFECTIVENESS & RELEVANCE

The forums were helpful in identifying sector issues and challenges in the different provinces. They provided scope for advocacy and dialogue amongst value chain actors. Bringing together different value chain actors assisted the private sector to identify farmers and establish production areas in each province. Further, there were opportunities for partnership building. For instance, in Gweru irrigation farmers discovered that they shared a similar challenge with middlemen and were then planning to be better organized by forming an association so that they tackle issues of pricing as a group.

The forums were also effective in terms of the diversity of participants. All relevant stakeholders were represented. Although invitations were not extended to everyone, ADRA and the Ministry made sure that relevant value chain actors were represented²⁰. Farmer diversity (small scale farmers, gardeners, larger scale farmers, suppliers) was also commendable. This gave

¹⁷ Government of Zimbabwe (2016) Agricultural Mechanization and Irrigation Development Policy, Draft 1, May 2016

¹⁸ The first forum and the Inception Meeting were for half a day while other forums were daylong

¹⁹ Key Informant Interview with ADRA Zimbabwe

²⁰ Discussions with some of the forum participants

participants a chance to discuss issues from their perspectives, advertise (market) and create connections between farmers on one hand and buyers as well as input suppliers on the other.

ADRA and the Ministry did not provide attention to issues not requiring policy solutions. As such, identification of opportunities and practical support to address challenges with private sector-farmer engagement were not pursued consciously. Follow up was also lacking with no tools in place for this on the part of both ADRA and the Ministry. However, some private sector actors reported some successes to ADRA. The example of Prime Seed, which opened up a warehouse in Mutare and expanded its business in Manicaland after the two forums held in the province are a case in point. Perhaps there are other success stories that ADRA Zimbabwe together with the Ministry responsible for agriculture could capture to demonstrate the success of the forums beyond generating input into the policy. The Ministry also reportedly experienced an increased level of engagement through the forums. This has generated a shared sense of ownership in the policy making process. The forums also strengthened working relations amongst the different actors in the horticulture value chain but more work is needed.

3.4 FARMER MARKET SCHOOL (FMS) ROLL OUT

The farmer market school (FMS) approach focuses on enabling farmers to directly explore ways of integrating into the input- output markets. Technical facilitation on the methodology was provided by ADRA to Government of Zimbabwe practitioners who in turn are imparting the relevant skills to farmers in their areas. Through the approach farmers are at the forefront of investigating and deciding on agricultural produce and the market channels they will explore for their selected produce. They learn about value chains through visits to the markets to gain relevant information in a way that is empowering for farmers. Farmers decide for themselves the best value chain to participate in. FMS is interactive, analysis is done from a farmers' perspective without anyone telling them what to do. The farmers investigate the market for the preferred crop, prices, payment terms, seasonality and development of value chains based on existing knowledge and understanding of the actors beyond the middleman.

TABLE 3: FMS TRAINEES BY AREA AND SEX

District	Area	FMS Class Participants		
		Females	Males	Total
Lupane	Tshongokwe Irrigation Scheme Ward 9	6	12	18
Bubi	Pollards Irrigation scheme, 5 surrounding nutrition gardens Ward 11	19	6	25
Umguza	Red Wood Irrigation Ward 9	17	10	27
	Montgomery Community garden and surrounding farmers Ward	13	5	18
Goromonzi	Chinyika Ward 16			

	Munyawiri Ward 1 farmer group representatives	20	3	23
Total	-	75	36	111

Source: ADRA records, 2016 (see Annex 4)

The analysis and interviews show that the methodology was introduced in Zimbabwe following i) an exchange visit to Malawi, ii) interest in the methodology expressed by the Ministry responsible for agriculture and farmers²¹, iii) some adaptation of the ‘Malawi approach’ for piloting in four Districts²² identified in consultation with the Ministry, and iv) revising ADRA’s existing Memorandum of Understanding (MOU’s²³) to include implementation of FMS and Village Savings and Lending Associations (VSLA) methodology. The pilot is anchored on Ministry field personnel trained by ADRA who in turn are training farmers. ADRA has also discussed the methodology with the FAO, which has shown some interest in it. The Ministry has linked ADRA with JICA who are implementing a comparable approach in two Districts of Mashonaland East Province (Murehwa and Mutoko). ADRA records and interviewees confirm that other organizations active in value chain development have been exposed to the methodology. These organizations (e.g. World Vision and SNV) have all been positive about the approach.

Having started in early 2016 FMS roll out requires another agricultural season to allow farmers involved to go through two cycles of applying the skills learnt. A two-year cycle not only allows early adopters to consolidate lessons but also to impart skills (and thus persuade) late adopters or followers creating a critical mass of producers of identified or priority crops necessary for sustainably and profitably supplying farmer-identified markets. Extension staff also needs additional time to go through the cycle so that they master the concepts and fully reflect on at least one complete cycle of supporting farmers in FMS methodology. Farmer-level structures to take FMS forward await consolidation showing need for more time. As such, ADRA needs to build in more time in future FMS approach roll-out with careful selection of implementing sites.

Our assessment suggests that the approach has great potential and considerable Ministry support. It closes a gap in extension where the traditional focus has been on production without adequate concern with (let alone relevant skills in) marketing. Other potential benefits of FMS include improved farmer organization, empowerment and realization of economies of scale say from produce bulking. Application of the approach in Umguza and Bubi provided insights into the potentially transformative benefits of the approach. The detailed notes made by the seconded extension staff at the two irrigation schemes visited showed Government’s practical commitment

²¹ The review (FGD with farmers, June 22nd 2016, Bubi Centre) learnt that the lowest participation in the Bubi group’s FMS training attendance was 14 of 20 (70%) despite competing commitments

²² Bubi, Lupane, Umguza and Goromonzi

²³ At the time of the review (July 2016) only the Goromonzi MOU awaited full adaptation and signing

to the approach. Such commitment is critical to sustainable rolling out with ‘sliding scale’ ADRA support over time i.e. not drastic. ADRA should consider supporting Ministry extension staff as they transition from a focus on just production to market-oriented production. Some adjustment of farmer-extension staff relations is inevitable as farmers informing on-farm choices like crops to produce. ADRA support will smoothen relevant learning and adaptation of practices.

However, new FMS knowledge is triggering discussions amongst extension staff (and to some extent farmers) on production organization²⁴ and scale. The discussions have a bearing on land tenure in irrigation schemes for instance. Other issues relate to crop varieties, cold chain management, vendors/private sector preferences, dumping of imported produce, and linkages. As such, the new skills are coming into contact with problems faced by farmers some of which require policy solutions hence refocus ADRA’s efforts on policy.

Clearly, though FMS is about market information (farmer collection, analysis for production ~ marketing decision-making etc) it opens new possibilities for farmers which require paying attention to farmer and extension capacity, farmer psychology and attitudes, technical issues regarding production and relations between farmers and other actors at different levels. For instance, FMS knowledge may result in a shift in extension officers’ role in terms of controlling what farmers grow and when (cropping calendar). If not carefully supported such transitions may be seen as loss of power by extension officers damaging relevant relations critical for production and productivity. Carefully facilitated and strategically supported FMS can help farmers acquire skills and develop capacity to address bigger problems. Strategic support needed relates to farmer organization and links to/with external agencies for support or influence. As farmers learn (step-by-step) while doing higher level issues confront them. This is where they need different skills, levels of organization and new networks.

BOX 6: ALIGNING FMS WITH LOCAL IMPERATIVES

FMS consolidation is something on which both farmers and extension staff agree. With such considerable enthusiasm for the approach at appropriate levels ADRA will do well to improve the structure of and the period for FMS roll out.

FMS roll out could be framed to flow from the practical business interests of structured (value chain or produce-based) groups or networks identified from appropriate forums (at provincial or district levels) on an ongoing basis. Anchoring facilitation of such forums on Ministry staff could aid sustainability i.e. coupling FMS and Forum facilitation skills.

²⁴ Some of the ideas with a bearing on application of FMS include private sector provided cold chain, smallholder contract production around a central estate (commercial farmer-owned or managed), shifting from a maize focus in irrigation schemes, running irrigation schemes as commercial entities with farmers as ‘employees that can be retired’ (Exploratory discussions with Mat. North PAEO 21st June 2016)

Currently, ADRA has piloted the FMS approach with a focus on empowering farmers and extension staff. Adequate attention needs to be paid to preparing them to address bigger challenges progressively. Such a focus improves prospects for applying the approach alongside other interventions that make fundamental changes necessary for farmers' success. Discussions after presentations of farmer-led market research as part of FMS training in Bubi showed that some market access hurdles need to be addressed even locally not by the farmers alone. Further, the degree of practical support from institutions like Councils appeared not to have been properly factored into the FMS process. The DA for Bubi indicated an interest in the ADRA support being rolled out but without immediately connecting this to Council-led processes²⁵.

3.5 LESSONS FROM THE FORUMS AND FARMER MARKET SCHOOLS

A number of lessons have emerged from the stakeholder forums. These include the following:

- i) Investment of sufficient human and other resources is important in making forums more than talk-shows. Starting the planning processes early including situational assessments and identification of focal issues to discuss improves the quality of forums and helps with avoiding the rushing of forum discussions;
- ii) iii) It is important to invite and adequately prepare the 'right' participants/delegates at forums;
- iii) Synchronizing compatible processes as ADRA and ITC did helps in terms of ensuring forums lead to consolidated actions and results. This may include exploring the sharing of institutional arrangements;
- iv) Policy implementation starts during consultations (i.e. before it is written) through implementing solutions and building appropriate networks. It continues throughout and beyond the cycle and in sectors like agriculture this allows learning and innovation; and
- v) Where policy problems are clear and strategic actors engage, the development of a Policy can be implemented concurrently with development of a Strategy without contradictions especially where implementing agencies collaborate/coordinate (see also iii above) i.e. strategy ~ policy and policy ~ strategy trajectories are possible.

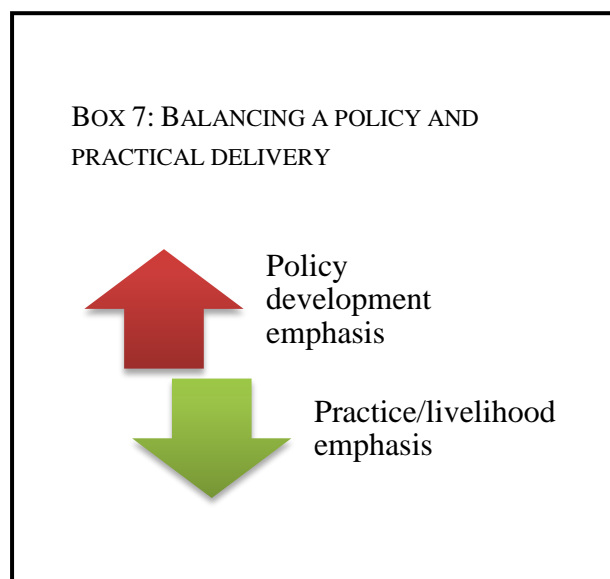
Key FMS lessons include the following:

- i) Farmers can develop solutions for dealing with markets and in the process some farmers (and even middlemen) with capacity to develop relevant expertise need to be identified and supported to play that role;

²⁵ Separate interviews with DA for Bubi and Bubi RDC Treasurer, 21st June 2016

- ii) As farmers get more market information and get integrated their work and relations get more complicated. To become effective their organizational skills and networks need to similarly grow; and
- iii) Inclusive financial and business services are critical. While MFIs play an important role innovative alliances with big banks has a higher likelihood of sustaining smallholder market integration and performance.

In essence outputs of the three different methods of problem analysis (consultative forums, farmer characterization and policy study) can be used at the write-shop. Critical synthesis has begun but ADRA and Ministry can also build onto this including referring to other policies guiding the Ministry. Box 7



presents options available to ADRA regarding where it deploys its attention for the remainder of the implementation period. Considering that policy finalization is outside ADRA’s control at least beyond the write-shop it appears prudent to focus on facilitating practical responses to issues identified during the forums. This will particularly allow ADRA to build on the identified synergies and opportunities identified by smallholders and other forum delegates. In doing this ADRA will be ensuring broad awareness on the policy is built which is critical for implementation. Awareness can be built through strategic interaction with the relevant Parliamentary Portfolio Committee so that its oversight of the Ministry includes tracking implementation of the resultant policy. Farmers’ Organizations at different levels, the private sector and other civil society organizations will also benefit from awareness of the policy (even in its draft form) so that implementation becomes more likely than if production of the policy was followed by silence.

4.0 CONCLUSION AND RECOMMENDATIONS

Zimbabwe’s horticulture sub-sector, like the rest of the agriculture sector operates in a constrained economy and relations of performance that existed prior to 2000 have been disrupted. There is a rich corpus of policies that emphasize the importance of agriculture but these are inadequately adapted to the changed circumstances i.e. dominance of smallholder producers critically delinked from viable markets and facing serious viability challenges due to low production and productivity. This context arises largely from a weak macro-economic

context, erosion of extension capacity and weakened sector governance. Public, private and civil society (including farmers' organizations) actors are keen to improve sector performance but lack capacity and are disconnected. The orientation towards domestic and export market satisfaction remains weak but the tobacco sub-sector offers some lessons for horticulture.

There isn't contradiction between what ITC and ADRA are supporting the Government of Zimbabwe and horticulture stakeholders to achieve. ADRA may however need to re-articulate its concepts and theories. Consensus emerging from the ITC-supported Strategy Development can be built in. In doing that, a business approach could help ensure that its support to Ministry around policy development is not an unduly open-ended process. Well-attended provincial consultative meetings complemented by ITC-commissioned analyses appear sufficient to conclude policy development.

Neither ADRA nor ITC fully control policy and strategy adoption and implementation in/by Government. Further, the role of the FAO is also another factor to consider as they are the lead UN agency in terms of policy and other support to state agricultural institutions. ITC's private sector and global value chain competences are delivered on with this recognition of FAO's role. Similarly ADRA's grassroots (farming households and groups) engagement capacity has to be exercised with this in mind. Besides FAO, donors, development organizations and public institutions like the Food and Nutrition Council constitute key agencies with which ADRA needs to engage as it facilitates policy finalization and prepares interventions based on it.

The recommendations contained in this report flow from a realization that ADRA and ITC are capable of arriving at an agreed set of minimum institutional parameters²⁶ for leveraging practical innovations that can be implemented with private sector support²⁷. Such an outcome is what the two agencies should aim at. Minimum deliverables in this regard are achievable, saleable in terms of fundraising and scalable with positive implications for reconnecting and re-engineering institutional performance in a new set up (built on smallholder producers). The comparative experiences of ITC and ADRA *appear* strong around the private and public sector pillars respectively. Using the emerging 'Alliance for Action' framework this would imply ADRA leveraging effectiveness of public sector strategic partners and farmers to complement ITC's input in the other parts of the model in planned mutuality. Implementation of these ideas suggests that ADRA considers the following recommendations:

1. Identify workable policy proposals for direct implementation in specific geographical locations with private, farmer and government participation. Most policy proposals from the forums are actionable. ADRA should decide on location, scale and partnerships;

²⁶ At least a Draft Horticulture Policy and a Draft Horticulture Strategy complete with flexible structures

²⁷ Used here broadly to include family farms as firms

2. Emphasize FMS methodology around market and farmer prioritized produce. The import management calendar that the Ministry uses provides a useful guide for informed selection of produce. The application of the methodology should target specific production-marketing hubs around but not limited to formal irrigation schemes;
3. Accompany the production system transformations inspired by both the Forums and FMS including careful capacity development of farmers and extension staff;
4. Retain forums in selected provinces and decentralize to specific production areas/districts as needed. The forums should be designed to review implementation progress, structuring partnerships and identifying capacity development needs more than policy consultations;
5. Create ongoing space for building Ministry's capacity at national and sub-national level in both policy making and actual implementation with farmers and private sector input;
6. Strengthen involvement of local governments in facilitating access to economic infrastructure (roads, input-output markets); and
7. Develop and implement a financial services model drawing on the village lending and savings associations (VLSA) model with strategic input from bank as part of building inclusive value chain finance.

The approaches of using forums and FMS remain viable and could unblock production and productivity. Careful selection of implementation areas (location, produce and partnerships) is critical. ADRA needs to continue interacting with ITC and to develop its own capacity in facilitating value chain alliances while retaining a link for policy capacity building at Ministry.

ANNEX 1: KEY INFORMANTS

1. Judith Musvosvi: ADRA
2. Christian Sorensen: ADRA
3. Clemence T Bwenje: Ministry responsible for agriculture;
4. Kumbirai Nyamwena: Ministry responsible for agriculture;
5. Susan Sithole: ADRA
6. Dumezweni Taremba: ADRA
7. D. Nyoni: Ministry responsible for agriculture, Mat. North PAEO;
8. Kujinga: Ministry responsible for agriculture, Bubi, DAEO;
9. Siyabonga Mhlanga: Ministry responsible for agriculture, Pollards-Bubi;
10. Audrey Ncube: Ministry responsible for agriculture, Redwood-Umguza;
11. Tapiwa Zivovoyi: District Administrator, Bubi;
12. Moyo: Treasurer, Bubi Rural District Council;
13. Sithole (Mrs): District Administrator, Umguza

ANNEX 2: SUMMARY OF POLICY ISSUES

Category of policy problems	Examples
Production related challenges	<ul style="list-style-type: none"> Limited crop varieties Poor allocation of land for example A2 beneficiaries being given A1 farms Production that is not targeted to specific and different market requirements (e.g salads, canning), ZESA bills not being paid ZESA tariffs are too high Farmers charged higher commercial tariffs and not lower agricultural tariffs. Switching to solar energy require very high initial cost Some reserves (dams) dwindling Reduced Mobility by some extension officers Research work not being demand driven Limited horticultural research Limited skills on production Lack infrastructure such as irrigation equipment Lack of standards in the horticulture sector
Level of Farmer Organisation	<ul style="list-style-type: none"> Lack of coordination by farmers in crop production Lack of farmer database Unregistered farmers on tax regulation Weaker farmers' unions and associations
Market related problems	<ul style="list-style-type: none"> Limited access to market information Poor management of public markets Poor road infrastructure for accessing markets Lack of storage and handling facilities at market places Produce taken by some contractors but not paid for. Some contractors do not show up to buy crops as promised. Some contractors do grade the produce by themselves then buy. Need for independent grader for prices to be fair. Poor distribution, resulting in flooding other markets when others have deficits.
Input/output related problems	<ul style="list-style-type: none"> Limited access to credit and high cost of credit, Limited knowledge and comprehension of pricing dynamics Buying wrong chemicals Contracting firms not bringing enough inputs. When they do, some do it late. Use of wrong fertilizers especially Compound D. Poor distribution of garden fertilizers in small packs. Poor crop nutrition as few fertilisers are spread thinly over a bigger area. Farmers have difficulty financing own crops. Agricultural loans from local banks are difficult to obtain. Agricultural loans from local banks having to be approved at Head Office not local bank level Farmers lack knowledge on pests and diseases identification and control

The consultations also identified cross-cutting policy issues such as climate change, finance and gender. Gender mainstreaming and HIV/AIDS integration in horticulture policy were raised as serious policy issues that need attention.

ANNEX 3: FORUM PARTICIPANTS INTERVIEWED OVER THE PHONE

Name	Sex	Organisation	Designation	Phone Number	Email
Bulawayo					
1. Cynthia Manzunzu	F	SAEDI	Administration	0777576791	Manzunuro15@Yahoo.Com <u>Answered</u>
2. Dumisani Ncube	M	Irrigation Plots	V. Chairperson	0775302899	<u>Answered</u>
3. Dorcas C. Ncube	F	Nketa/Garden	Chairperson	0776959446	<u>Answered</u>
4. Ncube Rachel	F	Buta	Chairlady	0772617528	Michaelmadondo@Gmail.Com <u>Language barrier</u>
5. Mangwizo Benjamin	M	Irrigation	Irrigation Engineer	0712293948	Bngwiro@Yahoo.Com <u>Number no longer in use</u>
6. Treggie Mpofu	F	Agritex	AEO	0712922989/0967135	Mpfutreggy@Yahoo.Com <u>Answered</u>
7. Zebrone Sibanda	M	Umguza Irrigation	Farmer	0772909980	<u>Answered</u>
8. Anorld Magaya	M	Ministry of Agriculture	R.T	0772265065	<u>(Wrong Number)</u>
Gweru, 17 December 2015					
9. Zano Shingirirai	F	Irrigation	Provincial Irrigation Eng	0775020082	Shingiezano@Gmail.Com <u>Not Answered</u>
10. Mahlanze Charles	M	Manaki Irr Scheme	M.D	0772827125	Cmahlanze@Zedc.Co.Zw <u>Asked For A Questionnaire (Sent)</u>
11. Gonye Emmah	F	Farmer	Farmer	0773587304	Emmahgonye2@Gmail.com <u>Not Answered</u>
12. S. Masocha	M			0777352952	<u>Answered</u>
Mutare, 9 Feb 2016					
13. Isaac Muudzwa	M	Chibuwe Irrigation	Chairman	0776492391	<u>Didn't get through</u>
14. Lovemore Maunganidze	M	Cashel Valley	Chairman	0774982551	<u>Didn't attend the forum</u>
15. C. T Mudawariwo	F	Da Mutasa	Assistant DA	0774710722	Cmudawariwo@Gmail.Com <u>Answered didn't remember about the forum</u>
16. Godfree Makunyana	M	Mfs Group	Supervisor	0774303327	Godfreemakuyana@gmail.com <u>Not answered</u>
Nyanga, 10 Feb 2016					
17. Edward Jambo	M	Farmer Nyarumvurwe	Farmer	0713 392 924	<u>Not reachable</u>
18. Silas Mutota	M	Prime Seed	Regional Agronomist	0773473948	Silasmu@Primeseed.Co.Zw <u>Answered</u>
19. S. Muzvidzwa	M	Ehpl/Hubdc	Farm Org	0772551544	Smuzvidzwa@Fchpz.Co.Zw <u>Answered</u>
20. Mutsvikiri Forbes	M	Agritex	Daao	0772695328	<u>Answered</u>
Mash East/Marondera, 16 th June 2016					

21. Bongani Gokoma		Senior Manager, Agricura	M	772407879	Bongani@Agricure.Co.Zw <u>Did not get through</u>
22. M. Huni	M	Machiki Irrigation	Farmer	717146646	<u>Answered</u>
23. E.Chibomo		Principal Administrator	M	775425087	<u>Not Answered</u>
24. F. Mazana	M	K2	Sales Rep	772320547	Felexmazana@gmail.com <u>Not Answered</u>
25. I. Musakusa	F	Mash East	Chairperson	712754720	<u>Answered but didn't remember the forum</u>

ANNEX 4: ADRA INTERVIEW GUIDE WITH RESPONSES

Key Informant Interview Guide

About the Stakeholder Forums

1. How did the stakeholder forums come about? Who thought about the idea and why?

The stakeholder forums were initiated by ADRA Zimbabwe as an advocacy tool in the horticulture sector. The main reason was to bring the horticulture value chain actors together so that there is dialogue following issues that were being raised mainly by the smallholder farmers, input suppliers and buyers. ADRA was/is better placed to call these actors to dialogue since the organizations dealt with all parties in the value chain.

2. Who organized the practical aspects of the forums i.e. logistics, invitations?

ADRA Zimbabwe and the MAMID (Economics and Markets Department) had a joint responsibility in organizing the forums as well as inviting the stakeholders to the forums.

3. Who originated the forum process and agenda?

Before the provincial forums were undertaken, ADRA and MAMID developed terms of reference stating the roles and responsibilities of each partner and also developed a time line for the forums and the actual writing of the policy.

The forum process is as follows:

- Identifying the relevant value chain actors and other relevant stakeholders through a stakeholder mapping in the province
- Inviting the different stakeholders and value chain actors to the forum.
- Developing the agenda with input from the province
- Verifying the attendance to the forum by contacting key stakeholders
- Holding of the actual forum – value chain actors are encouraged to show case their work including farmers

4. Who was invited to the forums and how were they invited?

Buyers of produce (formal, middlemen etc), suppliers of agricultural inputs, processors, regulatory authorities (ZINWA, ZESA, ZIMRA, EMA), relevant government departments in the province, the local authorities, farmers, other development partners. Stakeholders are invited by a letter and through the email.

5. What were the roles of ADRA, Government of Zimbabwe (Ministry responsible for agriculture, provincial structures etc), farmers and the private sector at the forums?

ADRA, the MAMID in the province carry out a joint stakeholder mapping, invitations and logistics – organizing the venue and assisting value chain actors to show case their work. The farmers and the private sector mainly provide information on issues affecting the province and suggest issues for the policy.

6. What was the format of the stakeholder forums? Was this format consistently applied across all six provincial forums? If format changes were made what was the justification for such changes?

The format of the initial forum was different from the rest because the idea was for ADRA Zimbabwe to create dialogue between the different actors and create partnerships the facilitators. The forum started with speeches from the Ministry of agriculture & ADRA and with explanations from the

facilitator on the objectives of the forum. The facilitators then asked the house to give issues/challenges in the horticulture industry and then a panel of buyers, input suppliers, farmers and financiers was set up to answer questions from the floor. The initial forum only had urban and peri-urban smallholder forums.

The participation of farmers was widened in the subsequent forums as ADRA and the Ministry then involved farmers from irrigation schemes- which are viewed as hubs for horticulture produce in the different provinces. The subsequent forums which were also a consultative process for the horticulture process had a different format. After the speeches, value chain actors are given an opportunity for questions and clarifications, then the group of participants is divided into smaller groups of the different value chain actors to tease out challenges and opportunities of the sector for each group, for example buyer make up a group, farmers, input suppliers etc. After the discussions the group leaders make presentations in a plenary and then discussions follow. The bigger group is divided again into smaller groups but the second group formation is not based on value chain actors, participant are divided into 5 groups to identify issues that should be included in the policy and groups and discussions are guided in that groups look at the following 5 broad headings;

- Enhancing Production and Productivity
- Increasing Processing and Value Addition
- Advancing Marketing and Trade
- Development of the business and policy environment
- Crosscutting issues

A report is then compiled on the forum

7. What was the duration of the forums (part or whole day) and what influenced the time investment? The first forum had a duration of ½ a day and subsequent forums had a duration of 8hrs (whole day) and time investment is based on the programme and issues to be discussed

8. How effectively were the forums facilitated? State any facilitation challenges faced before, during and after the forums.

Before the forum the challenge is on identifying stakeholders to attend the meeting/forum, participants from some irrigation schemes especially those limited in the vegetable production activities are left out to reduce numbers. From those schemes participating in horticulture, only one person the chairperson is invited.

The biggest challenge during the forum is to control time for discussions, usually the group feels that there is always inadequate time for discussions and reflections.

After the forums it has been difficult to go back to the provinces for follow up.

9. Do you think the forums have worked and why? How has ADRA followed up to gather or document emerging benefits from/of forums amongst i) farmers, ii) private sector, iii) government and iv) other forum participants?

As ADRA Zimbabwe we think the forums have been helpful in teasing out issues and challenges in the sector in different provinces, as an NGO we feel there is a lot of work required to revive the horticulture sector. The stakeholder forums have been very useful platforms for both advocacy and creating dialogue amongst value chain actors. Bringing together different value chain actors has

assisted the private sector to identify farmers and establish areas and producers in the province, the forum is an opportunity for partnership building for example in Gweru irrigation farmers discovered that they shared a similar challenge with middlemen and were then planning to be better organized by forming an association so that they tackle issues of pricing as a group.

Follow up has not been stratified in that ADRA has to design tools to capture information from the different groups. However, the private sector has reported its successes to ADRA especially the input suppliers for example Prime Seed in Mutare opened up a ware house and expanded its business in Manicaland after the two forums held in the province.

ADRA Zimbabwe together with the Ministry of Agriculture is planning to initiate horticulture working groups in the provinces for follow up on issues raised.

10. What lessons were drawn in the planning or organising, hosting/facilitating the stakeholder forums? What makes a good forum? What should ADRA do differently in future and why regarding forums? Preparations for the stakeholder forums require a lot of time and human resources for its success. The lesson is that planning should start early so that processes are not rushed and all important stakeholders are invited to the forum. A good forum depends on the cross section of participants, if a group of value chain actors is left out then outcomes of the forum are affected.

In the future ADRA should develop tools for gathering information as a way of follow up and distribute them at the forum and then send issues of follow up. In each province there is need to set up a watsapp group or an sms process to help gather some of the success stories brought about by the forum.

About the Farmer Market School (FMS) Method

1. What steps did ADRA take to design the roll out of the FMS approach in Zimbabwe i.e. how was it organized and run?

1. Review of FMS Manual and Pilot in Malawi

ADRA Zimbabwe participated in a 3 day workshop conducted in Malawi in November 2015 that was being facilitated by ADRA Denmark and ADRA Malawi to review the draft FMS manual that had been used to roll out year one of the FMS pilot in Malawi. ADRA Zimbabwe benefited from the Malawi experience in rolling out FMs and agreed to adopt and adapt the FMS approach in Zimbabwe as a means of empowering and addressing sustainable access to markets for smallholder farmers. ADRA also contributed to the contents of the manual especially on the communication and market prices module.

2. FMS stakeholder Workshop Malawi

ADRA also had the opportunity to attend a stakeholder's workshop in Malawi where farmers were giving feedback on the approach, lessons learnt and how it had empowered and capacitated them to be market ready as well as obtain information on the entire value chains. Information obtained from the workshop and feedback from stakeholders gave insights on how FMS could possibly be rolled out in Zimbabwe.

3. Sensitisation Meetings at National and Provincial level

At the start of 2016 ADRA Zimbabwe sensitised stakeholders on the FMS approach at National level and provincial level in partnership with ADRA Denmark. At national level ministries such as The Ministry of Agriculture Mechanisation and Irrigation development which is the parent ministry were sensitised on the process. The ministry embraced the approach and were keen to witness the results of the pilot project. The ministry recommended that the pilot be done in two areas Matabeleland and Mashonaland East i.e Goromonzi area so that results could be compared. The ministry also linked ADRA to JICA and organisation that was implementing a similar intervention with farmers in Mutoko/Murehwa area. It was recommended that an exchange visit be conducted to that area to find out how the two approaches complement each other.

At provincial level the Agritex offices were visited for Matabeleland and Mashonaland East provinces where the pilot projects would be conducted. The FMS approach was welcomed as it was anticipated that the approach would alleviate challenges of access to markets which was a major problem for farmers who were incurring huge losses by failing to market their produce. The provincial offices managed to facilitate clearances to operate in the target districts with the Provincial Administrators office. In Bulawayo ADRA managed to meet World Vision and share with them the approach. They welcomed the approach and sent two of their officers to be trained as facilitators on the FMS approach.

3.1 Sensitization of District and Local Leadership Stakeholders

ADRA Zimbabwe visited stakeholders in the 4 districts namely Bubi, Lupane, Umguza and Goromonzi to sensitise them on ADRA VSLA trainings and FMS pilot interventions. The visits were also used as opportunities to regularize MOU's for ADRA to operate in the areas. Stakeholders visited include The District Administrators, Chief Executive Officers, Agritex, and the police. Stakeholders welcomed the project and saw the interventions as long overdue in addressing challenges to access to markets and finance for smallholder farmers. Bubi and Lupane Districts have finalized their MOU's and are ready for signing. Umguza already had an MOU with ADRA whilst the MOU for Goromonzi is currently under discussion pending finalization.

3.2 Community Sensitisation

Sensitisation of FMS was done to communities in Bubi, Lupane and Umguza by ADRA staff. ADRA officers promoted the F M S approach where it was explained that the program is not there to give any tangible things to the community but only knowledge. It was further explained that the FMS approach is a guide on how smallholder farmers can acquire market skills and become market ready or market economic literate by discovering the market by themselves. It was also highlighted to the farmers that the farmer takes the lead and collects information, about market requirements of crops and makes the assessment themselves. This will be done by farmers assessing the different value chains and comparing them before making production decisions.

RESPONSE FROM THE COMMUNITY

The community welcomed the program and highlighted that they have been longing for such initiatives as they have been victims of middle man. One community member thanked ADRA for coming out clear that they were not giving anything out but knowledge to the community. The local leadership encouraged ADRA to remain active in such issues of development.

4. FMS Facilitators Training

Training of facilitators on FMS approach was conducted by ADRA Denmark from the 15th – 18th February 2016. A total of 21 participants attended the training of which 7 Agritex(Bubi, Umguza, Lupane, Goromonzi and Harare head office) , 2 MSME’s, 1 MAMID Economics and Markets, 1 ZFU Lupane, 2 World Vision and 8 ADRA Zimbabwe. The purpose of the training was empower the participants on the FMS approach as well as build their capacity to facilitate the FMS approach. The training would enable identification of possible facilitators of the FMS pilots in the target districts. The training was interactive with use of participatory methodologies such as group work, presentations and role plays. Participants had the opportunity of facilitating different modules and being note takers. Other members would provide feedback after the facilitation process. This enabled strengthening of facilitation skills for participants. Highlights of the training included participants expectations which amongst many included *learning how to facilitate FMS, difference between FMS and other marketing approaches, link between FMS, FFS and FBS, Has FMS worked in other countries, how FMS approach can assist farmers in accessing markets*. Facilitation training for FMS for the week covered the following areas

- *Farmer Field Schools, Farmer Business schools, and Farmer Market schools and how the approaches complement each other*
- *Characteristics of a facilitator and facilitation skills,*
- *Characteristics of small holder farmers and adult learners*
- *Identification of groups for FMS training classes*
- *FMS theory training modules to be covered with the class which comprise Introduction to the Learning Process, Preferred Market Crops, The Household Economy and the Seasonal Calendar, Market, Price and Payment Terms, Value Chain Map, Communication, ,First, second, third trip preparation and travels along the value chain to the market.*
- *Monitoring and Evaluation of the FMS approach*

5. Rollout plan of the FMS approach

This was conducted on the 10th February 2016 with Agritex extension officers who had been trained in FMS facilitation. Deliverables on when certain activities were supposed to have been accomplished such as sensitization of local leadership and communities, enrolling of members for FMS class, coming up with agreed dates for training and training venue, conducting of the theory training and the visits to the markets. Reporting deadlines were also agreed on and how the facilitation would be conducted in partnership with ADRA. Extension officers were given tools such as the jotters, attendance lists, register of FMS participants, and training material. During the roll out meetings extension officers were able to present on their possible FMS target areas which were listed below together with members who have since been enrolled for the FMS classes after the sensitization meetings which were conducted.

District	Area	FMS Class Participants		
		Females	Males	Total
Lupane	Tshongokwe Irrigation Scheme Ward 9	6	12	18

Bubi	Pollands Irrigation scheme, 5 surrounding nutrition gardens Ward 11	19	6	25
Umguza	Red Wood Irrigation Ward 9	17	10	27
	Montgomery Community garden and surrounding farmers Ward	13	5	18
Goromonzi	Chinyika Ward 16	20	3	23
	Munyawiri Ward 1 farmer group representatives			

2. How far has it gone in implementing the FMS approach?

The FMS approach involves sensitization of stakeholders at all levels (from the community, local leadership, district, province and national level,). The rest of the activities are detailed in the timetable for FMS detailed below.

The timetable for a Farmer Market School

<i>Subjects</i>	<i>Duration</i>
A. Preparatory Activities	
1. Training of facilitators	3 days
2. Group Identification	3 weeks
B. Modules on basic business ‘theory’ (by facilitator)	
1. Introduction to the learning process	Half day
2. Market, price and payment terms	Half day
3. Household economy	2 half days
4. Income from agriculture	Half day
5. Preferred market crops	2 half days
6. Market, price and payment terms	Half day
7. Value chain map	Half day
8. Communication	Half day
C. Travels along the value chain (interactive)	
1.a. First Trip – preparation	Half day
1.b. Market visit	Half to full day
1.c. Follow up meeting after market visit	Half day
2.a. Second Trip - preparation	Half day
2.b. Visit to market town/city	Two days
2.c. Follow up meeting after market town visit	Half day
3.a. Third Trip - preparation	Half day
3.b. Visit to market town/city	One day
3.c. Follow up meeting after market town visit	Half day
4.a. Fourth Trip - preparation	Half day
4.b. Visit to market town/city	One day

4.c. Follow up meeting after market town visit	Half day
D. Conclusion, Monitoring & Evaluation	
Conclusion, self-monitoring and evaluation	Half day
Facilitator report writing (compulsory)	One week
Preparing presentation of experience (optional)	Half day
Public meeting to present FMS experience (optional)	Half day

The FMs classes are at different stages of progression in implementing the FMS approach. The Bubi and Lupane FMS classes have progressed as far as conducting the first market visits under section C of the FMS timetable. Umguza FMS class have completed section B of the time table. Montgomery and Goromonzi FMS classes are currently on Section B of the timetable where members are covering modules on basic theory of the FMS approach.

3. What criteria were used to select the geographical areas and participants for the FMS pilot?

Geographical Area

During the stakeholder forums conducted in the provinces it was discovered that farmers in Bulawayo and Matabeleland area faced major challenges in terms of market access and integration. In light of this it was therefore recommended that the FMS pilot be conducted in Matabeleland North where farmers would benefit more. Selection of the pilot areas was based on the recommendations from the PAEO to have the pilot conducted at selected irrigation schemes namely Pollards Irrigations scheme Ward 11 Bubi which is a newly established irrigation scheme, Red wood Irrigation in Umguza, and Tshongokwe Irrigation scheme in Lupane. During sensitization meetings at national level, MoAMID recommended that the pilot be conducted in Mashonaland east province Goromonzi area to be able to compare results for the two different regions.

Selection of Participants

Members of the FMs class comprise of representation of farmers from surrounding farmer groups/clubs from a targeted pilot area. During sensitization meetings in the target ward, farmer groups forward members whom they want to be part of the FMs class who will in turn give them feedback on what they would have learned. For example FMS class in Bubi comprises farmer representatives from Pollards irrigation scheme and 5 surrounding community/nutrition garden members in Ward 11. In Goromonzi the 2 FMS classes comprise of farmer representatives from farmer groups in ward 1 and 16.

4. Have you made any changes to the FMS methodology i.e. has the approach been adapted in any way?

Having rolled out the FMs approach up to date the following are changes that have been made

- Chronology for the delivery of FMS modules for basic theory training under section B of the timetable should be as follows.

Module 1 – Introduction to the learning process

Module 2 – Household economy and seasonal calendar



Module 3 –Market Price and payment terms

Module 4 – Preferred Market Crops

Module 5 – Value chain mapping

Module 6- Communication.

After the introduction to the learning process, getting straight into the preferred market crops module confuses farmers. They tend to lose focus.

- The communication model will need to add more information on how farmers conduct the research, the dos and don'ts when conducting market research and a simple guide on possible questions to ask although they can add theirs.
 - There may be need to include a module on access to finance through VSLA's
 - Farmer field school should be part of the roll out process as farmers discover new market preferences there is need to strengthen the production component so that farmers are responsive to the needs of the market.
 - The FMS class may need to select Lead Marketers who continuously interface with the markets since not all of them can conduct the market visits
 - FMS class requires selection of leadership in the form of chairperson secretary and treasurer as well as a constitution that governs their activities
 - In future enrollment for FMS class should be sector specific i.e small livestock, cereals, horticulture, pulses, etc.
 - There is need to strengthen the marketing aspects for the FMS groups to include issues such as value addition, bulking, how marketing of produce is affected by aspects such as price, product, place, partnerships and promotion, negotiation skills, etc.
5. Are there specific (output and outcome) results of the FMS approach that ADRA can point to?
- Bubi Results – Farmers are now aware that there is a ready market for sugar beans at Inyathi High School and Inyathi hospital through market visits conducted to local markets. They have also discovered that there is a ready market for covo and spinach at lucrative prices. They have been empowered on the sizes of broiler chickens required by the local restaurants at Inyathi who pay good prices. They have also discovered the need to produce hybrid varieties which give peculiar qualities required by buyers
 - Lupane – Farmers were excited because of the market information they obtained which informed them on varietal preferences for tomatoes, quantity, quality and packaging required. Farmers also obtained information on the seasons when crops fetched higher prices and the need to stagger their crops

Comments from participants of the FMS classes in Pilot Areas

- *“We must know what the market wants, before we start producing”*. These words came from Mrs. Soleni Dube, who is a member of the Tshongokwe irrigation scheme in Lupane District. She mainly grows tomatoes, but admits that she does not really know, where they end up being consumed after she has off-loaded them to a middle-man.
- *“We are now empowered to know what the market demands before producing unlike in previous instances where we would throw away most of our produce because it was not in line with market requirements.*

- *“It will expose us to other buyers and market opportunities other than the middleman which is what we have always desired but didn’t know how.”*
- *“This approach will bring a turning point in my farming business as I will be producing with a guaranteed market in mind hence realise income. For the past 26 years I have not been realizing meaningful gains in farming and was about to give up.” – Redwood Irrigation Scheme Umguza farmer.*
- *“I now understand the importance of adding value to my produce and how it affects my price”*
- *“Gone are the days when we would only sell to local vendors and middlemen as they were the only market we knew. We are now empowered to look for markets by ourselves.”*
- *“I am now able to compare and decide at which stage of the supply chain I should sell my produce, in what form and quantities required. I am even empowered when negotiating because I will now have information”*

6. How has the Government supported ADRA in rolling out the FMS approach?

- Government sent its extension staff in the pilot areas to be trained as facilitators of FMS after sensitization meetings.
- Agritex extension staff has been at the fore front in sensitizing and enrolling members for the FMS classes
- Government through Agritex has trained extension workers in the pilot areas who are rolling out FMS approach in partnership with ADRA Zimbabwe staff.
- Extension staff are taking an active role in documenting the FMS rollout process
- DAEO’s and supervisors in the pilot areas are actively involved in monitoring the rolling out of FMS and have requested reports to be submitted so that they document the process
- PAEO for Matabeleland has attended FMS training of extension staff by ADRA Zimbabwe in Lupane and expressed his desire for the need for extension staff to uptake this approach in their extension delivery and expressed the need for the entire province to be trained in FMS

7. Do you think this approach will be continued by Government?

- Yes it will be continued by Government because there has been the growing realization of the need for farmers to discover markets for themselves and be empowered through continuous interface with markets
- The ministry at all levels have echoed the need to shift from production oriented production to market driven production and FMS approach has been seen as a possible solution to this
- In pilot areas government stakeholders and smallholder farmers at large are calling for the expansion of the FMS approach to other areas. The DAEO for Lupane requested extension staff in her area to be trained on FMS.
- Meetings with the Deputy Director for Agritex Mr Mudhefi, PAEO for Matabeleland North Mr Nyoni and PAEO for Mashonaland West Mr. Mugabe all welcomed the FMS approach as they saw it as a solution to market driven production and were keen to get feedback from the pilot and consolidation of the approach. PAEO Matabeleland North indicated the desire for all extension officers in the province to be trained. He indicated that trained extension officers in the province would take a leading role in training other colleagues.

8. What lessons were drawn from the planning, training facilitation and field practice (by farmers) of the FMS approach?

- Refer to Question 5
- The need to discover markets by themselves
- Pulling of resources by themselves to visit markets and not rely on donor assistance
- Interface with the market empowers them to discover other possible market channels than the middleman
- Farmers discover the needs of the market by themselves and not having to be told by someone else an extension worker whom they don't trust at times
- How they can increase income by adding value.
- The realization that they can interphase with the end markets by themselves which were otherwise dominated by middlemen