

# 1. AGRICULTURAL PRODUCTION TARGETS\*

## 1.1 Introduction and Methodology

The primary objective of this chapter is to establish a methodological framework and policy proposals on agricultural production targets setting. The chapter identifies the broad policy objectives and strategies that could inform such a policy and the key constraints that need to be considered in setting production targets to mobilise stakeholder support.<sup>1</sup>

The Fast Track Land Reform Programme (FTLRP) of 2000 to 2002 changed Zimbabwe's agrarian structure by expanding the number of small producers through the model A1 scheme, and small, medium and large scale commercial farmers through the A2 scheme, in addition to the communal areas and the remaining large-scale commercial farms. Changes in external factors (drought and economic sanctions) and in internal policy as regards marketing and pricing, exchange rate and foreign exchange allocations and land tenure are critical aspects shaping agricultural production and support systems.

For various reasons this transitional FTLRP period was characterised by reduced food production, and a reduction in foreign currency earnings. To reverse this trend, the nation requires a well co-ordinated, multi-faceted stakeholder plan of focused investment into clearly defined priority areas for improved agricultural production and inputs supply. In order to set production targets, a sound policy framework is essential. Such targets could assist the GoZ to improve agricultural planning, resource mobilisation, and guide various stakeholders in the provision of support services, by providing a tool to monitor progress in achieving national food and raw material requirements and inputs.

The chapter illustrates aspects of the proposed methodology for production target-setting by providing tentative suggested targets for selected commodities: three food crops (maize, wheat and small grains); two export crops (tobacco and

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cotton); three key industrial oilseed crops (soya beans, sunflower and groundnuts); and two livestock commodities (beef and dairy).

## **1.2 Proposed Targeted Production Policy**

### **1.2.1 Policy context and framework**

#### **1.2.1.1 Time frame for targeted production planning**

Long term production targets should be in line with stated agricultural policy objectives. The targets set should, however, be based on an analysis of historical production patterns of the various sub-sectors, the diverse land and natural resource capacity which exists, the potential production capacity of the new A1 and A2 farmers and on existing market opportunities.

The policy adopted in setting the future production targets should aim at radically increasing the levels of output and diversifying the range of agricultural products to ensure an expanded agro-industrial base. Targeted production should be based upon the facilitation of research into new products, technologies and potential markets.

The setting of production targets should anticipate that it will take some time for various resources and outcomes to be mobilised in response to policy. Yields will take time to increase across all commodities, the functional irrigation capacity will possibly take over 10 years to reach its potential of 500 000 hectares; farmers' production skills will require time to grow; and farm infrastructure will only be developed over time. Assumptions are that increased and adequate financial allocation are made by the GoZ and private actors, and that the economic environment becomes more conducive to expansive agricultural investment, the response by farmers and support agencies to new incentives will also follow policy decisions. Therefore, it should take 3 to 5 years before optimum production targets are met.

### **1.3 Broad production policy objectives**

Policies should become more facilitative rather than restrictive, better regulated in the interest of all actors, better prioritised on the basis of improved information and effective monitoring, and be more co-ordinated across various central and local government departments. The opportunity exists for the nation not only to overcome the agricultural commodity deficits experienced in the last two cropping seasons, but also to harness the new demands being made by new producers and support agencies towards a new vision for agricultural production and natural resource utilisation.

Policy flexibility and differential targeting will be critical to the necessary orientation of releasing all the diverse capabilities and resources which the various actors possess, within the wide agro-ecological potential and other opportunities offered by Zimbabwe's proven comparative advantages (in skills and technology) and by its established and new market niches. The underlying approach should be to move all producers to diversified and higher value commodity production and to encourage greater beneficiation to expand industrialisation. This means that production targets need to be set on the basis of a broader composition of commodities within agriculture and natural resource utilisation.

The targeted production policy should also enhance efficient utilisation and increased productivity in the use of various sources of energy, water and other natural resources, as well as promoting sustainable environmental management. Most critically, land policies should encourage optimal land utilisation including higher productivity among all producers and in all commodities.

Targeted production should also promote the objectives of enhancing sub-sectoral and spatial equity. Thus targeted production should have a clear aim to reduce poverty in general. Targeting should assist the various vulnerable groups and regions towards mitigating their resource deficiencies.

#### **1.4 Investment and inter-sectoral co-ordination framework**

Targeted production is intended to provide a framework for national development and investment. To achieve the proposed transformation in production, the GoZ should invest substantially more of its own resources into the production process as a whole, and radically alter the current structure of the policy incentives provided to producers, support agencies and industry, so that they all conform to new targets for economic development and social protection. The GoZ's investment will, in turn, lead to long term growth in tax revenue, foreign exchange earnings and employment benefits that will emerge from the change. These investments should be accompanied by massive private sector and farmer innovation and investments into production.

The GoZ should enhance the inter-sectoral co-ordination of policies and decision-making and of resource allocations (finance, personnel, logistics and administrative back-up). This should entail the involvement of the Ministries of Finance and Economic Development; Lands, Agriculture and Rural Resettlement; Environment and Tourism; Energy and Power Development; Industry and International Trade; Rural Resources and Water Development; Transport and Communications and Local Government Public Works and National Housing.

#### **1.5 Agricultural production targets policy objectives and direction**

The broad assumptions which should underlie the setting of production targets include: the increasing demand for domestic food and industrial raw materials; an expansive export demand for most of the commodities; the existence of an adequate land and farmer base to produce; the existence of tested technology to sustain increasing yields; attractive returns to invested finance, and the commitment of GoZ to policies and resource allocations required to meet the targets.

The main agricultural policy objectives which need refinement, improved co-ordination and calculated trade-offs based upon informed cost-benefit analysis include: food self-sufficiency; its contributions to earnings; its role in agro-industrialisation;

and the relative allocation of land for sustainable natural resource exploitation and sustainable irrigation water and dam development and utilisation.

The GoZ should guide enterprise choices by farmers, the hectareage planted and output, according to set production targets through both directing land uses in return for providing new farmers with access to land and by providing appropriate incentives. The method of directing this targeted production should be carefully crafted as it is not certain whether the use of production directives placed on farmers is desirable in the long term. Producer persuasion through public campaigns would seem better. However, these would need to be backed by the real threat that non-performers will lose their land. Both farmers and agricultural support institutions will respond to policy incentives (producer prices, inputs and credit subsidies to farmers, tax and production support to inputs industries and other incentives to financial institutions) which clearly target some commodities preferentially. A deliberate focus of GoZ resources (budgetary, foreign exchange and support schemes) and such incentives could be more effective in moving production in the given targeted direction.

#### **1.5.1 Commodity prioritisation: food self sufficiency versus exports**

If the GoZ adopts a policy of total self-sufficiency (including keeping an adequate rain reserve stock) in maize and wheat production in the long run, it will be more realistic to limit the targeted output to domestic demand levels and to phase the maize and wheat production growth *parri passu* with per capita increases in demand. This underlines the fact that the demand (internal and external) analyses undertaken in establishing the medium term output targets should be refined and calculated over a 10 year period. More research and planning to improve the demand assumptions, based not only on historical production and per capita consumption projections but also on expanding the agro-industrial export base of the country, should be commissioned.

Policy makers should reprioritise the allocation of resources to some crops over others. Conscious trade-offs among the crops should be made. For instance, it might be most productive for more of the irrigation resources to be allocated to higher value exports (horticulture, tobacco etc.) and some oilseed crops with strong agro-industrial export potential than to expand the areas of irrigated wheat or even sugar. Importing 30% of domestic wheat consumption using new increases in export earnings might be prudent. In livestock production, pigs and goats might well do better than other livestock alternatives.

### **1.5.2 Productivity growth, land use optimisation and production stabilisation**

Agricultural policy should, in the short term, be based upon promoting production recovery to the new structure of land ownership and increased agricultural output. The re-allocation of land; droughts; limited availability of inputs and finance; and a constrained domestic and external policy environment, have led to a shift in land use patterns and a decline in the production of some agricultural commodities. It will take some time for production to stabilise among new farmers although better weather could lead to an immediate recovery of production of the main food crops.

### **1.5.3 Commodity-wise targeted support**

Policy intervention should address the differentiated effects that the various constraints place on the production of each commodity and the opportunities that commodity faces.

The commodity-wise policy support framework focuses on the GoZ mobilising the requisite resources.

**Chart 1.1: Critical Factors for Production Revival Post FTLRP**

| Commodity             | Drought Effects | Reduced Production Inputs/incentive effects (yields) | Land (reduced planted) Use/access area |           | Settler Capacity Limitations | Livestock Market Risk Aversion/Rustling (livestock) |
|-----------------------|-----------------|--|--|-----------|------------------------------|---|
|                       |                 |  | LSCF                                   | A2 uptake |                              |   |
| I. Smallholder crops  |                 |  |  |           |                              |   |
| 1. Maize              | X               | X  |  |           |                              |   |
| 2. Small grains       | X               | x  |  |           |                              |   |
| 3. Groundnuts         |                 | X  |  |           |                              |   |
| II. LSCF Field crops  |                 |  |  |           |                              |   |
| 1. Wheat              |                 | X  | X                                      | X         |                              |   |
| 2. Tobacco            |                 | X  | X                                      |           |                              |   |
| 3. Soya beans         |                 |  | X                                      |           |                              |   |
| 4. Sunflower          |                 |  | X                                      |           |                              |   |
| 5. Horticulture       |                 |  | X                                      |           |                              |   |
| III. Animal Husbandry |                 |  |  |           |                              |   |
| 1. Beef cattle        | X               | X  | X                                      |           | X                            | X   |
| 2. Dairy              |                 | X  | X                                      |           | X                            | X   |
| 3. Wildlife tourism   |                 |  |  |           |                              | X   |

The following matrix summarises the specific recommended interventions necessary to achieve targeted production which the GoZ should elaborate and refine.

**Chart 1.2: Policy Matrix for Targeted Production Interventions**

| Policy Arenas   | Specific constraint  | Commodities Affected  | Policy Actions arena  |
|---|--|---|---|
| <p>1. Exogenous Factors</p> <p>(i) Drought</p> <p>(ii) External policy effects (“sanctions”)</p> <p>(a) Foreign finance (forex gap)</p> <p>(b) Market loss (publicity/trade)</p>  | <p>Moisture</p> <p>Finance</p><br><p>Tourists</p>  | <p>Maize, groundnuts</p><br><p>All commodities (esp. exports)</p> <p>Wildlife based tourism</p>   | <p>Irrigation; appropriate agro-ecological cropping (prices, other incentives and marketing support</p><br><p>Dialogue</p><br><p>Publicity</p>  |
| <p>2. Endogenous Policy Factors</p> <p>(i) Land transfer/access (a) Land expropriation (less area/producers)</p> <p>(b) Land uptake/use (limited)</p> <p>(ii) Agricultural Policy Factors</p> <p>(a) Inputs policy (Pricing/distribution)</p> <p>(b) Output marketing</p> <p>-pricing incentives</p> <p>-forex incentives</p> <p>-market controls</p> <p>© Farm machinery</p> <p>(iii) New Farmer capacity</p> <p>(a) Skills</p> <p>(b) Investible resources (access)</p> <p>(iv) Economic Policy</p> <p>(a) Inflation</p> <p>(b) Interest rates (c) Exchange rates/allocations</p> | <p>Area cultivated (forex)</p> <p>-supply effect</p> <p>-farmer access</p> <p>-credit</p> <p>Forex</p><br><p>Imports (forex)</p> | <p>Wheat, tobacco, Soyabeans, sunflower, Dairy, beef</p> <p>Tobacco, wheat</p> <p>Soyabeans, beef</p><br><p>All field crops in A1/A2</p> <p>All commodities</p><br><p>All commodities</p> <p>Maize, small grains, Wheat</p> <p>Tobacco, sugar, beef</p> <p>Maize, wheat</p> <p>All field crops</p> <p>Wheat, tobacco, dairy</p> <p>Horticulture, seeds</p> <p>Beef</p><br><p>All commodities</p> <p>All commodities</p> <p>Main exports</p> | <p>Max LSCF farms policy resolution</p> <p>Establishment of A2 and resource Farmers; irrigation support</p><br><p>Imports subsidies; ‘custom’ ploughing/harvesting</p> <p>Service/scheme incentives;</p> <p>Subsidise A1 &amp;C. Areas; Liberty</p> <p>Supply industry;</p> <p>-Liberalise prices; targeted consumption subsidies</p> <p>-improve forex access</p> <p>-Remove controls in gen. sup. A1 marketing;</p> <p>-Broad based skills development</p> <p>-Expanded concessional loans (A2, ICFU)</p> |
| <p>3. Politics and Security Factors</p> <p>(a) Settler/old farmer conflicts</p> <p>(b) Livestock/Crop thefts</p>  | <p>Disturbances</p> <p>Losses threat</p>   | <p>Tobacco , wheat</p> <p>Horticulture beef, maize</p>  | <p>-dialogue and mediation on partnerships</p> <p>- stepped up prevention of thefts</p>   |



Spatial production targets should thus be set such that all productive land which is allocated is put under the production of commodities adapted for the weather and irrigation resources but bearing in mind that, since Zimbabwe is prone to drought and floods, production targets will not be met nationally in 2 out of the 10 years and, that the southern regions will face localised drought in 4 out of the 10 seasons. Targets should be set to limit the damage caused by such failures.

#### **1.5.4 Natural resource utilisation policy objectives**

The optimal utilisation of all natural resources whose potential is not being fully exploited should be a key production target objective. This kind of natural resource utilisation could assist in poverty reduction by broadening and supplementing the income base of small-scale farmers beyond mainstream crop and livestock production.

The aim should be to develop untapped natural resource potential and to expand and benefitiate the utilisation of more conventional natural resources such as forestry, wildlife-based tourism, fishing, and crocodile farming. The latter component should target the better resourced landowners (A2 and some self contained A1's LSCFs, conservancies, forest estates) and public sector ventures such as the Forestry Company of Zimbabwe, while small scale natural resource enterprises focus on small holders. These programmes require different sets of policy frameworks with different emphasis in terms of developmental and commercial strategy and policy incentives. The basic policy objective is to increase the number of indigenous participants in expanded natural resource based production targets.

The specific natural resource based production objectives and targets possible are: to increase and diversify the sources of nutrition providing products; to increase the contributions of small producers

towards agro-industrialisation through their provision of raw materials for, and undertaking small scale processing of, natural resources; to increase the local availability of directly produced products (e.g. pharmaceuticals, cosmetics, vegetable derivatives, spices, paper, sugar products and juices); to save energy through products such as briquettes and biogas fuels; to supply more natural fertilisers through various plants (e.g. neme trees); and to increase the sustainable production of crafts and other artefacts.

Apart from increasing the range of products and income sources realised locally, the production targeting policy should promote efficient strategies of water capture (village micro-dams, household water harvesting, and water purification). These should be tied into more effective local micro-irrigation activities to enhance agricultural and natural resource productivity, and provide inputs to the electricity grid from the micro-hydro generation capacity which emerge from this.

Another objective should be to fully utilise all wasted resources (e.g. sawdust converted into briquettes, banana leaves converted to paper, cotton seed chaff turned to stock feed, baobab leaves used for thatch, wild animal dung processed into fertiliser etc.) and thus add to the stock of products derived from land and natural resources. These more sustainable local or village micro economies can be build at low financial cost but realise high returns and provide incentives for sustainable natural resource utilisation.

The underlying production objectives are to broaden the income base, improve equity and enhance natural resource productivity through: sustainably increasing the stocks available per hectare (animals, trees, fish) and sustainable off-take per hectare (hunts, fish, cubic metres of wood, numbers of tourists, etc); and ensuring greater biodiversity, and protecting rare or endangered species or ecosystems.

## **1.6 Land policies and production targeting**

### **1.6.1 Land allocation, farm sizes and production targets**

Meeting production targets requires that land allocation processes be rationalised and completed immediately. In the medium term, current recommended farm sizes can serve potential production targets and thus should be maintained, with the exception of the land needs of some 'special commodities'. The sectors which should be provided with larger farm sizes include among others, dairy, seed production, forestry estates and wildlife conservancies, because of their larger spatial requirement to ensure viability and ecological sustainability. Larger farm sizes should, however, be provided against the meeting of set production targets. To ensure equity in the distribution of benefits, the ownership of these concerns should be given to consortiums under special management arrangements.

Flexibility in land access within current official farm sizes should be permitted to enhance optimal land use and to meet the medium term targets. In the long term the farm sizes policy and land transfer mechanisms should be reviewed towards further 'right-sizing' and to accommodate land transfer (sales/market) mechanisms in a manner which restricts either excessive land concentration or land fragmentation.

### **1.6.2 Land use and production targets**

From an ecological and economic perspective production targets should be based upon intensive land utilisation and protection of the environment if land is allocated to its best land use. The allocation of extra land for draught animals, which require extra herds for reproduction purposes in high potential areas, for instance, is a misallocation of land use.

Current allocations of arable land in Natural Regions (NRs) I, II and III are less than half the land reserved for grazing. Similarly, crop production in excessively dry and stony areas should be discouraged because this generates low economic benefits and yields ecological problems.

Varied livestock land uses should be the main production target for southern Zimbabwe. Small ruminants (goats and sheep) should receive more attention due to their hardiness especially under the conditions in NRs IV and V, low veterinary costs and ability to utilise pasture through browsing. Government can help promote these livestock through provision of guaranteed domestic and export markets through the Cold Storage Company (CSC) and the private sector.

An inventory of areas with high natural resource utilisation potential among redistributed farms and remaining LSCFs should be undertaken by the GoZ, and these should be designated for the natural resource based land uses, state investment support and public protection. Natural resource management practices should be defined and individuals or groups of landowners be required to produce land use and production plans in pursuit of set production targets and to qualify for public investment and technical support. To encourage targeted land use Government should institute measures such as land taxation, land use regulations and incentives to support optimal land uses.

### **1.6.3 Land tenure and production targets**

The land tenure rules which govern access to and use of land, farm infrastructure and natural resources found in resettlement areas should be modified to accommodate the sharing, leasing and renting of land based upon demonstrated and current capabilities to utilise supplementary land. Such leasing of supplementary land should be allowed on the basis of

agreed targets to produce specified volumes of commodities on fixed land areas. The owners of properties re-planned for natural resource utilisation should be allowed to collectively combine their landholdings into larger estates and conservancies. They should be required to hold equity shares commensurate with their original landholding sizes and to augment their shares according to their contribution to the costs of infrastructure and other running costs.

## **1.7 Suggested Targeted Commodity Production and Strategies**

This section presents some suggested production targets in outline form and identifies some of the strategies required for developing key commodities. These indicative guidelines are accompanied by suggestions on how sub-sectoral and spatial targets could be directed. The constraints which will be faced and which need redress are briefly identified.

## **1.8 Agricultural Production Targets**

### **1.8.1 Crop production targets: hectarage, output and yields**

The total target hectarage suggested for the major crops should be increased substantially but, to be feasible, 3 to 5 years should be given for new farmers to establish their enterprises. The national area under maize could rise from 1.3 million hectares by 50% and remain at not more than half of the potential cultivated area of about 3.5 million hectares. Expectations of continuously increased yield in maize among small holders should be staggered over the next 5 years. The area targeted for small grains production should be conservatively defined, and a cost-benefit analysis made of investing in the use of the land in drier ecological regions for small ruminants. Wheat production target should be increased, in terms of cultivated area, to the 1990's averages and assume a gradual increase in potential yields to 5.5 t/ha, over 3 to 5 years which must be sustained.

The present irrigation infrastructure should be expanded substantially.

The area targeted for flue cured and burley tobacco should be increased in the next 5 years, to a total potential cultivated area of 100 000 hectares. Of this targeted area, 70% could be devoted to flue cured tobacco and the rest to burley and oriental tobacco. The strong anti-tobacco lobby which, in general, has led to a decline in world tobacco prices is not expected to constrain production in the next 5 years in Zimbabwe, given the high quality leaf produced which must be sustained.

Soya beans and ground nuts should become a major growth area due to the unfulfilled industrial and nutritional requirements of the nation for these commodities. The area committed to groundnuts and output from this crop could be doubled in 5 years.

There is need for targeting of sunflower production. The production of sugar has been a growth area, with major investment plans having been made, even in NRs II and III, to produce sugar. Once the funding is available, sugar cane output can be expected to increase by 30% from the current levels.

### **1.8.2 Targets for Beef and Dairy Production**

To satisfy the current potential export market requirement of 35 000 tons of de-boned beef a commercial beef herd of at least 1.2 million should be developed, and the national herd size should eventually reach the pre-1991/92 season stock levels of 1.7 million. The future beef industry should selectively target livestock rearing in all the sub-sectors. The desired target commercial herd from natural breeding will take at least 5 years (until 2008) to be attained.

The high capital input and the long term nature of the dairy business should be founded on long term and large scale investors. It will require at least 5 years to

reach the targeted herd of 250 500 dairy cattle. To meet the estimated 13 million litres of milk required each month and demand increase of 5% per annum over a 5 year period, supply should be doubled from the current 9 million litres/month in as short a time as possible. Broadening the milk supply base by proactively developing the indigenous large scale and small scale producers to contribute milk output should be at a rate of 10% growth per annum (DZL, 2003). Concrete plans by GoZ should be made to increase the number of new indigenous farmers in milk production through various support programmes, so that the producer base increases from 300 to 700 in 3 years.

To achieve stability in milk supply, 20 000 dairy heifers should be imported to boost the national herd, producer finance schemes expanded and the resuscitation of dairy farming on the 268 farms that were once producing milk should be prioritised. These former dairy farms partly equipped with milk production infrastructure have a potential to supply the milk requirements of the country. These should also provide an opportunity for linkages with and learning by new indigenous milk producers. Existing dairy infrastructure and producers could reduce entry costs significantly, and the current supply base could be enhanced through subsidies towards improving viability and producer confidence.

### **1.8.3 Tobacco curing woodlots for A1 and A2 Areas**

The Forestry Company should undertake a cost-benefit analysis of the development of potential small woodland plantations for tobacco curing, as well as quantify the savings to be realised from the reduced usage of indigenous woodland. A spatial inventory of the farmers and areas targeted for such woodlots and their outputs over the next ten years should be prepared and a sub-plan developed to define the resources required, outputs and returns of such an investment. The potential resource inputs by GoZ,

new farmers, private sector and NGOs should be estimated, as should the long term credit requirements of new farmers and explicit woodlot subsidies (seedlings, technical advice, duty free tree processing equipment and tax breaks) related to the long gestation period required to establish woodlots. These targets should be incorporated in the larger sub-sector plan.

## **1.9 Recommendations**

### **1.9.1 Targeted production policy framework**

The GoZ should adopt a focused, comprehensive and realistic policy on promoting well co-ordinated, facilitated and supported targeted production to improve its planning and financing of agriculture and natural resource utilization, and to guide the related activities of different types of farmers, government and private sector support institutions and agro-business, banks, farmers' organisations, NGO's and external financing agencies. Such policies should be refined appropriately. They include: efficient land use; appropriate commodity-wise farm sizes and secure land tenure policies, agricultural policies such as prioritised commodity production support and incentives; food self sufficiency balanced against the capacity to import some foods and earn more from exports; higher value commodity production by agro-processing; and natural resource utilisation policies such as optimal exploitation of all resource potential, related value adding activities and maximising resource productivity through improved yields and energy savings. The policy promotes innovative production and marketing strategies and is based upon better definition of public and private sector roles. To implement such a policy the following specific recommendations should be adopted.



## **1.9.2 Integrated targeted production plans**

### **1.9.2.1 Overall targeted production plan**

The GoZ should immediately mobilize resources to produce an integrated agricultural and natural resources production plan, based upon three sub-plans; agricultural, natural resources and agro-industrial plans.

These production plans should be reviewed against implementation each year, and used to guide public and private resource mobilisation for sustainable commercial and environmental development purposes. The GoZ should also mobilise external resources for the plans on the basis that these natural resources will contribute to global public goods (e.g. carbon sinks, species heritage, etc.), and that they contribute to poverty reduction and social development.

### **1.9.2.2 Agricultural targeted production plan**

Firstly, a 10 to 15-year time-frame within which to meet production targets should be set by GoZ for outputs to be achieved. This is particularly important with regard to the production levels for the several commodities (wheat, soya beans, tobacco, beef, and dairy) which faced output declines, caused primarily by a reduction of large scale commercial farmers sector and the cropped area allocated to them last year. The plan should be phased to take into account that it may take more than 2 years, following the completion this year of land uptake and allocations, for more farmers to re-establish pre-FTLRP period cropped areas. Thus the expected medium term increases in the production levels of these crops should be spread out. The area expected to be cropped in maize in the medium term, for instance, should grow by 50%. The time-frame for livestock production recovery is likely to be 5 years.

### **1.9.2.3 Natural resources targeted production plan**

A natural resources sub-sectoral sub-plan of the 10 year Targeted Production Plan, should be produced by the Ministry of Environment and Tourism. This should refine the above objectives, provide an inventory of sub-sectoral (wildlife, woodlands, endangered species) projects and micro-projects according to province and agro-ecology, and define the public and private resource allocations to be made and the outputs expected.

### **1.9.3 Spatial co-ordination of targeted production plans**

The spatial patterns of targeted agricultural production suggested below should be refined and capitalized upon by the GoZ. The GoZ and private actors should pursue an integrated agricultural and natural resource planning and support system focused on key clusters and functional zones, building upon the existing rudimentary zones of clustered production. This should be tied in to a clearly articulated spatially sensitive framework of the agro-industrial strategy proposed above. These spatial-commodity clusters might include: the maize and other field crops cluster of the Mashonaland highlands; the cotton cluster around Midlands; the beef cluster, spanning Midlands, Matabeleland and Masvingo; a dairy cluster in Manicaland and peri-urban zones; a dispersed horticultural cluster; and the plantations commodity cluster of Manicaland and Masvingo.

### **1.9.4 Natural resource utilization extension strategy**

The GoZ should immediately revamp and integrate agricultural land use and its natural resource conservation and utilization extension and training programme to redress continued low production and the degradation of natural resources.

### **1.9.5 Land use monitoring and support for targeted production**

The GoZ should monitor the appropriateness and sustainability of the land utilization practices, agricultural outputs and resources off-take rates, maintain appropriate databases on this and enforce agreed land use and environmental management practices. The GoZ should evict those who do not use land effectively.

### **1.9.6 Targeted production committees**

The above plans and extension services should be co-ordinated in a decentralised manner which is accountable centrally and locally, and to all stakeholders. The processes should thus be backed by the establishment of multi-stakeholder committees at the various levels (national, provincial, district and ward) to promote and monitor targeted production.

### **1.9.7 Role and strategies of public institutions**

An agency which monitors and rationalises land policy in line with progress in targeted production should facilitate production and land use processes among all farmers. The administration of future land allocations and land tenure, etc should be the responsibility of a new autonomous land administration agency.

## **1.10 Resource mobilization**

The GoZ should ensure that adequate resources are mobilized, for the implementation of the production plans and that these are effectively co-ordinated. Effective targeting of finance to priority commodities, effective monitoring of the use of the resources for intended purposes, and transparent accountability should be cardinal rules.

The GoZ should create a specialised independent unit which facilitates such co-ordination, monitors progress and addresses constraints. Such a unit should be effectively decentralised and have a monitoring mechanism of financial

resource distribution, which allocates equitable support to the various targeted production clusters. This would entail a resource mobilisation strategy in which the GoZ funds are focused only towards promoting the main food crops and natural resources, while the private sector covers these as well as the rest of the commodities.

The GoZ should pursue dialogue to reverse the negative effects of its international isolation and thus seek new flows of bilateral and multilateral funding to Zimbabwe. The donor community should support wider agricultural recovery through funding to both the A1 and A2 farmers as well as communal areas farmers.