



# **Regional Agricultural Policy**

## **SYNTHESIS REPORT OF KEY AGRICULTURAL POLICY ISSUES AND POLICY DIRECTIONS**



# **Regional Agricultural Policy (RAP) Synthesis Report Of Key Agricultural Policy Issues And Policy Directions**

**December 2010**

**Directorate of Food, Agriculture and Natural Resources  
SADC Secretariat  
P. Bag 0095, Gaborone  
BOTSWANA**

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# MEMBER STATES OF SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)



**SADC Member States:** Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

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# FOREWORD

In the Declaration on Productivity of 1999, SADC Member States noted that the region continued to record low levels of economic growth; low levels of investment; high levels of unemployment and poverty; lack of competitiveness of regional economies; and intra-regional and inter-regional economic disparities, all of which negatively impact on the SADC region's development, integration and competitiveness.

In 2003, the same trends were noted in the SADC Regional Indicative Strategic Plan (RISDP). In an effort to reverse this trend, the RISDP suggested a roadmap for the agriculture sector that emphasized focus on improved food availability; access to food and improved nutritional value of food while minimizing food losses, improving forecasting, prevention, mitigation and recovery from adverse effects of natural disasters; and improving the institutional framework. The RISDP further noted that "*the absence of a binding legal instrument on food security and agricultural development is a major weakness in the food security strategy*".

In the 2004 SADC Dar-es-Salaam Declaration on Agriculture and Food Security, Heads of State and Government noted that inappropriate national agricultural and food policies and inadequate access by farmers to key agricultural inputs and markets are still among the major underlying reasons for the prevalence of hunger in the region. In order to address these anomalies, the SADC Heads of State and Government, in support of the RISDP, called for the implementation of a series of short and long term measures aimed at "*strengthening sectoral cooperation between SADC Member States through the development of coherent regional policies and programmes related to crop development, protection, storage, processing, utilisation and trade*".

Informed by the above, in August 2007, the SADC Council approved the revised priorities of the SADC Secretariat. Under the FANR Directorate, Food Security and Management of Transboundary, Natural Resources and Environment were considered priority. Elements within this priority area included Food Availability (in particular, review and harmonisation of the policy for agriculture and natural resources) and access to food. As SADC progressively deepens regional integration among Member States, there is need to adapt the agriculture and food security policy environment so as to take full advantage of related opportunities arising from deeper regional integration.

Through the proposed Regional Agricultural Policy (RAP), SADC therefore, intends to develop a legally 'binding' instrument to stimulate sustainable agricultural development and food security in the SADC region. The RAP will therefore define common agreed objectives and measures to guide, promote and support actions at regional and national levels in the agricultural sector in support of regional integration and in contribution to the attainment of the SADC Customs Union and Common Market. The RAP is intended to give real effect to pragmatically implement existing declarations and frameworks.

The SADC Secretariat wishes to thank all those whose efforts have aided in the success recorded in this 'scoping' phase in the formulation of the RAP. In particular, the Secretariat wishes to acknowledge and thank the FAO and the French Ministry of Foreign and European Affairs for their technical and financial support thus far in the formulation of the RAP. In addition, the Secretariat appreciates and acknowledges the contribution of Mr. Martin T. Muchero who coordinated the scoping phase of the RAP and compiled this report.

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## ABBREVIATIONS

|          |  |
|----------|--|
| AGRIS    | Agriculture Information System   |
| AIMS     | Agriculture Information Management System  |
| CA       | Conservation Agriculture   |
| CAADP    | Comprehensive African Agricultural Development Programme                             |
| CAAP     | Central American Agricultural Policy   |
| CAP      | Common Agricultural Policy   |
| CCARDESA | Centre for Coordination of Agricultural Research and Development for Southern Africa |
| CARICOM  | Caribbean Community  |
| CCAP     | CARICOM's Community Agricultural Policy  |
| CET      | Common External Tariff   |
| CGIAR    | Consultative Group on International Agricultural Research                            |
| DFID     | UK Department for International Development  |
| ECOWAP   | ECOWAS Agricultural Policy   |
| ECOWAS   | Economic Community of West African States  |
| EPA      | Economic Partnership Agreement   |
| ESIPP    | EU-SADC Investment Promotion Programme   |
| EU       | European Union   |
| FAFS     | Framework for African Food Security under NEPAD                                      |
| FANR     | Food, Agriculture and Natural Resources  |
| FAO      | Food and Agriculture Organisation of the United Nations                              |
| FMD      | Foot and Mouth Disease   |
| FSCBRC   | Food Safety – Capacity Building on Residue Control                                   |
| FTA      | Free Trade Area  |
| GDP      | Gross Domestic Product   |
| GHG      | Green House Gasses   |
| GMO      | Genetically Modified Organisms   |
| GTZ      | German Technical Cooperation   |
| ICM      | Integrated Council of Ministers of SADC  |
| ICP      | International Cooperating Partners   |
| ICRISAT  | International Crops Research Institute for the Semi-Arid Tropics                     |
| IFPRI    | International Food Policy Research Institute   |
| ILRI     | International Livestock Research Institute   |
| IPPC     | International Plant Protection Convention  |
| ISDR     | International Strategy for Disaster Reduction  |
| IWMI     | International Water Management Institute   |
| LTC      | Livestock Technical Committee  |
| MAPP     | SADC Multi Country Agricultural Productivity Program                                 |
| MDG      | Millennium Development Goals   |
| MS       | Member States of SADC  |
| NAFTA    | North American Free Trade Agreement  |
| NEPAD    | New Partnership for Africa's Development   |
| OECD     | Organisation of Economic Co-operation and Development                                |
| OIE      | World Organisation for Animal Health   |
| PICO     | Institute for People, Innovation and Change in Organisations                         |
| PRINT    | Promotion of Regional Integration in the SADC Livestock Sector                       |

|              |  |
|--------------|--|
| PRSP         | Poverty Reduction Strategy Papers  |
| RAEIN-Africa | The Regional Agricultural and Environment Initiatives Network – Africa       |
| RAP          | Regional Agricultural Policy   |
| REC          | Regional Economic Community  |
| ReSAKSS-SA   | Regional Strategic Analysis and Knowledge Support System for Southern Africa |
| RISDP        | Regional Indicative Strategic Development Plan                               |
| RTA          | Regional Trade Agreements  |
| RVAC         | SADC Regional Vulnerability Assessment Committee                             |
| SACAU        | Southern African Confederation of Agricultural Unions                        |
| SACU         | Southern African Customs Union   |
| SADC         | Southern African Development Community                                       |
| SADCC        | Southern African Development Coordination Conference                         |
| SAFEX        | South African Futures Exchange   |
| SLRSF        | SADC Land Reform Support Facility  |
| SPGRC        | SADC Plant and Genetic Resource Centre                                       |
| SPS          | Sanitary and Phyto-Sanitary  |
| TADs         | Trans-boundary Animal Diseases   |
| TBT          | Technical Barriers to Trade  |
| TFCA         | Trans-Frontier Conservation Areas  |
| UN           | United Nations   |
| UNDP         | United Nations Development Programme   |
| US           | United states (of America)   |
| USA          | United States of America   |
| USAID        | United States Agency for International Development                           |
| USD          | United States Dollar   |
| WHO          | World Health Organisation  |
| WTO          | World Trade Organisation   |

# LIST OF SELECTED DEFINITIONS

The following is a list of selected definitions for the purpose of articulating a common understanding of what these words or phrases mean in relation to this report.

1. **SADC Common Agenda:** The SADC Common Agenda is spelt out in Article 5 of the SADC Treaty (1992) as amended, as well as in the Report on The Review of Operations of SADC Institutions (March 2001). These objectives are to:
  - a. Promote the sustainable and equitable economic growth and socio-economic development that will ensure poverty alleviation with the ultimate objective of its eradication;
  - b. Promote common political values, systems and other shared values which are transmitted through institutions which are democratic, legitimate and effective;
  - c. Consolidate and maintain democracy, peace and security;
  - d. Promote self-sustaining development on the basis of collective self-reliance and the interdependence of Member States;
  - e. Achieve complementarity between national and regional strategies and programmes;
  - f. Promote and maximize productive employment and utilisation of resources of the region;
  - g. Achieve sustainable utilization of natural resources and effective protection of the environment; and
  - h. Strengthen and consolidate the long-standing historical, social and cultural affinities and links among the peoples of the region.
  
2. **Regional Indicative Strategic Development Plan (RISDP) (2003):** Wherever reference is made to the RISDP in this report, such reference is in relation to Food, Agriculture and Natural Resources (FANR) aspects of the RISDP as the SADC RISDP has broader coverage beyond agriculture. The mandate of the FANR Directorate is derived from the Regional Indicative Strategic Development Plan (RISDP) and can be summarized through the following intervention areas:
  - a. Ensure food availability;
  - b. Ensure food access;
  - c. Improved safety and nutritional value of food;
  - d. Ensure disaster preparedness for food security;
  - e. Strengthen institutional framework and Capacity Building; and
  - f. Ensure equitable and sustainable use of the environment and natural resources.
  
3. **Agricultural Policy:** Agricultural policies consist of a set of public interventions that focus on domestic agriculture and imports and exports of agricultural products. They set specific targets in different sector areas such as the organization of domestic markets for agricultural products, food security, agricultural employment and the geographical distribution of activities. In other words, an agricultural policy results in defining a specific outcome and the implementation of a combination of instruments

to achieve this result<sup>1</sup>. Agricultural policies are designed within the context of broader macro-economic policies and in coherence with other sector policies or strategies.

Agricultural policies can be justified<sup>2</sup> because of the significance, in many countries/regions, of the sector in terms of employment and external trade revenues, the need to regulate the pressure on natural resources (land and water), the economic cost of demographic flows out of rural areas and the persistence of relatively weak institutions in rural areas. Their main role is to improve the functioning of factor and product markets in rural areas, while ensuring access by, and participation of, poor households in markets. In particular, policy measures should deal with the 3 elementary conditions that farmers need: incentives to produce, security of their resource base (land, water) and access to inputs and products markets.

Therefore, the main agricultural policy domains include: (1) policies that influence relative prices; (2) human and natural resource management policies (including education and training of the rural population); (3) policies that promote access to input and product markets, including technology and finance. Historically, related instruments have included:

- Public expenditure: human resources, investments and transfers to different categories of socio-economic populations/players;
- Controls (prices, trade exchanges, access to land and water, production levels...);
- Direct management of production and marketing; and
- Other forms of coordination.

However, policies have increasingly used indirect and multi-sector instruments.

- 4. Regional Agricultural Policy (RAP):** The SADC Regional Agricultural Policy (RAP), in support of regional integration and in contribution to the attainment of the SADC Customs Union and Common Market, is a regional instrument for stimulating sustainable agricultural development and food security in the SADC region. It defines common agreed objectives and measures to guide, promote and support actions at regional and national levels in the agricultural sector.
- 5. Participatory Consultative Processes:** The participatory design of the Regional Agricultural Policy is an approach that attempts to actively involve all stakeholders at all appropriate levels in the design process to help ensure that the product designed meets their needs and is usable. By developing their sense of ownership over the policy, its impact should be greater since many of these economic players are expected to take action in response to the measures implemented.

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<sup>1</sup> Lebret, M.-C., and Alpha, A., *Agriculture and the WTO in Africa: Understand to Act*, GRET, Paris, 2008  
<sup>2</sup> Norton, R., *Agricultural Development Policies : Concepts and Experiences*, FAO, Rome, 2005

## 6. Regional, Trade and Economic Integration:

- a. **Regional Integration** is a process in which states enter into a regional agreement in order to enhance regional cooperation through regional institutions and rules. Its objectives could range from economic to political objectives. Past efforts at regional integration have often focused on removing barriers to free trade in the region, increasing the free movement of people, labour, goods, and capital across national borders, reducing the possibility of regional armed conflict, and adopting cohesive regional stances on policy issues, such as agriculture, environment, climate change and migration. In general therefore, regional integration can be described as a dynamic process that entails a country's willingness to share or unify into a larger whole and the degree to which it shares and what it shares determines the level of integration. Whilst regional integration involves some compromise on the part of Member States, it should generally enhance the general quality of life for the citizens of those states.
  - b. **Trade Integration** is the process of increasing a country's participation in regional and world markets through trade.
  - c. **Economic Integration** refers to trade unification between different states by the partial or full abolishing of customs tariffs on trade taking place within the borders of each state. This is meant in turn to lead to lower prices for distributors and consumers (as no customs duties are paid within the integrated area) and the goal is to increase trade. As economic integration deepens through free movement of labour and capital, the formation of a common market, harmonisation / unification of sector policies (e.g., agriculture) as well as monetary, fiscal and social policies, its effects are expected to benefit consumers, stimulate competition, put downward pressure on prices, stimulate innovation and generate overall growth.
7. **Free Trade Area and Customs Union:** A Free Trade Area (FTA) is a grouping of countries within which tariffs and non-tariff trade barriers between the members are generally abolished but with no common trade policy toward non-members. The aim of an FTA is to so reduce barriers to easy exchange so that trade can grow as a result of specialisation, division of labour, trade diversion and most importantly via comparative advantage. An FTA can be considered as the second stage of 'economic integration', a form that works for countries whose economic structures are complementary. Where member states have competitive economic structures, a Customs Union is a preferred form of economic integration. Unlike a Customs Union, members of an FTA do not have a Common External Tariff (CET) meaning that they have different quotas and customs. To avoid evasion (through re-exportation), the countries use the system of certification of origin most commonly called 'Rules of Origin' where there is a requirement for minimum content of local material inputs and local transformation adding value to the goods.
8. **Transaction Costs:** Transaction costs are costs which affect transactions between individuals or groups: for instance, contract preparation and execution costs,

brokerage services, negotiation costs, insurance fees regarding the product/services, market commissions, etc. They tend to increase when information between parties is incomplete, e.g., before the deal is made, as the buyer needs information on the seller's reliability and the real specification of the goods. The establishment of common norms is supposed to reduce these costs.

9. **Comparative Advantage:** The theory of comparative advantage argues that in an unrestricted marketplace (in equilibrium), each source of production will tend to specialise in that activity where it has comparative (rather than absolute) advantage. The theory argues that the net result will be an increase in income and ultimately wealth and well-being for everyone. However, the theory refers only to aggregate wealth and says nothing about the distribution of wealth. Moreover, experience suggests that comparative advantages are not necessarily given but can be generated (e.g., through knowledge generation, improved institutions) and that they can change over time.

# EXECUTIVE SUMMARY

## INTRODUCTION

In March 2008, the Food, Agriculture and Natural Resources (FANR) Directorate of the Southern African Development Community (SADC) Secretariat initiated the preliminary processes in the formulation of the SADC Regional Agricultural Policy (RAP). This scoping work resulted in the production of a Draft Synthesis Report of Key Agricultural Policy Issues which document was used as background information for the RAP Regional Workshop held in Gaborone in April 2010. The workshop was aimed at informing and consulting with SADC Senior Government Officials responsible for FANR as well as Farmer Organisations in the SADC region on the RAP formulation processes and the initial results of the scoping phase. Consensus was reached on a number of fundamental issues at this workshop giving a proposed RAP policy direction which is presented in this report.

## KEY DECISIONS AND RECOMMENDATIONS

Key decisions and recommendations made at the SADC RAP Regional Workshop in April 2010 are outlined below.

### 1) Recommended RAP Design Option

The region unanimously agreed, and confirmed the earlier position that the region requires a common agricultural policy that should be a formal policy arrangement, a Law (legally binding) instrument with (i) appeal mechanisms based on subsidiarity<sup>3</sup> and (ii) budgetary provisions linked to Member States' own planning and budget frameworks.

### 2) Overall Goal and Proposed Core Functions of the RAP

Consensus was reached that the RAP's main goal is to stimulate sustainable agricultural development and food security in the region through a set of defined common agreed objectives and measures that guide, promote and support actions at regional and national levels in the agricultural sector in support of regional integration. In line with this, therefore, the RAP's suggested core functions involve:

- a. Harmonizing and aligning key agricultural public and private sector policies;
- b. Providing legally binding guidelines;
- c. Establishing common standards and norms (including rules of trade) that are legally binding;
- d. Encouraging countries to concentrate on areas of comparative advantage;
- e. Marketing the SADC region as an investment destination for agriculture;

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<sup>3</sup> Under the RAP, subsidiarity is defined as follows: "Areas or issues handled at the regional level should be only those that cannot be addressed at a *lower level, national or local*. Thus, national jurisdiction is the rule, regional jurisdiction is the exception. A strict application of this principle must be applied, i.e., only supporting regional initiatives where they add value to national level interventions".

- f. Promoting and stimulating public and private sector investment along value chains in all sub-sectors;
- g. Promoting research and development and extension that raises standards of agriculture, improves productivity and increases incomes for the agricultural communities;
- h. Providing implementation structures, access to finance, productive assets, capital and tools for mobilization of other commensurate resources;
- i. Facilitating dialogue and information sharing among stakeholders and providing a tool for monitoring and evaluation; and
- j. Establishing appropriate frameworks and accountable institutional systems.

### **3) RAP Objectives**

The key objectives of the RAP therefore were agreed as follows:

- a. To promote and support production, productivity and competitiveness of the agricultural sector;
- b. To promote regional self-sufficiency in basic commodities by exploiting regional potential;
- c. To promote and support growth in incomes for agricultural communities in particular small-scale farmers, fishers and foresters;
- d. To promote the development of trade and markets;
- e. To promote food safety; and
- f. To promote sustainable utilisation and management of natural resources and the environment.

### **4) RAP Core Pillars**

In order to achieve the above goal and objectives, it was agreed that the RAP should be anchored on three core pillars, namely, RAP Pillar I: Production, Productivity and Competitiveness; RAP Pillar II: Trade and Markets; and RAP Pillar III: Financing and Investments, with all three core pillars supported by three cross-cutting (social, institutional and financial) factors.

### **5) RAP Guiding Principles**

Eight principles were agreed to as the guiding principles for the RAP, these are, subsidiarity, proportionality, progressivity, regionality, partnership and consultation, responsiveness to change, solidarity, and market integration.

### **6) General Characteristics of the RAP**

Consensus was reached in respect of the general characteristics of the RAP, namely that the policy should (i) add value to existing strategic and protocol frameworks that have so far been developed by SADC; and (ii) be a 'binding' instrument with clearly defined social, economic and financial functions, clearly defined actors and beneficiaries, and be time-bound.

## 7) Process of Developing the RAP

It was further recommended that SADC adopts a 2-step process in developing the RAP (i) starting with a general statement on policy directions, then (ii) undertaking to specify implementation procedures and plans. This approach is pragmatic considering the need to enhance the current SADC Secretariat's capacity and resource mobilization efforts for the formulation processes.

## 8) Proposed Outline of the RAP Policy

The proposed RAP Policy outline (detailed in Chapter 5, Box 3), is broken into three parts: (1) *Policy* under which the vision, purpose/scope, principles and objectives of the RAP will be outlined; (2) *Intervention Measures* under which identified and prioritised intervention areas will be defined by RAP Core Pillars; and (3) *Implementation* under which programming processes, financing instruments and strategies, rules and regulations of operation and monitoring and evaluation systems will be defined.

## ROADMAP FOR THE RAP BEYOND THE SCOPING PHASE

RAP Phase I has consisted mainly of 'scoping' processes (specifying the purpose and scope of the RAP) leading to the production of this final report incorporating a Synthesis of Key Agricultural Policy Issues and Policy Directions. The proposed roadmap in the next phase of RAP formulation involves undertaking '*pre-feasibility*' assessments of policy issues, interventions and possible measures in contribution towards the crafting of the **RAP 'Policy Statement'**. The Policy Statement is expected to outline the policy vision, purpose, scope and general directions of the RAP. This exercise towards the Policy Statement forms the immediate work that needs to be undertaken during 2010/2011.

Using the results generated from the pre-feasibility assessment stage in the formulation of the RAP, the next set of activities would involve undertaking (a) *technical analyses* including the design and specification of RAP measures addressing prioritised issues / intervention areas; and (b) *architectural designs* of the RAP, i.e. specifying the economic, financial and social functions of the RAP as well as developing plans of action, implementation procedures, rules and regulations of operations including monitoring and evaluation systems of the RAP. The results of this 'feasibility' assessment stage will be crafted into the '**RAP Document**'. This work is expected to be completed by 2012.

The SADC approval process will be engaged at the appropriate milestone junctures in accordance with the current operational guidelines. This step-by-step approval process will assist not only in securing the final approval of the RAP but it would also serve as a consultative process. It is anticipated that the full process in developing the RAP would be completed by 2012.

# INTRODUCTION

## A. Background

In the Declaration on Productivity of 1999, SADC Member States noted that the region continued to record low levels of economic growth; low levels of investment; high levels of unemployment and poverty; lack of competitiveness of regional economies; and intra-regional and inter-regional economic disparities, all which negatively impact on the SADC region's development, integration and competitiveness.

In 2003, the same trends were noted in the SADC Regional Indicative Strategic Plan (RISDP). In an effort to reverse this trend, the RISDP suggested a roadmap for the agriculture sector that emphasized focus on improved food availability; access to food and improved nutritional value of food while minimizing food losses, improving forecasting, prevention, mitigation and recovery from adverse effects of natural disasters; and improving the institutional framework. The RISDP further noted that "the absence of a binding legal instrument on food security and agricultural development is a major weakness in the food security strategy". The development of the Regional Agricultural Policy is intended to provide the desired regional instrument.

In the 2004 SADC Dar-es-Salaam Declaration on Agriculture and Food Security, Heads of State and Government noted that inappropriate national agricultural and food policies and inadequate access by farmers to key agricultural inputs and markets are still among the major underlying reasons for the prevalence of hunger in the region. In order to address these anomalies, the SADC Heads of State and Government, in support of the RISDP, called for the implementation of a series of short and long term measures aimed at strengthening sectoral cooperation between SADC Member States through the development of coherent regional policies and programmes related to crop development, protection, storage, processing, utilisation and trade".

Informed therefore by the RISDP which noted the absence of a binding legal instrument on food security and agricultural development as a major weakness in the food security strategy of SADC; and further informed by the Dar-es-Salaam Declaration on Agriculture and Food Security which called for coherent regional policies and programmes related to crop, livestock, forestry and fisheries development, protection, storage, processing, utilisation and trade; the SADC Council of Ministers at their Extra-Ordinary meeting held in Lusaka in November 2007, confirmed the principle of regional economic policy harmonisation, of which agriculture is an integral part, in an effort to facilitate implementation of the resolutions of the Dar-es-Salaam Declaration.

Following this decision, the FANR initiated the development of an integrated common agricultural policy framework for the purpose of harmonizing and integrating policy objectives, strategies and programmes of Members States with the view to providing opportunities to Member States to capitalise on the trade benefits of improved resource allocation and greater competition and to permit a wider range of projects to be implemented under the RISDP. In furtherance of this initiative, SADC FANR Directorate initiated the formulation of the SADC Regional Agricultural Policy (RAP) by consulting

Member States and regional stakeholders on the key issues the RAP should deal with. This scoping phase of the RAP concluded in April 2010 with a regional workshop of SADC Senior Government Officials responsible for Food, Agriculture and Natural Resources and SADC Farmer Organisations' representatives. The workshop made recommendations on the key orientation of the RAP i.e., justification, objectives, guiding principles, institutional design option and a list of development issues. The key policy issues and policy directions on the RAP are contained in this document, the "*Synthesis Report of Key Agricultural Policy Issues and Policy Directions*".

## **B. Purpose of this Report**

The main purpose of this report is three fold:

- a. To present the results of the 'scoping' processes for the RAP (RAP Phase I) in which the purpose and scope of the RAP is specified. This formed the basis for reaching agreement on the key decisions of orientation and elements of the RAP by Senior Government Officials of SADC Member States responsible for Food, Agriculture and Natural Resources as well as SADC Farmer Organizations' representatives at the RAP Regional Workshop held in Gaborone, Botswana in April 2010;
- b. To present the results and implications of consensus and decisions reached at the RAP Regional Workshop; and
- c. To provide the roadmap for RAP Phase II towards the formulation of the RAP.

The RAP Regional Workshop report is presented in two volumes, this being the main report. The second volume consists of detailed background material used in the analysis of key agricultural policy issues including summarised country reports deriving from national study reports; schedules and tables of data and information gathered from national study reports; and a summary inventory of Agricultural and Related Policy Documents of SADC Members States as identified from the national study reports.

## **C. Methodology**

The key objective of RAP 'scoping' (Phase I) processes was for SADC Member States to identify key elements and reach key decisions of orientation of the RAP. In order to attain this objective, a three-step methodology was employed involving (i) the scoping of the RAP through consultative processes at the national level, (ii) thematic contributions to the RAP at the sub-sectoral and regional levels; and (iii) the consensus building on key issues and policy directions at a regional level. This methodology is explained in more detail below.

### **1. Scoping of the RAP**

The first step in this process was a tour organised by the FAO of ECOWAS in West Africa by the SADC FANR team. The main purpose of the tour was to learn and get some understanding of the processes involved in the formulation of a common agricultural policy. This tour was held in March 2008.

The next step in the scoping of the RAP involved the identification of common areas of interest by SADC Member States towards the formulation of the RAP. This involved undertaking national agricultural policy reviews. This work was conducted by 15 national consultants, one for each SADC Member State (see Annex 1). The reports of these consultants were then subjected to various validation processes at the national level including national validation workshops held one in each SADC Member State and attended by a wide range of key national stakeholders. These validation processes were coordinated by SADC RAP Focal Persons earlier appointed by each Ministry in the SADC Member States (see Annex 2).

Key outputs from these validated national reports were issues considered by Member States as areas of importance at the regional level. Deriving from these priorities, key agricultural issues were identified, analysed and grouped into coherent programmatic pillars for the RAP through the production of a Draft Synthesis Report of Key Agricultural Policy Issues for SADC.

The Draft Synthesis Report is the basis for this report. The Draft Synthesis Report was however, based on the review of only 11 country agricultural policy review study reports. Outstanding at the time, due to logistical problems, were reports from Angola, South Africa, Swaziland and Tanzania. Whilst these later reports have since become available, analysis in this report is based on the original 11 country reports. However, the issues since raised by the four countries are very much similar to those already discerned from the 11 earlier country reports. Further work expected during the formulation process of the RAP will take fully into account any additional issues raised from these four countries if not already covered in this report.

The criteria adopted in prioritizing the identified key issues involved:

- a. The identification of issues considered priority by more than one Member State;
- b. The identification of issues raised in thematic study and workshop reports as priorities for specific sub-sectors of agriculture;
- c. Issues that deepen regional integration;
- d. Issues that have an impact on more than one of the proposed RAP objectives;  
and
- e. Experiences learnt from other regions.

These criteria did not prejudge which level (regional level or national level or shared) would be most appropriate for implementation of prioritised policy issues. While an issue may be considered of regional significance and may justify some form of intervention under the RAP, planning and implementation may well be undertaken at Member States' level. This is likely to be the most common case. In this case, the SADC's role may merely be to identify strategic priority intervention areas and allocate

resources accordingly. In other cases, planning and funding may occur at the “regional or Secretariat level only”, depending on the nature of the intervention. This additional criterion (planning and implementation level) has not been used at this stage as it will be more appropriate when actual interventions are being devised.

It should also be noted that the preliminary analysis of data and information provided by Member States, the basis for this report, is not complete in all important segments / sub-sectors. This will require that additional work and analysis be undertaken in the next stages during the formulation of the RAP in order to close the gaps and therefore provide a complete picture. The preliminary results presented in this report, however, provide a good indication of the policy direction of the RAP.

## **2. Thematic Contributions to the RAP**

In addition to input from national agricultural policy review reports, this report also draws from thematic and / or sub-sectoral contributors including workshop contributions by (i) the SADC Promotion of Regional Integration (PRINT) in the SADC Livestock Sector held in November 2008; (ii) the Southern African Confederation of Agricultural Unions (SACAU) Policy Conference of April 2009; (iii) the SADC Crops Sub-Sector workshop of April 2009; (iv) the SACAU Farmer Organisations Contributions to RAP workshop of September 2009; (v) the Southern Africa Regional Conference on Agriculture organised by the Regional Strategic Analysis and Knowledge Support Systems for Southern Africa (ReSAKSS-SA) and co-sponsored by SADC and FAO of December 2008; and (vi) various RAP Working Group<sup>4</sup> meetings during the period.

## **3. RAP Regional Workshop of SADC Government Officials and Farmer Organisations**

Resulting from the above two processes, a Draft Synthesis Report of Key Agricultural Policy Issues was produced as background information for consideration at the SADC RAP Regional Workshop by SADC Government Officials responsible for Food, Agriculture and Natural Resources as well as SADC Farmer Organisations' representatives towards reaching consensus on key elements and decisions of orientation for the RAP.

### **D. Report Outline**

This report is divided into five chapters.

**Chapter 1** provides an insight into the conceptual framework around which the RAP is developed. In particular, this chapter develops the core pillars that anchor the RAP and it also analyses the RAP in relation to SADC initiatives including the RISDP, continental initiatives (the NEPAD CAADP) and global initiatives under the Millennium Development

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<sup>4</sup> The RAP Working Group was formed by the Joint SADC / International Cooperating Partners (ICP) Thematic Group in 2009 for the purpose of providing peer review in the formulation of the proposed SADC Regional Agricultural Policy (RAP). Then it was composed of the FANR Directorate, FAO, ReSAKSS-SA, SACAU and DFID (as representing the International Cooperating Partners (ICP)).

Goals (MDGs). This chapter also develops the RAP objectives and its guiding principles.

**Chapter 2** analyses experiences from other regions in the formulation of common agricultural policies. This chapter provides design options for the SADC RAP.

**Chapter 3** describes in detail each of the identified key agricultural policy issues of the RAP. These issues are discussed by core pillars established for the RAP in Chapter 1. Key in these discussions are the perceived problems that the RAP is expected to deal with in relation to each identified policy issue areas, What SADC Has Done thus far about each of the key issue areas, and therefore what the suggested policy elements are for the particular issue areas for possible inclusion in the RAP.

**Chapter 4** reviews the contributions, interventions and consensus reached by SADC Senior Government Officials responsible for Food, Agriculture and Natural Resources and SADC Farmer Organisations' representatives towards policy direction for the RAP. Also discussed in this Chapter and therefore recommended are the general characteristics of a common agricultural policy and the general outline of the RAP Policy. This chapter also provides some insights into the 'value-addition' of the RAP to regional agricultural development in general and regional integration in particular.

**Chapter 5** is the penultimate chapter that takes a brief look at the activities proposed for the next RAP phase. These activities include technical analyses involving the design and specification of RAP measures addressing prioritised intervention areas; the architecture of the RAP; and finally the production of the RAP document.

# CONCEPTUAL FRAMEWORK OF THE SADC REGIONAL AGRICULTURAL POLICY

- 1.1. The Three Core Pillars of the RAP
- 1.2. The Cross-Cutting Issues of the RAP
- 1.3. Alignment of the RAP Pillars to SADC RISDP and NEPAD/CAADP
- 1.4. Definition and Objectives of the RAP
- 1.5. Guiding Principles of the RAP

## 1.1. The Three Core Pillars of the RAP

*'Regional Integration'* is a process in which states enter into a regional agreement in order to enhance regional cooperation with objectives ranging from economic to political objectives. *'Regional trade integration'* specifically aims at removing most, if not all, intra-regional trade barriers between countries while possibly enhancing extra-regional protection. This is expected to increase *trade and investment flows* within the region. Regional trade integration forms the basis of Free Trade Areas (FTA).

The implementation of the SADC FTA started in 2000 in line with the SADC Protocol on Trade (1996). In that context, over the last few years, removing tariff and non-tariff barriers to trade has been one of SADC's main areas of focus in the agricultural sector specifically. There is evidence that indeed, intra-regional trade of agricultural products grew by nearly 12% annually between the early 1990s and the mid 2000s<sup>5</sup> in the Southern African region with exports by the Southern African Customs Union (SACU<sup>6</sup>) countries accounting for most of this increase. As a result, the share of intra-SADC trade in overall exports of agriculture products increased to 22% in 2005 (from 18% in 2000). Key drivers of further potential increase include existing economic differences within the region (e.g., between low and middle-income countries) from which comparative advantages and trade complementarities on current as well as unexploited agricultural production and productivity potential in the region will be beneficial.

However, welfare gains from FTA in agriculture only are likely to remain modest (+0.65% of agricultural GDP according to IFPRI's projections<sup>7</sup>). Indeed, seizing the benefits from the FTA could be restricted by factors such as *productivity constraints and transaction / marketing costs (competitiveness factors)*. Therefore a broader regional development strategy is needed to address these constraints through improved investment in agriculture, increased R&D investment, improved infrastructure and enhanced institutional and human capacities, among many other such factors.

<sup>5</sup> Source: IFPRI (1990-1999) and SADC Trade database (2000-2006)

<sup>6</sup> The SACU countries comprise Botswana, Lesotho, Namibia, South Africa and Swaziland

<sup>7</sup> Nin Pratt, A., and Diao, X., Exploring Growth Linkages and Market Opportunities for Agriculture in Southern Africa, DGSD Discussion paper No.42, IFPRI, 2006

In order to progress from FTA to 'Regional Integration', the agriculture sector needs to do more than FTA. The development of a common agricultural policy is a route that will add value to this process. Key challenges that a common agricultural policy (the RAP) therefore has to address include improved *Production, Productivity and Competitiveness* taking into account the full value chain; enhanced *Trade and Market Access* (reduced transaction costs, enhanced market information, improved provision of market infrastructure and many other such factors); and increased *Financing and Investment* flows into agriculture. These three key challenges form the core pillars of the proposed RAP.

## 1.2. The Cross-Cutting Issues of the RAP

Related agricultural development arising from prolonged and systematically executed efforts in the proposed three core pillars of the RAP may be affected by, and may also generate some factors and "externalities" in the *social and environmental* domains which would also need to be addressed. Supporting all these drivers are *institutional* factors that provide the enabling environment for parties to interact in furtherance of the various programmes of action towards regional integration. Often, these institutional factors lack capacity, skills and sometimes work in isolation of each other. Collaboration and full consultative processes among all stakeholders (public, private sector, civil society) become key towards the attainment of regional integration. As such, the cross-cutting factors of the RAP constitute *Social, Environmental and Institutional Factors*.

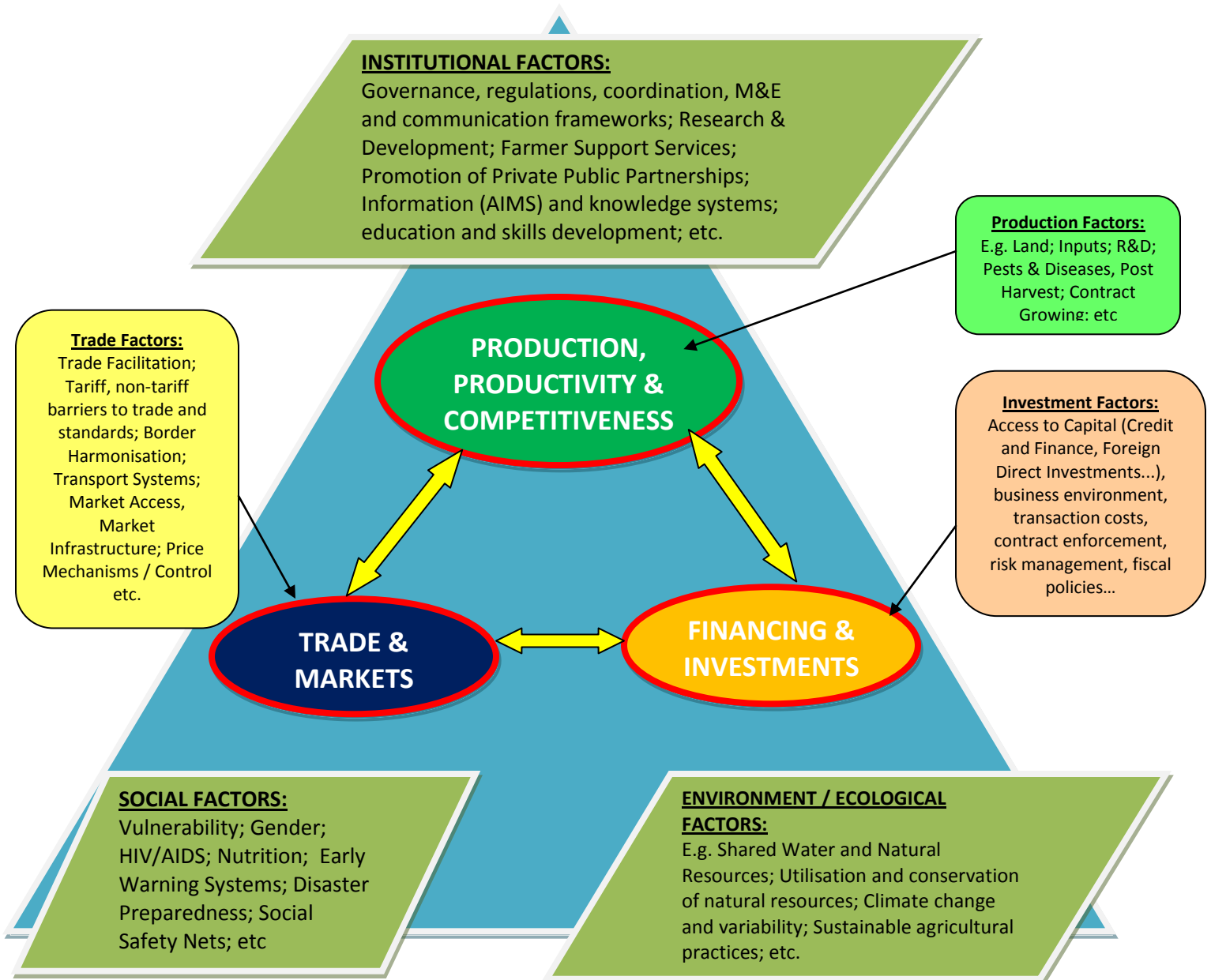
The inter-relationships between the three core pillars and the three cross-cutting factors of the RAP are shown in Diagram 1.

## 1.3. Alignment of RAP Pillars to SADC RISDP and NEPAD/CAADP

Identified in the RISDP for Food, Agriculture and Natural Resources are six strategic intervention areas, namely, ensuring food availability and food access; improved safety and nutritional value of food; ensuring disaster preparedness for food security; strengthening institutional frameworks and capacity building; and ensuring equitable and sustainable use of the environment and natural resources. These RISDP strategic intervention areas are in alignment with the four pillars of the New Partnership in Africa's Development (NEPAD) Comprehensive Africa Agriculture Development Programme (CAADP), namely, extending the area under sustainable land management and reliable water control systems; improving rural infrastructure and trade-related capacities for market access; increasing food supply, reducing hunger and improving responses to food emergency crises; and improving agricultural research, technology dissemination and adoption.

Shown in Box 1 is the clear alignment of the RAP Pillars to both the RISDP and CAADP pillars making therefore the RAP "CAADP compliant".

**Diagram 1: Core Pillars of the SADC Regional Agricultural Policy (RAP)**



**Box 1: Alignment of Proposed RAP Pillars to RISDP and CAADP**

| RAP Pillars   | RISDP Intervention Areas  | CAADP Pillars   |
|---|---|---|
| <b>Pillar I:</b> Production, productivity and Competitiveness | <b>Intervention 1:</b> Ensure food availability<br><br><b>Intervention 2:</b> Ensure food access<br><br>&<br><br><b>Intervention 6:</b> Ensure equitable and sustainable use of the environment and natural resources | <b>Pillar I:</b> Extending the area under sustainable land management and reliable water control systems<br><br><b>Pillar III:</b> Increasing food supply, reducing hunger and improving responses to food emergency crises &<br><br><b>Pillar IV:</b> Improving agricultural research, technology dissemination and adoption |
| <b>Pillar II:</b> Trade and Markets                           | <b>Intervention 2: &amp;</b><br><b>Intervention 3:</b> Improved safety and nutritional value of food  | <b>Pillar II:</b> Improving rural infrastructure and trade-related capacities for market access   |
| <b>Pillar III:</b> Financing and Investments                  | <b>Intervention 1, 2, 3, 4:</b> Ensure disaster preparedness for food security, <b>5:</b> Strengthen institutional frameworks and capacity building & <b>6</b>  | <b>Pillars I, II, III and IV</b>  |

In addition, the RAP is also compliant, at the international level, with the Millennium Development Goals (MDGs) particularly MDG 1 (Eradicate extreme poverty and hunger), MDG 3 (Promote Gender equality and empowerment of women), MDG 7 (Ensure environmental sustainability) and MDG 8 (Develop a global partnership for development).

**1.4. Definition and Objectives of the RAP**

Through a series of consultations, lessons learnt from other Regional Economic Communities (RECs), and suggestions raised in RAP national agricultural and related policy review studies, a working definition and six objectives of the RAP were derived as outlined in Box 2.

Whilst the three core pillars of the RAP are inter-related and mutually re-enforcing, the first core RAP pillar, Production, Productivity and Competitiveness, directly addresses the first three objectives of the RAP (on production and productivity, regional self-sufficiency in basic commodities, and growth in farmer incomes). The second core RAP pillar, Trade and Markets, also directly addresses RAP objectives (4) (promoting and developing trade and markets) and (5) (aimed at promoting food safety). The third core RAP pillar, Financing and Investments, addresses all the six objectives of the RAP. The three cross-cutting, Social, Institutional and Environmental factors, directly influence the attainment of RAP objective 6 but more generally have implications for all the six RAP objectives.

## Box 2 Working Definition and Objectives of the RAP

### Working Draft Definition of the RAP

The SADC Regional Agricultural Policy (RAP) is a regional instrument for stimulating sustainable agricultural development and food security in the SADC region. It defines common agreed objectives and measures to guide, promote and support actions at regional and national levels in the agricultural sector

### Objectives of the RAP

In support of regional integration and in contribution to the attainment of the SADC Customs Union and Common Market, the key objectives of the RAP are:

- 1) To promote and support production, productivity and competitiveness of the agricultural sector;
- 2) To promote regional self-sufficiency in basic commodities by exploiting regional potential
- 3) To promote and support growth in incomes for agricultural communities in particular small-scale farmers, fishers and foresters;
- 4) To promote the development of trade and markets;
- 5) To promote food safety; and
- 6) To promote sustainable utilisation and management of natural resources and the environment.

## 1.5. Guiding Principles for the RAP

The formulation of a regional policy requires that the process be guided by a set of agreed principles. Applying lessons learnt from SADC's own guiding principles in the SADC Treaty of 1992, those from the SADC Report on the Review of Operations of SADC Institutions (2001) and lessons learnt from the Economic Community of West Africa States' (ECOWAS) common agricultural policy (ECOWAP), eight guiding principles were developed for the RAP:

- 1) **Subsidiarity:** Areas or issues handled at the regional level should be only those that cannot be addressed at a lower level, national or local. Thus, all programmes and activities should be undertaken at levels where they can best be handled with consultations between governments and relevant stakeholders. A strict application of this principle must be applied, i.e., only supporting regional initiatives where they *add value* to national level interventions.
- 2) **Proportionality:** Action at the regional level should not exceed that which is necessary to achieve the objectives of the regional agricultural policy, and avoid imposing on Member States rules that are too stringent or efforts that are too great relative to those that would be reasonable or effective.

- 3) **Progressivity:** The principle involves moving forward gradually so as to take into account different national circumstances and particular interests.
- 4) **Regionality:** The regional level only deals with issues that concern two or more Member States.
- 5) **Partnership and Consultation:** There is permanent involvement of stakeholders in the agricultural sector in the identification of solutions to constraints, implementation, monitoring and evaluation of the regional agricultural policy.
- 6) **Responsiveness to change:** The agricultural policy must be an organic or evolving policy, rather than a static instrument, which focuses on a set of basic fundamentals and grows iteratively in response to experience and changing circumstances.
- 7) **Solidarity:** The region guarantees a minimum level of cohesion between its members and provides common financial, human and institutional resources to reduce the disparities that exist between the members.
- 8) **Market Integration:** All programmes and activities which directly integrate markets should be undertaken to facilitate free movement of factors of production, goods and services as well as the promotion of regional specialization based on comparative advantages.

These principles can also additionally be used in the criteria for determining and prioritizing key policy elements for the RAP.

# DESIGN OPTIONS FOR THE SADC REGIONAL AGRICULTURAL POLICY (RAP)

- 2.1. Three Possible Approaches to Design Options for the RAP
- 2.2. Regional Trade Agreements without Common Policy Frameworks
- 2.3. Common 'Loose' Strategic Frameworks
- 2.4. Common Policies with 'Formal Law' and Explicit Budget Frameworks
- 2.5. Lessons Learnt towards Design Options for the RAP

## 2.1. Three Possible Approaches to Design Options for the RAP

As SADC is discussing the scope and institutional functions of the proposed Regional Agricultural Policy (RAP), experiences of selected common policies developed in other parts of the World suggest that SADC could broadly consider 3 possible approaches:

- a. Regional trade agreements signed without supporting policy frameworks in agriculture (e.g., the North American Free Trade Agreement (NAFTA));
- b. 'Loose' strategic plans like the Central American Agricultural Policy (CAAP) and Caribbean Community's (CARICOM) Community Agricultural Policy (CCAP); and
- c. 'Formal' policy agreements with substantial budget implications, like the ECOWAS Agricultural Policy (ECOWAP) in West Africa, European Union's Common Agriculture Policy (CAP) and Canada's Federal "Growing Forward" Agricultural Policy.

These three approaches are discussed in more detail in the following sections.

## 2.2. Regional Trade Agreements without Common Policy Frameworks

Many Regional Trade Agreements (RTA) do not provide for explicit policy cooperation in the agricultural sector beyond trade regulations. This is the case of the North American Free Trade Agreement (NAFTA), signed between Canada, the United States of America (USA) and Mexico. Agriculture is usually considered sensitive and therefore related terms are often specific. In NAFTA's case, agriculture is dealt with under 3 separate bilateral agreements. The one between the USA and Mexico agreed initially that barriers to agriculture trade between the two countries would be removed progressively, until full free-trade in the mid-2000s. In this particular case, it is up to each country to develop a policy that addresses opportunities and risks for agriculture and food security that emerge from the FTA.

In Mexico, analysts suggest that, while agricultural trade has indeed increased substantially, gains have been limited by the lack of public investment in innovation and infrastructure necessary for competition. Moreover, gains in Mexico have differed depending on the categories of population considered. Gains have been recorded for those involved in the broiler industry which has benefited from cheaper maize imports from the US as well as urban consumers who have access to imported meat from the US and lower maize prices. On the other hand, numerous small-scale maize producers have been adversely affected by lower US maize prices.

As such, as no particular effort has been made to harmonize respective national agricultural and social policies, this approach may have led to significant budget costs with significant budget inconsistencies. Hence, under NAFTA, as respective national agricultural and social policies have not been harmonized, each government supports its own farmers and vulnerable households unilaterally.

In conclusion, whether under a national approach or a multi-country approach, opportunities and risks arising from RTA need to be assessed and addressed under specific public action, in order in particular to deal with supply side constraints and the vulnerability of the rural poor to increased competition.

### **2.3. Common 'Loose' Strategic Frameworks**

Another option would be to formulate joint agricultural development strategies and related implementation plans. This route has been followed, for instance, under the Central American Agricultural Policy (CAAP) and CARICOM's Community Agricultural Policy (CCAP), under the overarching context of regional trade/economic integration policies. These two common policies are being developed through a two stage process. First was the development of a set of common issues, objectives and actions to be taken, which take the form of joint strategies.

The second stage involves translating the general CAP directions identified in the joint strategies into concrete and detailed action plans. This process is still to be completed in both cases reviewed. The approach is pragmatic but there is little guarantee yet that the second step will indeed fully happen.

The effectiveness of these common 'loose' strategic frameworks depends on a number of factors including:

- a. The strength of the REC's Secretariat as it is responsible for translating the strategy into coordinated action, budget development, resource mobilization, etc;
- b. The voluntary willingness of each country or partner to take action and allocate resources;
- c. How specific the strategy is in terms of responsibilities, budget, institutional arrangements, timeframes, Monitoring and Evaluation (M&E), etc. Both cases analysed (CAAP and CCAP) are relatively unspecific at this stage; and

- d. Stakeholders' scrutiny as the formulation process involves broad consultation and publicity.

This form of "loose law" is not very different from SADC's current RISDP and the Dar-es-Salaam Declaration on Agriculture and Food Security, although in CARICOM's case, the CCAP was initially formally identified under a Protocol and later integrated into the Revised Treaty. However, the Revised Treaty merely lists a number of areas of common interest without any institutional or financial arrangements. In itself, this is of limited interest. Hence, the advantage for SADC of identifying such a common "policy" under a protocol or an amended treaty would depend on how specific its actual terms would be and (most importantly) on what action would come after. This option should not be considered as an end and should be weighted against the time and complexity that such a "legal" route, i.e. amending the treaty, would entail.

## **2.4. Common Policies with 'Formal Law' and Explicit Budget Frameworks**

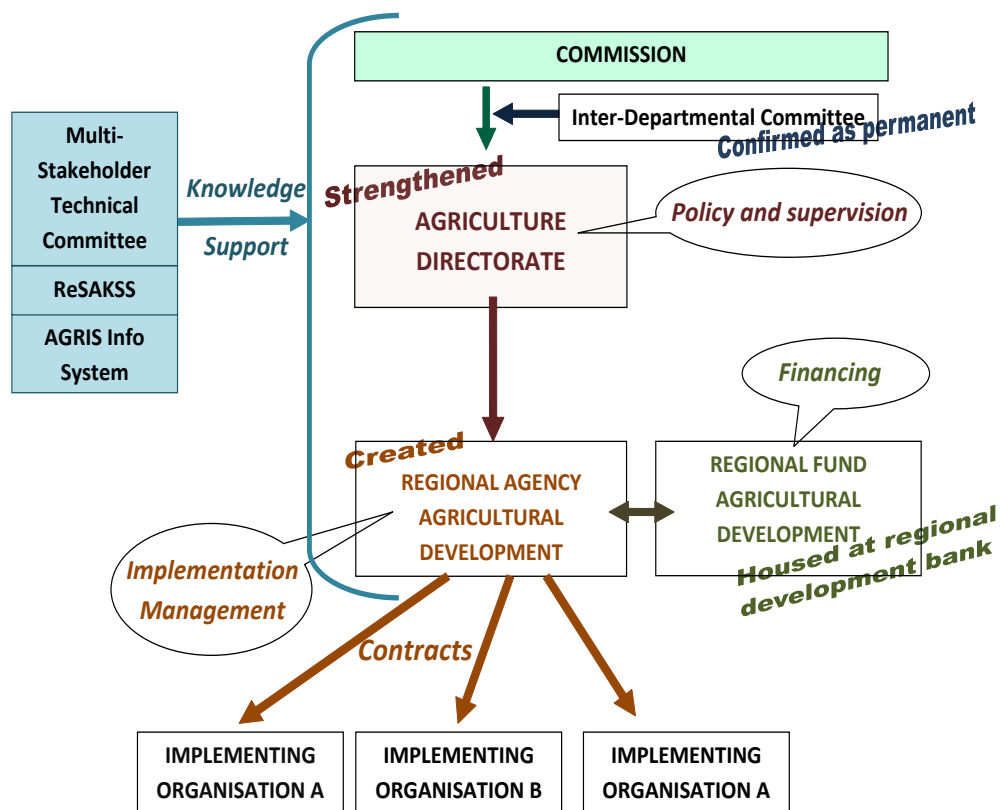
More elaborate common agricultural policies (CAP) follow relatively similar features despite significant contextual differences. This is the case of Economic Community of West African States (ECOWAS's) Agricultural Policy (ECOWAP), Pillar 2 of the European Union (EU) Common Agricultural Policy (CAP) and Canada's Federal Policy. These are discussed below.

### **2.4.1. ECOWAP**

The ECOWAP was adopted (legally as a "Decision") by ECOWAS Heads of State/Government in 2005. This 15 page document describes common objectives and areas of intervention. It also gives brief but clear indications of the proposed institutional set up and instruments. The two key instruments identified under ECOWAP are a Regional Agricultural Fund and a Regional Agricultural Development Agency (see Figure 1). From there, earlier regulatory developments and programmes such as sanitary-phytosanitary systems (SPS) were included as components of the ECOWAP.

In 2009, the Policy was further developed into detailed Regional and National Agriculture Investment Plans (RAIP and NAIP) and regulatory elements in areas such as market regulations and social transfers were also developed. The RAIP, adopted in November 2009, will be implemented under several *programmes* organized along 3 key entries or intervention areas: (i) promotion of strategic products (production and markets); (ii) a conducive environment (the environment, institutions, business, information, etc); and (iii) food vulnerability (see Figure 2). The total budget is US\$ 900 million over 5 years, 15% of which will come from ECOWAS' core budget.

Figure 1: ECOWAP Institutional Framework

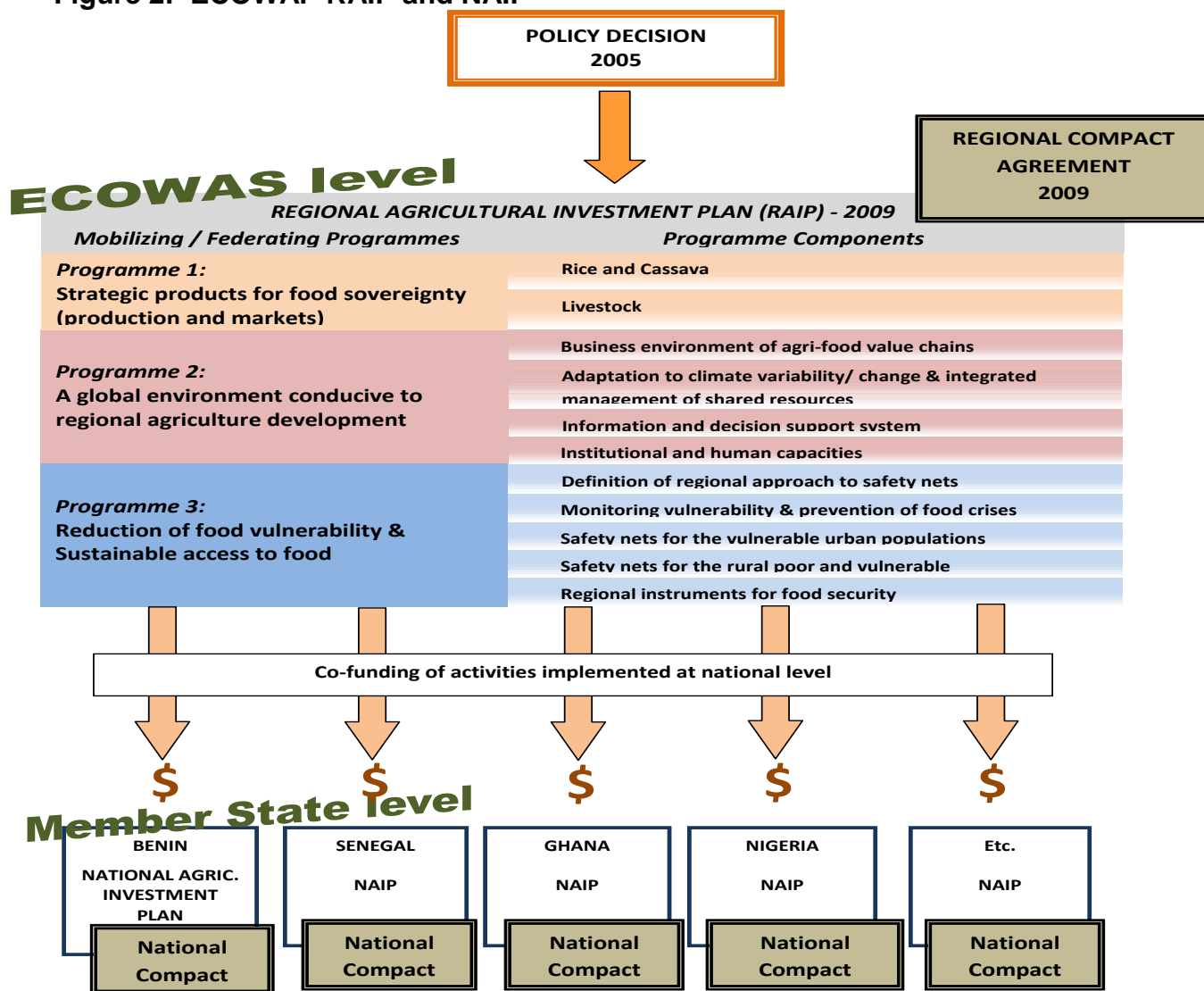


RAIP and NAIPs have been designed simultaneously to promote consistency, but are not formally linked. They will be linked in practice since several RAIP programmes are expected to be implemented by Member States (MS) through shared funding between ECOWAS and each Member State.

Partners (ECOWAS, governments, private sector, civil society and International Cooperating Partners (ICP)) have actively contributed to the preparation of the ECOWAP, the 15 NAIP and the RAIP. Considering ECOWAS' limited institutional capacity, this has proved to be key. These partners have committed themselves, under regional and national "Compacts", to contribute or support related regional/national policy and planning frameworks and to do so under aid harmonisation principles.

ECOWAS used its own budget (US\$6 million split equally among its 15 Member States) to support the process. Significant donor support for agriculture has been committed to this process through the NEPAD CAADP principles.

Figure 2: ECOWAP RAIP and NAIP



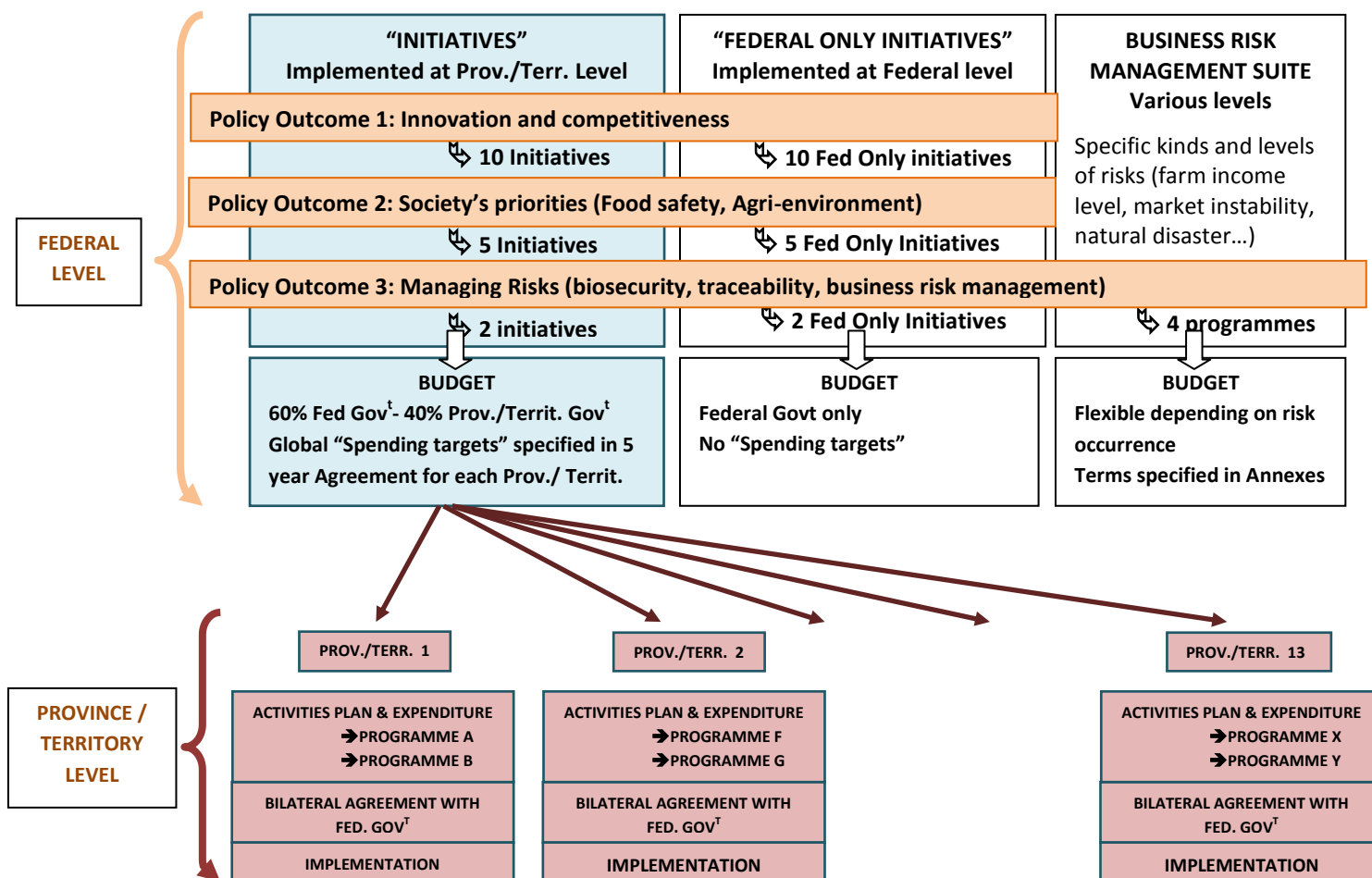
### 2.4.2. Canada’s ‘Growing Forward’ Policy

This 5 year “Agreement” was adopted in 2008 by the Ministers of Agriculture of the Canadian Federal Government and its Provinces/Territories (P/T). It specifies how resources for agriculture development are to be shared and used respectively by the Federal Government and P/T Governments. Based on commonly agreed strategic objectives for Canada’s agriculture, the ‘Agreement’ defines a limited number of *initiatives* which are to be implemented through specific *programmes* at both Federal and P/T levels. Actual programme formulation and management is to occur mostly at P/T level.

Initiatives in the 5 year ‘Agreement’ are organized according to 3 main entries or interventions: (i) competitiveness and innovation, (ii) society’s priorities (health, the

environment) and (iii) risk management (e.g. bio-security, business risk management, insurance and disasters) (see Figure 3). This case provides a good illustration of the subsidiarity principle.

**Figure 3 : Architecture of Canada ‘Growing Forward’ Policy**



### 2.4.3. Pillar 2 of the EU CAP

The EU CAP was formally identified under the Treaty of Rome in 1957. It still is one of the most important policies supported by the European Commission’s unified budget. It has been *the* common policy in the sense that, *theoretically*, there has been no other policy at national level on the issues that it covers. Initially, the construction of a common market and the role of the EC’s agriculture in that framework (i.e. rural incomes, community preference, self-sufficiency, fair competition between European farmers) were central in developing the CAP. Also, the farming population was still significant and included many small-scale farms.

Three principles guided the implementation of the EU CAP, namely

- a. **One Market** where there are no taxes between countries; there is one common external tariff; there are unified administrative, sanitary and veterinary requirements; and there is a unified pricing policy;
- b. **Community Preference** where for those products most preferred, the region protected its own production systems against the “world” using a pricing mechanism; and
- c. **Financial Solidarity** where all Member States contribute to a common budget tool employed in implementing the EU CAP.

The CAP has gone through a number of reforms, particularly since the early 90s. As a result, Pillar 1 has focused increasingly on direct payments to farmers in addition to some market interventions and Pillar 2, basically a large rural development facility, has taken increasing importance. Pillar 2 is financed through a specific fund (European Agricultural Rural Development Fund) and supports programmes implemented by Member States in various domains (such as agriculture, forestry, rural education, tourism and the environment but not sea fisheries) following commonly agreed objectives and terms. Priority areas under Pillar 2 are:

- a. Improving the competitiveness of the agricultural and forestry sector;
- b. Improving the environment and the countryside;
- c. Improving the quality of life in rural areas and diversification of the rural economy; and
- d. Building local capacity for employment and diversification (locally driven development strategies).

#### 2.4.4. Common Features of the ‘Formal Law’ Common Policies

There are a number of common features among the three ‘formal law’ common agricultural policies (ECOWAP, Canadian ‘Growing Forward’ Policy and EU CAP). Some of the most significant common features include:

- a. **Economic Policies and Regulations:** The three ‘formal law’ common agricultural policies were developed within the context of at least a customs union and, except maybe for ECOWAS, they are closely linked to broader economic policies and regulations. They go beyond trade integration only as they provide the regional integration policy with a *development component*.
- b. **Common principles, priorities, initiatives and general implementation terms:** The three common agricultural policies identified a set of common principles which shaped the specific intervention policy instruments.
- c. **Management levels for each initiative:** The three ‘formal law’ common agricultural policies reviewed distinguish management levels for each type of initiative: *regional only, shared between the region and Member State and national only*. **Shared management** forms the core part of the programmes.

Under this category, actual planning and implementation are under the Member States' responsibility, while the regional level defines common directions and terms, provides resources and contributes to M&E.

- d. **Shared Funding:** Except for the few initiatives which are to be implemented at the regional level only, funding is shared between the regional budget and national ones (60%/40% in the case of Canada, 50%/50% under ECOWAP's current proposal and variable for the EU CAP). In Canada, maximum annual allocations to each Province/Territory for the 5 year timeframe are specified under the policy.
- e. **Budget Processes:** The budget attached to the policy is significant as evidenced in the case of ECOWAP. Increasing public investment in agriculture is a central part of the policy agenda. Regional budget provisions not only act as a "carrot" but they are linked to each Member State's budget procedures. This budget process makes the policy "action oriented" and it also makes the policy "binding" and time-bound.
- f. **Policy Cycle:** The policy cycle of the three systems reviewed follows approximately the same sequence, namely:
  - i. Formal identification, at regional level, of common priorities, objectives, overall mechanisms and processes (planning, M&E, budget allocation, shared management, revision, etc) and general terms for each development programme;
  - ii. Submission to the REC by Member States, within a limited timeframe and budget, of specific programmes (in Canada, submission of initial plans by Provinces/Territories is followed by the signature of specific bilateral agreements between each P/T and the Federal Government);
  - iii. Allocation by the REC of funding to relevant Member State institutions (through different formats);
  - iv. Implementation by Member States of relevant activities within these programmes (apart from regional only activities) within 5 years; and
  - v. M&E by various levels including regional. The EU CAP and Canada's *Growing Forward* Policy actually specify the process formally.
- g. **They require solid institutional capacity at both REC and MS levels**, as well as **reliable information systems** as some funding terms and regulations depend on production and market indicators, among other indicators. For instance, ECOWAS plans to strengthen its Agriculture Directorate for policy and M&E related activities but **transfers** its implementation functions to the new Agriculture Development Agency. The latter will focus on administrative issues and will contract out to relevant sub-regional technical organisations or firms the implementation of various "regional only" programmes. Additionally, RAIP includes significant programmes specifically for institutional capacity building as well as the ECOWAP regional Agriculture Information System (AGRIS).

- h. **They involve ministries other than those in charge of agriculture** as significant regulatory and investment requirements fall outside the ministry of agriculture.

#### 2.4.5. Differences in the ‘Formal Law’ Common Policies

There are also interesting differences between the three ‘formal law’ common policy systems.

- a. **The legal meaning of each policy can vary.** Under the EU CAP, the policy has a set of detailed regulations reinforced by the Treaty of Rome. The Canadian common policy is an “*Agreement*” supported by a well-established budget cycle. In ECOWAS, it is a “*Decision*” supported by detailed documentation and pragmatic interaction with ICPs. In the latter case, ECOWAS has chosen not to get into a formal and complex legal process as have the EU and Canada.
- b. Also, the EU CAP doesn’t give priority to one area against another but is very specific about key terms for each kind of action, whereas Canada sets minimum targets for budget allocations to specific initiatives considered as federal priorities (e.g., innovation). Under the ECOWAP, current programme proposals define specific actions as required (e.g., formation/strengthening of networks of input suppliers; input quality control) if its budget is to support such programmes (e.g., input voucher programmes).
- c. Also specific to the EU CAP is the **asymmetric treatment of less-favoured areas and poorer countries** of the Union (under the economic “Convergence” objective).
- d. **The level of detail and the structure of policy documents are different** (Canada’s 40 page document is interestingly short, comprehensive and leaves flexibility to Provinces/Territories), but these three ‘formal law’ policies tend to describe the same key sections.

#### 2.5. Lessons Learnt towards Design Options for RAP

Based on the review of the above common agricultural policies that vary from simply regional trade agreements to ‘formal law’ common policies, the main lessons that can be drawn for consideration in the formulation of the SADC RAP are presented in Chapter 4.

# KEY AGRICULTURAL POLICY ISSUES FOR THE REGIONAL AGRICULTURAL POLICY

- 3.1. Background to Analysis of Key Agricultural Policy Issues
- 3.2. Overall Results of Analysis of Key Agricultural Issues
- 3.3. RAP Pillar I – Production, Productivity and Competitiveness Strategic Issues
- 3.4. RAP Pillar II – Trade and Markets Strategic Issues
- 3.5. RAP Pillar III – Financing and Investment Strategic Issues
- 3.6. Cross-Cutting Strategic Issues

## **3.1. Background to Analysis of Key Agricultural Policy Issues**

The results of analysis presented in this report are derived from 11 SADC<sup>8</sup> country reports available at the time of report compilation and from specific sub-sectoral contributions to the RAP. This section of the report provides summarised commentary on key issues identified. The section is structured in two parts, the first presents an overview of identified key agricultural policy issues derived from the review of national as well as specialised contribution reports. The second sub-section goes into some detail on each of the identified key agricultural policy areas fleshing out (i) what the Identified Potential Challenges are in relation to the issues, (ii) what work SADC FANR has so far done towards addressing some of the potential problem areas, and (iii) suggested key policy issues for consideration in the formulation of the RAP.

## **3.2. Overall Results of Analysis of Key Agricultural Issues**

The key agricultural policy issues identified are grouped and therefore discussed below by the RAP Pillars earlier developed in this report.

### **3.2.1. RAP Pillar I: Production, Productivity & Competitiveness**

Through a simple analysis of how many Member States considered certain issues as priority for consideration in the formulation of the RAP, a set of eight common areas of interest in relation to production, productivity and competitiveness were identified. These issues are, by descending order of priority, crop production; land; research and development; plant protection; animal production; water for irrigation; animal health; and animal welfare. The level of interest in each of these is shown in Figure 4. Volume II of

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<sup>8</sup> SADC Countries whose input was not taken into account in this compilation as the country consultative processes had not yet been completed at the time of compiling this report (May 2010) include South Africa, Swaziland, Angola and Mozambique.

this report provides a more detailed analysis of these issues. Taking these eight key issues in relation to each other, Figure 4 shows that crop production issues take a quarter of the precedence given to issues influencing production, productivity and competitiveness.

As will be elaborated on in the next sub-section, the above results do not imply that the RAP should not take cognizance of the 'lowly' ranked issues as the issues are mutually reinforcing and some are sub-sets of others. These results simply outline what Member States considered to be of priority in relation to production, productivity and competitiveness in the formulation of the RAP.

### **3.2.2. RAP Pillar II: Trade and Markets**

Similarly, Figure 5 presents key issues in relation to trade and markets identified as priority by Member States deriving from the reports reviewed and specific sub-sectoral contributions to the RAP. In order of priority, the four key issues identified under Trade and Markets are, Marketing & Trade Facilitation; Market Information; SPS Standards; and Market Access. Further elaboration on these and other issues is developed in the next sub-section.

### **3.2.3. RAP Pillar III: Financing and Investments**

Issues of financing and investments were identified as cross-cutting issues by almost all Member States.

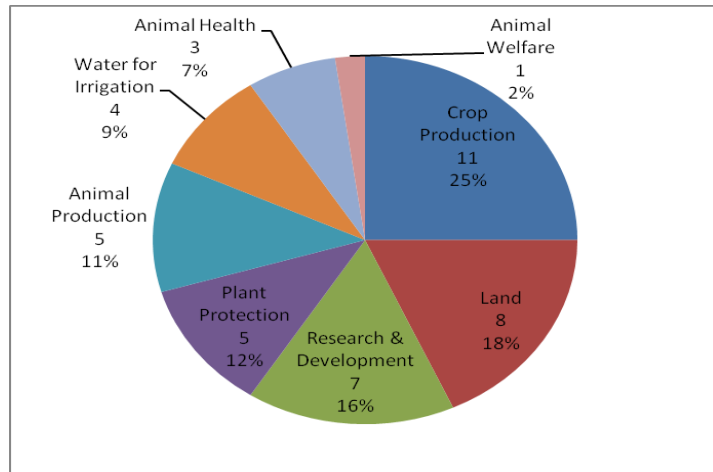
### **3.2.4. Social, Institutional and Environmental Factors**

Figure 6 are cross-cutting issues identified as priority by Member States and by descending order, these are Infrastructure & Institutions; Disaster Preparedness and Risk Management; Farm Support Systems; Bio-diversity; Fisheries; Forestry and Climate and Climate Change.

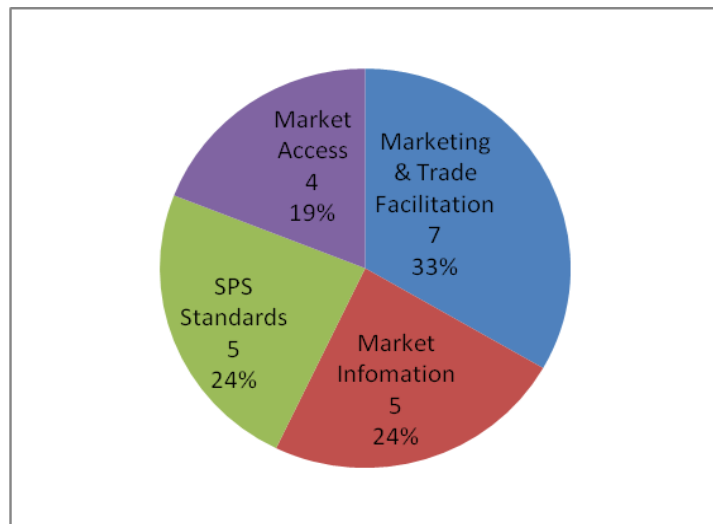
### **3.2.5. Combined Prioritisation of the Core Pillars and Cross-Cutting Issues of the RAP**

Figure 7 is an illustration of the importance given by Member States to each of the three core pillars and cross-cutting factors of the RAP. Pillar I is prioritised first, followed by cross-cutting factors, then Pillar II and lastly Pillar III. This however does not imply that the least prioritised is least important. It points to areas that require further disaggregation work.

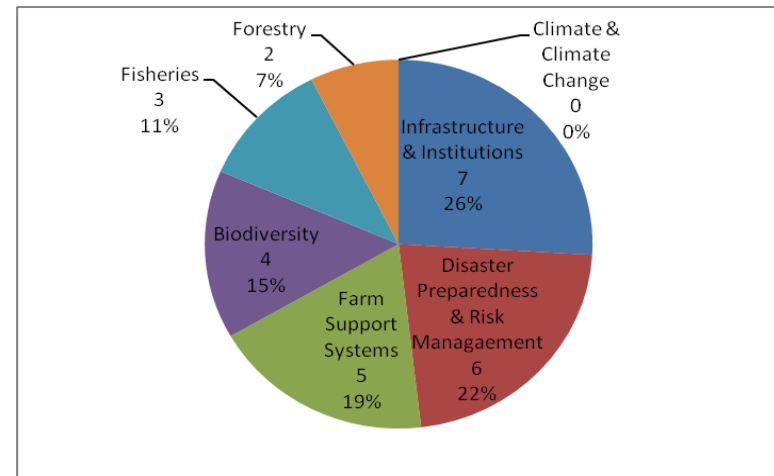
**Figure 4: RAP Pillar I: Production, Productivity and Competitiveness**



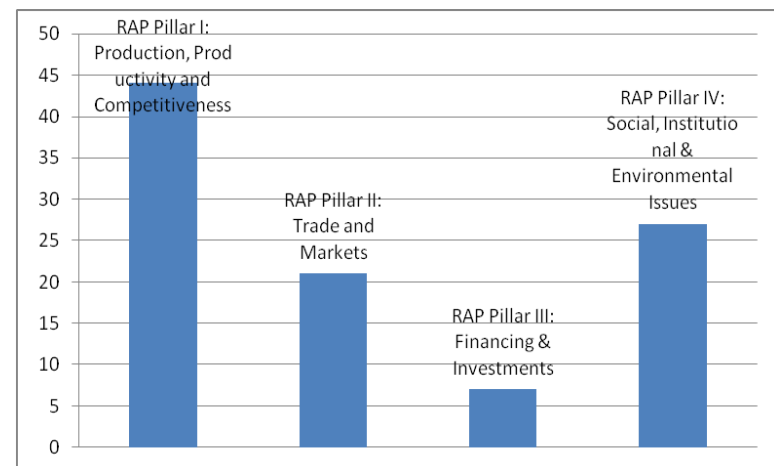
**Figure 5: RAP Pillar II: Trade and Markets**



**Figure 6: Social, Institutional and Environmental Factors**



**Figure 7: Combined Prioritisation by RAP Pillars**



### 3.3. RAP Pillar I: Production, Productivity And Competitiveness Strategic Issues

As stated above, identified from analysis of national reports are eight common areas of interest under this Pillar, namely, crop production; land; research and development; plant protection; animal production; water for irrigation; animal health; and animal welfare. Further in-depth analysis, taking into account input from sub-sectoral contributors, re-grouped these priority production, productivity and competitiveness issues into five strategic categories, (i) land; (ii) water use management; (iii) agricultural inputs; (iv) pests and diseases; and (v) agricultural technology use and adoption. Also considered under this Pillar as separate sub-sections are production issues affecting Fisheries and Forestry.

These five categories of strategic issues directly address three of the RAP objectives (a) to *promote and support production, productivity and competitiveness of the agricultural sector*; (b) to *promote regional self-sufficiency in basic commodities*; and (c) to *promote and support growth in incomes for agricultural communities in particular small-scale farmers, fishers and foresters*. These strategic issues are described briefly in the following sections.

#### 3.3.1. Land Issues

As most SADC Member States have agricultural based economies, land is an important factor for production. Whilst land issues vary from country to country mainly due to differences in the socio-cultural make-ups of the countries, historical past and geographical variables, the key land issues facing the SADC region relate primarily to issues of land use, distribution, utilisation, tenure, administration and adjudication.

- a. **Land distribution:** Key areas of concern under land distribution include inequitable and limited access to land. The consequence of these anomalies manifest in gender biases to land distribution, overcrowding leading to land degradation requiring action to rectify the skewed land distribution policies, systems and administration.
- b. **Land use:** Increasing population pressure and poor agricultural practices are of serious concern. Encroachment of environmentally fragile areas for agriculture compounds the problem requiring therefore the implementation of appropriate land use practices and management systems.
- c. **Land Tenure:** Weak land tenure instruments such as some existing land laws are a cause for concern. The insecurity in land tenure has negatively impacted on the flow of both national and foreign direct investment in

agriculture. Other areas of concern involve land valuation systems and land conservation and management systems.

- d. **Land Administration and Adjudication:** Weak support systems were sighted as one of the key challenges facing Member States. Government agencies and departments lack qualified and experienced staff to provide proper technical leadership on land administration and redistribution issues.

Following approval by the SADC Council of Ministers in 2003 to (i) integrate land issues into policies and programmes of FANR and (ii) establish a SADC Land Reform Support Facility (SLRSF) aimed at supporting Member States in developing and/or implementing their agrarian and land reform policies and programmes, FANR commissioned a study in October 2006 to undertake this work. The report, published in September 2007, outlined the above as key land issues of concern to Member States. The SLRSF concluded by identifying four key areas of support in formulating and implementing well meaning land reform policies and programmes, namely, *resource mobilization and policy support; capacity building; research; and information and communication.*

Suggested key land policy elements should aim to achieve the following objectives:

- a. Improved access to land;
- b. Enhanced security of land tenure with proper land tenure guidelines based on best practices; and
- c. Strengthened institutional capacity in land use, management, administration, redistribution and adjudication.

### **3.3.2. Water Use Management:**

The region relies heavily on rain-fed agriculture making food security vulnerable to weather changes. To mitigate against this vulnerability, supplementary watering, among other technologies, is required. Despite the enormous potential for irrigation deriving from regional and national water-basins, irrigation based farming is not widely practiced with a regional average of only 4.5% (according to FAO estimates<sup>9</sup>) of agricultural land under irrigation. This is despite the fact that yields from irrigated agriculture are three times higher than yields from rain-fed agriculture. To improve on past efforts to promote irrigation, more focus needs to be given to social, management and organizational matters, economic feasibility of increasing land under irrigation, market considerations and farmer empowerment.

<sup>9</sup> Extract from "Enhancing Agriculture and Food Security for Poverty Reduction in the SADC Region: Key Issues Paper for Extra Ordinary Summit on Agriculture and Food Security' SADC Heads of State, May 2004, Dar-es-Salaam, United Republic of Tanzania

Additionally, as rain-fed agriculture will, in the mid-term, remain the most common type of farming, enhanced water management at field level needs to mobilize sustained attention in terms of research and development and other support services including climate variability management.

In 2000, the *Revised Protocol on Shared Water Courses* was signed as an overarching framework for the transboundary management of shared water courses in the SADC region. The instrument for implementing this protocol, the *Regional Strategic Action Plan for Integrated Water Resource Management and Development*, was developed. In its second phase (2005-2010), the Regional Strategic Action Plan was to develop some 14 projects belonging to four strategic intervention areas: (i) regional water resources planning and implementation; (ii) infrastructure development support; (iii) water governance; and (iv) capacity building.

In 2006, SADC developed the *Regional Water Policy* as a comprehensive policy aimed at providing a framework for sustainable, integrated and co-ordinated development, utilisation, protection and control of national and transboundary water resources in the SADC region. This policy calls for the harmonisation of all Member States' National Water Policies. In addition, SADC FANR has also developed the Regional Irrigation Programme which is yet to be implemented.

Suggested key areas of focus for the RAP in relation to water for irrigation are:

- a. The establishment of regional sound management systems of water sources / water courses ensuring the protection of catchment areas from deforestation and soil erosion;
- b. The expansion of land under irrigation (particularly small-scale irrigation) requiring investment into infrastructure for irrigation, training, capacity building, the use of appropriate, affordable and sustainable efficient water-use technologies, and provision of incentives to encourage expanded use of irrigation technologies, etc;
- c. The promotion of technologies and approaches to improve water management for rain-fed farming systems and mitigate risks related to climate variability, and
- d. The provision of sufficient water resources requiring improved water harvesting systems and providing guidelines on efficient and effective water use systems including usage rights.

### **3.3.3. Agricultural Inputs**

#### **A. Crop Production**

In this sub-section, strategic issues will be split between those that deal with seeds and genetic materials and those that deal with soil fertility in crop production, e.g. fertilisers and agro-chemicals.

## 1. Seeds and Genetic Materials

The use of seed of poor genetic potential is one of the major contributing factors to low agricultural productivity in the region. Limited access, availability and affordability of improved agricultural inputs in general and seed in particular have exacerbated the situation. Owing to, among other factors, the diversity of national regulatory systems on seeds in SADC countries, seed markets have remained segregated, small and difficult to access. There has also been a general loss of indigenous seed varieties that are more resilient to climatic shocks such as insufficient rainfall.

The key challenges therefore in relation to agricultural inputs in general but seed in particular, include:

- a. Limited availability, access and affordability of seeds and genetic materials of improved characteristics;
- b. Lack of harmonised standards, regulations, certification and use of seeds and genetic materials;
- c. Lack of incentives to encourage wider-scale production and provision of agricultural inputs of non-commercial crops; and
- d. Loss of indigenous seed and genetic materials that are generally more resilient to environmental and climatic shocks such as droughts.

In the last few years, SADC has been involved in a number of initiatives including:

- a. **Harmonisation of Seed Regulations:** Chief among the initiatives undertaken by SADC in the last few years is the Harmonisation of Seed Regulations in the SADC region with the primary objective of addressing the problems of seed multiplication, variety testing and release, seed certification and quality control, seed trade, and lack of investment in the seed industry. Technical agreements for the harmonisation of seed regulations have been drawn up and a number of SADC countries have already signed the Memorandum of Understanding that will put into legal force the harmonised seed regulations following approval by SADC Council.
- b. **SADC Gene Bank:** In 1989, SADC established a 'gene-bank', the SADC Plant and Genetic Resource Centre (SPGRC), based in Lusaka, Zambia for the purpose of conserving local genetic plant material. The SPGRC works through national centres, with standardised gene-banking facilities, to collect, characterise, restore lost plant genetic material, effect on-farm conservation of crop diversity and document information on conserved plant genetic material.

Seed regulation and harmonisation is only a part solution to the seed issues. There are a wide range of other policy issues requiring attention that should be considered under the RAP and they include:

- a. The establishment of plant breeder's rights system;
- b. Market-led breeding (genetic improvement through improved selected genetics with the market in mind);
- c. Provision of incentives for high value landraces and private sector investment and small holder involvement in seed multiplication schemes, improved and decentralised distribution systems;
- d. Compliance monitoring through instruments such as regional seed-testing and certification laboratories; and
- e. The enhancement of institutional (regional and national) capacity for the conservation and preservation of genetic (including indigenous) materials with increased involvement of local communities in genetic resource management;

## **2. Fertilisers and Agro-Chemicals:**

The main constraint to increased inorganic fertiliser uptake is limited access due to financial and economic factors including high costs of fertilisers; limited distribution networks; risk of production failure and unpredictability of market related prices for agricultural outputs rendering negative returns on investment in fertiliser and agro-chemical use; limited access to both long-term and short-term credit; etc. Whilst conservation agriculture has been promoted over the years (and should continue to be so as an accessible means to increase sustainable intensification for many farmers), increased use of inorganic fertilizers remains a core objective.

However, the production of inorganic fertilisers in the region is now mainly limited to South Africa and Zambia, hence the region cannot dispense with the importation of inorganic fertilisers.

In 2009, SADC commissioned a study to assess the feasibility of optimizing regional fertiliser production from existing capacities. In a joint study with COMESA, SADC participated in the development of a strategy to increase fertiliser availability in the region. SADC also participated, and reports on, the AU 2006 Abuja Declaration on Fertilisers for an African Green Revolution. Other initiatives towards addressing issues of fertiliser in the region include the setting up under COMESA of a Committee for regional input procurement and distribution of fertilisers and under the African Development Bank (AfDB), drafting a framework for the establishment of an Africa Fertiliser Financing Mechanism.

The following are suggested key policy issues in relation to fertilisers and agro-chemical for consideration in the RAP:

- a. Promotion of soil fertility enhancing systems including the use of fertilisers (inorganic and organic), conservation agriculture, etc;
- b. Promotion of investments in the production (including R&D in fertilisers and agro-chemicals), competitive and fair trade (including distribution) of agricultural inputs through appropriate market incentives;
- c. Development of harmonised input support systems and guidelines (including subsidies, farm support services and extension);
- d. Harmonisation of and the strengthening of capacity of regulatory frameworks to adhere to and comply with international conventions / agreements on the use and disposal of agricultural inputs and chemicals.

## **B. Animal Production**

Whilst it is the region's desire to attain *regional self sufficiency in animal and animal products through increased national production and the promotion of intra-regional trade in livestock, livestock products and inputs*, the most critical challenge the SADC livestock sector faces is low animal production and productivity due to a number of factors including inadequate animal breeding programmes to dramatically increase the region's livestock herd, and loss of indigenous genetic material that is well adapted to regional conditions. The region is also facing serious challenges in the trade of its animal and animal products due to market conditionalities (trade barriers) involving e.g. animal welfare (the production methods used in raising livestock including feed systems, how the animals are transported from farm to slaughter abattoirs, the means of slaughter, etc).

With specific regards to animal genetic resource issues, SADC developed the SADC Farm Animal Genetic Resources (FAnGR) project for the purpose of establishing the potential for production of the indigenous livestock breeds in the region. In addition, the SADC Promotion of Regional Integration in the Livestock Sector (PRINT) project was established to lay down a sustainable foundation for a coherent regional approach towards the development of the livestock sector. The PRINT project focused on establishing a viable, efficient and sustainable core body of human and technical resources at the SADC Secretariat level to deal with livestock sector developmental issues.

To achieve the above stated animal production specific objective, suggested key policy intervention areas for the RAP include:

- a. Protection of breeders / community / individual property rights including indigenous breeds;
- b. The promotion of market-responsive breeding programmes including genetic improvement through improved selected genetics with the market in mind; and

- c. The provision of incentives throughout the value chain for increased and high value animal production. These would include price incentives, preservation of rangelands /grazing lands, provision of alternative energy (feed) sources, improved feed (nutritional value) sources and supplies, etc;
- d. Improved investments in (i) surveillance, monitoring, enforcement of existing legislation and early warning systems for status, inventory of plant species and carrying capacity of rangelands; (ii) rangeland research; (iii) training and development of rangeland skills capacity; and (iv) improved inter-relationships between crop production and livestock grazing lands; and
- e. Removal of non-tariff barriers to trade for animal and animal products.

### **3.3.4. Pests and Diseases**

Crop and livestock production and productivity are constrained by, among other things, outbreaks of pests and diseases. Whilst some diseases, particularly animal diseases, cannot be eradicated, the key issues of concern involve surveillance and control. The prevalence of these diseases is a serious threat to economic development and food security for the region. This section will be broken into two sub-sections, the first dealing with specific plant protection issues and the second with animal diseases issues.

#### **A. Plant Protection**

The region's food security is threatened by the prevalence of migratory pests such as quelea birds, locusts and armyworm. Whilst standards already exist through the International Plant Protection Convention (IPPC) in terms of how to combat such problems, the region faces constraints in its capacity to effectively implement them. In particular, the region's challenges include (i) lack of capacity in surveillance and control of the pests; (ii) lack of capacity to adhere to and comply with IPPC standards; (iii) lack of collaboration and joint planning with other regional and international organisations; and (iv) sometimes limited understanding and appreciation of the financial and economic benefits of the standards and their purpose by the various stakeholders in the value chain.

In the last few years, SADC has been involved in a number of initiatives to reduce the risk to food security from migratory pests. A strategy for the control of migratory pests and its implementation plan has been developed. A forecasting tool for quelea birds has also been developed and is currently in use. SADC collaborates closely with the International Red Locust Centre for Central and Southern Africa on Red Locusts and other migratory pests. Lastly, SADC Member States have been encouraged to sign the IPPC and to date, eleven of the SADC Member Countries have signed the convention.

What has been described above are issues of surveillance and control of migratory pests and diseases from a systems and management point of view. What has not been covered, requiring further attention in the next RAP Phase, are constraints and issues on crop protection products, their production, trade, use and disposal. On the basis therefore of surveillance and control issues for migratory pests and diseases, the suggested areas of focus for the RAP include:

- a. Enhanced capacity in surveillance and control of pests and diseases and compliance with standards developed under the IPPC;
- b. Enhanced capacity building in the formulation of regional positions and effective participation in reviewing and implementing the IPPC standards;
- c. Strengthened collaboration and joint planning with other regional and international organisations dealing with plant protection; and
- d. Strengthened post harvest systems including appropriate storage facilities, use and disposal of pest control chemicals, etc.

## **B. Animal Health**

The livestock sector in the region is multi-functional in that it provides both economic and social values to the larger part of the region's population. The region's suggested specific objective, with respect to animal health, therefore, aims to *safeguard economic animal agriculture, regional integration, market access and trade in animal products in accordance with international norms whilst ensuring and safeguarding human health, social welfare and livelihoods.*

In order to achieve this objective, the region needs to address first, the high prevalence of infections animal diseases which not only affect animal production and productivity but also affect the region's economic value deriving from trade in animal and animal products. In both cases, the region's food security is threatened. The second key challenge that the region faces is lack of capacity in surveillance and control of animal diseases particularly transboundary diseases (and now the transfer of animal diseases to humans (zoonoses)) arising from the inter-action between livestock and wildlife which are the main vector carriers. Whilst various international conventions and organisations provide guidelines in areas of animal disease surveillance and control, the region lacks capacity in adherence to and compliance with these standards.

Additional challenges identified from the national reports and specialised sub-sectoral contributions to the RAP include (i) the need for increased capacity in the provision of veterinary services including training in the use of veterinary medicines and drugs and training of community animal health workers; (ii) early warning systems on disease outbreaks and control systems requiring the timeous provision of cohesive and comprehensive livestock information; (iii) the provision of adequate infrastructure including laboratories, proper fencing, etc; and (iv) the

harmonisation of regulations and legislation on animal health including coordinated collaboration between animal health and human health services.

In the last few years, SADC FANR (i) implemented the SADC Foot and Mouth Disease (FMD) Project aimed at assisting Member States in decreasing the spread of the disease through a vaccination campaign; (ii) established SADC FMD epidemiological intelligence centres; (iii) developed a regional framework for the control of Trans-boundary Animal Diseases (TADs); and (iv) developed the Livestock Information Management System (LIMS) for the provision of harmonised livestock information. In addition, SADC has assisted in developing regional positions on a number of key issues e.g. on standards and norms in products of animal origin, and bringing such to the attention of the World Organisation for Animal Health (OIE).

Suggested areas of focus in relation to animal health and welfare for consideration in the formulation of the RAP include:

- a. The harmonisation of national and regional early warning and response systems for migratory and transboundary pests, diseases and zoonoses;
- b. The development of surveillance and control strategies and guidelines for endemic pests and diseases in the region and the effective prevention and preparedness against the risk of incursion by pests and diseases foreign to SADC;
- c. Increased capacity in the formulation of regional positions and effective collaboration with programmes of the AU, FAO, OIE and WHO;
- d. Improved training, capacity development and research including the involvement of the private sector in disease control programmes and the sanitary mandate for the implementation of such public good activities as vaccinations, inspections etc as well as in the production and commercialisation of animal health inputs including vaccines and medicines;
- e. Effective collaboration between animal health and human health sectors for the effective prevention and control of diseases with the potential to spread to humans;
- f. Strengthened cooperation between wildlife and national veterinary services through the setting up of appropriate institutional frameworks as wildlife is important in the epidemiology of some major livestock diseases;
- g. The harmonisation of national veterinary service systems and animal and by-products identification and traceability systems in line with relevant International Standards, Guidelines and Norms; and
- h. The harmonisation of regulations on veterinary medicines, drugs and other chemicals in aspects including utilisation, disposal, and registration.

### 3.3.5. Agricultural Technology Use and Adoption

SADC Member States have long realised that agricultural research and development are necessary to alleviate the common problems of poverty, unemployment, food insecurity, land degradation and poor management of natural resources. Whilst considerable efforts have been made to strengthen national research institutions, these efforts could be enhanced through national, regional and international collaboration to tackle common problems. In the national study reports reviewed, Member States prioritised Research and Development as a key factor in respect of production, productivity and competitiveness whilst noting that the main challenges in the region are *lack of investment in research* and the *low rate of transfer and adoption* of both existing and new technologies. This implies that there is a fundamental gap between the researcher and the end-user of technological advancements requiring therefore that research be end-user demand driven.

Additional areas that R&D needs to focus on include the integration of indigenous knowledge / technology into mainstream R&D; the protection of intellectual and property rights; the improved collaboration among researchers through the establishment of research networks; and capacity building in areas of impact analysis of technologies in order to identify technologies for scaling up regionally.

In August 2008, SADC Council approved the SADC FANR Multi Country Agricultural Productivity Program (MAPP) aimed at supporting agricultural technology generation and dissemination within the SADC region. More recently and following the approval by SADC Council in February 2010 to create a Sub-Regional Organisation, the Centre for Coordination of Agricultural Research and Development for Southern Africa (CCARDESA) to implement the MAPP programme, studies are underway in collaboration with ReSAKSS and IFPRI to define the region's R&D agenda and prioritise the R&D issues. This work will feed into the RAP process.

The key challenges that the RAP needs to focus on with respect to R&D issues include:

- a. Protection of intellectual and property rights (including indigenous knowledge) for researchers;
- b. Increased investment flows into the region's R&D requiring agreement on the region's R&D agenda and prioritisation of R&D issues;
- c. Strengthen institutional and human resource capacity in R&D whilst also encouraging extensive collaboration with other regional, continental and international research centres; and
- d. Improved rate of R&D transfer and adoption by ensuring that R&D is end-use demand driven, readily adaptable and sustainable.

### 3.3.6. Fisheries

Inland and marine fisheries make a major contribution to the economies of main coastal and island SADC Member States. Faced with rapidly increasing regional and international demand for fish and fish products, the region faces a number of key challenges in the fisheries sector including the *over-exploitation* of natural fish stocks and the *degradation of aquatic environments* threatening therefore long-term sustainability of the fisheries and aquaculture sectors in the region. *Illegal, Unreported and Unregulated (IUU) Fishing* is another very serious threat to the region's fisheries sector. IUU fishing not only threatens the sustainability of fish stocks in the region but more importantly, deprives Member States of both economic and social values derivable from those fish stocks.

The SADC Protocol on Fisheries came into force in 2001 as a framework for sound fishery management in the region in order to enhance food security. The implementation plan for the SADC Fisheries Protocol is expected to be considered by SADC Ministers responsible for the sector in June 2010.

With respect to illegal fishing in the region, SADC Fisheries Ministers signed a "Statement of Commitment against Illegal Fishing" in Windhoek, Namibia in July 2008. The Statement committed the region to (i) urgently prohibit access to any SADC port by vessels listed as perpetrating illegal activities within any of the regional fisheries management organisations in charge of the management of shared resources; (ii) fully control the movements of fishing vessels, including support vessels in the entire marine area under the jurisdiction of the respective SADC Member State; (iii) impose a total ban on trans-shipment at sea of fish and fish products; (iv) develop harmonised and deterrent sanctions against the offenders at the regional level; (v) make it an offence under national law for any person to bring into any area under the jurisdiction of any SADC Member State any fish and/or fish products taken in contravention of international conservation and management measures or the law of another state; and (vi) reinforce control by the Member States on the activities of the vessels flying their flags.

Suggested key areas of focus for the RAP in relation to fisheries include:

- a. Increased strategic investments to (i) improve the management of natural fish stocks, (ii) develop aquaculture production, and (iii) enhance fish trade in domestic, regional and global markets;
- b. Strengthening the capacity of institutions at regional and national level to research, technology transfer and policy development in the area of fisheries;
- c. Harmonisation of licensing fees and resource rents to present a level playing field across the region and prevent foreign vessels seeking licences where fees and taxes are low. This would involve investments in on-shore control points to increase accurate reporting and the collection of fees;

- d. Harmonisation of administrative actions against IUU fishing and related Port State measures to deter and block fishing vessels from illegally operating in the region;
- e. Establishing joint systems of Monitoring Control and Surveillance (MCS) to increase deterrence of malpractice (including mishandling of by-catches, wastes and pollutants) and facilitate the transfer of knowledge and capacity between countries;
- f. Developing a shared fishing vessel register so that all SADC countries would know where vessels have been licensed to fish and for which species;
- g. Developing an operational vessel monitoring system (VMS) in order to monitor the movements of the region's industrial and foreign fleet;
- h. Foster joint research on shared stocks to develop common knowledge of shared fish stocks; and
- i. Promote the small and medium scale fishing industry.

### 3.3.7. Forestry

The region has seen an increase in deforestation. According to the FAO, although Africa has only 16.8% of the world's forest cover, it accounted for 56% of the forest loss between 1990 and 2000<sup>10</sup>. This loss of forests in SADC is currently estimated at 1.62 million hectares per year and is mainly due to the expansion of cultivated land; energy utilisation, e.g. fuel wood for tobacco curing and domestic use; urban development; wild fires; and selective logging through timber concessions and unlicensed / illegal logging.

Forest loss has serious long-term negative impacts on agricultural productivity and the eco-tourism industry through soil loss, siltation of water catchment areas and destruction of wildlife habitats. Weak institutional capacity to enforce forest laws and to promote local value-addition has accelerated deforestation. This situation is expected to worsen in light of lack of alternative energy sources and the escalating cost of electricity and liquid fuels.

In order to address these and other concerns on forestry issues, SADC developed the Protocol on Forestry in 2002 which came into force on 29<sup>th</sup> May 2009. Its key objectives are to (i) promote the development, conservation, sustainable management and utilisation of all types of forests and trees; (ii) promote trade in forest products throughout the region in order to alleviate poverty and generate economic opportunities for the peoples of the region; and (iii) achieve effective protection of the environment, and safeguard the interests of both the present and future generations.

<sup>10</sup> Extract from "Enhancing Agriculture and Food Security for Poverty Reduction in the SADC Region: Key Issues Paper for Extra Ordinary Summit on Agriculture and Food Security' SADC Heads of State, May 2004, Dar-es-Salaam, United Republic of Tanzania.

In pursuance of implementing the Protocol, a Regional SADC Forestry Strategy has been developed; a Regional SADC Fire Management Programme has been drafted; and a SADC Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD) is being developed. All these programmes and strategies generally aim to reverse the negative trends in forestry and to enhance the beneficial utilisation of forests.

It is suggested that the RAP provide support towards the implementation of the Protocol on Forestry (and the associated SADC Protocol on Wildlife which came into force in 2003) in order that its objectives and stated aims can be attained. In particular, the RAP should provide focused support on:

- a. Improvement of the legal and institutional frameworks for community-based forest management as well as policy and legal reforms to monitor and curtail illegal harvesting and export of natural resources;
- b. Supporting the small-scale farmers in adopting integrated land uses;
- c. Strengthening the informal and small-scale forestry sector to access processing technology, information and markets for their forest-based products; and
- d. Value addition to forest products.

### **3.4. RAP Pillar II - Trade and Markets Strategic Issues**

Strategic trade and market issues identified from the national agricultural review reports include (i) inaccessibility and unreliability of markets as a result of the inadequate provision of market infrastructure and facilities such as roads, communications, transport, storage, processing facilities, regulations etc; (ii) poor market information systems including price discovery systems; and (iii) tariff and non-tariff barriers to trade (FTA) including commodity standards such as grading and SPS measures.

These trade and market strategic issues have an impact on the RAP's objectives to *promote and support growth in incomes for agricultural communities in particular small-scale farmers, fishers and foresters; to promote the development of trade and markets; and lastly, to promote food safety*. In addition, these trade and market issues have a direct impact on the 'competitiveness' of agricultural production at both the national and regional levels.

#### **3.4.1. Access to Markets**

Agricultural development and economic growth in Southern Africa critically depend on significantly increasing smallholder farm competitiveness through the adoption of improved locally adapted technologies, the provision of price incentives and access to local and international markets.

Strategic issues of concern for the region in relation to access to markets include: (i) undeveloped rural infrastructure networks particularly roads, storage and markets; (ii) transaction costs which affect product competitiveness, farmers incentives to produce as well as buyers incentives to do business with farmers; (iii) inconsistent policies in matters affecting agricultural trade; (iv) undeveloped and unreliable market information systems; (v) trade barriers to agricultural products; (vi) inadequate, unreliable access to inputs at affordable prices; (vii) price volatility within the region and internationally (as this also affects the cost of food imports compared to the cost of domestic or regional produce); (viii) weak farmers associations, farmer support services and trade related institutions; and (ix) lack of standardized grades and quality guidelines.

Workable, balanced and consistently applied trade and agricultural marketing policies and strategies are thus needed to reverse historically low real farm prices and reduce farm production and market transaction costs while containing excessive rises in consumer prices. The SADC RISDP consequently identified expanded international and regional trade in agriculture as key to ensuring food access. Similarly, CAADP Pillar 2 aims to improve market access through improved infrastructure and other trade-related interventions.

The USAID sponsored Trade-Hub based in Gaborone, Botswana, has supported implementation of the SADC trade protocol including the design of a trade monitoring, trade compliance mechanisms and the harmonization of tariffs. The trade development project is building capacity for trade policy analysis in the region and developing an online trade data base for Member Countries. A Regional Trade Information Service providing, *inter alia*, export intelligence has also been developed. An Agricultural Information Management System (AIMS) is also being developed by SADC FANR. Ongoing programmes also focus on developing capacity in standardization, quality, metrology and testing, as well as the harmonization of certification of export/import practices.

It is suggested that issues involving access to markets that the RAP should seriously consider should include:

- a. Development of long term investment programmes for improving market (particularly rural) infrastructure;
- b. Coordination and harmonization of agricultural trade, fiscal and pricing policies (including external tariffs);
- c. Strengthening rules and disciplines governing trade in agriculture through accelerated implementation of the SADC Trade Protocol;
- d. Establishment of an integrated market information system throughout the region;
- e. Facilitation of the development and expansion of commodity exchanges;
- f. Promotion of contract farming, out-grower schemes, economic coordination along value-chains, warrantage and other mechanisms;

- g. Adoption of innovative measures to increase supply and improve access to agricultural inputs at affordable prices; and
- h. Facilitation of the adoption by the private sector, including farmers, of trade related standards and regulations.

### **3.4.2. Non-Tariff Barriers to Trade including SPS and Food Safety Measures**

Trade in agriculture provides an important vehicle for accelerating economic growth. Unfortunately, trade in agriculture is hampered, in some cases, by the absence and, in other cases, by the lack of harmonization of rules and standards governing exchange<sup>11</sup>. Given the specific characteristics of trade in plant and animal products, measures need to be put in place to control the proliferation of related diseases and pests that, if left unchecked, could possibly adversely affect the economies of other countries. At the same time, these measures should not hamper intra-regional trade. Therefore rules and procedures are required on the harmonization or mutual recognition of products, standards, grades and quality.

With globalization and increased trade both within SADC and with the outside world, issues of food safety have also taken on renewed prominence. Food safety issues are important for the consumers of SADC as of other nations where SADC products are sent. Along with the increasing number of other technical norms and contractual requirements, food safety issues are also important for SADC farmers and exporters who must meet quality and safety standards in a competitive global marketplace.

Finally, significant administrative barriers to trade within SADC still remain which restrict the capacity to seize all the potential benefits from trade integration.

Key challenges therefore for the region in terms of non-tariff barriers to trade include:

- a. Lack of harmonised SPS and Food Safety measures and standards in line with international standards and norms;
- b. Uncoordinated approaches to addressing SPS international issues at regional level;
- c. Limited capacity for compliance to agreed SPS, food safety and other technical standards/measures at farm and firm level, due to limited resources and low technology bases for implementation, adoption and enforcement;
- d. Inadequate infrastructural facilities and capacity for testing, measuring, certification and general surveillance and control of SPS measures; and

<sup>11</sup> Report of the SADC Consultative Forum on SPS/Food Safety Issues – Declarations of the Windhoek Workshop on SPS/Food Safety Issues, 20 – 22 November 200. – World Trade Organization Paper no. G/SPS/GEN/272, 27 July 2001, Committee on Sanitary and Phytosanitary Measures

e. Administrative barriers to intra-SADC trade.

The SADC Trade Protocol specifies that the region's SPS measures and standards should be science-based and in accordance with the WTO Agreement. It also calls for the harmonisation of such measures so that food safety and SPS concerns are mitigated. While SADC has made substantial efforts in setting standards of trade in non-agricultural products, especially manufactured goods and textiles, standards and grades required for trade in agricultural commodities need to be put in place to guide both intra-SADC and external trade in agriculture for the economic benefit of a wide range of regional stakeholders.

The SADC Food Safety – Capacity Building on Residue Control (FSCBRC) Project, currently being implemented, aims to harmonize food safety control regulations, guidelines and procedures through institutional strengthening in the SADC region in conformity with international requirements in order to increase exports while complying with consumer food safety requirements. The project endeavours to achieve five outputs: (1) strengthened Food Safety regulatory frameworks at national and regional levels; (2) strengthened the regulatory framework for registration and quality control of crop protection products and veterinary drugs at national and regional levels; (3) strengthening of analytical capability of national and regional laboratories and assistance towards accreditation; (4) enhanced coordination and communication between national and regional authorities involved in the related regulatory frameworks; and (5) establishment of an improved network of SPS/Food Safety subject matter specialists including increased public awareness and knowledge of SPS issues.

Suggested key areas of focus for the RAP in relation to non-tariff barriers to trade including SPS and Food Safety issues are:

- a. The harmonisation of SPS and Food Safety standards and procedures in alignment with international standards and norms;
- b. Further standardization of technical norms (grades, harmonization of quality specifications, etc);
- c. The strengthening of traceability, surveillance and control systems and capacity through enhanced institutional, technological and financial support;
- d. The development of a regional approach to influencing SPS and other standards at global level;
- e. The increased awareness of standards; and
- f. The simplification and harmonisation of administrative barriers to intra-SADC trade.

### **3.5. RAP Pillar III: Financing & Investment Strategic Issues**

*Insufficient investment in agriculture and related sectors* is one of the main causes of limited agricultural growth and food insecurity in the region. Financing

flows to agriculture from both public and private sources have experienced a decline over time while some countries have relied excessively on food aid, which is not a long term alternative. Investment by almost all categories of players is required: firstly, farmers and the agri-business sector, including credit and finance institutions; secondly, the public sector, including ministries which are not in charge of agriculture specifically; and thirdly, international cooperating and development partners.

In terms of private sector financing and investment, the issue is linked, among other key factors, to access to capital (credit and financing, Foreign Direct Investments, etc.), and the business environment (which affects farmers incentives, the involvement of private sector in agriculture, the linkages between primary agricultural production and agribusiness), transaction costs, etc.

From the public policy perspective, empirical evidence<sup>12</sup> shows that “investing” in small to medium-scale agriculture has significant multiplier effects on income generation, employment and growth. While the previous sections have emphasized the need for increased and more effective public sector investment in support services, research and technology promotion, etc. there are significant needs as well in domains which fall outside the usual responsibilities of ministries of agriculture (infrastructure and private sector promotion in particular).

Regarding private sector promotion, expanding the scope of the RAP to the agro-business/industry sector could bring the following additional benefits<sup>13</sup>:

- a. Effective linkages between small and medium sized agricultural producers and markets;
- b. Increased farmers’ incomes through new market opportunities;
- c. Supply of higher-valued and differentiated products to consumers;
- d. Effective basis for industrialization and generation of increased and high quality employment;
- e. Increased value-addition and retention of a higher proportion of the consumer price in the communities or SADC countries where the primary production takes place; and
- f. Economic / business complementarities within the SADC region (e.g., between producers and agro-processors of different countries).

The key challenge to agriculture’s financing and investment climate has been the lack of comparative attractiveness of agriculture due to:

- a. An unattractive and unpredictable business environment surrounding agriculture. This is characterised by poor governance (e.g., lack of

<sup>12</sup> Extract from “Enhancing Agriculture and Food Security for Poverty Reduction in the SADC Region: Key Issues Paper for Extra Ordinary Summit on Agriculture and Food Security’ SADC Heads of State, May 2004, Dar-es-Salaam, United Republic of Tanzania.

<sup>13</sup> Adapted from African Agribusiness and Agro-Industries Development Initiative, A Programme Framework, UNIDO and FAO, March 2010

- predictability of public sector's interventions), unstable economic conditions; unclear and sometimes ever changing regulations (price controls/policies, contract enforcement, etc); high risks related to price volatility and production failure; lack of collateral; insufficient innovative risk insurance products for investors, etc.;
- b. Limited availability and cost of capital importantly for long-term financing;
  - c. Poor terms of trade;
  - d. Poor infrastructure (making investment in rural areas less attractive);
  - e. Insufficient public sector budgetary support for agriculture and rural development;
  - f. A history of unsustainable agricultural programmes; and
  - g. Inconsistent and uncoordinated donor support.

Yet, renewed interest for agriculture by both the private sector and international cooperating and development partners has been experienced as a result of the 2008 food price surges. Resulting from this renewed interest has not been without its own challenges. There may be need to promote in a regulated manner private sector investment projects in agri-business ventures which have tended to include significant land acquisitions. Significant Overseas Development Assistance (ODA) funding has been committed e.g., by the G8 in L'Aquila. This will need to be confirmed over time while past difficulties in designing effective funding harmonization mechanisms in agriculture (e.g., direct budget support and Sector Wide Approach) would need to be addressed to take full advantage of these global initiatives.

The move by SADC towards a Free Trade Area coupled with market integration is intended to provide a conducive investment climate through which finance and investment flows in the region will enhance production and productivity and trade by way of exploiting regional comparative advantages. The legal basis for the SADC FTA is the SADC Protocol on Trade, signed in 1996 and came into effect since 2000. The Protocol on Trade commits members to phase out existing tariffs, to harmonise trade procedures and documentation within SADC, to define SADC Rules of Origin and to reduce other barriers to trade. The FTA also includes measures directly aimed at facilitating trade by reducing red tape and paperwork at the borders and providing a framework for improving the movement of goods throughout the region.

Agribusiness development has been identified as an important objective under both the RISDP and the Dar es Salaam Declaration. Through the EU-SADC Investment Promotion Programme (ESIPP), SADC has adopted a private sector driven approach to this sector. Culminating with an important event organized in Dar es Salaam in 2008, business partnerships between firms of different SADC countries were supported and the formulation of policy positions by the agri-private sector facilitated.

The suggested key investment policy issues that the RAP should consider include:

- a. Increased government budgetary provisions to agriculture and related sectors (e.g., infrastructure) in accordance with the Maputo Declaration of 2003;
- b. Usage of proceeds from common external tariffs to form the basis for supporting national and regional agricultural policies;
- c. Increased attractiveness and profitability of agriculture by improving farmers incentives and policy instruments such as import duties, export restrictions, food aid policies, input supply incentives (including subsidies), pricing policies, etc.;
- d. Promotion of re-investment in agriculture and agro-processing by the banking and credit sector (e.g., through guarantee funds, equity funds, etc), including micro-finance;
- e. Increased collaboration between agriculture and trade by accelerating regional agricultural market integration; improving intra-regional agricultural commodity chains and agro-food industry linkages; and identifying areas of geographical specialisation with the view to develop joint regional ventures, etc.
- f. Provision of enabling policies and public goods to support private sector driven agro-processing development strategies in areas including skills and technologies needed for the post-production segments of agriculture value chains; innovative institutions and services; financing and risk mitigation mechanisms.

### **3.6. Cross-Cutting Strategic Issues**

As described in an earlier chapter on the conceptual framework of the RAP, there are three broad cross-cutting drivers influencing the three core pillars of the RAP, namely Social, Environmental and Institutional Factors. Key policy issues involving each of these cross-cutting factors are examined below.

#### **3.6.1. Social Factors**

Key social factors influencing agricultural growth and therefore deeper regional integration include the lack of disaster preparedness and risk management in the region, the HIV/AIDS epidemic and its effects particularly on agriculture and food security; and vulnerability and nutritional constraints faced by the majority of the region's population.

##### **A. Disaster Preparedness and Risk Management**

Most, if not all SADC Member States have been more reactive (less proactive) to disaster occurrences, placing more emphasis on response activities. While

almost all countries in the region have created some institutions dedicated to disaster risk management with policies and appropriate legislation for some of them, much more needs to be done with respect to governance and institutional frameworks, lasting budget allocations, preparedness, hazard and risk identification, information and knowledge management and overall risk reduction.

The role of markets in contributing to or addressing related risks has been increasingly recognized, for example, during the 2003 food shortages and the 2008 price surges. The price surges have shown how important harmonization of related policy responses can be (policy consistency, budget/fiscal cost, economic disincentives, etc), particularly at the regional level.

Furthermore, a number of vulnerability factors e.g. health, under-nutrition and lack of capacity, tend to increase the impact of disasters and restrict long term development. While social transfer systems are now being promoted as part of the answer, a number of important issues such as economic sustainability, social acceptability, effective targeting and conditioning of transfers, still need to be addressed within the broader strategies to address vulnerability. Moreover, agricultural production in the region could in many instances supply some of these social transfer instruments such as food aid/assistance and school feeding programmes, more systematically than is the case at present.

In some cases, existing risk preparedness and management systems, at both national and regional levels, would need to improve. Key challenges therefore facing the region which the RAP needs to focus on include:

- a. The need for more systematic and comprehensive risk and disaster preparedness systems (e.g., contingency plans) at both national and regional levels, including social transfer systems and market related risk management systems;
- b. Ineffective and, in some cases, un-sustainable disaster management systems created over the years;
- c. Inadequate information and knowledge management systems for policy decision making, among other uses, to reduce and mitigate against potential risk;
- d. Consistency of national policy responses to risk occurrence across the region; and
- e. Sustainability and feasibility of social transfer/protection programmes whilst seizing opportunities emerging from social transfer programmes for local agriculture.

SADC FANR has put in place mechanisms to ensure disaster preparedness, quick response and risk reduction. These mechanisms include an Early Warning System for Food Security and Regional Vulnerability Assessment and Analysis System. These systems provide information on impending food shortages at both national and sub-national levels to enable the relevant authorities to prepare in advance responses to impending disasters. The information produced by the

Vulnerability Assessments and Analysis System has and continues to significantly contribute to improved timing and targeting of food aid interventions and input support systems for the most affected, thereby contributing to efficient use of resources.

SADC has also developed a SADC Disaster Risk Reduction Strategic Plan (2006 – 2010) in review of the 2001 SADC Disaster Management Strategy agreed to by the SADC Disaster Management Technical Committee at its meeting held in Windhoek, Namibia in September 2005. The review was necessitated by (i) the non-implementation of the Disaster Strategy despite its approval by the Council of Ministers in Blantyre, Malawi in August 2001; (ii) the need to align the strategy to the RISDP (2003); and (iii) the need to take into account the ramifications of the International Strategy for Disaster Reduction (ISDR) (2005) and the African Union NEPAD (2004)

In 1999, the SADC Regional Vulnerability Assessment Committee (RVAC) was established for the overall objective of enhancing food security and livelihood analysis within the SADC Member States. To achieve this, the RVAC is mandated to encourage coordinated development in the field of vulnerability and livelihoods assessment in the SADC region and to strengthen capacity of Member State to undertake and utilise vulnerability assessments for the purposes of food security planning in both emergency and non-emergency situations.

In 2007, SADC commissioned a study to establish the framework for the Regional Food Reserve Facility. This facility aims to put in place a physical regional reserve as well as a regional financial reserve for use by affected Member States in the event of a disaster. In 2009, the SADC Council of Ministers reviewed the proposal and directed that FANR proceed to develop the financial facility and work is currently underway towards this.

Suggested key challenges that the RAP could focus on in relation to social factors such as disaster preparedness and risk management include:

- a. The establishment and strengthening of a regional food security information and response system incorporating:
  - i. A Regional Food Reserve Facility aimed at providing SADC with a response mechanism to food emergencies;
  - ii. A comprehensive and permanent Early Warning and Monitoring System aimed at providing advance information on food security in order to alert SADC Member States (and their cooperating partners), of impending food shortages in sufficient time for appropriate interventions;
  - iii. Vulnerability and poverty monitoring and knowledge development systems; and
  - iv. Market information systems such as under AIMS;

- b. Decision support tools linking the regional food security information and response systems to adapted and timely policy responses;
- c. The implementation of a regional contingency plan and response coordination policy/mechanism; and
- d. The establishment of risk insurance instruments to provide appropriate safety-net support.

## **B. Gender Mainstreaming in Agriculture and Food Security**

Rural women are key contributors to economic development, particularly in terms of farm production and productivity, local processing and marketing. Their role in contributing to appropriate nutrition has been well documented, including their inter-generational impact on development. The numerous constraints that women face in developing their economic and social functions are of various kinds (e.g., social rights, access to finance and land, time and labour, adapted agricultural and processing technology, etc). These constraints need to be addressed at various levels (legal/economic, national/local, global/sector specific, etc). However, despite several decades of promoting related issues, they have not been properly reflected in public action.

SADC has identified gender issues as top priority. Among the latest and most important developments is the Protocol on Gender and Development (Aug. 2008), which requires in particular that gender issues be mainstreamed into all SADC's actions. This includes the RAP.

Suggested key policy issues for inclusion in the RAP in relation to Gender, therefore, include:

- a. Systematically mainstreaming women promotion under all pillars of the RAP; and
- b. Supporting Member States' planning and action to improve women's beneficial involvement in agriculture.

## **C. HIV/AIDS on Agriculture and Food Security**

In many of the country reports, the HIV/AIDS pandemic was identified as a serious challenge to agricultural development. The HIV and AIDS epidemic is currently undermining regional and national efforts to alleviate poverty and to reduce food insecurity. HIV/AIDS has led to:

- a. Increased morbidity and hence reduced agricultural productivity;
- b. Increased time demands for caregivers and for people to attend to funerals thereby reducing agricultural production time;

- c. Diversion of public and private funds to pay for treatment;
- d. Reduced remittances and liquidation of assets (such as livestock) to cover health care costs leading to fewer/smaller investments at the farm level and less capacity to weather shocks; and
- e. Lower transmission of farming knowledge to the younger generation.

The agriculture sector in the SADC region is particularly affected by the HIV/AIDS crisis because the sector largely employs labour intensive farming systems with low levels of mechanisation and inputs. According to the FAO, up to 26% of the agricultural labour force could be lost in countries of Sub-Saharan Africa by 2020.

Guided by the SADC HIV and AIDS Strategic Framework and Plan of Action, SADC is collaborating with its expanding network of national, regional and international partners in the fight against HIV and AIDS to, among other actions, ensure food security in the region.

Despite its heavy toll on the agricultural sector, most of the affected countries do not have a policy on HIV/AIDS with respect to agriculture. There is need to mainstream HIV/AIDS issues into the region's agricultural policy programmes. It is thus important that the RAP addresses policy issues on HIV/AIDS related to agriculture by:

- a. Supporting the development of support programmes (e.g. input support, credit, subsidies) for affected farmers;
- b. Increasing awareness of the impact of HIV/AIDS through information, communications and knowledge management systems;
- c. Promoting labour-saving technologies and practices at all levels;
- d. Strengthening social and economic safety nets;
- e. Strengthening women's rights to land; and
- f. Mainstreaming HIV / AIDS in agricultural policies.

### **3.6.2. Environmental / Ecological Factors**

Natural resources contribute significantly to food security if greater efforts are made to increase their utilization. The strategies employed in natural resources utilization should recognize environmental conservation, supplementary income through community based natural resources management activities and the development of focal markets for community initiatives if sustainable food security is to be attained. Issues of soil and water conservation, wetlands development, aquaculture, wildlife ranching and innovative forestry practices such as agro-forestry, are critical to agricultural development in the region.

## **A. Rangelands - Livestock**

Whilst the debate on the impact of livestock on the environment including climate and climate change rages on, it can be clearly stated that the desired objective of the livestock sector, in relation to environmental factors, is to *effectively and efficiently utilize natural resources for sustainable livestock development*. In order to attain improved animal production bearing in mind the above objective, the RAP needs to focus on issues such as the use of rangelands including the provision of water (particularly ground water).

Suggested areas of focus for the RAP in relation to livestock and the environment, include:

- a. Preservation of rangelands through appropriate land management and land tenure systems including the enforcement of regulations that prevent bush encroachment, bush fires and soil erosion and general land degradation; and
- b. The development of monitoring systems for status, inventory of plant species and rangeland capacities.

## **B. Climate Change, Climate Variability, Agriculture and Food Security**

Southern African agriculture critically needs to produce a greater volume per unit of surface area while preserving natural resources, particularly as the region is confronted by the issue of climate change. At present, there is no sufficiently accurate climate model to provide a detailed and robust simulation of the effects of climate change on Southern African agriculture. Nevertheless, production systems (agriculture, livestock, fishing) will, to differing degrees, be affected by climate change.

With regard to crop production, the probable effects of climate change in Southern Africa will result in a deterioration of zones suitable for agriculture (lower soil fertility), a reduction in the period suitable for planting and a fall in output (effects of water stress and/or temperature peaks). With regard to the livestock sector, the type of climate change (higher temperatures, increased rainfall) could have varying consequences including, in certain cases, increased prevalence of certain diseases. Furthermore, coastal areas present a particular case as they are directly exposed to the effects of climate change (e.g., sea level rises).

Given the risk of increased frequency of extreme climatic phenomena (droughts, temperature peaks, exceptional rainfall), it is logical to attempt to increase the share of irrigated crop production (see Pillar 1). However, this necessity must take into account the increased competition for the use of water resources

(population growth, urban expansion, industrialization). In this context, it is essential to strengthen the concerted management at regional level of water resources, in particular rivers, shared between several countries.

SADC's main focus over the years has been more on climate variability (see, in particular, under the section on *Disaster Preparedness and Risk Management*), than on climate change which is newer on the global agenda, particularly as it is related to agriculture and food security. On climate change, while SADC has undertaken various initiatives (e.g., study on bio-fuel development perspectives in SADC region), the issue was confirmed as a priority on SADC's agenda in 2009, in the context of the Copenhagen Summit on the issue (e.g., formulation of a common SADC policy position to contribute to the international negotiations on climate and climate change).

Furthermore, as SADC is preparing the SADC Protocol on Environment, plans are underway to prepare programmes dealing with climate change in 2010.

While the preliminary consultation process for the formulation of the RAP hasn't identified the issue of climate change and variability as a priority, SADC could consider taking it into account since its importance for agriculture and food security is increasingly recognized. Areas for policy action could include:

- a. Strengthening regional research and development into climate and climate change, its impacts and the adaptation of the production systems;
- b. Strengthening the capacities for the integrated management of shared resources; and
- c. Development of appropriate funding mechanisms.

### **3.6.3. Institutional Factors**

Institutions, understood in their broad meaning, are critical in providing a conducive environment for agricultural development and food security. If effective, they provide overall governance, regulations, incentives and enforcement capacity, information and knowledge, M&E capacity, support services, market regulations, economic coordination, lower transaction costs, etc. Significant institutional development and strengthening are needed at various levels including:

- a. Private sector and farmers - (local/national/regional, intermediate organizations, coordination mechanisms along value-chains, etc);
- b. Information and knowledge management systems;
- c. Research and development services, such as described under core Pillar 1 of the RAP;
- d. Financing institutions; and

- e. Public services (from national to decentralized level, including some Ministries which are not in charge of agriculture as such).

Institutional development (e.g., setting up of CCARDESA for the coordination of agricultural research and development), coordination (e.g. Livestock Technical Committee) and strengthening (training, promotion of dialogue with private sector and farmers organizations such as SACAU and the SADC Business Forum) form an intrinsic component of many programmes implemented by SADC.

Furthermore, as described in various sections above, SADC has developed various information systems adapted to specific needs (e.g., for early warning and disaster preparedness purposes) and its ambition under the AIMS project is to rationalize and integrate these components by bringing them together under the same umbrella.

It is proposed that the RAP would channel resources to promote and support institutional strengthening and developments with regards to various categories of stakeholders. The different relevant categories of players need to be considered in order to ensure effective impact.

In addition, RAP related institutions (SADC Secretariat, SADC RAP focal points at Member States level, etc) will need to be further strengthened and developed, depending on the scope and functions the RAP will be given. Importantly, this includes:

- a. Information and knowledge systems which will directly support RAP designing, implementation, monitoring and evaluation;
- b. Planning and coordination mechanisms (e.g., proposed technical, inter-directorate and multi-stakeholders committees); and
- c. Funding and administration mechanisms (including, e.g., proposed regional agency and regional fund).

## **POLICY DIRECTION OF THE REGIONAL AGRICULTURAL POLICY**

- 4.1. Workshop Objectives and Expected Outcomes
- 4.2. Main Workshop Outcomes

### **4.1. Workshop Objectives and Expected Outcomes**

A SADC RAP Regional Workshop was held in Gaborone, Botswana from 22<sup>nd</sup> to 23<sup>rd</sup> April 2010 as the first official RAP regional discussion fora bringing together senior SADC Government Officials responsible for Food, Agricultural and Natural Resources, SADC Farmer Organisations and regional key stakeholders. All SADC Member States, except Seychelles and Mozambique (due to logistical challenges) and Madagascar (due to political reasons), were represented at this workshop at the level of Permanent Secretary or their representatives in the SADC Ministries responsible for Food, Agriculture and Natural Resources. Farmer Organisations from 10 SADC Member States (not present were representatives from DRC, Mauritius, Mozambique, Namibia and Madagascar) including their umbrella body, the Southern African Confederation of Agricultural Unions (SACAU), were also represented at the workshop.

Other institutions represented at the workshop included the SADC Secretariat, the FAO, the French Ministry of Foreign and European Affairs, the Brazilian Ministry of Agrarian Development and the Regional Agricultural and Environment Initiatives Network – Africa (RAEIN-Africa) (see Annex 3).

### **4.2. Workshop Objectives and Expected Outcomes**

To help guide the workshop, a Draft Synthesis Report of Key Agricultural Policy Issues, the basis of this final report, provided detailed analyses of issues prioritised by SADC Member States as areas of common interest for consideration. The RAP Regional Workshop's objectives, therefore, were to:

1. Receive from SADC FANR the report on the preliminary or scoping phase in the RAP formulation processes through the Draft Synthesis Report of Key Agricultural policy Issues;
2. Debate, consider and provide feedback to SADC FANR on the RAP formulation processes thus far and results of analyses carried out on priorities of Member States;

3. Consult and agree on the scope of the RAP and the level of commitment desired by SADC Member States towards regional integration through the RAP; and
4. Agree on the road map for the near future activities towards the formulation of the RAP.

The workshop expected outcomes, therefore, were:

1. Consensus on the need for and justification of the RAP;
2. Guidance and direction on the general
  - a. Scope;
  - b. Architecture; and
  - c. Implementation requirements of the RAP; and
3. Agreement on the road map for the way forward towards the design and implementation of the RAP.

### 4.3. Main Workshop Outcomes

During the two-day workshop, a number of presentations were made and deliberations ensued on a range of issues. Outlined below are the results and outcomes of these deliberations.

#### 4.3.1. Outcome 1: Confirmation of the Need and Justification for RAP

Whilst recognising that the need for the RAP had previously been determined and approved at the highest level of SADC, the Council of 2007, there was need to reflect on this position and confirm the need and justification for the RAP in light of the preliminary processes and consultations undertaken since March 2008 and analysis and recommendations made in the Draft Synthesis Report of Key Agricultural Policy Issues. The workshop unanimously agreed that the region requires an instrument *for stimulating sustainable agricultural development and food security, an instrument that defines common agreed objectives and measures to guide, promote and support actions at regional and national levels in the agricultural sector in support of regional integration and in contribution to the attainment of the SADC Customs Union and Common Market.*

The workshop went further to consider the success factors for the RAP as well as its perceived value addition. These factors contribute to the RAP's vision. The RAP is therefore expected to provide:

- 1 **Regional collaboration** in the harmonization (*of Policies; Practices; Procedures; Programmes and Projects*) and implementation of strategies along the entire value chain of commodities, through the creation of an enabling environment for effective agricultural intervention (at national and regional levels) in areas including :-

- Production practices / systems;
  - Market access; and
  - Trade policies.
- 2 **Advocacy for the promotion of agricultural development** as a priority sector in SADC due to:-
    - The value of agriculture and its importance;
    - Levels of investment required to upscale and improve productivity;
    - The close linkages of agriculture to natural resources utilization and environmental risk management; and
    - High opportunity cost of zero/low capital investment in agriculture.
  - 3 **Mobilization and leveraging of financial resources** for the promotion of capital investment in the agricultural sector; thus :-
    - Ensuring food security, increased employment in the sector and improved information, knowledge and innovation sharing; and
    - Providing accountable mechanisms and budgetary credibility.
  - 4 **Legally binding mechanism** to create a sense of predictability of results and opportunities thus improved accountability.

The perceived value addition of the RAP therefore includes its potential to:

1. Harmonize policies, practices, procedures, programmes and projects in agriculture at both the regional and national levels;
2. Mobilize / pool resources for agricultural development including trade;
3. Create a common view and bargaining power on global and continental issues;
4. Provide for dispute / conflict resolution in trade issues and assist in addressing controversial national policies; and
5. Optimize regional comparative advantages leading to regional specialization and development of centres of excellence.

#### **4.3.2. Outcome 2: Scope of the RAP**

In developing the scope of the RAP, workshop discussions centred on the proposed conceptual framework of the RAP, the guiding principles in the formulation processes of the RAP and the RAP proposed objectives.

##### **A. Outcome 2.1: Core Pillars of the RAP**

Building on the Draft Synthesis Report recommendations, consensus was reached at the workshop that the common areas of interest indicated by SADC Member States, and therefore issues of concern that should be considered under the RAP, should be anchored on three core pillars, namely:

**RAP Pillar I, Production, Productivity and Competitiveness** which deals with access to, availability and affordability of factors of production including land, water use management, agricultural inputs (seeds and genetic materials, fertilisers, etc), pests and diseases, and agricultural technology use and adoption for all agricultural sub-sectors including crops, livestock, fisheries and forestry;

**RAP Pillar II: Trade and Markets** which deals with access to markets issues (including trade facilitation, market infrastructure, price discovery systems, transaction / marketing costs, contract enforcement, etc), and tariff and non-tariff barriers to trade (FTA), particularly SPS and Food Safety measures and standards for all agricultural sub-sectors; and

**RAP Pillar III: Financing and Investments** which deals with the attractiveness of agriculture to investment and therefore agriculture's enabling business environment involving access to capital (credit and finance, Foreign Direct Investments (FDI)), terms of trade, infrastructure, public and private sector incentives for investing into agriculture and agro-processing (value addition to primary agricultural products), among many other such enabling instruments.

The workshop further agreed that these three core pillars cannot by themselves be considered all encompassing. Therefore the need to ensure that cross-cutting **(social, institutional and environmental)** factors are fully embedded in all analyses in relation to the three core pillars.

The workshop further noted that there was need for further prioritisation of the issues for consideration under the RAP as they are currently far too many. There was further need for fine-tuning the criteria to specify appropriate planning and implementation levels in relation to the chosen issues. Lastly, the workshop acknowledged that there was need for further analyses of each pillar and sub-components to distil a succinct set of issues that the RAP can successfully focus on in its initial stages of implementation.

## **B. Outcome 2.2: Objectives and Suggested Core Functions of the RAP**

Also building on the Draft Synthesis Report, consensus was reached at the workshop on the definition of the RAP and its objectives as set out in Box 2 discussed earlier.

In line with the suggested value addition of the RAP, the workshop outlined, for further refinement, in alignment with and in attainment of the RAP objectives, the following suggested core functions of the RAP:

1. Harmonize and align key agricultural public and private sector policies and provide legally binding guidelines;

2. Promote research and development and extension that raises standards of agriculture, improves productivity and increases incomes for farmers;
3. Establish common standards and norms (including rules of trade) that are legally binding and encourage countries to concentrate on areas of comparative advantage;
4. Market the SADC region as an investment destination for agriculture;
5. Promote and stimulate public and private sector investment along value chains in all sub-sectors;
6. Provide implementation structures, access to finance, productive assets, capital and tools for mobilization of other commensurate resources;
7. Facilitate dialogue and information sharing among stakeholders and provide a tool for monitoring and evaluation; and
8. Establish appropriate frameworks and accountable institutional systems.

### **C. Outcome 2.3: Guiding Principles of the RAP**

Building further on the Draft Synthesis Report, consensus was reached at the workshop on the guiding principles for the RAP. These guiding principles, derived from consultative processes with SADC Member States, are in line with those of the SADC Treaty as revised. The Eight Guiding Principles therefore for the RAP (as outlined in an earlier chapter), subject to further refinement in the wording to ensure clarity, are; *Subsidiarity, Proportionality, Progressivity, Regionality, Partnership and Consultation, Responsiveness to Change, Solidarity and Market Integration.*

#### **4.3.3. Outcome 3: Design Option for the RAP**

The Draft Synthesis Report outlined a number of design options for consideration in developing the SADC RAP. These included three broad possible approaches:

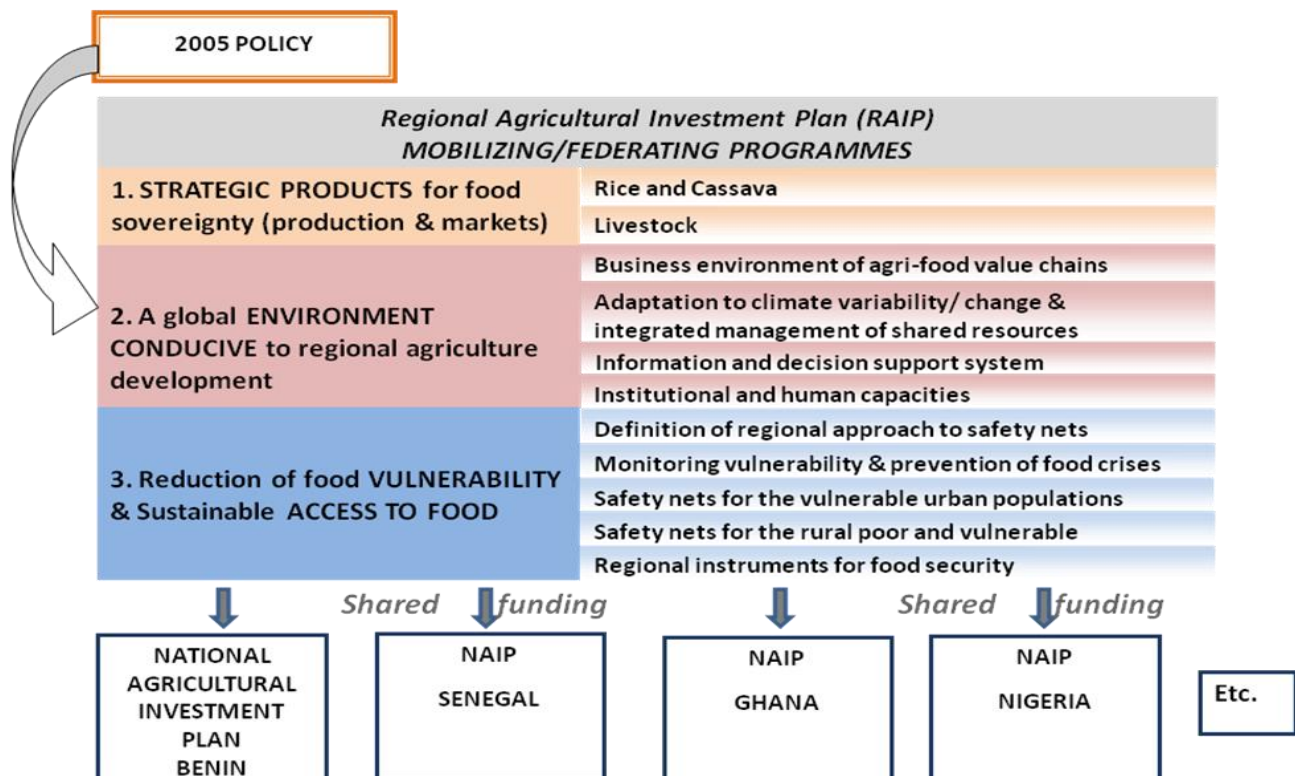
1. Regional Trade Agreements (RTA) signed without supporting policy frameworks in agriculture (e.g., the North American Free Trade Agreement (NAFTA));
2. “Loose” strategic policy frameworks like the *Central American Agricultural Policy* (CAAP) and CARICOM’s *Community Agricultural Policy* (CCAP); and
3. “Formal” policy agreements with (i) formalized planning and implementation terms under the principle of subsidiarity and (ii) substantial budget implications linked to the national planning process (e.g., the ECOWAS *Agricultural Policy* (ECOWAP) in West Africa, European Union’s *Common Agriculture Policy* (CAP) and Canada’s Federal “*Growing Forward*” *Agricultural Policy*).

In addition to presentations and explanations given on the above during the workshop, and after considerable debate, group sessions and deliberations on the possible RAP design option, the workshop reached consensus thus:

### A. Outcome 3.1: Recommended RAP Design Option

The decision on the design option for the RAP was based on the anticipated functions of the RAP and on the understanding that time lines have already been drawn and accepted by the SADC Political Leadership towards the attainment of the Free Trade Area by 2008; Harmonized Customs Union by 2010, Common Market by 2015 and a Common Currency by 2018. The process therefore towards creating a legally binding outcome already exists. Within this context, it was therefore agreed that the SADC RAP should be a *Law (legally binding) with (i) appeal mechanisms based on subsidiarity and (ii) budgetary provisions linked to Member States' own budget and planning processes.*

This decision effectively favoured the adoption of the approach number 3 above, a **'formal' policy arrangement**. The closest and easily explainable such example is that of ECOWAS which is depicted below.



## **B. Outcome 3.2: General Characteristics of the RAP**

Following considerable debate, it was agreed that the RAP, like most other common agricultural policies examined, should have the following characteristics and therefore implementation requirements:

- 1) The establishment of such a common agricultural policy should be within the context of a customs union linked to broader economic policies aiming at trade integration;
- 2) The policy documents should define common principles, priorities, initiatives and general implementation terms of the main policy instruments;
- 3) The policy should define concretely the actors, their responsibilities and all the potential beneficiaries involved;
- 4) The policy should specify management levels for each initiative: “regional only”, “shared” between the Regional Economic Community and Member States or “national only” level;
- 5) Planning and implementation should occur mostly at Member States’ level;
- 6) The policy should generally be based on shared funding for approved programmes / projects;
- 7) The policy should have a significant budget, linked to Member States’ budget processes making it therefore “binding”, “action oriented” and “time-bound”;
- 8) The policy should take actions that are comprehensively and systematically organised according to a set of programmes (programmatic approach);
- 9) The Policy should specify the sequence of actions to be taken in its implementation, such as:
  - a. Identification, at sub-regional level, of common priorities, objectives, mechanisms, processes and general implementation terms for each instrument;
  - b. Submission by Member States, within specified timeframes, of specific plans/programmes accordingly;
  - c. Allocation by the REC of funding to relevant Member States’ institutions in accordance with approved plans;

- d. Implementation by Member States of approved programmes within set timeframes;
  - e. Implementation of 'regional only' programmes / activities by the REC through contracted entities; and
  - f. Monitoring and Evaluation at various levels including the sub-regional level.
- 10) The Policy requires solid institutional capacity at both the REC and Member States levels;
  - 11) The Policy requires reliable information systems;
  - 12) The Policy should involve ministries and stakeholders other than those in charge of Food, Agriculture and Natural Resources;
  - 13) The policy should promote innovative ways of doing rural/agricultural development in Member States;
  - 14) Stakeholder contributions and solid consultations in the formulation and monitoring of the policy should be significant;
  - 15) The policy generally should prioritize and focus on a few carefully chosen areas of activity / programmes; and
  - 16) The policy generally should consider the establishment of specific institutional set-ups for its implementation (an example is where ECOWAS has proposed the setting up of a regional agency / fund and significant institutional capacity building programmes within ECOWAP as well as integrated information systems).

### **C. Outcome 3.3: Process of Developing the RAP**

The workshop recommended that SADC considers adopting a 2 step approach in developing the RAP, (i) starting with a general statement on policy directions, then (ii) undertaking to specify implementation procedures and plans. Similar to ECOWAS' approach, this would make it pragmatic considering the need to enhance the current SADC Secretariat's capacity and resource mobilization efforts for the formulation processes.

It was further recommended that the SADC Secretariat consider setting up an inter-directorate committee at SADC level and a permanent Member States/SADC consultation process. Also, like ECOWAS, the Secretariat should consider involving selected non-SADC technical institutions of the region (such

as ReSAKSS, SACAU, etc) to contribute to the formulation of components of the RAP.

## D. Outcome 3.4: General Outline of the RAP Policy

In line with submissions and recommendations made in the Draft Synthesis Report, the workshop acknowledged and adopted, subject to further finer refinements, the following general outline for the RAP policy:

### Box 3: Proposed Outline of the RAP Policy

|  |
|--|
| <p><b>Introduction: Context, challenges, needs</b></p>   |
| <p><b>Part 1: Policy</b></p> <ol style="list-style-type: none"> <li>1. Vision (1 sentence)</li> <li>2. Purpose/scope (of the Policy document in terms of setting objectives, regulations, processes as well as sectors) and legal definitions (of words and concepts used in the document)</li> <li>3. Principles (e.g., proportionality, subsidiary, asymmetry, respect of international commitments, etc)</li> <li>4. Objectives (Directions, Outcomes)</li> <li>5. Beneficiaries, Policy Stakeholders or Participants (Optional)</li> </ol> |
| <p><b>Part 2: Interventions / Measures by Core RAP Pillars</b></p> <p>These can be organized by:</p> <ol style="list-style-type: none"> <li>1. Core pillars (or sectors / programmes and subsectors / actions)</li> <li>2. Implementing agency (.e.g. by REC only, by Member States only or under a shared management / implementation mechanism)</li> <li>3. Operational status (e.g., regulations only or investment).</li> </ol>  |
| <p><b>Part 3: Implementation</b></p> <ol style="list-style-type: none"> <li>1. Programming process (National programmes? Bilateral agreements?)</li> <li>2. Financing instruments and terms</li> <li>3. Institutional / Management / Control Systems</li> <li>4. Information and Communications systems</li> <li>5. Monitoring &amp; Evaluation Systems</li> </ol>   |

This concluded the deliberations, conclusions and policy direction given by Senior Government Officials responsible for Food, Agriculture and Natural Resources as well as SADC Farmer Organisation representatives who attended the RAP Regional Workshop held in Gaborone on 23<sup>rd</sup> April 2010.

## PROPOSED ROADMAP FOR THE RAP BEYOND THE SCOPING PHASE

- 5.1. RAP Roadmap (2010 – 2012)
- 5.2. RAP Policy Statement
- 5.3. RAP Document
- 5.4. Implementation Procedures
- 5.5. Approval Processes for the RAP

### 5.1. RAP Roadmap (2010 – 2012)

RAP Phase I has consisted mainly of ‘**scoping**’ processes (specifying the purpose and scope of the RAP) leading to the production of this final report incorporating a Synthesis of Key Agricultural Policy Issues and now the Policy Direction given by Senior Government Officials responsible for Food, Agriculture and Natural Resources as well as SADC Farmer Organisations. Chart 1 overleaf is a general outline of the roadmap beyond the scoping stages in the formulation of the RAP.

The roadmap identifies two key outputs, namely ‘**Policy Statement**’ and ‘**Policy Document**’. To arrive at these outputs, a whole range of activities is desired including ‘technical analyses’ in various domains including the design and architecture of the RAP, implementation and operational strategies and plans including rules and regulations of operation. The roadmap covers the period 2010 to 2012.

### 5.2. RAP Policy Statement

Whilst acknowledging that more work needs to be done with respect to prioritising areas of focus for the RAP, the outcomes of the RAP Regional Workshop (Phase I) give sufficient impetus to the next stages in the formulation of the RAP, namely, the ‘**pre-feasibility**’ assessment of policy measures (this involves looking at the various policy options for each issue / intervention area by agreed core RAP Pillars and cross-cutting issues) and the crafting of the ‘**Policy Statement**’.

Activities involved towards the crafting of the Policy Statement will include:

- 1) **Technical Analyses** including the design and specification of RAP issues, intervention areas and measures. The work involves undertaking

pre-feasibility (financial, economic, social and institutional) assessments of the proposed policy intervention areas and measures.

- 2) **Architecture of the RAP:** Specifying the economic and financial functions of the RAP will be key in designing its architecture. With respect to the scope of the RAP, if it bears investment implications, it will be necessary to specify whether or not the investments will be solely for actions which are more relevant under regionally mutualized financing (e.g., some research areas and some capacity building initiatives) or will it include transfers to Member States (shared funding). If so, to what extent? The chosen scope of the RAP will have implications on institutional capacity at all levels (SADC Secretariat level, Member States level, public and private institutions, etc). This will require the strengthening of the SADC Secretariat and possibly the establishment of supporting agencies (e.g. ECOWAS has set up a regional agency to implement the ECOWAP programmes).

### **5.3. RAP Document**

The RAP Document will contain all the elements of the Policy Statement, Architecture of the RAP and Policy Measures as designed. What will be key in arriving at the RAP Document will be detailed 'feasibility' assessments of options derived in the previous analyses. This work is expected to be undertaken mostly starting in 2011 for completion in 2012.

### **5.4. RAP Implementation Procedures**

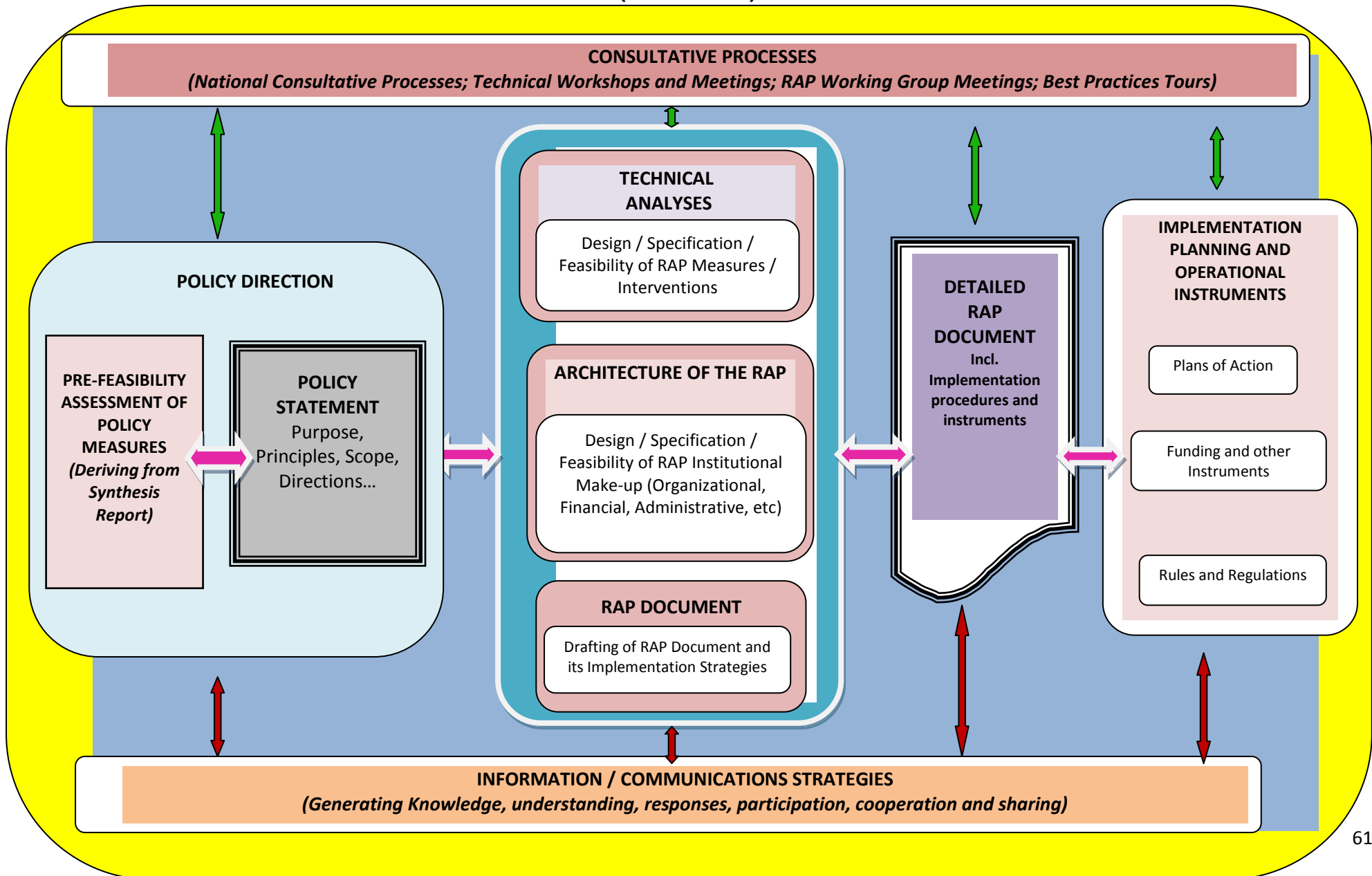
Concurrently undertaken to the above activities are those aimed at developing implementation procedures, rules and regulations of operation of the RAP. This work will involve the crafting of the rules and regulations of RAP operations, funding mechanisms for the RAP, its programmes and operations, and time-bound plans of action and monitoring and evaluation systems and procedures. All these will be incorporated into the RAP Document giving the policy its desired operational annexes. This work will commence in 2011 for completion by 2012.

### **5.5. Approval Processes for the RAP**

The SADC approval process will be engaged at the appropriate milestone junctures in accordance with the current operational guidelines. This step-by-step approval process will assist not only in securing the final approval of the RAP but it also serves as a consultative process. It is anticipated that the full process in developing the RAP would be completed by 2012.

**SADC SECRETARIAT  
FANR DIRECTORATE  
GABORONE, BOTSWANA**

**Chart 1: RAP ROADMAP (2010 – 2012) - ACTIVITIES AND THEIR LINKAGES**



## Annex 1: List of SADC National Consultants on SADC Regional Agricultural Policy

| Item | SADC Country | Name of Candidate               | Basic Profession                          | E-mail / Contact Details  |
|------|--------------|---------------------------------|---|---|
| 1    | Angola       | Mr. Tarcísio BAPTISTA           |   | <a href="mailto:tabapta2002@yahoo.com">tabapta2002@yahoo.com</a>  |
| 2    | Botswana     | Dr. Patrick Malope              | Economist                                 | <a href="mailto:pmalope@bca.bw">pmalope@bca.bw</a> , 267-3928753  |
| 3    | DRC          | Kabuatshika MOLOND              | Economics                                 | <a href="mailto:kamo@yahoo.fr">kamo@yahoo.fr</a> , 0999912859   |
| 4    | Lesotho      | Mampiti Matete                  |   | <a href="mailto:mateteme@yahoo.co.uk">mateteme@yahoo.co.uk</a> ,<br><a href="mailto:me.matete@nul.is">me.matete@nul.is</a> , 266-22340000   |
| 5    | Madagascar   | M. Victorien<br>RANDRIAMAHONINA |   | <a href="mailto:vrandrihamahonina@yahoo.fr">vrandrihamahonina@yahoo.fr</a> , 261-340183530  |
| 6    | Malawi       | Prof. Davies H. NG'ONG'OLA      | Agricultural<br>Economics                 | <a href="mailto:dhngongola@bnda.unima.mw">dhngongola@bnda.unima.mw</a> ,<br><a href="mailto:dhngongola@yahoo.co.uk">dhngongola@yahoo.co.uk</a><br>+265-01277419 (O), +265-01277235 (H)                |
| 7    | Mauritius    | Prof. Daneshwar PUCHOOA         | Biotechnology                             | <a href="mailto:sudeshp@uom.ac.mu">sudeshp@uom.ac.mu</a> ,<br>+2304541041   |
| 8    | Mozambique   | Danilo Carimo ABDULA            | Agronomist /<br>Agricultural<br>Economist | <a href="mailto:daniлоabdula@gmail.com">daniлоabdula@gmail.com</a> or<br><a href="mailto:dabdula@map.gov.mz">dabdula@map.gov.mz</a> , +258 82<br>827 4580   |
| 9    | Namibia      | Piers VIGNE                     | Agricultural<br>Economist                 | <a href="mailto:vigne@iway.na">vigne@iway.na</a> , +264 61 235 448<br>+264 81 288 1055  |
| 10   | South Africa | Dr. Simphiwe S. Ngqangweni      | Agricultural<br>Economist                 | <a href="mailto:DES@nda.agric.za">DES@nda.agric.za</a> +27-12-319-<br>8458, Fax: +27-12-319-8093  |
| 11   | Seychelles   | Mme Mermedah Moustache          | Agronomist                                | <a href="mailto:pgr@intelvision.net">pgr@intelvision.net</a>  |
| 12   | Swaziland    | Eugene Thulani Simelane         | Agricultural<br>Economist                 | : <a href="mailto:eugene@swade.co.sz">eugene@swade.co.sz</a> ;<br><a href="mailto:etsimelane@gmail.com">etsimelane@gmail.com</a> :(+268) 404<br>7950/1 (w); (+268) 422 0118 (h);<br>608 1888 (mobile) |
| 13   | Tanzania     | Dr. Joseph P. HELLA             | Agricultural<br>Economist                 | <a href="mailto:jhella@suanet.ac.tz">jhella@suanet.ac.tz</a> or<br><a href="mailto:jp_hella@yahoo.co.uk">jp_hella@yahoo.co.uk</a> , +255 23 260<br>3511 or +255 784 582 110                           |
| 14   | Zambia       | Dr. Benson H. CHISHALA          | Soil Science                              | <a href="mailto:bhchishala@yahoo.com">bhchishala@yahoo.com</a> or<br><a href="mailto:bchishala@agric.unza.zm">bchishala@agric.unza.zm</a> , +260<br>211 295 421, +260 97 889 076                      |
| 15   | Zimbabwe     | Mr. Simon<br>PAZVAKAVAMBWA      | Agricultural<br>Engineering               | <a href="mailto:scpazva@yahoo.co.uk">scpazva@yahoo.co.uk</a> , +263<br>912622848<br>+263 11 420 969   |

## Annex 2: List of SADC RAP Focal Persons

As at 9 February 2010

| Item | SADC Country | Name of SADC National Contact Person       | Post/ Title   | E-mail / Contact Details  |
|------|--------------|--|---|---|
| 1    | Angola       | Mr. Domingos Nazaré Veloso                 | National Director, Directorate of Agriculture, Livestock and Forestry               | <a href="mailto:nazadom12@yahoo.com.br">nazadom12@yahoo.com.br</a><br>+244 912 213 801  |
| 2    | Botswana     | Ms. Mmadika Nyathi                         | Chief Policy Officer  | <a href="mailto:mnyathi@gov.bw">mnyathi@gov.bw</a><br>Ministry of Agriculture, Private Bag 003, Gaborone, Botswana, Tel: +267 395 0500, Fax No. +267 319 1806   |
| 3    | DRC          | Mr. Louis Imuine Mutshima                  | Chief of Division<br>Dept of Policies & Agricultural Development Strategies         | <a href="mailto:imuinemutshima@yahoo.fr">imuinemutshima@yahoo.fr</a><br>Tel: +243 81 0829 132<br>Ministry of Agriculture  |
| 4    | Lesotho      | Mrs. Mantho Motselebane                    | Director of Planning & Policy Analysis  | <a href="mailto:motselebanem@agric.gov.ls">motselebanem@agric.gov.ls</a><br>P.O. Box 24, Maseru 100, Ministry of Agriculture and Food Security Tel: 266 2231 6391, (Fax) +266 2231 0186   |
| 5    | Madagascar   | M. Manampisoa Herinirainy RANDIMBIVOLOLONA |   | <a href="mailto:updr.man@netclub.mg">updr.man@netclub.mg</a><br>Ministry of Agriculture, Livestock and Fisheries, Anosy 101 Antananarivo, Madagascar, Tel: 261202256316,261331100577  |
| 6    | Malawi       | Mr. Max WENGAWENGA                         | Economist, Ministry of Agriculture, Irrigation & Food Security                      | <a href="mailto:wengawengamax@yahoo.com">wengawengamax@yahoo.com</a><br>Ministry of Agriculture and Food Security P. O. Box 30134, Lilongwe 3, Malawi +265 1 789 033, (Fax) +265 1 789 218 Cell: 265 8 194 120 / +265 9 368 502 |
| 7    | Mauritius    | Mr. B. B. S. LUTCHMEEA                     | Principal Agricultural Officer, Ministry of Agro Industry and Fisheries, Port Louis | <a href="mailto:moa-ftl@mail.gov.mu">moa-ftl@mail.gov.mu</a><br>Ministry of Agro Industry Food Production and Security, Tel: 230-4660015; Fax: 230-4668563<br>Cell: 230-2569825   |
| 8    | Mozambique   | Mr Votorino Xavier                         | National Director of Economics Directorate, Ministry of Agriculture                 | <a href="mailto:victorinoxavier@yahoo.com">victorinoxavier@yahoo.com</a><br>Ministry of Agriculture<br>+258 21 460 017 Fax: 258 21 461 716<br>Cell:+258 82 652 0501   |

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| 12   | Swaziland    | Ms. Lindiwe MADONSELA                       | Senior Agricultural Economist, Ministry of Agriculture and Co-operatives, Mbabane   | Ministry of Agriculture, Economic Planning & Analysis Section, P.O. Box 162, Mbabane, Tel: +268 404 2731, Fax: +268 404 4700, Cell: +268 607 3902<br>E-mail: <a href="mailto:madonselal@gov.sz">madonselal@gov.sz</a>   |
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| 15   | Zimbabwe     | Mrs. Emily MAFA<br>Or<br>Mr. A. A Nyamukapa | Economics & Marketing Dept,<br>Ministry of Agriculture & Rural Development, Harare  | <a href="mailto:Emily.mafa@gmail.com">Emily.mafa@gmail.com</a><br><a href="mailto:aanyamukapa@yahoo.com">aanyamukapa@yahoo.com</a><br>+263 4 708 794<br>+263 4 729 225 (Fax)  |

### Annex 3: List of RAP Regional Workshop Participants

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| Item | SADC Country | Ministry of Agriculture  |  | Farmer Organisations  |
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| 6    | Mauritius    |  | <p>NASEEVEN Mohamud Rafick, Mr.<br/>Principal Agricultural Officer<br/>Ministry of Agro Industry, Food Production and Security<br/>Agricultural Services, Le Reduit<br/>Mauritius<br/><a href="mailto:rnaseeven@mail.gov.mu">rnaseeven@mail.gov.mu</a><br/>Phone : +230 401 2800<br/>Fax : +230 464 8749<br/>Cell : +230 765 5335</p>  |   |
| 7    | Mozambique   |  |  |   |
| 8    | Namibia      | <p>SHUMBA-MNYULWA Doreen<br/>Regional Director<br/>RAEIN-Africa<br/>P O Box 23544, Windhoek<br/><a href="mailto:dmnyulwa@unam.na">dmnyulwa@unam.na</a><br/>Phone: +264 61 206 3511/3350/3955<br/>Fax: +264 61 206 3350</p> | <p>Mr. UUYUNI Thomas, Mr.<br/>Agricultural Economist, Directorate of Planning- Policy and Planning Sub Division<br/>Ministry of Agriculture, Water and Forestry<br/>Private Bag 13184, Windhoek, NAMIBIA<br/><a href="mailto:thomasu@mawf.gov.na">thomasu@mawf.gov.na</a> or<br/><a href="mailto:Worldthomas4@gmail.com">Worldthomas4@gmail.com</a><br/>Phone: +264 61 208 7687<br/>Fax: +264 61 208 7767<br/>Cell: +264 81 288 1097</p> |   |

| Item | SADC Country | Ministry of Agriculture  |  | Farmer Organisations  |
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| Item | SADC Country | Ministry of Agriculture  |   | Farmer Organisations   |
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| 6    | ICPs  | Mrs. Maria Clara de Paula<br>Deputy Head of Mission<br>Brazilian Embassy<br>Gaborone, Botswana  | ROCHA, Guilherme de Morais Brady, Mr.<br>Chief of the International Advisory<br>Brazilian Ministry of Agrarian<br>Development (MDA), Brazil.   |  |
| 7    | Interpreters  | MAVUNJA, Celço Domingos, Mr.<br>Interpreter – Portuguese<br>Bairro Fomento<br>Maputo, Mozambique<br><a href="mailto:celsodomingos@yahoo.com.br">celsodomingos@yahoo.com.br</a><br>Phone: +258 824 478 240<br>Fax: +258 21 467 051 | Mr. Basilio Calson Felix Junior<br><br>Ms. Nsamba Sylvia Kaninda<br>Interpreter – French<br>Johannesbrug<br><a href="mailto:nsambo@telkomsa.net">nsambo@telkomsa.net</a><br>Phone: +27 847 010 867                                 | KALONJI Kadima<br>Interpreter – French<br>Hobhouse Street , Pretoria<br><a href="mailto:Kadima@webmail.co.za">Kadima@webmail.co.za</a><br>Phone: +27 834 830 413<br>Fax: +27 12 546 4574 |
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