

REPUBLIC OF GUINEA-BISSAU

ZERO HUNGER IN GUINEA-BISSAU

CHALLENGES TO ACHIEVE FOOD AND
NUTRITION SECURITY (2018-2030)

Title: ZERO HUNGER IN GUINEA-BISSAU. CHALLENGES TO
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CONTENTS

| | |
|--|-----------|
| Preface | 3 |
| Executive summary: findings and recommendations..... | 5 |
| Abbreviations and acronyms..... | 7 |
| INTRODUCTION | 9 |
| General context | 11 |
| Background | 12 |
| Objectives..... | 14 |
| Methodology..... | 15 |
| 1. ANALYSIS OF THE FOOD SECURITY AND NUTRITION SITUATION | 21 |
| Availability | 23 |
| Access to food products | 27 |
| Use of food and nutrition..... | 28 |
| Stability | 35 |
| 2. LOCAL CULTURAL SYSTEMS AND THEIR RELATIONSHIP WITH FOOD AND NUTRITION (IN)SECURITY | 37 |
| Influence of dietary habits in the sub-region on the traditional local cuisine | 44 |
| Relationship between medical aspects and diet in the different regions of the country | 45 |
| 3. UTILIZATION OF NATURAL POTENTIAL TO FIGHT HUNGER AND FOOD INSECURITY | 47 |
| Availability of natural resources..... | 49 |
| 4. NATIONAL POLICY AND PROGRAMMES: RESPONSES OF THE GOVERNMENT AND PARTNERS..... | 53 |
| Interventions in the health and nutrition sector..... | 55 |
| Interventions in the agriculture sector | 56 |
| Interventions in the education sector | 60 |
| Interventions in the area of social protection | 61 |
| Interventions in the area of law to strengthen biodiversity conservation | 63 |
| Organization of the national response to institutional capacities and coordination mechanisms | 64 |

| | |
|--|-----------|
| 5. GAPS IN THE RESPONSE TO FOOD AND NUTRITION SECURITY | 67 |
| Insufficient and/or improper utilization of natural potential | 69 |
| Lack of harmonization and dissemination of the legal framework governing the food and nutrition security sector..... | 71 |
| Breastfeeding | 71 |
| Integrated Management of Acute Malnutrition | 72 |
| National Council for Food and Nutrition Security | 72 |
| Lack of coordination and synergy in the actions of the main stakeholders..... | 73 |
| Lack of systematized information (timely availability and circulation) on food and nutrition security | 73 |
| Lack of financial resources and/or timely availability..... | 74 |
| Deficient functioning of food product certification structures..... | 74 |
| Lack of a national and consumer food and nutrition education programme | 74 |
| | |
| 6. STRATEGIC FOCUSES, MEASURES AND OBJECTIVES OF THE NATIONAL STRATEGY | 77 |
| Strategic focuses | |
| I. <i>Political, legal and institutional</i> | 80 |
| II. <i>Production and processing</i> | 81 |
| III. <i>Access, distribution and consumption</i> | 81 |
| IV. <i>Education, information and awareness-raising</i> | 82 |
| V. <i>Funding</i> | 82 |
| VI. <i>South-South and triangular cooperation</i> | 83 |
| VII. <i>Surveillance and oversight system</i> | 84 |
| VIII. <i>Coordination, monitoring and evaluation</i> | 85 |
| | |
| STRATEGIC FOCUS IMPLEMENTATION ROADMAP | 86 |
| | |
| 7. GOVERNANCE MODEL AND MONITORING SYSTEM | 97 |
| Bibliography | 102 |
| ANNEXES | 104 |



Preface

Food and nutrition security is one of the essential conditions for achieving sustainable development. Sustainable Development Goal 2 indicates the fight against hunger, the achievement of food security, the improvement of nutrition and the promotion of sustainable agriculture as its strategic focuses.

However, Sub-Saharan Africa is the region with the highest prevalence of hunger, where around one in four people are undernourished. Guinea-Bissau's successive governments have concentrated on and remain committed to developing and implementing national policies and strategies, such as the National Agricultural Investment Plan, the National Nutrition Policy and Strategic Plan, the Decree-Law on School Canteens, National Nutrition Day and the Cost of Hunger Study. These efforts are in line with the Terra Ranka (Fresh Start) Strategic Operational Plan, which indicates food security as one of the priorities to support investment in human capital.

The decision to develop a long-term strategy that, based on a sustained diagnosis of the food and nutrition security situation in the country, outlines paths, approaches and principles to guide the desired transformations, is one of the main requirements to drive the building of internal capacity for resilience to shocks and the fight against poverty, particularly in rural areas, and represents an opportunity for local development and regional integration.

Therefore, this document constitutes a decisive step in consolidating the national development agenda and strengthening institutional coordination between the various national and international stakeholders. Without their support and collaboration it would have been impossible to develop this strategy and we would like to express our deep gratitude for the availability and commitment they have demonstrated.

As a country with weak infrastructure, achieving the goal of Zero Hunger by 2030 will undoubtedly require a herculean effort from us. However, it is also an achievable goal that provides a decisive impetus and will give the Government an important tool where each of the actors involved can find inspiration to make its contribution an integral part of national public policy.

We believe that the key ideas developed in this document, backed up by the political will of the Government and the whole political class, will enable us to take measures, including of a financial nature, if we integrate this strategy into the General State Budget. This is essential and reveals the Government's commitment and encouragement regarding implementation of the roadmap set out; it will also foster a spirit of co-ownership by the nation and Bissau-Guinean society.

Dr Aristides Gomes
Prime Minister and Minister of the Economy and Finance

Executive summary: findings and recommendations

The issue of food and nutrition security has been given increasing importance in the development programmes and policies implemented in Guinea-Bissau. However, despite the efforts of the main actors in this sector (Government, international partners and civil society organizations) the country continues to face huge challenges.

The constraints linked to food and nutrition security in Guinea-Bissau have multiple causes and are intrinsically linked to the country's development problems and the level of poverty among the population. The permanent political and governmental instability, which has major economic and social impacts, is key to explaining the causes of poverty and food insecurity in the country. The lack of medium- and long-term strategies aimed specifically at developing the agricultural sector, the weak development of public and associative structures, the high illiteracy rate and the low level of nutrition education, together with the lack of conditions and stability for robust private investment in the agri-food and agri-business sector, all contribute significantly to the national food and nutrition security situation.

Until there is a structural change in food production and distribution conditions, especially in the agricultural sector, the country will be unable to produce enough to feed its population, in terms of both quantity and quality. As has been noted by numerous specialists¹, Guinea-Bissau has especially favourable natural conditions for agri-food production, whether for cereals, vegetable (roots and tubers) and fruit products, or even non-timber forest products. Similarly, the country's long coastline affords it easy access to fish resources that can and should be harnessed to contribute to food and nutrition security.

¹ See for example the interview with Diogo Ferreira, Bissau, May 2018.

Several analyses of food security show that, overall, hunger need not exist in Guinea-Bissau². However, it was found that 20 per cent of households in rural areas were food insecure in October 2017. Some rural regions have higher food insecurity rates than the national average, reaching 27 per cent in Quinara Region³. In 2018, the food insecurity rate in urban areas was 3 per cent of the households surveyed, with 65 per cent employing consumption-based coping strategies to cope with the scarcity of food.⁴

² See for example the interview with Colonel Saliu Baldé, Bissau, May 2018.

³ Data from the SiSSAN survey, October 2017.

The so-called *double burden of malnutrition* is a reality in Guinea-Bissau. The estimates based on the systematic analysis of survey data on the weight and height of the populations of 188 countries, published in May 2014, revealed a very high prevalence of overweight and obesity in Guinea-Bissau, among both children and adults of both sexes.

The problem of food and nutrition security in Guinea-Bissau has different causes at different levels. In terms of availability, there is a shortage of food production resulting from the lack of a strategy to develop

⁴ Data from the survey conducted within the framework of the Zero Hunger Strategy, May 2018.

the agricultural sector, the difficulty for small producers to access markets and the lack of public and associative structures that support production and producers. At this level, Guinea-Bissau needs to revitalize a public rural extension system, with the support of associations and cooperatives, in order to develop the agricultural sector and provide technical support to producers in a systematic manner.

In terms of access, the limited income of the population as a whole poses a serious problem as it prevents people from buying good quality food products in the markets, even if they are available. Furthermore, there is no policy that offers vulnerable and low-income families a mechanism to enable them to access food in an equitable manner.

With regard to utilization, there is also the need to promote food diversification to facilitate the preparation of more balanced and nutrient-rich meals. This process must be accompanied by an intensification and expansion of school canteen programmes combined with greater access to information and efforts to raise the awareness of the population about the importance of nutrition security. It should also involve the presence in the community of nutrition workers to provide guidance and perform nutritional surveillance for the most vulnerable communities.

Moreover, the foods available are not always fit for safe consumption. Food quality poses serious public health problems, whether due to the lack of adequate mechanisms and measures relating to inspection, quality control and certification, or because the population's eating habits are sub-optimal due to a lack of nutrition education.

The policies and programmes implemented to date have been insufficient or ineffective to improve the situation, despite the efforts made by successive governments. The capacity of the state and its international partners to respond has not been up to the challenges. There have been various types of constraints, but the most serious and critical appear to be linked to the lack of an adequate coordination, monitoring and evaluation system for the implementation of programmes. It has been observed that actors have acted in a competitive manner, seeking visibility and acting in isolation without shared communication mechanisms. This prevents the development of a harmonious framework for action based on joint participation and shared responsibility, which could strengthen the impact of such actions for the population, thus increasing the institutions' capacity to fulfil their role.

In order for this situation to change, Guinea-Bissau needs a strategy that, building on experience from the past and the conditions created to date, makes it possible to define a roadmap to guide the country, its leaders and the various actors involved in national food security in seeking synergies and avoiding wastage of resources.

To summarize, there are various actors promoting food and nutrition security in the country, but all point to the need to develop a strategy of food sovereignty and not merely national food security. With this in mind, the Zero Hunger Strategy aims to provide a roadmap that enables the Bissau-Guinean state, together with its development partners, to achieve Goal 2 of the Sustainable Development Goals by 2030.

| | |
|------------------|---|
| AMAE | Women's Economic Activity Association |
| ANAG | National Association of Bissau-Guinean Farmers |
| ANFA | National Food Fortification Alliance |
| ANP | National People's Assembly |
| CHW | Community Health Worker |
| CCIAS | Chamber of Commerce, Industry, Agriculture and Services |
| ECOWAS | Economic Community of West African States |
| CARI | Consolidated Approach to Reporting Indicators of Food Security |
| CIPA | Centre of Applied Fisheries Research |
| CNMSAN | National Multi-sectoral Food and Nutrition Security Committee |
| CONSAN | National Food and Nutrition Security Council |
| ADPL | Agricultural Development Policy Letter |
| CPLP | Community of Portuguese Language Countries |
| DENARP II | Second National Poverty Reduction Strategy Paper |
| CD | Census districts |
| DSANSC | Department of Food, Nutrition and Child Survival Services |
| GSIFYCF | Global Strategy for Infant and Young Child Feeding |
| NSDR | National Strategy for the Development of Rice Growing |
| RFSS | Regional Food Security Strategy |
| FAO | Food and Agriculture Organization of the United Nations |
| FARP | Revolutionary Armed Forces of the People |
| GB | Guinea-Bissau |
| IMAM | Integrated Management of Acute Malnutrition |
| GPSA | Office of Food Security Planning |
| GTSAN | Thematic Group on Food and Nutrition Security |
| IBAP | Institute for Biodiversity and Protected Areas |
| BFHI | Baby-Friendly Hospital Initiative |
| INASA | National Institute of Public Health |
| INE | National Statistical Institute |
| INPA | National Institute of Agricultural Research |
| IPHD | International Partnership for Human Development |
| JNVP | |
| MADR | Ministry of Agriculture and Rural Development |
| MICS | Multiple Indicator Cluster Survey |
| SDG | Sustainable Development Goal |
| SDG 2 | Sustainable Development Goal No. 2 |
| GSB | General State Budget |
| WHO | World Health Organization |
| NGO | Non-governmental organization |
| UN | United Nations |
| PALOP | Portuguese-speaking African countries |
| WFP | United Nations World Food Programme |
| SPFS | Special Programme for Food Security |
| NTFPs | Non-Timber Forest Products |
| NPIMAM | National Protocol for the Integrated Management of Acute Malnutrition |
| GDP | Gross domestic product |
| ICESCR | International Covenant on Economic, Social and Cultural Rights |
| PLACON-GB | Consultation Platform for Non-Governmental Organizations in Guinea-Bissau |
| PNIA | National Agricultural Investment Plan |
| NSP | National Seed Plan |
| NFSP | National Food Security Programme |
| UNDP | United Nations Development Programme |
| PLWHA | People Living With HIV/AIDS |
| QNCOCPR | National Consultation Framework for Farmers' and Rural Producers' Organizations |
| RESSAN-GB | Civil Society Network for Food and Nutrition Security in Guinea-Bissau |
| ROPPA | Network of Farmers' and Agricultural Producers' Organizations of West Africa |
| BAS | Bissau Autonomous Sector |
| FNS | Food and nutrition security |
| SiSSAN | Food and Nutrition Security Monitoring System |
| SUN | Scaling-Up Nutrition |
| UEMOA | West African Economic and Monetary Union |
| UNICEF | United Nations Children's Fund |
| EEZ | Exclusive economic zone |

Abbreviations

INTRODUCTION

General context

Guinea-Bissau (GB) has a total area of 36,125 km² and is located on the western coast of Africa. To the north it borders the Republic of Senegal, to the east and south the Republic of Guinea-Conakry and to the west the Atlantic Ocean. Its territory comprises a continental part and an insular part which is made up of several islands and islets in the Atlantic Ocean, principally those of the Bijagós Archipelago. In 2016, the country's population was estimated at 1,687,694 inhabitants, approximately 70 per cent of whom lived in rural areas⁵.

5 Estimate for 2016 of the National Statistical Institute of Guinea-Bissau, Final National Accounts for 2016 and Provisional National Accounts for 2016, Bissau, 25 August 2017.

There are 1,410,600 hectares of arable land, 150,000 hectares of which is irrigable. GB has abundant rainfall (an annual average of 1,500 to 1,877 mm, spread over 112 days) and significant surface water and groundwater resources.

The country has favourable conditions for growing various agricultural products such as rice, root crops, groundnut, palm oil, fruits and vegetables, and has considerable sources of animal protein. Its fishery resources (fish, crustaceans and molluscs) are also abundant due to the existence of rich aquatic flora and a large continental shelf (45,000 km²), with numerous rivers and an insular part.

The main economic activity is agriculture, including livestock farming and forestry. Agriculture generates more than 50 per cent of GDP⁶, but accounts for 80 per cent of exports and employs 82 per cent of the economically active population. Cashew nuts are the main export product and in 2017 accounted for 98.7 per cent of total exports and 23.9 per cent of GDP⁷. Livestock products account for approximately 17 per cent of GDP and 32 per cent of agricultural revenue. Sea fishing, meanwhile, constitutes the second largest source of foreign currency and employment in Guinea-Bissau.

6 Data from 2015.

7 Data from the Ministry of Finance, in the Macroeconomic and Budgetary Framework Note, March 2018.

Despite its considerable natural potential, Guinea-Bissau is one of the world's poorest countries. According to a study of poverty conducted within the framework of monitoring poverty reduction indicators (ILAP 2), its poverty level is estimated at 69.3 per cent. The Human Development Index (2016) of the United Nations Development Programme (UNDP) ranks Guinea-Bissau 178th out of 188 countries.

Since it declared its independence in 1973, the country has faced successive (sometimes armed) conflicts that have seriously affected its political and institutional stability and have prompted a rural exodus, among other adverse impacts. Its social infrastructure is rather weak, which has a pronounced impact on health and education levels. The school enrolment rate is 62.4 per cent

8 Data from the 2014 MICS.

for basic education and 20.4 per cent for secondary education. The literacy rate among young people (15-24 years of age) is 51 per cent for women and 70 per cent for men⁸. 75 per cent of the population has access to an improved source of drinking water, yet 60 per cent of households have no drinking water supply in their homes. Only 13 per cent of the population has access to safe drinking water and improved sanitation facilities. Only 38 per cent of the

9 Data from the 2014 MICS.

10 Data from the 2014 MICS.

population has access to health services. The neonatal mortality rate is 36 per 1,000 live births and the infant-child mortality rate (under 5 years of age) is 89 per 1,000 live births⁹. The maternal mortality rate, for the 2007-2014 period, was 900 per 100,000 births¹⁰. Life expectancy at birth is 48.6 years¹¹.

11 DENARP II, 2010.

Background

This report presents a strategic review of the food and nutrition security (FNS) situation in GB and defines the country's strategy for this sector through to 2030. It is the culmination of a process that began with the adherence of the Guinea-Bissau Government and its main partners, particularly the World Food Programme (WFP), to the Sustainable Development Goals (SDGs) and, implicitly, each of the 17 goals adopted by the United Nations member states within the framework of the post-2015 Summit that took place in New York from 25 to 27 September 2015.

Despite the political instability that has characterized GB over the past two decades, the successive governments have continuously sought ways and means of promoting sustainable economic development based on the rational exploitation of its resources and FNS. In fact, the subject of FNS is not new in GB, having been on the agendas of various governments in the past.

Guinea-Bissau is a signatory of various agreements, conventions and other international instruments that recognize the right to food security and adequate food. For example, in 2004, the Food and Agriculture Organization (FAO) of the United Nations approved the Voluntary Guidelines on the Right to Food, which include a set of recommendations designed to help countries progressively achieve this right in each national context. For instance, GB is a signatory of and has ratified the International Covenant on Economic, Social and Cultural Rights (ICESCR), which, among other provisions, recognizes people's right to adequate food¹².

The country has also participated in the main events related to FNS, such as the World Food Summit (Rome, 1996), the World Food Summit: Five years later (Rome, 2002), the High-Level Conference on World Food Security: the Challenges of Climate Change and Bioenergy (Rome, 2008) and the Second International Conference on Nutrition (ICN2) where the Rome Declaration on Nutrition and the Strategic Action Plan were adopted (Rome, 2014).

Due to the lack of continuity in the implementation of public policies and the high turnover of managerial staff, the challenge of reducing poverty through improved macroeconomic management and better coordination of official development assistance has been ineffective in terms of job creation, income generation, improving access to social services (health, education and welfare) and, consequently, reducing food and nutrition insecurity. Indeed, in 2012 the State Secretariat for Food Security was created as a way of tackling this challenge.

The Government's commitment to addressing these various challenges was given concrete expression in the drafting, in 2010, of the Second National Poverty Reduction Strategy Paper (DENARP II), in which these issues were defined as national priorities. With the adoption of public policies (National Agricultural Investment Plan - PNIA, National Nutrition Policy, National Health Development Plan, inclusion of environmental education in curricula, school feeding programme, etc.) and the implementation of development programmes and projects in productive sectors, with the support of the development partners, promising efforts have been made in these different areas.

The recent adoption of the Strategy 2015-2025 and the Terra Ranka (Fresh Start) Strategic Operational Plan 2015-2020 are prime examples of this effort through which the Government of Guinea-Bissau has reiterated its political will to effectively address these major challenges to enable the exercise of the economic and social rights guaranteed under the international and regional treaties and conventions ratified by the country, with the identification of national priorities.

¹² See, for example, Right to Food and Food and Nutrition Security in the CPLP Countries - Basic Diagnosis.

In addition, the country has made efforts to adapt those strategic documents to the conventions and treaties, as well as to the goals set by international bodies such as the United Nations. Thus, in September 2000, GB took part in the Millennium World Summit, endorsing its final resolutions. Despite the limited results achieved in the implementation of those goals, the country has made laudable efforts to meet the targets set.

Indeed, GB is one of the countries that, in September 2015, committed to implement the 2030 Agenda, adopting the SDGs, and agreed to measure and monitor its progress towards the goals collectively defined by the heads of state and government at the Extraordinary Summit of the United Nations. Goal 2 (SDG 2) highlights the prominence of FNS in the Agenda, aiming to “end hunger, achieve food security and improved nutrition and promote sustainable agriculture” by 2030.

In recognition of the country's commitment to fulfilling the 2030 Agenda, WFP began a strategic planning process that aims to contribute, in conjunction with national efforts, to eradicating hunger by 2030, as well as analysing the current portfolio of WFP activities to better position itself to help the country achieve its zero hunger objectives.

The development of Guinea-Bissau's Zero Hunger Strategy will enable the Government and its partners to articulate needs, making it possible to effectively achieve SDG 2 (Zero Hunger) in the country by 2030. According to the United Nations (UN), there are more than 500 million undernourished people worldwide. Therefore, one of the targets of SDG 2 is for countries to develop, by 2030, programmes and policies with a view to doubling the productivity of small-scale food producers, including women and indigenous peoples, in order to increase the income of their families.

The drafting of this report was an inclusive, consultative exercise led by the Government of GB, with the assistance of WFP. The Zero Hunger Strategy provides a comprehensive analysis of the challenges facing the country with a view to achieving SDG 2 by 2030 based on extensive analyses and consultations involving a wide range of stakeholders, namely the Government, civil society, the private sector, donors and international organizations.

It is hoped that this document will promote an integrated and coordinated vision of the challenges, as well as gaps in the national response to FNS, culminating in the establishment of partnerships with key stakeholders in the various areas concerned, to ensure that the recommended actions are implemented in a structured and ongoing manner.

Objectives

Despite its agro-silvo-pastoral and fish producing potential, Guinea-Bissau has been contending with structural food and nutrition insecurity for a number of years. Net national food production is insufficient to meet the country's food needs. This is due to the absence of mechanisms to support the production, processing and distribution of local products. The rural population, especially small family farms, women and young people, are more severely affected by this tragic situation, which results in a survival-based approach to work, in a context of high levels of morbidity and mortality. Poverty and unemployment have dramatic repercussions on the population's FNS, which, in turn, influences people's cognitive learning capacity and productive capacity.

In order to increase the impact of specific nutrition actions, it is crucial to formulate strategies, in different sectors relevant to nutrition, that i) aim to facilitate access to all nutritious foods and, in parallel, ii) support small-scale family farming as a source of income, iii) improve access to drinking water and sanitation, thus reducing the occurrence of infections and disease, iv) guarantee adequate food and nutrition for the full development of children, their learning capacities and competencies, enabling them to earn a decent living as adults, v) enable access to quality health services, vi) produce sustainable prosperity and a healthier and more resilient population that is better prepared to cope with conflict and emergency situations.

On this basis, development of the Zero Hunger Strategy aims to:

- Provide a comprehensive understanding of the FNS context in Guinea-Bissau, including strategies, policies, programmes, institutional capacities and flows of resources.
- Identify development and humanitarian challenges to achieve the zero hunger aspirations set out in SDG 2.
- Discuss the role of the private sector in achieving the goal of zero hunger, including improved food and nutrition security and related areas.
- Explore how South-South and triangular cooperation can contribute to effective achievement of the zero hunger goal in GB and how GB can help other countries progress towards zero hunger, in line with the 2030 Agenda.
- Propose favourable areas where the partners can better support GB in making significant progress towards zero hunger.
- Recommend milestones for a National Zero Hunger Roadmap.

Thus, with the aim of ensuring national ownership of the exercise, the national WFP representative and the Guinea-Bissau Government agreed that the Zero Hunger Strategy would be developed under the leadership of the GB Government, through the Secretariat of State for Planning and Regional Integration, with the support of WFP. The Zero Hunger Strategy development process had the following structure:

Lead Convener. The Zero Hunger Strategy development process was designed and discussed by the Coordination body, the Technical Team and a person of recognized merit, who led the process of ownership by and dialogue with the stakeholders, the Government and the international community, in particular mobilizing decision-makers and civil society through the Advisory Committee Coordination body and the WFP Secretariat.

Advisory Committee. Put together by the Secretary of State for Planning and Regional Integration, this structure was made up of representatives of the main national and international institutions working in the area of food and nutrition security. The Advisory Committee also included individuals who had no institutional links.

Technical Team. This team was made up of independent specialists who were recruited from consultancy firms, and individuals with experience in research and the drafting of strategic public policy documents, particularly in relation to food and nutrition security. The Technical Team was in charge of managing the day-to-day activities, including mapping the relevant actions, stakeholder consultations and information gathering. Performance of this work was partly shared with the Lead Convener.

Methodology



Development of the Zero Hunger Strategy was based on a process that lasted approximately six months, including an extensive and inclusive consultation process involving all the stakeholders.

The Technical Team, supported by the Advisory Committee, performed a review of the relevant literature, collected additional data, particularly through a survey of the coping strategies of households in urban centres, and public consultations. The public consultations consisted of gathering views and perspectives on tackling hunger and how to achieve FNS, and involved public institutions, members of parliament, the private sector, non-governmental organizations (NGOs), the media, women, young people and the armed forces. In this phase, more than 200 participants took part in the discussions; the cities of Bissau (Bissau Autonomous Sector - BAS), Canchungo (North), Bafatá (east) and Buba (south) were the main sites of the consultations carried out by the Technical Team.

A total of 12 consultations were conducted, with a total of more than 200 participants, including managerial and technical professionals linked to the aforementioned institutions, such as the ministerial departments concerned, the private sector, NGOs, women's organizations, journalists, the Children's Parliament, youth organizations, specialized committees of the National People's Assembly (ANP) and the military class. In addition to those consultations, interviews were conducted with some managers and specialists, who were selected not only on account of their positions in those structures, but for their views and knowledge of FNS.

To gather primary data about the coping strategies of families in urban centres, an extensive survey of households living in BAS and the regional capitals was carried out. The questions concerned households' coping strategies (CIS and rCSI), income, meal frequency and diversity, expenditure (food and non-food expenditure), crises, availability of products in the markets, accessibility, prices of basic staples, and so on.

Thus, between 27 April and 11 May 2018, the Zero Hunger Strategy team, supported by the technicians of the Food and Nutrition Security Monitoring System (SiSSAN), gathered data about food security in urban households nationwide, with a total of 820 respondents.



Survey interviewers during the training workshop

The sample was calculated by Guinea-Bissau's National Statistical Institute (INE) and was based on a two-degree stratified probability survey, where the primary unit was the census districts (CDs) and the secondary unit was households within the CDs, obtained at random (10 households were selected in each of the 82 CDs).

All the above-mentioned data were compiled and harmonized in this report, which was then submitted to all the entities consulted during the consultation process for their critical analysis and input. Once the report had been updated, a national delivery session was organized in June 2018, in Bissau, which was attended by some 150 participants.

This document is divided into eight chapters. The first chapter analyses the FNS situation in the country. The second examines the policies and programmes implemented by the different governments, in collaboration with their partners, with the aim of solving problems related to FNS in the country. The third chapter reviews local cultural systems and their relationships with food and nutrition (in)security. The fourth chapter is dedicated to analysing the utilization of natural potential (biodiversity resources and ecosystem services) in tackling hunger and food insecurity. The fifth chapter analyses shortcomings in the responses to FNS. The sixth chapter identifies and explains the strategic focuses, measures and objectives of the Zero Hunger Strategy for Guinea-Bissau, while the seventh chapter addresses the governance model and monitoring systems. Annex I sets out recommendations for improving FNS in Guinea-Bissau based on the consultations and interviews carried out during the strategy development process.

5

**GAPS IN THE
RESPONSE
TO FOOD
AND
NUTRITION
SECURITY**

The main gaps found in the response to food and nutrition insecurity were:

1. Insufficient and/or improper utilization of natural potential;
2. Inadequate and non-harmonized legal framework that is not widely disseminated;
3. Lack of coordination mechanisms for actions implemented and lack of synergy between the main actors;
4. Poor systematization and dissemination of information on actions carried out;
5. Insufficient human resources, funding and/or factors of production that are not always available in a timely manner;
6. No food and nutrition education programme has been implemented;
7. Non-existence of laboratories to analyse and certify accredited food products

Insufficient and/or improper utilization of natural potential

Vegetation cover in the country has decreased considerably in terms of surface area, resulting in a loss of habitat and biodiversity, due to the following factors:

1. Non-existence of agro-ecological zoning to ensure better utilization of spaces for the production and conservation of phyto-graphic capital, to avoid the large-scale replacement of natural plant cover by cashew trees.
2. Uncontrolled exploitation of timber forest resources, especially during periods of political and institutional instability, with selective felling of species of high commercial value (for example *Pterocarpus erinaceus* and *Khaya senegalensis*), causing collateral damage to other species, particularly due to the opening up of tracks to remove the trunks of felled trees.
3. Fires resulting from the need to regenerate grazing areas.
4. Lack of definition of which forest land belongs to the state and which belongs to local authorities.

The last point is related to local conservation initiatives to protect areas considered vital by the communities (community forests/community conservation areas) located within the traditional limits of villages, which often clash with institutional decisions regarding the authorized exploitation of those areas by third parties, giving rise to conflicts.

Although Guinea-Bissau has abundant and diverse fish stocks, which should be available and accessible to all citizens, that is not the case due to the following factors:

- Poor institutional and human capacity to respond to the challenges linked to development of the sector, particularly in terms of planning, surveillance and control of the exploitation of fishery resources and the promotion of private investment.
- Poor knowledge of the fish stocks exploited and the marine ecosystems.
- Inadequacy of the infrastructure to support the conservation and processing of sea products.
- Limited means of monitoring and controlling fishing boats and combating illegal activities in the EEZ.

Concerning problems linked to soil, its suitability for agriculture and its utilization, current availability could meet the needs of the Guinea-Bissau population through diversified agriculture if policies formulated for the agricultural sector were actually implemented (ADPL, PNIA) and agriculture were considered a priority driver for the country's economic development, with this being reflected in the General State Budget (GSB). That is not the case since for more than 40 years less than 2 per cent of the GSB has been allocated to agriculture, with an implementation rate of around 1.8 per cent, even since the Government committed to the Maputo Declaration.

The creation of protected areas, which is an important measure for conservation and the rational and sustainable use of natural resources, raises a problem of duplication in their management as, under national law, their geographical areas fall within administrative boundaries with state authorities, giving rise to conflicts of jurisdiction.

The different environmental laws lack clear definition and hierarchization of the various interested parties, generating a kind of competition between the actors involved instead of synergies, which leads to institutional conflicts.

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Lack of harmonization and dissemination of the legal framework governing the food and nutrition security sector

Article 29(2) of the Constitution of Guinea-Bissau stipulates that the constitutional and legal precepts relating to fundamental rights must be interpreted in line with the Universal Declaration of Human Rights. The country has ratified the majority of international treaties on human rights, especially those regarding the right to adequate food and FNS. Consequently, the state has a constitutional and legal obligation to guarantee fundamental rights, including the right to adequate food and FNS; indeed, the adoption of a Constitutional Amendment Bill and its incorporation into the national Constitution would guarantee that fundamental right. In this context, it would be important to approve and enact the Draft Framework Law on the Right to Food, which was prepared in 2016.

One of the main constraints observed is the lack of an integrated framework to coordinate the different sectors that contribute to food and nutrition security so that implementation of the various sectoral policies is effective and manages to ensure FNS.

Breastfeeding

As mentioned above, low adherence to exclusive breastfeeding is one of the main challenges with regard to the feeding and nutrition of young children. However, it is known that “breastfeeding is the most important and cost-effective individual intervention that can reduce 13% of deaths in children under five years of age. Associated with other interventions, such as guidance on supplementary feeding, oral rehydration therapy and the use of insecticide-treated materials, it could prevent more than one third of all child deaths worldwide”⁵⁹.

⁵⁸ Jones et al. (2003), How many child deaths can we prevent this year? *Lancet* 362(9377):65-71.

The Global Strategy for Infant and Young Child Feeding (GSIYCF) was developed in 2002 by WHO and the United Nations Children’s Fund (UNICEF) with the aim of improving, through optimal feeding, the nutritional status, growth and development, health, and thus survival of infants and young children. This initiative represents a major advance, but there is still a long way to go.

The Baby-Friendly Hospital Initiative (BFHI), which is part of the GSIYCF and aims to support exclusive breastfeeding from birth through to six months, and continuation of breastfeeding until two years of age or older by introducing appropriate supplementary feeding at the right time, is another great and commendable initiative. However, it continues to encounter obstacles linked to the persistence of inappropriate behaviours, probably due to cultural factors. Its global criteria include following the *Ten Steps to Successful Breastfeeding* and the *International Code of Marketing of Breast-milk Substitutes*.

To ensure the right to breastfeed is supported and protected, certain laws must be passed and implemented, namely:

1. The bill on the Sale and Marketing of Breast-milk Substitutes, which was drafted in September 2012 but is still pending approval and enactment.
2. Within the framework of the Baby-Friendly Hospital Initiative:
 - a) Hospital accreditation criteria;
 - b) Law on Compulsory Rooming-in on all maternity wards – Step 7 of the BFHI.
3. Laws to protect child feeding practices:
 - a) Maternity leave – Increase the period of maternity leave from 60 to 180 days, in line with the recommendation to exclusively breastfeed for six months (180 days);
 - b) Paternity leave;
 - c) Law that regulates improper advertising of products that interfere with breastfeeding. This law should be based on the Law on the Sale and Marketing of Foods for Infants and Young Children, Teats, Dummies and Feeding Bottles (Brazilian standards for the marketing of foods for infants and young children). The law must establish a framework of offences applicable to health establishments, companies and media outlets that do not comply with the provisions of the legislation.
4. Laws for protection at work and the right to breastfeed - Providing a breastfeeding room in workplaces.

Integrated Management of Acute Malnutrition

The National Protocol for the Integrated Management of Acute Malnutrition (NPIMAM) has been validated and its implementation begun, but it is encountering various obstacles, including: a) failure to train all health personnel in handling acute malnutrition; b) the high turnover of health personnel, which leads to the closure of some nutritional recovery centres due to a lack of staff trained in working with the NPIMAM; c) poor integration of other related health services with the nutritional recovery centres.

The inclusion of the NPIMAM in the curricula of medicine and nursing courses better prepared the corresponding health professionals to apply the protocol, reducing training costs and preventing deaths of under-fives.

National Council for Food and Nutrition Security

The National Food Security Programme (NFSP), which was developed in 2007 to cover the 2009-2013 period but was not approved by the Council of Ministers, proposes the creation of the National Council for Food and Nutrition Security (CONSAN) by means of a Decree or Government Order and the inclusion in the GSB of a fund for the functioning of the NFSP Management Unit and the acquisition of equipment. This body should report directly to the Prime Minister as a consultative body of the Government.

It was only in 2017 that the Statute that created CONSAN was developed, giving it the mission of promoting nutrition education and realizing the human right to adequate food, supporting the coordination and monitoring of policies, programmes and other sectoral instruments that have an impact on the level of food and nutrition security, as well as promoting synergies between the sectors involved, ensuring the coherence and convergence of policies and programmes developed by the Government and non-state actors in areas related to or having an impact on FNS. This Decree has been approved by the Council of Ministers, but is pending enactment by the Presidency of the Republic.

Lack of coordination and synergy in the actions of the main stakeholders

The perceptions of the various groups consulted point to a lack of coordination and synergy between the main stakeholders as one of the causes of food insecurity in the country.

The various platforms created around FNS, NGOs, the private sector and the public sector are ineffective at ensuring coordinated, synergistic work. Consequently, the programmes implemented fail to benefit the population as a whole. They are sectoral projects, carried out in particular regions of the country, for a given target group, but are not part of a national programme.

Lack of systematized information (timely availability and circulation) on food and nutrition security

The aim of systematizing and updating reliable data for documenting and monitoring the food and nutrition situation is to make it possible to verify implementation of the policies and strategic plans adopted, evaluate the suitability of the measures implemented and, therefore, allow for duly considered adjustments.

The National Institute of Public Health (INASA) is the national institution responsible for implementing a system to monitor and evaluate the programmes and projects of the country's health services. Presently, due to a lack of technical and financial resources, the information gathered each month by health facilities is not systematized or made available in a timely manner.

Surveys conducted at the national level (MICS and SMART) are the responsibility of the INE. These surveys rely on funding and technical support from UNICEF and other partners. The last SMART survey was carried out in 2012 and one of its recommendations was that it should be repeated every two years. The MICS should be conducted every four years. The last MICS was carried out in 2014 and the next one is under preparation, with data collection due to commence in the last quarter of 2018. As mentioned above, the SiSSAN, which was begun in 2015 and has been carried out regularly, continues to make up for certain gaps in terms of information about food and nutrition security.

Lack of financial resources and/or timely availability

The political instability that has persisted in the country for decades has led to instability in programmes and policies that are important for the country's development. The GSB is unable to meet the needs and the country is forced to rely on foreign debt and assistance from its development partners.

Indeed, the Department of Food, Nutrition and Child Survival Services (DSANSC) is heavily financially dependent on the international development partners. The portion of the GSB allocated to health is small (8 per cent) and that assigned to DSANSC is entirely absorbed by the payment of salaries. In addition to the shortage of financial resources, DSANSC lacks human resources, having only two technicians on its staff.

Deficient functioning of food product certification structures

Quality control of products - whether imported or produced nationally - is very important to guarantee that the foods and products offered to Bissau-Guinean consumers are not harmful to their health.

The product analysis and certification laboratories in the country are not accredited and are not, therefore, recognized internationally.

While there is a Quality Control Laboratory for Fish, there is no coordination between the Ministry of Fisheries and the Ministry of Trade.

National Public Health Laboratory - Although there is legislation on food fortification, this laboratory does not have the capacity to detect and certify fortified foods.

Lack of a national and consumer food and nutrition education programme

The groups consulted were unanimous in affirming that the population of Guinea-Bissau has a poor diet in terms of both quantity and quality. Although sometimes of dubious quality, imported products are preferred over national and local products. Furthermore, the population lacks information about what, how and how much to eat.

Diet is influenced by ethnicity, culture, economic power, education level and marketing. Myths and rituals also play an important role in the food choices of Bissau-Guineans.

Education programmes at the different levels of schooling fail to achieve their aims, either due to problems linked to non-compliance with the school calendar or because the topic is not properly implemented. In addition, nutrition education is not being taught by nutrition professionals.

The lack of professionals in the food and nutrition sector is also contributing to the deterioration of the situation. Ignorance about the importance of diet for health, the best food choices from the foodstuffs available, and good hygiene in food preparation and storage lead to practices that contribute to a precarious nutritional status, thus compromising consumers' health.

6

FOCUSES, MEASURES AND OBJECTIVES OF THE NATIONAL STRATEGY

Although to date no comprehensive strategy to tackle hunger and food and nutrition security has been defined in Guinea-Bissau that is not to say that FNS has been completely overlooked, as was amply shown in Chapter 4 of this document. The aim here, therefore, is to revisit some of those initiatives, reformulate those that are still relevant to the current context, look at the development of the sector in the medium term and define guidelines for actions to pursue our goals. The overall objective of the Zero Hunger Strategy is to provide a roadmap that can serve as a strategic reference for the Government and its international partners in pursuit of SDG 2, to end hunger in GB by 2030, making it possible to ensure the implementation, extension and synergy of direct interventions in the food and nutrition security sector, with a view to improving the nutrition status of Bissau-Guineans.

The need to develop this document arose from the observation that there are still a number of obstacles to formulating a real food security strategy. These include the low priority given to the coordination of actions, the existence of few actions that are capable of integrating the main dimensions of FNS and the limited integration of policies. In fact, this document is largely a product of the will demonstrated in the responses and actions that preceded it.

From the policies, programmes and actions carried out by the state, together with its partners, have emerged certain principles that are still relevant today and are worth recapitulating here as they can serve as the basis for the formulation of this strategy to combat hunger in GB.

The first is the principle of state responsibility. The state has assumed a leading role in the formulation and implementation of actions carried out with a view to guaranteeing food and nutrition security. This principle should be maintained and strengthened. The existence of a market economy, fluctuations in the price of imported food products and national export products, the weaknesses that continue to characterize the country's economy and the vulnerability of certain segments of the population require strong state intervention to promote, catalyse and regulate development and food and nutrition security.

The second principle is that of inclusion and participation. The obstacles to achieving food and nutrition security and combating hunger are multifaceted and require a multi-sectoral approach, hence the need to involve all stakeholders (state, private sector, civil society, etc.) that can contribute to resolving these issues. The inclusion of these stakeholders in the exploration, planning and resolution of the problems in question is essential for the success of any policy. This principle entails making these stakeholders accountable and sharing responsibilities between them, as well as with any existing structures or structures created to that end. Moreover, this principle is based on the philosophy that communities, including the most vulnerable communities, should be directly involved in solving their problems. In turn, this calls for coordination and monitoring adapted to the requirements of the task in hand.

A third principle is closely linked to the second: the principle of **integrating** FNS problems into the process of identifying and planning how to address overall development problems, including the fight against hunger. The programmes carried out to date, both nationally and internationally, reveal that solving FNS problems depends on solving various other development challenges, such as extreme poverty, basic sanitation, drinking water supply, better education, and so on.

Thus, to achieve the goals set for 2030 and taking into account the principles set out above, the strategic focuses for achieving zero hunger in GB are outlined below.

Strategic focuses

1. Political, legal and institutional

Guinea-Bissau has an abundance of laws on all areas of national life and the FNS sector is no exception. However, many of these laws are not applied or have no enforcement mechanisms. The strategy for tackling hunger must, therefore, include a review of the existing laws, an assessment of whether or not they are applicable to the current socio-economic and political context and, only then, an exploration of the possibility of introducing new laws. Any new laws must be accompanied by mechanisms for their implementation, with the relevant institutions receiving training to that end.

Objective: Create a political, legal and institutional environment that is conducive to the elimination of hunger and guarantees the right to access adequate and safe food.

Measures:

1. Enshrinement in the constitution, in the chapter on fundamental rights, of the right to food.
2. Adoption of regulations for the Land Act, with a view to its implementation.
3. Regulation and bringing into operation of CONSAN and creation of regional CONSAN branches.
4. Creation of a National Institute of Nutrition responsible for the implementation of public policies.
5. Creation of a National Food Advertising Committee as a support body for the Ministry of Health and Ministry of Trade, under the aegis of these two ministries.
6. Definition/adoption of a basic food basket.
7. Institutionalization of a control, evaluation and monitoring system for the various programmes underway.
8. Creation of autonomous structures responsible for the implementation of FNS policies in the different ministries.
9. Improvement of laws for the inspection and control of foods.
10. Adoption by the state of appropriate tax rules for the national basic food basket.
11. Improvement of the institutional framework for application of the laws.
12. Adoption of participatory governance policies in relation to FNS.
13. Creation of a legal framework that ensures the right to food for children of school age.
14. Decentralization of public structures for the implementation and monitoring of FNS programmes and plans at the regional level.
15. Creation of a mechanism to finance incentives for private investment in the agri-food sector.
16. Creation of a legal framework that regulates the sale and marketing of food products.
17. Creation of the National Institute of Nutrition.

Body responsible: Ministry of the Presidency of the Council of Ministers

II. Production and processing

Guinea-Bissau is still dependent on imports of many products to satisfactorily feed its population, starting with rice, which is a staple of the national diet. The production of food in sufficient quantities lacks diversification as there is almost a monoculture of cashew. The processing of agricultural products is at a very early stage and there is considerable waste in production and harvesting. Storage and marketing conditions are poor. To change this state of affairs, the country must produce much more and diversify its production.

Objective: Increase the diversified production of foods, the capacity to supply the system and local food processing.

Measures:

1. Operationalize and implement the ADPL.
2. Uphold the country's commitments in relation to the Maputo Declaration and its other regional and international commitments.
3. Rethink and reinvigorate a functional rural extension system to closely monitor the productive activities of rural communities, especially family farming.
4. Use and disseminate the outputs of research centres.
5. Structure agricultural production into sectors and value chains.
6. Create effective mechanisms for the timely distribution of factors of production (agricultural inputs and materials).
7. Create agricultural credit structures suited to the current national context, with the aim of meeting the funding needs of actions to improve production and rural infrastructure.
8. Stimulate the emergence of food product processing and preservation units.
9. Create a Mechanization Agency, under concession, that can contribute to diversifying production and increasing productivity and production.
10. Promote and incentivize production of short-cycle livestock.
11. Promote the production of qualified and certified processed products for use as animal feed.
12. Promote and incentivize training and capacity-building institutions in rural areas, with an emphasis on the professionalization of young people.

Body responsible: Ministry of Agriculture

III. Access, distribution and consumption

In addition to its production deficit and the weaknesses in its productive system, the country still has a vast and varied range of products that do not reach consumers due to constraints in the distribution and marketing system. Access, particularly the road system and the distances that many people must travel to access consumer goods, are impediments that make food and nutrition security a problem, mainly for the most disadvantaged segments of the population.

Objective: Ensure access to food through the development of effective distribution systems that favour adequate consumption and develop solidarity-based food distribution systems.

Measures:

1. Adoption of public policies that encourage greater distribution of and access to local products.
2. Improvement of producer access to the market information system.
3. Removal of barriers to the movement of food products.
4. Institutionalization of water management committees.
5. Improvement of the conditions to enable products to reach the market.
6. Elimination of unlawful levies on the movement of local products.
7. Promotion of a national policy to purchase surpluses from the most vulnerable people (women, people with disabilities, children of school age).
8. Creation of conditions to regularly supply the national market with fish products.

Body responsible: Ministry of Trade

IV. Education, information and awareness-raising

In a country with an illiteracy rate as high as that of Guinea-Bissau, this component is extremely important for improving the food and nutrition security situation. It is through this sphere that advice regarding a healthy diet and other good practices linked to food security can effectively reach the population in general and the most vulnerable groups (children, pregnant women and people living with HIV/AIDS) in particular.

Objective: Raise education levels, improve access to information and raise the awareness of the population regarding food and nutrition security.

Measures:

1. Creation of educational programmes to change eating behaviour (media outlets to disseminate information, school curricula, local community). Training of the media on issues relating to food and nutrition security.
2. Drafting and publication of documents and information materials (handbooks, calendars, etc.) on food and nutrition security.
3. Adoption of a food education programme to change behaviour, using appropriate cultural expressions and teaching aids.
4. Inclusion in teaching curricula, from pre-school through to higher education, of basic concepts of food and nutrition.
5. Redefinition of media and awareness-raising strategies with a view to creating programmes that have a greater impact.
6. Involvement of media outlets in nutrition education programmes.
7. Implementation of cooking techniques in health centres, nutritional recovery centres, school canteens and women's associations, encouraging the use of local products.
8. Creation of a Nutrition Technician training course.

Body responsible: Ministry of Social Communication

V. Funding

As a poor country with limited revenue-collection capacity, Guinea-Bissau faces a structural lack of financial resources to fund many of the policies and programmes it formulates. FNS is no exception to this rule. In order to meet the requirements for implementation of its FNS programme, the country needs to seek external funding, namely from its international partners and credit institutions.

Objective: Mobilize resources at the national level and through international cooperation to finance implementation of the Zero Hunger Strategy.

Measures:

1. Awareness-raising and incentives for the private sector to invest in diversified production and all other areas of FNS.
2. Improve the framework for coordinating international cooperation.
3. Allocate operational funding for FNS from the GSB and official development assistance.
4. Promotion of partnerships between the state, the private sector and civil society organizations.
5. Allocation of 3 per cent of the GSB to nutrition.
6. Promotion of South-South and triangular partnerships.

Body responsible: Ministry of the Economy and Finance

VI. South-South and triangular cooperation

South-South cooperation, based on principles of solidarity and non-conditionality, favours structural and long-term interventions like those required for implementation of an FNS strategy.

As GB is one of the main producers of cashew nuts, which constitute a source of foreign currency that has a strong impact on GDP, it is key to the triangular cooperation approach, through relations with Brazil and its experience with India, both countries of the South, with support from the agencies of the United Nations system. Thus, the establishment of dialogues about the market enables the provision of assistance to the country on matters of certification, with the incorporation of the necessary parameters for the movement of goods, as well as the mobilization of technologies to transform productive potential at the local level.

Implementation of the triangular cooperation strategy can also generate a greater impact regarding achievement of the SDGs, enabling the development of networks of solidarity and collaboration at both the regional level (Economic Community of West African States - ECOWAS) and the inter-regional level, enabling each state involved in the process to profit. The principle of not imposing problem-solving models facilitates implementation and favours local ownership and autonomy, based on the needs identified, generating good practices that can be disseminated among rural producers and their peers, the academic community, and public and non-state institutions of the states involved.

Objective: Explore potential for and experiences of cooperation in and with countries of the South, with a view to addressing FNS challenges.

Measures:

Short term

1. Stimulating local production through the transfer of experience/technologies.
2. Identification of potential partners and cooperation priorities.
3. Definition of a specific strategy for South-South cooperation that takes into consideration programmes and plans defined in the area of FNS.
4. Creation of appropriate means or mechanisms for implementation of the aforementioned strategy.
5. Periodic/ongoing consultation between the development partners (Government, NGOs, professional associations, cooperation partners, United Nations, etc.).

Medium term

1. Internal and external training and capacity-building of local and regional structures for supervision and adaptation based on South-South experience.
2. Creation of programmes for the processing, conservation and use of local products based on the experiences of emerging countries.
3. Incentives to export local products based on experiences of and application of fair trade rules.
4. Revitalization of cooperation agreements and application of international and national laws on agricultural and fish products, and environmental conservation.

Long term

1. Introduction of a family allowance and school allowance based on the experience of Brazil.
2. Thorough assessment, based on a participatory methodology, of programmes and projects.
3. Creation or restructuring and import of laboratory technologies to certify the quality of agricultural and fish products.
4. Draw on experiences of other countries regarding the utilization and consumption of locally produced products.
5. Exploit the comparative advantages of South-South cooperation in terms of availability, access, quality and use.
6. Creation of mechanisms for sharing experiences between actors, cities and countries of the South, making it possible to learn about and explore potential regarding food and nutrition security.
7. Establishment of cooperation platforms with countries of the South making it possible to draw on the experiences of countries like Brazil in structuring production chains by empowering small-scale family farming to fight hunger.
8. Promotion of productive inclusion initiatives to combat poverty and promote sustainable employment in the primary sector.
9. Incentives to design and implement emancipatory education programmes based on principles of equity.

Bodies responsible: Ministry of Foreign Affairs and Cooperation, Secretariat of State for Planning and Regional Integration (Ministry of the Economy and Finance), Ministry of Agriculture and Rural Development, Ministry of Fisheries and the Marine Economy

VII. Surveillance and oversight system

Food security in GB is also threatened by the incapacity of the competent structures to implement mechanisms to monitor and supervise the actions of actors operating in this field. The consultations carried out with different stakeholders highlight this as one of the weaknesses to be overcome in the sector.

Objective: Build the capacity and strengthen the system for food and nutrition surveillance, quality control of foods and supervision of the sector.

Measures:

1. Bring into operation nutritional recovery and surveillance structures at the national level.

Support the standardization, accreditation and capacity-building of laboratories so that they are credible and efficient in the diagnosis of diseases and the quality control of food products, and work in synergy.

1. Creation of quality control coordination structures.
2. Creation of a Food Security and Economy Agency (authority).
3. Improve the technical and operational capacity of food inspection and control institutions.
4. Strengthen the technical capacity of the national quality control infrastructure, namely laboratories, with a view to possible (national and international) accreditation.
5. Adoption of a national quality policy by the Government.
6. Creation of a National Food Product Assessment Agency.
7. Promotion and training of inspectors specializing in quality;
8. Improvement and implementation of a national nutrition surveillance system.
9. Improve food safety and phytosanitary surveillance.
10. Improve coordination of the services that perform laboratory analyses and inspections.
11. Creation of a Quality Institute.
12. Creation of a national reference certification laboratory.
13. Creation of a National Technical and Regulatory Documentation Centre.
14. Adoption of a national quality policy.

Body responsible: Ministry of Industry

VIII. Coordination, monitoring and evaluation

Coordination and evaluation have been some of the greatest weaknesses of the food security programmes and plans implemented to date. Promoting consultation and complementarity between the various stakeholders in the area of FNS will make it possible to optimize the existing resources. Therefore, future programmes must ensure that the institutions involved in their implementation not only avoid duplicating tasks, but also strengthen their interventions in the sector.

Objective: Develop coordination mechanisms that guarantee implementation, monitoring and evaluation of the strategy.

Measures:

1. Reinvigoration of the existing coordination structure, namely the Multi-sectoral Nutrition Committee, with the representation of the main stakeholders (public sector, private sector, civil society, technical and financial partners).
2. Reinvigoration of the Regional Nutrition Committee made up of public administration representatives from different sectors and organizations involved in nutrition, under the authority of the Governor of the region.
3. At the community level, revival of the representatives of the public sector, namely Community Health Workers.
4. Give these structures adequate human and financial resources for their tasks and responsibilities.
5. Creation of an FNS observatory tasked with publishing the FNS reference state.
6. Promote coordination and synergies between rural actors.

Body responsible: Ministry of Health

I. STRATEGIC FOCUS IMPLEMENTATION ROADMAP

| STRATEGIC FOCUS | INTERVENTION LOGIC |
|---------------------------------------|---|
| | OBJECTIVES |
| I. POLITICAL, LEGAL AND INSTITUTIONAL | Create a political, legal and institutional environment that is conducive to the elimination of hunger and guarantees the right to access adequate and safe food. |

| | MEASURES | | | ARTICULATION WITH SDGs | BODY RESPONSIBLE |
|---|---|---|---|--|------------------|
| | SHORT TERM | MEDIUM TERM | LONG TERM | | |
| | (2018-21) | (2022-25) | (2026-30) | | |
| <p>1.1.1 Creation, regulation and bringing into operation of CONSAN-GB</p> <p>1.1.2 Improvement of laws for the inspection and control of foods</p> <p>1.1.3 Adoption/definition of a basic food basket.</p> <p>1.1.4 Institutionalization of a control, evaluation and monitoring system for the various programmes underway</p> <p>1.1.5 Improvement of the institutional framework for application of the laws</p> <p>1.1.6 Creation of the National Institute of Nutrition</p> <p>1.1.7 Adoption of participatory governance policies in relation to FNS</p> <p>1.1.8 Adoption of regulations for the Land Act, with a view to its implementation</p> | <p>1.2.1 Creation of a legal framework that establishes adequate food as a fundamental right</p> <p>1.2.2 Enshrinement in the constitution, in the chapter on fundamental rights, of the right to food</p> <p>1.2.3 Adoption by the state of appropriate tax rules for the national basic food basket</p> <p>1.2.4 Creation of a legal framework that ensures the right to food for children of school age</p> <p>1.2.5 Creation of a mechanism to finance incentives for private investment in the agri-food sector</p> <p>1.2.6 Creation of a legal framework that regulates the sale and marketing of food products</p> <p>1.2.7 Adoption of public policies that encourage greater distribution of and access to local products</p> <p>1.2.8 Creation of a national policy to</p> | <p>1.3.1. Decentralization of public structures for the implementation and monitoring of FNS programmes and plans at the regional level</p> | <p>2.C Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility</p> | <p>Presidency of the Republic</p> <p>Ministry of Justice</p> <p>Ministry of Agriculture</p> <p>Ministry of Health</p> <p>CONSAN-GB</p> <p>Ministry of Trade</p> <p>ANP</p> | |

STRATEGIC FOCUSES, MEASURES AND OBJECTIVES OF THE NATIONAL STRATEGY

1.1.9 Creation of autonomous structures responsible for the implementation of FNS policies in the different ministries

purchase surpluses from the most vulnerable people

II. STRATEGIC FOCUS IMPLEMENTATION ROADMAP

| STRATEGIC FOCUS | INTERVENTION LOGIC |
|-------------------------------|---|
| | OBJECTIVE S |
| II. PRODUCTION AND PROCESSING | Increase the diversified production of foods, the capacity to supply the system and local food processing |

| | MEASURES | | | ARTICULATION WITH SDGs | BODY RESPONSIBLE |
|---|--|---|--|---|------------------|
| | SHORT TERM | MEDIUM TERM | LONG TERM | | |
| | (2018-21) | (2022-25) | (2026-30) | | |
| 2.1.1 Operationalization and implementation of the ADPL 2.1.2 Uphold the country's commitments (Maputo Declaration and other regional and international commitments) 2.1.3 Rethink and reinvigorate a functional rural extension system 2.1.4 Structure agricultural production into sectors and value chains 2.1.5 Creation of effective mechanisms for the timely distribution of factors of production | 2.2.1 Use and dissemination of the outputs of research centres 2.2.2 Creation of suitable agricultural credit structures 2.2.3 Creation of a Mechanization Agency, under concession 2.2.4 Promote the production of qualified and certified processed products for use as animal feed | 2.3.1 Stimulation of food product processing and preservation units 2.3.2 Promotion and incentivization of training and professional capacity-building institutions in rural areas | 2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment 2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve | Ministry of Agriculture Ministry of Fisheries Ministry of Industry CCIAS RESSAN-GB Ministry of Education | |

ZERO HUNGER IN GUINEA-

| | | | | |
|---|--|--|---|--|
| 2.1.6 Promotion and incentivization of short-cycle livestock production | | | land and soil quality 2.5 By 2020, maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed | |
|---|--|--|---|--|

III. STRATEGIC FOCUS IMPLEMENTATION ROADMAP

| STRATEGIC FOCUS | INTERVENTION LOGIC | |
|--|---|--|
| | OBJECTIVES | |
| III. ACCESS, DISTRIBUTION AND CONSUMPTION | Ensure access to food through the development of effective distribution systems that favour adequate consumption and develop solidarity-based food distribution systems | |
| IV. EDUCATION, INFORMATION AND AWARENESS-RAISING | Raise education levels, improve access to information and raise the awareness of the population regarding food and nutrition | |

| MEASURES | | | | ARTICULATION WITH SDGs | BODY RESPONSIBLE |
|---|--|--|--|---|------------------|
| SHORT TERM | MEDIUM TERM | LONG TERM | | | |
| (2018-21) | (2022-25) | (2026-30) | | | |
| <p>3.1.1 Creation of conditions to regularly supply the national market with fish products</p> <p>3.1.2 Improvement of producer access to the market information system</p> <p>3.1.3 Elimination of barriers and unlawful levies on the movement of local food products</p> <p>3.1.4 Improvement of the conditions to enable products to reach the market</p> <p>3.1.5 Creation of a National Food Advertising Committee as a support body for the Ministry of Health and Ministry of Trade</p> | <p>3.2.1 Institutionalization of water management committees</p> <p>3.2.2 Implementation of the national policy to purchase surpluses from the most vulnerable people</p> | <p>3.3.1 Stimulation of food product processing and preservation units</p> <p>3.3.2 Promotion and incentivization of training and professional capacity-building institutions in rural areas</p> | <p>2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round</p> <p>2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under five years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons</p> | <p>Ministry of Trade</p> <p>Ministry of the Economy and Finance</p> <p>Ministry of Transport and Telecommunications</p> <p>ACOBES</p> | |
| <p>3.1.1 Implementation of an educational programme to change eating behaviour Involvement of media outlets in nutrition education programmes</p> | <p>3.2.1 Inclusion in teaching curricula, from pre-school through to higher education, of basic concepts of food and nutrition</p> <p>3.2.2 Creation of a Nutrition Technician training course</p> <p>3.2.3 Involvement of media outlets in nutrition education programmes</p> | <p>3.3.1 Implementation of cooking techniques in CSs, CRNs, school canteens and women's associations, encouraging the use of local products</p> | | <p>Ministry of Social Communication</p> <p>Ministry of Education</p> <p>Ministry of Health</p> <p>LEG - Local Education Group</p> | |

IV. STRATEGIC FOCUS IMPLEMENTATION ROADMAP

| STRATEGIC FOCUS | INTERVENTION LOGIC | |
|--|--|--|
| | OBJECTIVES | |
| V. FUNDING | Mobilize resources at the national level and through international cooperation to finance implementation of the Zero Hunger Strategy | |
| VI. SOUTH-SOUTH AND TRIANGULAR COOPERATION | Explore potential for and experiences of cooperation in and with countries of the South, with a view to addressing FNS challenges | |

| MEASURES | | | | ARTICULATION WITH SDGs | BODY RESPONSIBLE |
|---|--|---|--|--|------------------|
| SHORT TERM | MEDIUM TERM | LONG TERM | | | |
| (2018-21) | (2022-25) | (2026-30) | | | |
| <p>4.1.1 Awareness-raising and incentives for the private sector to invest in diversified production and all other areas of FNS</p> <p>4.1.2 Finance implementation of the Zero Hunger Strategy from the GSB and official development assistance</p> | <p>4.2.1 Allocation of 3 per cent of the GSB to nutrition-related activities</p> <p>4.2.2 Promotion of partnerships between the state, the private sector and civil society organizations</p> | <p>4.3.1 Promotion of South-South and triangular partnerships</p> | <p>2.a Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing countries, in particular least developed countries</p> | <p>Ministry of Foreign Affairs and Cooperation</p> | |
| <p>4.1.1 Definition of a specific South-South cooperation strategy for FNS</p> <p>4.1.2 Stimulating local production through the transfer of experience/technologies</p> <p>4.1.3 Creation of appropriate means or mechanisms for implementation of the aforementioned strategy</p> | <p>4.2.1 Creation of South-South/FNS exchange programmes</p> <p>4.2.2 Promotion of productive inclusion initiatives to combat poverty and promote sustainable employment</p> <p>4.2.3 Implementation of emancipatory education programmes based on principles of equity</p> <p>4.2.4 Periodic/ongoing consultation between the development partners (Government, NGOs, professional associations, cooperation partners, etc.)</p> <p>4.2.5 Internal and external training and capacity-building of local and regional structures for supervision and domestication based on South-South experience</p> <p>4.2.6 Creation of programmes for the processing, conservation and use of local products based on the experiences of emerging countries</p> <p>4.2.7 Incentives to export local products applying fair trade rules</p> <p>4.2.8 Revitalization of international and national cooperation agreements on agricultural and fish products, and environmental conservation</p> | <p>4.3.1 Introduction of a family allowance based on the experience of Brazil</p> <p>4.3.2 Thorough assessment, based on a participatory methodology, of programmes and projects</p> <p>4.3.3 Creation or restructuring and import of technologies for laboratories to certify the quality of agricultural and fish products</p> <p>4.3.4 Establishment of cooperation platforms with countries of the South making it possible to draw on the experiences of countries like Brazil in structuring production chains by empowering small-scale family</p> | <p>2.a Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing countries, in particular least developed countries</p> | <p>Ministry of Foreign Affairs and Cooperation</p> <p>Secretariat of State for Planning and Regional Integration</p> | |

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| | | | farming | | |
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V. STRATEGIC FOCUS IMPLEMENTATION ROADMAP

| STRATEGIC FOCUS | INTERVENTION LOGIC |
|---|--|
| | OBJECTIVES |
| VII. SURVEILLANCE AND OVERSIGHT SYSTEM | Build the capacity and strengthen the system for food and nutrition surveillance, quality control of foods and supervision of the sector |
| VIII. COORDINATION, MONITORING AND EVALUATION | Develop coordination mechanisms that guarantee implementation, monitoring and evaluation |

| | MEASURES | | | ARTICULATION WITH SDGs | BODY RESPONSIBLE |
|---|---|--|---|---|------------------|
| | SHORT TERM | MEDIUM TERM | LONG TERM | | |
| | (2018-21) | (2022-25) | (2026-30) | | |
| 5.1.1 Bringing into operation nutritional recovery and surveillance structures at the national level 5.1.2 Adoption of a national quality policy 5.1.3 Creation of a Quality Institute 5.1.4 Promotion and training of specialized inspectors 5.1.5 Improvement of coordination between services that perform laboratory analyses and inspections 5.1.6 Creation of quality control coordination structures 5.1.7 Improvement of food safety and phytosanitary surveillance | 5.2.1. Creation of a national reference certification laboratory 5.2.2 Improvement of the technical and operational capacity of food inspection and control institutions 5.2.3 Creation of a Food Security and Economy Agency (authority) 5.2.4 Support with the standardization, accreditation and capacity-building of laboratories so that they are efficient in the diagnosis of diseases and the quality control of food products 5.2.4. Adoption of a national quality policy by the Government | 5.3.1 Support with the standardization of laboratories for disease diagnosis and quality control of food products 5.3.2 Creation of a National Technical and Regulatory Documentation Centre 5.3.3 Creation of a National Food Product Assessment Agency | 2.B Correct and prevent trade restrictions and distortions in world agricultural markets, including through the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round | Ministry of Industry Ministry of Agriculture Ministry of Fisheries CONSAN-GB | |
| 5.1.1 Reinvigoration of the Regional Nutrition Committee | 5.2.1 Improvement of mechanisms for the supervision and coordination of CHWs | 5.3.1 Creation of an observatory responsible for publishing the | | Ministry of Health | |

ZERO HUNGER IN GUINEA-

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| <p>5.1.2 Reinvigoration of the existing coordination structure, namely the Multi-sectoral Nutrition Committee, with the representation of the main stakeholders</p> | <p>5.2.2 Provide CHWs with sufficient human and financial resources to fulfil their tasks and responsibilities</p> <p>5.2.3 Drafting and publication of documents and information materials (handbooks, calendars, etc.) on food and nutrition security</p> | <p>FNS reference status</p> | | <p>Secretariat of State for Planning and Regional Integration</p> |
|---|---|-----------------------------|--|---|

Recent studies show that the effectiveness of a country's food and nutrition security depends on a number of key factors, one of which is governance. Governance is defined as all inclusive, participatory and democratic mechanisms that enable transparent, effective and efficient decision-making, management and coordination of food and nutrition security issues.

FNS is a multi-disciplinary theme and calls for special attention to be paid to strengthening governance. The Government of Guinea-Bissau has adopted a national nutrition policy and a multi-sectoral coordination framework for the synergistic implementation, across various sectors of national life, of efficient interventions aimed at improving the nutritional status of the population. However, actions to monitor the situation tend to be sporadic, disparate and, in most cases, sectoral; moreover, their impetus tends to be external in that they are promoted and/or implemented by international organizations.

At the institutional level, it is worth acknowledging the existence of the Department of Food, Nutrition and Child Survival Services within the Ministry of Health, which monitors the nutrition situation, particularly among certain segments of the population, namely children under five years of age, pregnant women, breastfeeding women and the most disadvantaged people. Although there is a National Multi-sectoral Nutrition Policy that makes reference to crop farmers, fishers and livestock farmers, it largely focuses its action on the most vulnerable groups mentioned above.

In the regions, while there are nutrition focal points who are part of the regional structure of the Ministry of Health, they lack national-level supervision and are insufficient in number to cover all demand nationwide.

Since 2015, WFP has been implementing the SiSSAN survey with the objective of strengthening the food security monitoring system in the country and contributing to improve the food and nutrition security of the most vulnerable people in GB. The SiSSAN generates a food consumption score, evaluates the share of spending on food, assesses consumption-based coping strategies and livelihoods, determines the food security index, maps zones of food insecurity to guide the assistance programmes of WFP, the Government and other partners, and produces the data and documents needed to carry out advocacy actions. The SiSSAN is entirely financed by WFP, which also ensures its technical sustainability.

However, to better gauge the state of food and nutrition security, in line with the multi-sectoral approach, the SiSSAN should consider the possibility of including other dimensions in its range of information, such as flows of imports and exports of food products, the domestic availability of such products and data on the agriculture market as a whole (especially regarding production).

The MICS, meanwhile, is carried out every four years. Although it covers aspects linked to nutrition, it primarily monitors the situation of children and women, mainly involving the Guinea-Bissau Government (through the Ministry of the Economy and Finance), UNICEF, UNDP, UNFPA, WFP and Plan International. The fifth MICS survey was performed in 2014 by the Ministry of the Economy and Finance, through the Directorate-General of Planning/INE as part of the Global MICS Programme. WFP and UNICEF provided technical and financial support for performance of the survey. Additional financial and logistical contributions were provided by UNDP, UNFPA, WFP, Plan International and IPHD. The MICS is currently entirely financed by donors. As a crucial element of the governance of activities related to FNS, the Government should look at ways of increasing its financial participation while also increasing its share of responsibility for the survey, especially in a context in which, for 2018, fund-raising activities have already begun.

Governance involves a series of activities and functions aimed at improving the provision of services to the population. Improving the FNS indicators requires all other relevant areas of the social sphere to also be improved, in a holistic manner. The economy, education, the rule of law, social equality and transparency are all important foundations on which food sovereignty is built.

Although it faces limitations, the Bissau-Guinean state has made FNS a priority. In spite of the implementation difficulties, there have been a number of national policies that demonstrate the state's efforts to design and implement policies, which have involved the following ministries: Ministry of Agriculture, Fisheries and Livestock, Ministry of Health, Ministry of Education and Ministry of National Resources (which is responsible for the water sector).

Nonetheless, some unresolved weaknesses persist, especially in relation to the functioning and coordination of the country's institutions. In fact, the institutions lack the necessary human, financial and technical resources to properly implement the existing policies. Consequently, it is necessary to mobilize external funding while also optimizing the existing resources in order to achieve the desired outcomes. To mobilize external funds, the credibility of the Bissau-Guinean state must be strengthened in the eyes of donors. In this context, political stability and policies based on criteria of transparency and the presentation of results are fundamental.

In addition, a permanent monitoring and evaluation system is needed to ensure the effective implementation of projects and programmes. The indicators used for monitoring and evaluation of the results and impacts linked to project and programme objectives must be simple, stable, audited, measurable, comparable and representative; hence, the need to prioritize the production of statistics. This mechanism must also prioritize a rigorous system of tools to measure the efforts made as well as their effects and impact.

The state can foster linkages between civil society and the private sector, creating tax incentives associated with patronage practices. The creation of a food bank by civil society could be supported by the private sector (companies or individuals), backed up by tax incentives (for example, increasing the charges associated with donations of this kind). Donations could serve to offset current shortages to ensure the proper functioning of school canteens, school vegetable gardens and hospital canteens.

The creation of CONSAN-GB is viewed as an important step in the establishment of a model of governance with strong potential for sustainability. One of the gaps that CONSAN will fill is to support the coordination and monitoring of policies, programmes and other sectoral instruments that have an impact on FNS, while also promoting inter-sectorality and the coherence and convergence of policies and programmes developed by the Government and non-state actors in areas related to or having an impact on FNS. It has administrative and financial autonomy, being allocated its own budget to that end. All sectors of society are represented in CONSAN.

A study carried out in 2015 entitled Country Resilience Priorities/AGIR Guinea-Bissau included a review of existing policies, strategies and programmes and the results of their implementation, and evaluated the quality of governance and FNS. The document came to certain conclusions that were shared during the consultations carried out in the Zero Hunger Strategy development phase.

Some of the main problems identified were:

1. Sectoral framework documents/terms of reference (Operational Strategic Plan, National Multi-sectoral Nutrition Plan, NFSP, National Agriculture Investment Plan, family code, etc.) have not been adopted or do not have an implementing text.
2. A lack of clarity and guidelines for application of the texts that govern rural land and access to land.
3. The lack of resources and the operational difficulties faced by public authority structures and services at the central and decentralized levels.
4. The existence of various steering bodies for interventions in the field of resilience, with different levels of operability.
5. Lack of joint frameworks for integrated exchange, planning and monitoring between humanitarian and development actors.
6. The large number and non-exclusivity of certain consultation structures, which hinders complementarity and synergies between actors.
7. The need to further assert the leadership of the state in the implementation of resilience initiatives.

Based on past experience and taking into account the shortcomings described above, with a view to facilitating implementation of the Zero Hunger Strategy, it will have the following governance structure:

National governance – The National Zero Hunger Strategy Implementation Committee (CNIEFZ) will be the body responsible for coordinating the various state and non-state sectors involved in implementation of the Zero Hunger Strategy. CNIEFZ will replace the National Food and Nutrition Security Council. It will be a consultation forum that will define and monitor, at the central level, implementation of the FNS policy and must be financed by the Government and the international partners.

In line with the Government's organizational structure, CNIEFZ must be under the aegis of the Ministry of the Economy and Finance, or another government body responsible for coordinating the Government's sectoral policies, such as the Ministry of Planning. It is at this level that articulation should take place with actors from civil society and the private sector, as well as with international and national partners, such as ANFA, the Consumers' Association and any others that may be identified.

A body of this kind can be extremely important to avoid the duplication or multiplication of communication channels with external entities and competition between national structures for access to resources. It will be necessary to reaffirm the relevance of CNIEFZ, its powers and responsibilities, as well as its modus operandi, as a similar forum previously existed as the National Multi-sectoral Food and Nutrition Security Committee.

Technical coordination – Technical coordination of implementation of the Zero Hunger Strategy should be carried out by an Executive Secretariat, which must be an administratively independent structure within the Ministry of Health's Department of Food, Nutrition and Child Survival Services. It must support the focal point in the performance of his or her functions, facilitate the exchange of information between the members of CNIEFZ, prepare its meetings and provide its secretariat, prepare technical and financial reports and facilitate the functioning of thematic committees.

Regional Zero Hunger Implementation Committee – As a regional body, which already has an existing structure, it should be under the authority of the Governor of the region. The Committee is made up of public administration representatives from different sectors and organizations involved in the area of FNS. It meets once a quarter. Its secretariat is provided by the Regional Nutrition Focal Point.

At the community level – In each Health Area there will be an Inter-sectoral Food and Nutrition Security Committee made up of representatives of the public sector, civil society organizations and partners involved in the area of FNS. It coordinates and monitors nutrition activities in the community and meets once a month. The secretariat is provided by the head of the Health and/or Nutrition Area.

Monitoring and evaluation of FNS – The SiSSAN should be the reference for monitoring the FNS situation in the country. Evaluation, which must be an integral aspect of the strategy, should encompass various evaluation methodologies (data gathering and processing, satisfaction surveys, assessment of knowledge, etc.). It is a body for which responsibility should progressively be handed over to the Government, including for its financing. Until that happens, the Government must negotiate with WFP which has, to date, organized all aspects (financial and technical) of SiSSAN, enabling its work to continue, thus guaranteeing implementation of the Zero Hunger Strategy.

FOME ZERO



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