



# SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

## Desk Assessment of the Regional Indicative Strategic Development Plan 2005 - 2010



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## ACRONYMS

AATM	Agreement for Assistance in Tax Matters
AfDB	African Development Bank
AIDS	Acquired Immune deficiency Syndrome
AIMS	Agricultural Information Management System
AMCEN	African Ministers of Environment
ASCCI	Association of SADC Chambers of Commerce and Industry
ARVs	Antiretrovirals
BIT	Bilateral Investment Treaty
CEDAW	UN Convention on the Elimination of all Forms of Discrimination against Women
CITES	Convention on International Trade in Endangered Species
CMT	Committee of Ministers
COMESA	Common Market for Eastern and Southern Africa
CoS	Centres of Specialisation
CSC	Climate Services Centre
DAM	Day Ahead Market
DBSA	Development Bank of Southern Africa
DFID	UK Department for International Development
DFRC	Development Finance Resource Centre
DRC	Democratic Republic of Congo
DTAA	Double Taxation Avoidance Agreement
EPA	Economic Partnership Agreement
EAC	East African Community
EC	European Commission
EDF	European Development Fund
EEASA	Environmental Education Association of Southern Africa
EPAs	Economic Partnership Agreements
ES	Executive Secretary
EU	European Union
EWS	Early Warning Systems
FANR	Food, Agriculture and Natural Resources
FARA	Forum for Agricultural Research for Africa
FDI	Foreign direct investment
FESARTA	Federation of East & Southern African Road Transport Associations

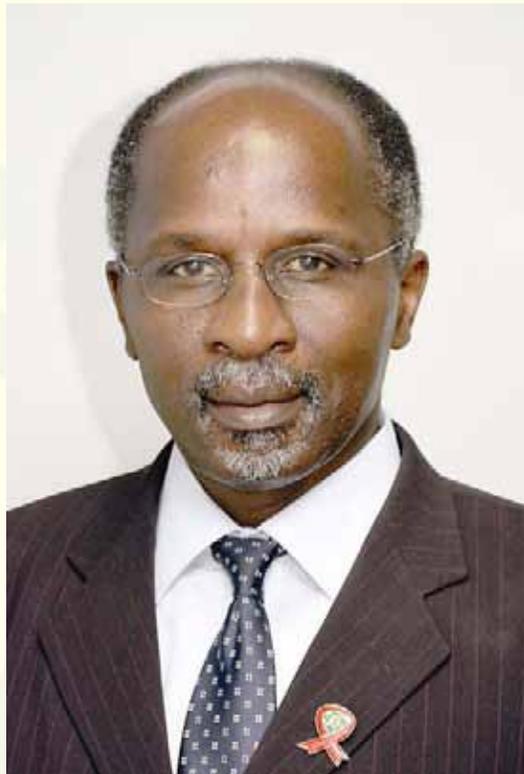
FIP	Finance and Investment Protocol
FIRCOP	Competitive Fund for Innovative and Collaborative Projects in Support of Small Scale Farmers Development
FMD	Foot and Mouth Disease
FTA	Free Trade Area
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GIS	Regional Environmental Education Programme
HCPI	Harmonised Consumer Price Indices
HIP	Harmonisation Implementation Plan
HIV	Human Immunodeficiency Virus
I&S	Infrastructure and Services
ICART	Implementation and Coordination of Agricultural Research and Training
ICP	International Cooperating Partner
ICT	Information and Communication Technology
IDF	Industry Development Forum
ILO	International Labour Organisation
IMTS	International Merchandise Trade Statistics
IOM	International Organisation for Migration
IUMP	Industrialisation Upgrading and Modernisation Program
IWRM	Integrated Water Resource Management
ITU	International Telecommunication Union
JFTCA	Joint Financing Technical Cooperating Agency
KPIs	Key Performance Indicators
LIMS	Livestock Information Management System
LVSRs	Low Volume Sealed Roads Guidelines
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MEA	Multilateral Environmental Agreement
MEC	Macroeconomic Convergence
ME&R	Monitoring, Evaluation and Reporting
MLP	Model Legislative Provisions
MRL	Minimum Residue Levels
MS	Member State
MTR	Mid-Term Review
NEPAD	New Partnership for African Development

NEWU	National Early Warning Units
NGO	Non-governmental Organisation
NMHS	National Meteorological and Hydrological Services
NMIs	National Metrology Institutions
ODL	Open and Distance Learning
OVCYs	Orphans, Vulnerable Children and Youths
PIF	Programme Implementation Framework
PIM	Programme Implementation Manual
PMTCT	Prevention of Mother-To-Child Transmission
PPDF	Project Preparation and Development Facility
PPRM	Policy, Planning and Resource Mobilisation
PPP	Public Private Partnerships
ProBEC	Programme for Biomass Energy Conservation in Southern Africa
PSC	Project Steering Committee
PSTADA	Promotion of Science and Technology for Agricultural Development in Africa
RAP	Regional Agricultural Policy
REDD	Reducing Emissions from Deforestation and Forest Degradation
REEP	Regional Environmental Education Programme
RESAP	Regional Energy Access Strategy and Action Plan
REWS	Regional Early Warning System
RPO	Regional Productivity Organisation
RQF	Regional Qualifications Framework
RSAP	Regional Strategic Action Plan on Integrated Water Resources
RVAA	Regional Vulnerability Assessment and Analysis
RVAC	Regional Vulnerability Assessment Committee
SA	South Africa
SADC	Southern Africa Development Community
SADC FMD	SADC Foot and Mouth Diseases Project
SADC MAPP	SADC Multi-country Agricultural Productivity Programme
SADCAS	SADC Accreditation Services
SAPP	Southern African Power Pool
SARA	Southern African Railway Association
SARCOF	Southern African Regional Climate Outlook Forum
SARRNET	SADC Root and Tuber Network

SCARDA	Strengthening Capacity for Agricultural Research and Development in Africa
SHD&SP	Social and Human Development and Special Programmes
SIDA	Swedish International Development Cooperation Agency
SNC	SADC National Committee
SPS	Sanitary and Phytosanitary
SQAM	Standardisation Quality Accreditation and Metrology
SRII	SADC Regional Information Infrastructure
SSC	SADC Statistics Committee
STI	Science, Technology and Innovation
TA	Technical Assistance
TADs	Transboundary Animal Diseases
TAWG	Tax Agreements Working Group
TB	Tuberculosis
TCCA	Technical Committee on Certification and Accreditation
TIFI	Trade, Industry, Finance and Investment
TFCAs	Transfrontier Conservation Areas
ToR	Terms of Reference
TVET	Technical Vocational Education and Training
UNAIDS	United Nations Joint Programme on AIDS
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
VAT	Value Added Tax
WHO	World Health Organisation
WTO	World Trade Organisation

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## FOREWORD

Poverty eradication is at the top of the Southern Africa Development Community's (SADC) agenda. But we know that poverty will not be removed nor deeper levels of regional integration realised if good political, economic and corporate governance are not in place as these are prerequisites for sustainable socio-economic development.

The Regional Indicative Strategic Development Plan (RISDP), the 15-year strategic roadmap set by Member States, is the blueprint for regional integration in our SADC region. By providing the SADC Secretariat with clear guidelines on SADC's approved social and economic priorities and policies, our officials are able to effectively discharge their role as facilitator, coordinator, programme manager and think-tank. SADC's priorities are therefore clear: Trade, economic liberalisation and development; Infrastructure in support of regional integration; Politics, defense and security cooperation; Food security, environment and management of trans-boundary natural resources; Social and human development; Gender and development; Statistics and Science and technology.

But how effective are we in reaching our goals? That process of evaluation has been given impetus with this desk assessment of the RISDP which is based on the RISDP Implementation Framework 2005-2010. This framework provides the main intervention objectives by sector, key intervention areas, expected outputs, main activities for each output, key performance indicators for the implementation of RISDP in all sectors. The overall aim of this desk assessment has been to analyse SADC's performance and as well identify the challenges encouraged and lessons learned for the way ahead.

The consultative process in the Secretariat has reveals very satisfactory levels of RISDP implementation over the past five years. We noted that all sectors were able to either fully or partially reach most of the different outputs and targets within the stated time-frame. The review indicates some significant progress: for Trade, Industry, Finance and Investment (TIFI), 65% of the targets have been fully achieved, 29% partially achieved and 6% not achieved; Infrastructure and Services (I&S) records that 60% of outputs have been fully achieved and 40%

partially achieved; for Food, Agriculture and Natural Resources (FANR), 64% of the outputs targets been fully achieved, 28% partially achieved and 8% have not been achieved; for Social and Human Development and Special Programmes (SHD&SP), 38% of the outputs have been fully achieved, 46% partially achieved and 15% not achieved. Out of 46 targets under cross-cutting issues, 14% have been fully achieved, 68% partially achieved and 18% not achieved.

At the same time, we have developed, adopted and approved critical policies, protocols and frameworks; established implementing institutions and increased our visibility. But we are also aware that human resources constraints have limited our impact.

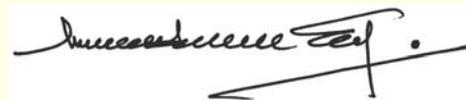
The way ahead remains a challenge but the path is clearer. Lessons learned have been identified. We need to work harder at fostering implementation at member state level; ensure effective structures for Secretariat and Member State cooperation; deepen consultation at Member State level; ensure realistic targets and ongoing RISDP evaluation; tackle the issue of a lack of human, financial and technical resources at SADC Secretariat; foster monitoring and evaluation; ensure mainstreaming RISDP cross-cutting issues such as gender and climate change; improve the think-tank capacity of the Secretariat; maintain SADC as a platform for common pan-African and global positions; and ensure more effective and efficient stakeholder participation.

While this desk assessment has provided an overview of the implementation status of the different sectors outlined in the RISDP, a broader assessment that involves all key stakeholders in the Member States would provide a more comprehensive analysis. It would showcase, among others, the effects of the interventions made in the last five years and chart the way forward for the next 10 years implementing the RISDP.

Therefore, as envisaged, an independent review covering all the stakeholders of SADC will now be done starting in 2012 enable Member States and external stakeholders from civil society, private sectors and others to reflect on the key issues that should become priorities in the next phase of implementation.

Such an approach builds on in-depth analysis from internal and external perspectives and would encourage and foster political steering and leadership. In so doing, we seek to ensure that SADC builds a future for its citizens, that reflects its socio-economic goals and desire for deeper regional integration.

This report is, therefore, the first step and I want to thank the Director Policy Planning and Resource Mobilization (PPRM) and all Directors of Technical Directorates, Senior Officers and the task team that compiled the report as well as Member States for their feedback on the questionnaires and participation in the regional workshop.



Dr. Tomaz Augusto Salomão  
SADC Executive Secretary



## EXECUTIVE SUMMARY

This desk assessment presents a review of the progress made in the implementation of interventions coordinated/facilitated by the SADC Secretariat in collaboration with the Member States (MS) and International Cooperating Partners, in line with the Regional Indicative Strategic Development Plan (RISDP), in order to address challenges facing the region in terms of socio-economic growth and development. The RISDP (2003), which is a 15-year strategic roadmap, provides the strategic direction for achieving SADC's long-term social and economic goals. It also provides the Secretariat and other SADC institutions with clear guidelines on SADC's approved social and economic priorities and policies and, therefore, enhances their effectiveness in discharging their facilitating and coordinating role.

The ultimate objective of RISDP is to deepen the integration agenda of SADC with a view to accelerating poverty eradication and the attainment of other economic and non-economic development goals. The RISDP emphasised that good political, economic and corporate governance are prerequisites for sustainable socio-economic development and that SADC's quest for poverty eradication and deeper levels of integration will not be realised if these are not in place.

The RISDP was approved in 2003 and its effective implementation began in 2005, following the development of a detailed operationalisation framework. In order to

fast track the implementation of the RISDP, the SADC in 2007 re-focused its priorities as: Trade, economic liberalisation and development; Infrastructure in support of regional integration; Politics, defense and security cooperation; Food security, environment and management of trans-boundary natural resources; Social and human development; Gender and development; Statistics and Science and technology.

The desk assessment of the Regional Indicative Strategic Development Plan undertaken by the SADC Secretariat was conducted according to the directives of the Council of 2011. The assessment is based on the RISDP Implementation Framework 2005-2010 which provides the main intervention objectives by sector, key intervention areas, expected outputs, main activities for each output, key performance indicators for the implementation of RISDP in all sectors.

The purpose of this desk assessment is to analyse the actual technical performance of the RISDP with regard to the implementation of the 2005-2010 Implementing Framework by SADC Secretariat MS and other key stakeholders. Emphasis is placed on actual results vis-à-vis the expected ones. The report also tries to answer questions related to (1) the challenges encountered in the implementation of RISDP during the reporting period; and (2) lessons learned and recommendations for the implementation of RISDP.

It is estimated that, for the period under review, completion and implementation rates on expected outputs and targets set in the RISDP Implementation Framework have been varied with the following situation prevailing<sup>1</sup>: for TIFI - 65% of the targets have been fully achieved, 29% partially achieved and 6% not achieved; for I&S – 60% of Outputs have been fully achieved, 40 % partially achieved; for FANR - 64% of the outputs targets been fully achieved, 28% partially achieved, whilst 8% have not been achieved; for SHD and SP - 38% of the outputs have been fully achieved, 46% partially achieved and 15% not achieved. Out of 46 targets set in the RISDP implementation framework of 2005-2010 under cross-cutting issues, 14% have been fully achieved, 68% partially achieved and 18% not achieved.

The desk assessment has also revealed that in the period under review important policies, protocols and frameworks have been developed, adopted and approved by various Governing structures of SADC. In addition important Agreements to bind the implementation process by all Member States have also been put in place and have become an integral process of advancing the roadmap of SADC's common agenda. Further, a lot of

institutions and committees to provide an oversight function in the implementation process have been established and are functional. To a limited extent the work performed by these steering structures has increased ownership and visibility of SADC Programmes in the Member States.

Despite progress made, the implementation of RISDP started late due to human resources' constraints. Member States' implementation is still behind schedule. The majority of the MS did not set aside resources for planning and implementation of RISDP programmes at national level. The SADC National Structures – where they were created – did not possess the requisite capacity to coordinate the implementation of the RISDP Programmes. The result has been that commitments to implementing agreements, according to set targets in many instances, have been missed. For example, a very important milestone in the Regional Integration Agenda, the Customs Union – which was envisaged to be set up in 2010 – was not established. The existence of multiple memberships by SADC Member States (MS) has complicated the efforts of attaining the Custom Union as planned.

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<sup>1</sup>These implementation rates should be read with caution as they are a result of a desk assessment and may not be accurate.

**FINDINGS BY KEY PRIORITY AREAS**

**Trade, Industry, Finance and Investment  
(TIFI)**

The overall goal of TIFI is to facilitate trade and financial liberalisation, competitive and diversified industrial development and increased investment for deeper regional integration and poverty eradication through seven intervention areas, namely: (1) goods and services market integration; (2) financial and capital markets development and strengthening; (3) attainment of deeper monetary cooperation; (4) attainment of macro-economic convergence; (5) increasing levels of intra-SADC

investment and foreign direct investment (FDI); (6) enhancing productive competitiveness; and (7) effective participation in and compliance with international agreements.

In order to implement the above intervention areas, the 2005-2010 RISDP implementation frameworks identified 26 outputs and 31 targets to be achieved in the planned period. In addition, the RISDP had two (2) key milestones under this sector that were envisaged to be achieved within the same period, namely: (a) attainment of Free Trade Area (FTA) by 2008; (b) attainment of Customs Union by 2010.

**ACHIEVEMENTS FOR TIFI**

Intervention Area	Planned	Achieved
<b>Goods and Services Market Integration</b>	Attainment of Free Trade Area by 2008	Attained and launched in 2008. Three Member States yet to join.
	Elimination of Tariffs	A phased programme of tariff reductions commenced in 2001, resulting in the attainment of minimum conditions for the FTA
	Rules of Origin reviewed	SADC adopted an Annex on Rules of Origin which provides a set of common rules to determine the origin of goods that would qualify for preferential tariff treatment under the SADC trade regime.
	Harmonisation of Customs Rules and Procedures	A SADC Customs Act was developed and adopted by the Committee of Ministers (CMT) in 2007 as a benchmark model law for harmonisation of customs laws in the region
	Attainment of Internationally Accepted Standards and Harmonisation of SPS Measures	Necessary structures being built. A regional accreditation body – the SADC Accreditation Service (SADCAS) was established in Botswana in 2009 to offer accreditation in the areas of testing, calibration, certification and inspection.
	Elimination of Non-Tariff Barriers by 2007	Initiated in 2007 and efforts are still ongoing.
	Intra – SADC Trade Performance	Since the start of implementation of SADC Trade Protocol in 2000 and the attainment of the SADC FTA in 2008, intra-SADC trade has more than doubled.
	Attainment of SADC FTA in Services by 2010	Far from being achieved but programme has been initiated. Framework Protocol on Trade in Services was developed and approved by the CMT in 2009. Waiting for the approval of Ministers of Justice and Attorneys General.
	Attainment of Customs Union by 2010	Not yet achieved but the building blocks (the Common Tariff Nomenclature and a Harmonised System based on HS 2002) have been developed and adopted.

<b>Financial and Capital Markets development and strengthening</b>	Framework for liberalisation of Exchange Control Developed	Has been ongoing at variable speeds. Only four Member States have fully liberalised exchange controls.
	Framework for ensuring Capital and Financial Efficiency and Stability Developed.	A framework for dual and cross listings on regional stock exchanges developed in 2008. A model for interconnectivity of stock exchanges has also been developed, but implementation remains a challenge due to lack of funding.
	Establishment of SADC Financial Institutions Facilitated	Process is underway. The building blocks have been developed. The Project Preparation and Development Facility is housed at the Development Bank of Southern Africa.
<b>Attainment of Deeper Monetary Cooperation</b>	Attainment of Deeper Monetary Cooperation	A SADC Committee of Central Bank Governors (CCBG) has been set up; A framework for currency convertibility was adopted by the Committee of Central Bank Governors in 2008; A Real Time Gross Settlement System (RTGS) has been successfully implemented by 12 Member States; Framework for Central Banks' Operational Independence Developed in 2009; and The SADC Ministers of Finance approved a Model Central Bank Model Law in July 2009.
<b>Attainment of Macroeconomic Convergence</b>	Single digit inflation by 2008	Three countries achieved single digit inflation by 2008 and majority by December 2010.
	Budget deficits not exceeding 5% of GDP by 2008	The review of 2008 indicated that all Member States achieved a budget deficit of less than 5% of GDP.
	Nominal value of Public and Publicly Guaranteed debt less than 60% of GDP by 2008	13 Member States achieved a public debt of GDP of less than 60% in 2008. A total of five Member States (Lesotho, Mauritius, South Africa, Namibia and Zimbabwe) met the 2012 Macroeconomic Convergence Programme (MEC) inflation target of less than 5% in 2010.
	Operationalisation of the Peer Review Mechanism achieved by 2006	Target has been missed but the foundation (a framework comprising TORs for the Peer Review Panel; Guidelines for Assessing MS Performance against Targets; and Early Warning Models for Macroeconomic Surveillance were developed in 2010)
<b>Increasing Levels of Intra SADC Investment and Foreign Direct Investment</b>	Investment Promotion instruments and Incentives Developed by 2005	Tax incentives guidelines were developed in 2009/10. An investment promotion programme was undertaken in 2010. A Model SADC Bilateral Investment Treaty (BIT) Framework has been developed.
	Networking and Strengthening Investment Promotions Agencies by 2007	The SADC IPA Forum was formally launched at an IPA Peer-to-Peer event in Mauritius in January 2011.
	SADC Policy on PPP developed by 2005	Not fully achieved. Concept note being developed.

**Desk Assessment of the  
Regional Indicative Strategic Development Plan 2005 - 2010**

<b>Cooperation in Taxation and related matters</b>	Database in place in 3 chapters by 2005	A Tax Database was developed in 2005 to provide information on the tax regimes in Member States.
	Model Tax Treaty for SADC developed by 2006	A SADC Model Double Taxation Avoidance Agreement (DTAA) was developed in 2007 to facilitate Member States negotiations. A Commentary was developed to facilitate the use of the Model Agreement, and was concluded in 2010.
	Information sharing mechanism in place by 2008	A successful VAT agreement is in place between South Africa and Lesotho who have a fully harmonised VAT. Agreement for Assistance in Tax Matters (AATM) to enable MS to exchange information developed.
	VAT model act or guidelines in place by 2008	Target not yet achieved but Guidelines based on the "origin principle" and "destination principle" were developed in 2007 and 2008 respectively.
	Excise guidelines in place by 2010	Not fully achieved but recommendations on the development of excise guidelines have been circulated to Member States for consultations.
	SADC Agreement in tax matters	The Draft SADC Agreement for Assistance in Tax Matters has been approved and ratified by Member States.
<b>Enhancing Productive Competitiveness</b>	Industrial Development Policy developed by 2003	A Draft Industrial Development Policy developed; Industrial Upgrading and Modernisation Programme (IUMP) was adopted in 2009; A draft Industrial Policy and Strategies Framework is undergoing consultations in Member States.
	Harmonised regulatory frameworks in mining including an SME strategy in place by 2006	Developed and approved in 2006. Ministers also adopted a SADC Regional Mineral Policy Framework in 2006.
	Industry Value-Chain Strategy finalised and adopted by 2008	Strategies developed and discussed by the Industry Development Forum (IDF) in 2007 but yet to be approved.
	SME strategy in regional value-addition in selected sectors developed and incorporated by 2008.	An SME Industrial Upgrading and Modernisation Programme on agro-food processing, mineral processing and pharmaceuticals was adopted in 2009.
<b>Effective participation in and compliance with International Agreements</b>	Member States comply with binding WTO regulations/DDA by 2006	Common SADC positions were developed ahead of the WTO Ministerial Conference in Hong Kong, 2005.
	SADC annexes and agreements on trade-related issues consistent with WTO by 2010	In order to enhance transparency and conformity with WTO provisions, the SADC Protocol on Trade was notified to the WTO in August 2004 under GATT Article XXIV.

	EPA Negotiations successfully completed by 2007	Only five Member States initialed an Interim SADC-EU EPA in 2007 and three MS signed in 2009.
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Remarkable achievements have been made under goods and market services; customs; and finance and investment intervention area, and have added value in the Region's integration process. However, there are still a number of outstanding issues to be addressed in order to, among others, attain financial liberalisation, competitive and diversified economic development and increased investment. This process is multifaceted and will require effective coordination amongst various stakeholders.

Daunting challenges have been faced in relation to a lack of capacity to effectively monitor implementation of various provisions of the Protocols to ensure compliance to commitments and review rules of origin. In addition, weak private sector capacity in most Member States to supply services, weakens their ability in services negotiations both at the regional and multilateral levels. A general lack of capacity for Finance and Investment Protocol (FIP) implementation is more pronounced in this area, particularly, the non-existence of technical support from the Secretariat in the Non-Banking Financial Institutions and Services Area.

It is important also to note that the Region is yet to diversify away from reliance on primary commodities to value-added manufactures and services. Therefore, there is a need to expedite the development of a coherent industrial policy framework and strategies. Supporting policies and interventions to enhance the region's productive capacity and competitiveness are required, especially those

related to working with the private sector to promote regional value chains".

### **Infrastructure and Services (I&S)**

The overall goal of the infrastructure and support intervention is to ensure the availability and universal access to a sufficient, integrated, efficient and cost-effective infrastructure system and provision of sustainable services that will support and sustain regional economic development, trade, investment and agriculture, thus contributing towards poverty reduction.

The sectors of cooperation of the Infrastructure and Services cluster are: (i) Energy; (ii) Tourism; (iii) Communication; (iv) Transport; (v) Meteorology; and (vi) Water. The achievements made in implementing Infrastructure and Services plans for 2005-2010 are given in the table below. The energy sector has witnessed the promotion of power through the extension of grid interconnections covering nine of the 12 Member States on the mainland. Efforts have also been made to towards providing electricity to rural communities in the region (Member States have developed strategies and action plans) and information sharing has been strengthened through the development of a database at the Secretariat. A database has also been developed for the tourism sector to foster information sharing. Transport has also received some attention on the areas of road rehabilitation and initiating projects for linking Member States. Communication and water frameworks have been developed to facilitate regional cooperation.

## ACHIEVEMENTS FOR I&S

Sector	Planned	Achieved
Energy	Promote power pooling through the extension of grid interconnections to cover all Member States and upgrading/strengthening of existing grids	Nine of the 12 Member States on the mainland connected to the Grid.
	Consolidate the transformation of the Southern African Power Pool (SAPP) from a co-operative to a competitive pool and create a regional electricity market	Eight Southern African Power Pool (SAPP) members have signed Day Ahead Market governance documents and the implementation of cross-border transmission projects. Capanda-Luanda line (300 km) was commissioned in 2009.
	Promote joint exploration and development of resources and the harmonisation of policies	Regional Regulatory framework has been strengthened to improve market conditions. Eleven MS have established energy regulators and nine are members of the Regional Energy Regulators Association.
	Improve access to affordable energy services to rural communities through rural electrification and development of new and renewable energy sources,	A Regional Energy Access Strategy and Action Plan was developed in 2009. Member States have started to develop National Energy Access Strategies and Action Plans in alignment with the regional strategy.
	Institutional strengthening, human resources development, information collection, processing and exchange, and research and technology development	A regional Energy Database was created and Energy Statistical Yearbooks were published in 2005, 2007 and 2008.
Tourism	Facilitate the signing and ratification of the Protocol of Tourism	Members are currently signing the Protocol on Tourism
	Promoting the SADC region as a Tourism investment location	Developed regional tourism online database and initiative to promote SADC as a unique tourism destination taken. Working closely with ORGAN on UNIVISA.
	Promote Competiveness, Quality and Standardisation of Services and Infrastructure in the tourism industry through harmonisation in the grading and classification system for hotels etc.	Harmonisation workshops on grading and classification have been done. Project expected to be completed in 2012.
Transport	Promoting sustainable sources of funding for maintenance and upgrading of transport infrastructure	A Model Legislative Provisions (MLP) on Investment in Transport Act and on Road Network Financing and Management was developed. Roads Funds Administrations were established in eight Member States. Harmonised Road User Charging System has been developed.
	Regional Guideline for Control of Vehicle Overloading	Regional guidelines were developed and adopted in 2009
	Rehabilitation of transport infrastructure	Eighty-six projects have been identified for investments in road networks and 36 projects for rehabilitating road bridges IN Angola and DRC.
	Construction of missing regional transport links	Roads, (Beira-Lobito Corridor), railways (Trans Kalahari Railway, Ponta Techobanine) and waterways (Shire Zambezi Waterway) projects being developed.
	Accessibility for feeder roads developed	Low Volume Sealed Roads Guidelines were developed in 2003, which would help Member States to scale up, provision of sealed rural roads at minimal costs
	Integrated Transport Infrastructure and Services	In recognition of the need for an integrated transport system, a corridor implementation system has been developed.
	Liberalisation of Transport Markets	The YD is being implemented and is at different levels of implementation Terms of Reference for liberalisation for road

		transport markets have been developed to facilitate the process.
	Development of Transport Corridors	Feasibility Studies on priority corridors are currently ongoing
<b>Water</b>	Maintain and sustain an enabling environment for regional water resources development and management.	Extremely good progress has been made against this strategic objective. A long-term regional water policy and a strategy have been developed and approved. In addition, a supportive tool for Member States has been finalised offering "Guidelines for the development of national water policies and strategies to support IWRM".
	Provide a framework for sustainable, effective and efficient planning and management of shared river basins at regional and related national level	The Regional Water Strategy includes a framework for the sustainable, effective and efficient planning and management of shared river basins. IWRM plans have been developed in a number of countries in the region. A key aspect of these is the harmonisation of legislation, a key step in the planning and management of shared river basins. In addition water as a cross-cutting issue is being taken into account in discussions on regional development and economic growth.
	Promote and support strategic infrastructure development for regional integration, socio-economic development and poverty alleviation.	There has been limited progress against this strategic objective. Significant delays have been encountered and there has been extremely slow progress in the implementation of activities under the Infrastructure development support cluster. This having been said a significant achievement has been the commencement of the Cunene transboundary water supply project between Angola and Namibia.
	Develop, promote and facilitate best practices regarding effective participation by various individual and institutional stakeholders in water resource development and management, including women, youth and other disadvantaged groups	Progress against this strategic objective has been good with a significant number of collaborative activities being launched aimed at increasing awareness and broad participation in water resources development and management within the region. These activities have included interventions to mainstream gender into IWRM. Annual regional multi-stakeholder forum, a four-part series documentary on water, the annual river basin organisation workshops and exchange programmes held as part of improving stakeholder participation.
	Build and strengthen human and institutional capacity for sustainable management of water resources at basin, national and regional level	Once again progress against this strategic objective has been extremely good with significant work having been undertaken in respect of training and institutional capacity strengthening programmes within the region. A number of shared watercourses have advanced in the process of establishment. LIMCOM, OKACOM, ORASECOM and the Pungwe have a River Basin Commission with executive authority; most of the other basins have an operational joint water commission. The Groundwater Management Institute of Southern Africa has also been established as a subsidiary institution of SADC at the University of Free State in South Africa.
<b>Meteorology</b>	Transformation of Meteorological Services, Update meteorological Infrastructure	Updated and expanded the regional data bank for sharing information.
	Contribute to Disaster Preparedness.	Developed new technologies for weather forecasting. And produces forecast outlook

<b>Communication</b>	Telecom networks have been transformed to accommodate ICT requirements	reports for the region The SADC Regional Information Infrastructure (SRII) aimed at ensuring enhanced access on the terrestrial infrastructure, undersea cables and broadband connectivity, as well as the implementation of the missing links is being developed. Guidelines on ICT Consumer rights and protection have been reviewed. A digital broadcasting migration roadmap has been adopted in 2010.
	Develop policies and regulatory frameworks	Model regulations to provide guidance to regulators to accelerate harmonisation have been developed.
	Transformation of Postal Services	Transformation of postal services has not yet been achieved.
	Promote culture of timely service delivery	Operational guidelines for mail and financial services have been developed

## FOOD, AGRICULTURE AND NATURAL RESOURCES (FANR)

Concomitant with its mandate and provisions of the RISDP, FANR has managed to facilitate the development of most of the envisaged policies, strategies and programmes for food availability, food safety, disaster preparedness and environment (see table below). The internal assessment of the RISDP implementation in this sector shows that a lot of progress towards achieving Sustainable Food Security has been made. Out of 36 targets set in the RISDP implementation frameworks of 2005 - 2010, 64% of them have been fully achieved, 28% partially achieved and 8% not achieved. The implementation of most targets has however, not been done as per schedule with some being implemented well after the target dates. This has mainly been due to lack of human resource capacity on the part of the Secretariat (especially environment and natural resources) and delays in the approval of policies, strategies and programmes as a result of poor participation by Member States on technical meetings.

### ACHIEVEMENTS FOR FANR

Intervention Area	Planned	Extent of Achievement
<b>Food Availability</b>	Data collection networks in place & operational	Networks set up. Agricultural Management Information Systems (AIMS) developed and operational but facing reliable and timely data challenges due to lack of capacity for MS. Livestock information Systems (LIMS) developed and operational but facing above challenges
	Livestock programmes in place to increase production by 4% annually	Programmes to control transboundary diseases implemented in MS and these had some significant impact. Outbreaks still continuing due to buffalo movements and lack of human capacity in some MS.
	Programmes in place to increase agricultural productivity	Research programmes funded by ICPs were implemented and these had some impact on productivity, e.g. Cassava. Overall impact has been affected by lack of financial and human resource capacity of the MS to implement the research programmes. Data has also not been available to quantify the impact of research programmes. Information sharing platforms and networks were established to enhance information dissemination. The impact of these on productivity and livestock marketing has not been quantified.
	Policies to increase use of inputs (seed, fertilizer, etc)	Common policies on seed and fertilizer have been approved by MS. The implementation is now left with the MS. Continuous monitoring needs to be done to assess the degree of monitoring.
	Strategies for surveillance and control of transboundary pests and diseases on crops and livestock	Strategies have been developed and being implemented by MS. Secretariat published a Handbook on 'Pests of phytosanitary and economic importance in the SADC region', to assist Member States in their identification of plant pests, and subsequent decision making for their control. Eleven Member States are now signatories of the

		International Plant Protection Convention and have been very active in contributing to the development of international standards for phytosanitary measures.
	Ratification of Fisheries, Wildlife and Forestry Protocols and development of related strategies and programmes	All Protocols have been ratified; strategies and programmes have been developed. The Secretariat should monitor the implementation of Protocols by MS.
	Setting up a Land Reform Facility	This has been formed and approved by MS, but funding challenges are limiting efforts to have its provisions implemented.
	Developing programmes for irrigation development	The Secretariat developed two Irrigation programmes; one on the Upper Okavango for Angola and Namibia and another on Middle Zambezi for Botswana, Zambia and Zimbabwe worth US\$250,000. However, the two programmes were not implemented because Member States preferred to deal with irrigation development at National level.
<b>Food Safety</b>	Harmonised Sanitary and Phytosanitary Standards	Regional Guidelines for the Regulation of Food Safety; Regional Guidelines for the Regulation of Crop protection Products; Regional Guidelines for the Regulation of Veterinary Medicines and Regional Guidelines for the Management of SPS Matters, are in place
	Laboratory quality insurance system established by 2007	Laboratory equipment acquired and distributed to MS. Training on the use of equipment also done.
<b>Disaster Preparedness for Food Security</b>	Development of Food Reserve Facility	Framework developed but MS are now in favour of Finance Reserve Facility.
	Develop and operationalise Early Warning Units (NEWUs) in MS	Twelve MS have operational NEWUs. FANR in the process of developing NEWUs in the other three MS.
	Framework for provision of food relief agreed among MS	Discussions facilitated on food relief among Member States with ICPs. Generally agreed that food aid should be sourced within the region
<b>Strengthen Institutional Framework</b>	Development of Common Agricultural Policy (RAP)	Process was initiated. Various technical studies and consultations have been done as steps towards the formulation of RAP. Consensus on overall justification, objectives, guiding principles, scope, list of policy issues and possible institutional set up reached in 2010. Pre-feasibility assessment of intervention strategies is ongoing.
	Centres of excellence and specialisation for agriculture and natural resources identified by 2006/7	The RVAA established a Centre of Excellence at KwaZulu Natal in South Africa, Bunda College of Agriculture in Malawi and University of Zimbabwe in Zimbabwe to support training of Member States on food security issues and vulnerability assessments.
<b>Sustainable Use and Management of Environment</b>	Protocol on Environment developed and approved by Member States.	The Protocol has been developed; MS are reviewing it.
	Development of regional programmes on shared natural resources	Programmes developed (Biodiversity Action Plan, Regional Climate Change Programme). Funding needed to implement the programmes. MS expected to fully implement the programmes and FANR to monitor the implementation.
	Preparation of State of Environment reports every five years	The first series of a full Southern Africa Environment Outlook Reports (SAEO) was published in 2008, resources being sought for the Second Issue.

The main challenges encountered by FANR are similar to those of TIFI with the lack of human resource capacity on the part of the Secretariat, especially in natural resources and environment being the major ones. Environment did not have any staff in post until 2009. The lack of financial resources has also affected achievement of some of the targets such as the establishment of a SADC Land Reform Facility, the Food Reserve Facility, the agro-ecological zone mapping and the protocol on environment.

### **Social and Human Development and Special Programmes (SHD&SP)**

The areas covered in the RISDP Implementation Framework under the Social and Human Development and Special Programmes cluster are education and skills development; health; employment and labour; culture, information and sport. The four interventions areas identified for this cluster are: (i) Developing and sustaining human capabilities; (ii) Developing positive cultural values, attitudes and practices; (iii) Increase utilisation of human capabilities; and (iv) Availability and access to information.

**ACHIEVEMENTS FOR SHD & SP**

Out of 72 targets set in the RISDP implementation framework of 2005 - 2010 under SHD&SP, 30% have been fully achieved, 44% partially achieved and 26% not achieved. The challenges are similar to those of other sectors.

**Cross Cutting Issues**

Cross-cutting issues were defined by the RISDP as issues interlinking diverse objectives within the SADC integration agenda while prioritising these six areas: (1) Gender and

Intervention Area	Planned	Achieved
<b>Developing and sustaining human capabilities</b>	Regionally integrated education and training system in SADC is achieved	Regional norms and standards for Education Management Information Systems were developed. A draft SADC Qualifications Portal, which contains a database on existing qualifications in the region, was developed. A Regional Education and Training Implementation Plan integrating the Protocol on Education and Training was developed and approved. Two Centres of Specialisation (CoS) in Open and Distance Learning (ODL) were established in 2008. A Regional Information, Education and Communication (IEC) Strategy was approved.
	Health systems and services rationalised and improved	Developed (a) Malaria Control Strategic Framework; (b) Reproductive Health Strategy; (c) Strategy for Human Resources for Health; (d) Strategic Framework for Tuberculosis Control; (e) SADC Pharmaceutical Business Plan; (f) 'Draft Strategic Framework for Traditional Medicines' which is being finalised.
	Conducive regional environment for social development attained	Developed Code on Social Security and the Charter of Fundamental Social Rights.
	Dynamic and development oriented culture within the region facilitated	Initiated strong working relationships in the region, within the framework of the SADC principle on subsidiary, in order to implement programmes under the SADC Protocol on Culture, Information and Sport.
<b>Developing positive cultural values, attitudes and practices</b>	Healthy lifestyles enhanced	Healthy Lifestyles Day is commemorated annually, on the last Friday of February, in most Member States since 2010. A SADC Malaria Week is also observed in November annually.
	Equal opportunities and conducive environment for engendered social development created	Mainstreaming of gender in all major policy frameworks and strategic plans using either the gender equality or women empowerment approach being done.
	Reduction of infection rates of HIV and improved treatment and management of AIDS achieved.	An HIV Prevention Strategy has been developed and approved. Minimum Policy Standards for the Prevention of Mother-To-Child Transmission (PMTCT) have been developed. Developed a SADC HIV and AIDS Monitoring and Evaluation Framework. Developed and implemented two Strategic Frameworks for HIV and AIDS. Developed a SADC Orphans, Vulnerable Children and Youths Strategic Framework and Plan of Action, 2009 – 2015 and an associated Business Plan.
<b>Increase utilisation of human capabilities</b>	Integrated and competitive regional labour market developed	A Regional Tripartite System and structures were successfully established. The SADC Protocol on Employment and Labour was prepared in 2010 but not yet approved. The Charter for the SADC Regional Productivity Organisation (RPO), which is meant to spearhead productivity in the region, has been developed and approved.
<b>Availability and access to information</b>	Free Flow and Exchange of Information within the SADC Region facilitated	Draft Regional Information Policy initiated but not completed due to financial constraints.
	Appropriate and relevant information available in the SADC Region	Not achieved due to financial challenges.

Development; (2) Science and Technology; (3) Information and Communications technology; (4) Environment and Sustainable Development; (5) SADC Private Sector; and (6) SADC Statistics.

## ACHIEVEMENTS FOR CROSS

Issue	Planned	Achieved
<b>Gender and Development</b>	Regional gender policies and institutional frameworks	A "SADC Regional Gender Policy" was adopted by the Council of Ministers in 2007 and National Gender Policies were developed by all MS. A SADC protocol on Gender and Development was adopted and signed by 13 Member States. So far 8 Member States have ratified. All SADC Member States have established institutional mechanisms and structures for gender equality.
	Promotion of women's human and legal rights	All SADC Member states are a party to the UN Convention on the Elimination of all Forms of Discrimination against Women. Nine Member States have legislation on domestic violence and seven Member States have legislation pertaining to sexual offences. A "Regional Strategic Plan of Action on combating trafficking of persons especially women and children" was adopted by the SADC Council of Ministers. A "SADC Strategy for addressing Gender Based Violence in Conflict and post Conflict Areas" and the SADC "Framework for Mainstreaming Gender in the Peace and Security Architecture" were developed.
	Gender mainstreaming of policy programme and projects	SADC Gender Mainstreaming Toolkit developed and utilised. SADC Gender Workplace Policy developed and launched. SADC Sectoral Directorates trained on Gender Mainstreaming using the Toolkit. SADC Member States were trained on the usage of the SADC Gender Mainstreaming Toolkit. All SADC Member States have Gender Mainstreaming Programmes and projects. Eight SADC Member States adopted gender responsive planning, budgeting and implementation processes (Gender Budgeting).
	Access to resources and key political decision	The proportion of women in parliament has increased from 17.5% at in 1997 to about 24% at present. Thus, SADC average of women in parliament is higher than the global average of 19% and second only to the Nordic countries. A "SADC Regional Framework for Accelerating the Achievement of the 50% Target of Women Representation in Politics and Decision Making Positions at all Levels by 2015" was developed.
	Gender concerns have been mainstreamed in social and human development	Mainstreaming of gender has been done in various policy frameworks and strategic plans, such as in the "SADC Code on Social Security", the "SADC Protocol on Health" or the "SADC Protocol on Education and Training" or the "Regional Strategic Action Plan on Integrated Water Resource Management", Mainstreaming conducted in various documents and processes in the Organ on Peace, Security, TIFI, FANR, I&S and SHD&SP.
<b>Science and Technology</b>	Institutional and legal framework for regional integration and cooperation in science and technology	Draft Regional Strategic Plan in place. Capacity building in science and technology was carried out through Women Scientist award programme that was sponsored by the African Union Commission.
<b>Information and Communications Technology (ICT)</b>	Regulatory Environment for Information and Communications Technology	SADC Secretariat, through coordination of the Directorate of Infrastructure and Services, also implemented the following projects: (1) the SADC Frequency Band Plan, (2) SADC Roadmap on Digital Broadcasting Migration, (3) merger of the Communication Regulators' Association of Southern Africa (CRASA) and the Southern African Postal Regulators' Association (SAPRA) to form a converged Regulatory Authority, (4) e-SADC Strategic Framework as well as the (5) SADC Regional Information Infrastructure (SRII). Additional expertise comes from the implementing agencies Southern Africa Telecommunications Association (SATA) and CRASA.

**Desk Assessment of the  
Regional Indicative Strategic Development Plan 2005 - 2010**

<b>Environment and Sustainable Development</b>	Common Positions on Climate Change Negotiations	SADC Common Positions on Climate Change were developed and presented through coordination of FANR Directorate at the 15th and 16th Conference of the Parties of the United Nations Framework Convention on Climate Change in Copenhagen, Denmark in December 2009 and in Cancun, Mexico in 2010. Currently Member States and the Secretariat are preparing for their joint position and official side-events for the UNFCCC COP 17 in December 2011 in Durban (South Africa). With support from the AMCEN Secretariat, SADC Secretariat coordinated also a desktop study for the Southern African sub region on climate change
	Common Positions on Biodiversity	A SADC Common Position on Biodiversity was developed and presented at the 10th Conference of the Parties of the United Nations Convention on Biological Diversity in Nagoya, Japan in October 2010.
<b>SADC Private Sector</b>	Policy on public-private sector partnership	Not yet developed.
	Institutionalise public-private dialogue	MOUs signed with various regional business organisations. Association of SADC Chambers of Commerce and Industry (ASCCI) as well as the SADC Business Forum established.
	Establishment of a private sector unit in the Secretariat	Process is currently discussed with stakeholders.
	Regional competitiveness and business climate survey	Conducted a regional business and investment climate survey between 2006 and 2008.
	SADC biannual business forum	Process is currently being discussed with stakeholders.
<b>SADC Statistics</b>	Legal framework for statistics	A concept note on development of SADC statistics protocol was developed and endorsed through consensus as a working document by the SADC Statistics Committee during its meeting held in July 2011 in Namibia.
	Harmonisation of statistics in the region	Draft Common statistical standards for International Merchandise Trade Statistics (IMTS) for SADC have been formulated.
	Enhancement of capacity building in SADC Member States	SADC Statistics Training Strategy developed; Model syllabus in basic statistics developed, programme of short courses and the advanced diploma in official statistics together with related training materials developed. Member States capacitated in National Accounts, Prices statistics, Database development.
	Enhancement of use of cost-effective ICT statistical information sharing	SADC Statistics website developed.

Out of 46 targets set in the RISDP implementation framework of 2005 - 2010 under cross-cutting issues, 14% have been fully achieved, 68% partially achieved and 18% not achieved.

Most of the outputs that include policies and strategies for Gender and Development have been achieved as indicated in the above table.

Science and Technology is still building the important frameworks that are a pre-requisite for any further cooperation in this area. A lot of effort has been made in

statistics with frameworks having been drafted and Member States capacitated in national statistics and database development.

The SADC Private Sector initiatives have also taken off but a lot of effort is still required in this area. Information and Communication Technology also needs adequate attention and support during the next five years.

The developments for Environment and Sustainable Development have gained momentum through participation in the international negotiations on climate change.

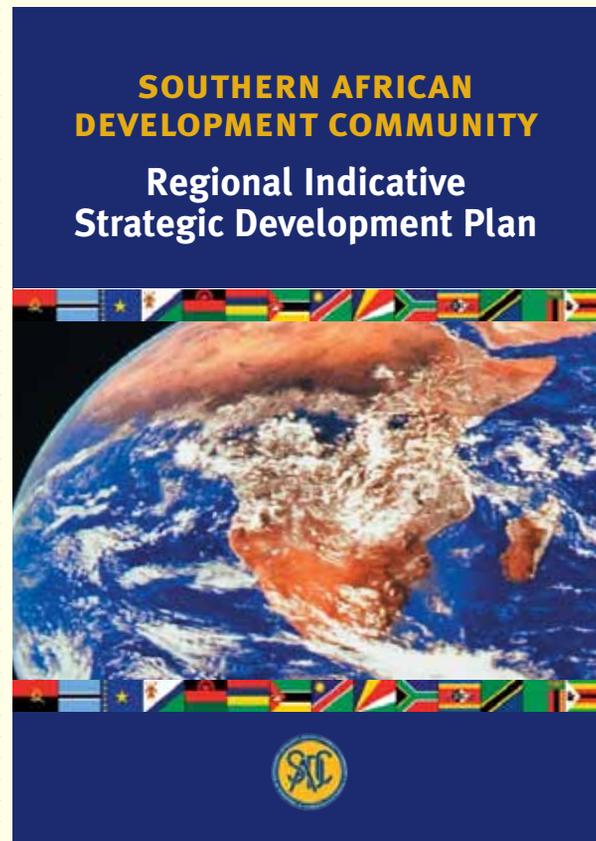
# 1 INTRODUCTION

## 1.1 BACKGROUND

The Regional Indicative Strategic Development Plan (RISDP) is a 15-year regional integration and implementation framework which was developed in the context of the review of operations of SADC institutions in order to enhance their efficiency and effectiveness in delivering the organisation's overarching goals of social and economic development and poverty eradication. The purpose of the RISDP is to provide strategic direction to the programming of operations in alignment with the SADC Common Agenda and strategy as enshrined in the SADC Treaty of 1992. The RISDP provides SADC Member States with a coherent and comprehensive development agenda on social and economic policies over the long term. It also provides the Secretariat and other SADC institutions with clear guidelines on SADC's approved social and economic priorities and policies, and, therefore, enhances their effectiveness in discharging their facilitating and coordinating role.

The RISDP was approved in 2003 and its effective implementation began in 2005, following the development of a detailed operationalisation framework. The framework clustered the RISDP priorities according to the organisational structure of the Secretariat for the period 2005-2020, set out the detailed plans and milestones for five years (2005-2010) and defined the roles of the Secretariat and the Member States in achieving the intended results. The RISDP's five-year plan was further stepped down to project the first annual plan (2005-2006) and has subsequently been used to guide the preparation of three-year mid-term expenditure frameworks on an annual rolling basis and the successive annual Corporate Business Plans and Budgets.

The RISDP is indicative in nature and its effective operationalisation is subjected to the decisions of SADC Policy Structure on the basis of strategic considerations,



including the availability of resources. In 2007, an important strategic decision was adopted by the Council to refocus SADC interventions on priority sectors within the RISDP<sup>2</sup> namely: Trade, economic liberalisation and development; Infrastructure in support of regional integration; Politics, defense and security cooperation; Food security, environment and management of trans-boundary natural resources; Social and human development; Gender and development; Statistics and Science and technology.

In August 2010, the SADC Council of Ministers approved the proposal from the Executive Secretary's Report to undertake the first Mid-Term Review of the Regional

<sup>2</sup> Decision taken at Council Meeting, Lusaka, Zambia, 2007

Indicative Strategic Development Plan (RISDP). Council also mandated the Secretariat to simultaneously undertake a desk assessment of the status of implementation of SADC Programmes by Member States, including compliance with the Treaty and other obligations, pending an independent Mid Term Review of the RISDP. Furthermore, at its meeting held in February 2011, Council mandated the Secretariat to do a desk assessment in consultation with Member States and to review the Terms of Reference of the independent Mid-Term Review of the RISDP on the basis of the findings of the desk assessment. This document therefore provides the findings of the desk assessment carried out by the Secretariat for the period 2005-2010. It is foreseen that independent review will commence as soon as the key findings of the desk review are adopted by the Council in November 2011.

### 1.2 Purpose of the desk assessment

The main purpose of the desk assessment is to undertake a desk review of the status of the implementation of the RISDP by key actors/stakeholders and to determine whether the execution of the RISDP was according to the established objectives in terms of inputs, main activities, outputs as well as the implementation, and to constitute a basis for developing the Terms of Reference, including its costing, for the Mid-Term Review.

### 1.3 Scope of the assessment

The assessment covers programmes and projects undertaken by the Secretariat and implementation by

Member States from 2005 to 2010. The following criteria for evaluation have been used:

- **Coherence of interventions:** Are the programmes and projects which have been implemented aligned with the priorities and key objectives agreed in the five-year Operationalisation Plans, other relevant mid-term plans and Council decisions? The issue is to find out whether what was agreed to be done has actually been done. Where applicable, the assignment will highlight cases where programmes and projects have departed from the initial priorities and plans and will provide explanatory notes.

- **Effectiveness:** What is the extent of achievement of planned outputs and outcomes? Have the milestones and targets for the focus areas been reached? The possible causal factors of actual results (positive or negative) will be analysed and reported.

- **Efficiency:** Were the financial resources foreseen from annual budgets and financing agreements (in the case of ICP funded projects) used in an efficient manner? Were the modalities used for implementation efficient? Were the outputs delivered in time? Were resources (technical, equipment, general support services etc) adequate?

# 2 METHODOLOGY

## 2.1 GENERAL APPROACH

The desk assessment is largely based on the RISDP 2005-2010 Implementation Framework, which was used as a main reference document for all the operational plans in the period under review. The successive Budget Outlook Papers up to the fiscal year 2010/2011, which capture the strategies such as re-prioritisation and resource allocation decisions taken by the SADC Council of Ministers, were also taken into consideration.

The assessment involved the analysis of data gathered from existing documentation resources, mainly from within the Secretariat. Those include annual progress Implementation Reports, records of policy structures and technical committee meetings, and project evaluation reports. Questionnaires were sent to Member States and from all responses received, the information was taken into consideration. Hence, although the assessment was solely conducted by the Secretariat, the analysis was broadly based on a wider range of documented information which also reflected the views of Member States and other SADC stakeholders.

## 2.2 EVALUATION FRAMEWORK

According to the provisions made in the RISDP with regard to Monitoring and Evaluation, the “efficiency, effectiveness and relevance of the RISDP in achieving the overall objective of poverty alleviation and its ultimate eradication” need to be evaluated through self-evaluation as well as independent in-depth evaluation. It is foreseen that the focus of self-evaluation is the review of progress on programme implementation in the medium term with a view to align activities with the objectives of the RISDP, whereas the purpose of independent in-depth evaluation may lead to a deeper reviews of the RISDP.

As much as possible, evaluation of achievements is based on SADC Secretariat core functions of, among other: i) facilitating policy development and harmonisation, ii) developing strategic plans or frameworks and iii) building capacity at regional level. To that end simple performance criteria, namely fully achieved, partly achieved and not achieved, were used to measure the level of effort in implementing activities and delivering outputs and targets set out in the beginning of the plan period in 2005.

The outputs and targets were established on the basis of the relevant Protocols in the different sectors, which are an integral part of the RISDP Implementation Framework. Whereas the Secretariat’s role is to focus on coordination of policies and programmes to operationalise the Protocols, it is primarily the responsibility of Member States to implement the Protocols. The relevant Protocols are referred to in the reports of the various sectors. Annex 1 to this Report shows Protocols that are in force as at June 2010.

## 2.3 METHOD

The desk assessment was conducted by the Secretariat based on data gathered from documented information



at the Secretariat and information received from Member States. A technical task team, composed of Directorate experts and technical assistants, was appointed to develop the terms of reference and coordinate the assessment under the direct supervision of the Programme Management Committee (PMC) and overall responsibility of the Deputy Executive Secretary – Regional Integration.

The assessment was based on the 2005-2010 Implementation Plan and reprioritisation decisions subsequently made by Council during the implementation period. The task team developed a standard matrix template to harmonise the research work for the compilation of data and the analysis. A standard questionnaire was developed and sent to 14 Member States (with the exception of Madagascar which is currently under suspension) to facilitate objective analysis and reporting. The response from Member States was initially poor but picked up after MS reconfirmed their commitment to the RISDP Desk Assessment during the Council Meeting held in August 2011 in Luanda, Angola, where Council directed that all MS should submit their responses to the questionnaire by October 2011. Accordingly, by end of October 2011, out of the seven Member States which had not completed the questionnaire, six had responded. This represents a response rate of 93.3%. The feedback was analysed and incorporated in the draft assessment report which was initially submitted to the council in August 2011.

The fact finding and preliminary data analysis were conducted by Directorates and Units for the intervention areas which are their responsibilities. The members of the task team reviewed the analysis and compiled sectoral reports which were reviewed and further consolidated into the assessment report. The report was reviewed by the PMC and a recommendation made to the Executive Secretary for approval.

The second round analysis of the questionnaires from MS confirmed the initial findings of the assessment which identified the need to strengthen the implementation processes of RISDP at MS level and to develop suitable coordination mechanism between the regional and national levels (*see recommendations 1 and 3*).

## **2.4 LIMITATIONS ENCOUNTERED**

An inherent limitation of the desk assessment is that the sourcing of information relies to a large extent on the documentation system. Research on specific intervention areas to deepen analysis was somewhat constrained by the non-availability of an electronic documentation system. Collection of data was mainly based on inputs by Sectoral Programme Officers, which made the research process highly dependent on the availability of those persons. This had a bearing both on the quality of the analysis and the efficiency of the process, as the Programme Officers had to allocate extra time to prepare inputs. The process thus mobilised more people than it would have if there had been an adequate electronic documentation system.

Moreover, the fact that the monitoring system in SADC (Secretariat and Member States) is still weak, made it more difficult to identify critical issues that need deeper analysis, as the monitoring process would have already flagged critical areas of risk. The lack of an adequate framework of indicators of results of programmes coordinated by the Secretariat, as well as implementation programmes at Member States, also affected the process. When the assessment was presented to Council in August 2011, feedback from several Member States was initially very low which affected the scope and objectivity of key findings and conclusions reached.

# 3 FINDINGS BY KEY PRIORITY AREAS

## 3.1 TRADE INDUSTRY FINANCE AND INVESTMENT

Trade Industry Finance and Investment (TIFI) is a very strategic sector which anchors key elements for regional cooperation and economic integration. In view of its critical importance, SADC Council of Ministers in 2007 identified it as the highest priority area for advancing the SADC regional economic integration agenda. The overall goal of the TIFI intervention area is to facilitate trade and financial liberalisation, competitive and diversified industrial development and increased investment for deeper regional integration and poverty eradication through:

- (i) goods and services market integration;
- (ii) financial and capital markets development and strengthening;
- (iii) attainment of deeper monetary cooperation;
- (iv) attainment of macro-economic convergence;
- (v) increasing levels of intra-SADC investment and foreign direct investment (FDI);
- (vi) enhancing productive competitiveness; and
- (vii) effective participation in and compliance with international agreements.

The 2005-2010 RISDP implementation frameworks identified outputs and targets to be achieved in the planned period. Two key milestones were envisaged to be achieved within this implementation period, namely, attainment of Free Trade Area (FTA) by 2008 and a Customs Union by 2010. Thereafter, it was envisaged that SADC would progress towards:

- (i) a Common Market by 2015;
- (ii) a Monetary Union by 2016; and
- (iii) an Economic Union, with a single currency by 2018.

### OVERVIEW OF IMPLEMENTATION OF THE RISDP 2005-2010

The desk assessment of the RISDP implementation in the Trade, Industry, Finance and Investment Sector shows that a lot of progress has been made towards achieving set targets in the regional economic integration agenda. Important policies, protocols and frameworks have been developed, adopted and approved by various Governing structures of SADC. The assessment also reveals that a lot of institutions and committees to provide coordinated leadership in the implementation process have been established and are functional. Of notable progress made in the implementation period was the launching of the Free Trade Area in August 2008 - a key milestone towards attainment of deeper regional economic integration in SADC.

The implementation framework identified 34 delivery targets at the output level of different Key Result areas in this sector. The assessment shows that 65% of these targets have been fully achieved and 29% partly achieved while 6% were not achieved.

Despite this progress, serious implementation challenges and bottlenecks still remain. During the period under review, the TIFI Directorate, like other Directorates and Units of the Secretariat did not have adequate human and financial resources to effectively implement and deliver on all the targets and milestones set for the period.

On the other hand, the majority of the Member States did not set aside resources for planning and implementation of RISDP Programmes at national level. The SADC National Structures, where they were created,

did not possess the requisite capacity to effectively coordinate implementation of the RISDP Programmes. The result has been that commitments to implementing agreements, according to set targets in many instances, were not carried out, while in some cases, deadlines were missed. For example, a SADC Customs Union, envisaged to be set up in 2010 has not been established essentially because of the complexity created by multiple memberships of SADC Member States in other regional trading arrangements pursuing similar integration ambitions as SADC.

The following section outlines a detailed assessment of the extent of achievement towards implementing milestones and targets outlined in the RISDP Implementation Framework of 2005-2010.

### **3.1.1 GOODS AND SERVICES MARKET INTEGRATION**

#### **3.1.1.1 Achievements**

##### **Target 1: Attainment of Free Trade Area by 2008**

It was foreseen in the RISDP that SADC would attain a Free Trade Area by 2008. A phased programme of tariff reductions commenced in 2001, resulting in the attainment of minimum conditions for the FTA in 2008 when 85% of intra-regional trade amongst the partner states attained zero duty. This created adequate conditions to launch the FTA in August 2008. Maximum tariff liberalisation would, however, be attained in January 2012 when the tariff phase down process for sensitive products will be completed. For SACU countries, this process was completed in January 2007; while for Mozambique the process will only be completed in 2015 in respect of imports from South Africa. Twelve out of fifteen SADC Member States are part of the FTA while three, namely Angola, DRC and Seychelles are still outside. Despite the achievement made in this milestone, some FTA Member States are still lagging behind in the implementation of their tariff phase down commitments. For instance;

(i) Malawi has been falling behind in implementing its tariff phase down schedules since 2004. However in December 2010, Malawi undertook a tariff reform exercise to align its tariff schedule to the COMESA and SADC tariff regimes. Following this exercise, the Secretariat is assessing Malawi's tariff schedule to determine the level of compliance with its commitments under the SADC Trade Protocol.

(ii) Zimbabwe also experienced problems in implementing its tariff commitments on sensitive products and was granted derogation to suspend tariff phase downs from 2010 until 2012. Annual reductions will therefore resume in 2012, for completion in 2014.

(iii) Tanzania was on schedule with respect to its tariff commitments but applied in January 2011 for derogation to levy a 25% import duty on sugar and paper products until 2015 in order for the industries to take measures to adjust. The application is still under consideration by the Committee of Ministers of Trade (CMT).

### **IMPACT OF THE FTA ON INTRA – SADC TRADE FLOWS**

Since 2000, when implementation of the SADC Trade Protocol commenced, intra-SADC trade has more than doubled. As illustrated in Table 1 below, intra-SADC trade is estimated to have grown in absolute terms from about US\$13.2 billion in 2000 to about US\$34 billion in 2009, representing an increase of about 155%. However, as a proportion of total SADC trade, intra-SADC trade has only grown from 15.7% to 18.5% in the same period. This analysis would be further informed by sectoral analysis which would be undertaken in the Mid Term review. As the process to remove tariffs on sensitive products is still ongoing until 2012, there is still potential for further expansion of intra-SADC trade as most of the products on the sensitive list such as textiles and clothing, leather and leather products are highly tradeable products.

TABLE 1: SADC TRADE (IN US\$ MILLIONS), 2000 - 2009

Reporting Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Angola <sup>1</sup>					824	1,626				
Botswana <sup>1</sup>	1,905	1,859	2,242	2,489	3,247	3,315	3,329	4,320	5,372	4,439
DRC										
Lesotho <sup>1</sup>	677	878	919	1,100	1,270	952				
Madagascar <sup>1</sup>	122	146	93	217	205	277	220	314	476	553
Malawi <sup>1</sup>	290	415	493	572	665	860	993	1,053	1,286	1,453
Mauritius <sup>1</sup>	351	319	332	531	531	490	518	590	695	647
Mozambique <sup>1</sup>	671	615	762	885	1,047	1,449	1,505	1,610	1,560	1,577
Namibia <sup>1</sup>	1,673	1,586	1,611	2,658	3,013	3,133	3,474	4,722	5,314	5,768
Seychelles <sup>2</sup>						63	76		102	115
South Africa <sup>2</sup>	3,521	3,295	3,428	3,930	4,754	6,152	7,143	9,764	13,504	9,283
Swaziland <sup>1</sup>	1,804	2,004	1,871	2,059	2,852	2,104	1,801	1,738	1,136	2,190
Tanzania <sup>1</sup>	253	290	296	383	518	784	1,035	742	1,241	606
Zambia <sup>1</sup>	842	1,017	1,043	1,527	1,998	1,968	2,516	3,306	4,000	3,146
Zimbabwe <sup>1</sup>	1,171	1,250	1,946	1,503	3,464	2,754	6,073	4,576	3,291	4,166
<b>Total Intra-SADC Trade</b>	<b>13,279</b>	<b>13,673</b>	<b>15,036</b>	<b>17,854</b>	<b>24,389</b>	<b>25,927</b>	<b>28,683</b>	<b>32,735</b>	<b>37,977</b>	<b>33,943</b>
<b>Total SADC Trade</b>	<b>84,782</b>	<b>82,860</b>	<b>87,606</b>	<b>97,852</b>	<b>131,942</b>	<b>148,021</b>	<b>177,032</b>	<b>203,544</b>	<b>231,867</b>	<b>183,847</b>
<b>Intra-SADC Trade as % of Total SADC Trade</b>	<b>15.7%</b>	<b>16.5%</b>	<b>17.2%</b>	<b>18.2%</b>	<b>18.5%</b>	<b>17.5%</b>	<b>16.2%</b>	<b>16.1%</b>	<b>16.4%</b>	<b>18.5%</b>

Source: Member States National Statistics Offices.

**Target 2: Rules of Origin reviewed by 2008**

An Annex providing a set of common rules to determine the origin of goods that would qualify for preferential tariff treatment under the SADC trade regime was adopted as part of the Trade Protocol. The Annex provides for product specific rules aimed at encouraging the optimum utilisation of regional resources and allowing for forward and backward linkages in the various production chains.

The Mid-Term Review of the SADC Protocol on Trade conducted in 2004 indicated that, from a private sector perspective, the SADC rules of origin were complex and not supportive to enhancing intra-regional trade and competitiveness. The Review called for the reform of the rules towards less restrictiveness and simplicity. Following these findings a review of the rules of origin took place between 2005 and 2008, resulting in the CMT adopting recommended changes to the List rules for most of the tariff lines with notable exception of textile and clothing. Negotiations for revised rules of origin for textiles and clothing remained deadlocked as there continues to be divergent views among Member States regarding the degree of transformation required to confer origin on manufactured textiles and clothing items.

The need to review rules of origin for textile and clothing has now become a priority issue in the light of the expiry in December 2009 of the MMTZ Arrangement, which provided a special dispensation allowing for single stage transformation for textile and clothing exports from SADC's least developed members, namely; Malawi, Mozambique, Tanzania and Zambia. A high level expert group on Textile and Clothing has been established to expeditiously deal with rules of origin for textiles and clothing. Wheat flour is also still being traded outside the FTA regime as no rule could be agreed upon, and similarly an expert group has been established to work in this area although the expert group is not yet functional.

Although there are still reports that the SADC rules of origin continue to be complex and restrictive, the 2010 Annual Audit on the implementation of the Protocol on Trade revealed that some Member States (except South Africa which started its

implementation in 2010) had not yet started implementing the new rules adopted by CMT in 2008, while some were still in the process of gazetting them. With this, the objective of making the rules simpler and less restrictive has not been met.

**Target 3: Harmonisation of Customs Rules and Procedures**

Simplification and harmonisation of customs laws, regulations and procedures as well as modernisation and capacity development in the SADC Customs Administrations is important to ensure efficient and effective movement of goods across the region.

A SADC Customs Act was developed and adopted by the CMT in 2007 as a benchmark model law for harmonisation of customs laws in the region. Other common procedures developed for adoption include the SADC Single Administrative Document, the Transit Management System and a Common Tariff Nomenclature.

Capacity building interventions targeting customs administrations were undertaken through joint training programmes for customs officials and staff exchanges. Further, the following training modules were developed between 2007 and 2010: (a) WTO Valuation; (b) Client Care; (c) Customs Cooperation; (d) SADC EPA-EU Rules of Origin; (e) Integrity; (f) Management Development Programme; (g) Post Clearance Audit; (h) Risk Management; (i) SADC Protocol on Trade; (j) SADC RoO; (k) Tariff Classification; (l) Trade Facilitation; (m) Train the Trainer; (n) Transit; and (o) Warehousing, to ensure a common understanding and similar approaches to implementation of customs procedures across the region.

Efforts to create a Customs Wide Area Network, whose purpose would be to facilitate inventory control, accounting for goods and revenue, simplified and efficient declaration of goods as well as production of trade statistics did not materialise largely because different customs administrations in SADC use different IT systems, such as CAPE, ASYCUDA, etc. This problem was further exacerbated by the relatively undeveloped customs infrastructure in Member States which

could not support connectivity and data interchange at regional level.

**Target 4: Attainment of Internationally Accepted Standards and Harmonisation of SPS Measures**

In 2008, the CMT approved Annexes on Technical Barriers to Trade and SPS measures, which establish modalities of cooperation in the implementation of a regional technical regulatory framework and SPS measures respectively. The regional SQAM structures, including committees in the areas of standardisation, quality assurance, accreditation, legal metrology and industrial/scientific metrology were established through the SADC SQAM MoU signed in 2000 and are working to ensure harmonisation of regional standards and technical regulations as well as improvement of the regional SQAM infrastructure.

Procedures for harmonisation of standards have been developed and a number of initiatives have been taken to develop the regional SQAM infrastructure. A regional accreditation body, the SADC Accreditation Service (SADCAS) was established in 2009 and is based in Botswana. SADCAS offers accreditation in the areas of testing, calibration, certification and inspection. Since its operation, SADCAS has accredited testing laboratories in Botswana, Seychelles and Tanzania.

**Target 6: Elimination of Non-Tariff Barriers**

While progress has been achieved in lowering tariff barriers to intra-regional trade, NTBs have become widespread. In general, as tariffs diminish in importance, NTBs tend to proliferate and become significant barriers to trade. NTBs identified in SADC range from procedural and administrative matters (such as customs clearance procedures, documentation and interpretation and application of Rules of Origin) to technical and regulatory matters (such as un-harmonised standards) and sometimes charges and fees related to clearance of goods in transit.

A mechanism to facilitate the elimination of Non-Tariff Barriers (NTBs) in the region was developed and adopted by CMT in July 2007. The mechanism has been extended to cover all countries involved in the COMESA-EAC-SADC Tripartite arrangement. The mechanism offers the

region a platform to address NTBs in a consistent manner, recognising the challenges posed by overlapping membership of Regional Economic Communities (RECs) in the southern and east African region. Implementation of the mechanism involves collaborative cooperation between private sector operators, national focal points based in government trade departments and the Secretariats who have to consistently follow up on posted reports.

Since the SADC online system became operational, 329 notifications have been made out of which 223 have been resolved, through both the online monitoring and the meetings of the Sub-Committee on Trade Facilitation.

**Target 7: Attainment of SADC FTA in Services**

The SADC Protocol on Trade envisaged the development of an Annex on Trade in Services to facilitate liberalisation of intra-regional trade in services. The RISDP implementation matrix envisaged that the Annex would be in place by 2009. A Draft Framework Protocol on Trade in Services instead of an Annex was developed and approved by the CMT in 2009. The Framework Protocol is due to be presented for legal vetting to the Ministers of Justice and Attorneys General. This situation poses a challenge that negotiations on liberalisation schedules cannot start. Further delays in advancing the SADC agenda on services will frustrate efforts towards improving access to affordable and quality services and stimulation of competitiveness of the SADC economy.

**Target 8: Attainment of Customs Union by 2010**

The next stage in the SADC integration process after attainment of FTA was the Customs Union. The RISDP implementation matrix envisaged the negotiation of a Common External Tariff (CET) and a legal instrument providing for a Customs Union and a Common Market between 2005 and 2008, resulting in the implementation of a CET by 2010. As part of the preparatory process, the Common Tariff Nomenclature and a Harmonised System based on HS 2002 were developed and adopted by the CMT in 2005. The assessment shows that real preparatory work towards the Customs Union started in earnest in 2006 following the SADC Extra-Ordinary Summit of October 2006 which

created a Ministerial Task Force on Regional and Economic Integration whose main focus was on fast-tracking the SADC regional economic integration agenda.

The establishment of the Customs Union has been highly protracted because of the complexity created by multiple memberships of SADC Member States in regional trading arrangements with similar regional integration ambitions. As a result, the target date of 2010 for the establishment of the Customs Union has not been met. However, there is still commitment to work towards a Customs Union. In this regard, a High Level Expert Group was established in August 2010 to identify parameters, benchmarks and milestones and design a model Custom Union for SADC. This process should take into account challenges facing SADC Member States, including economic imbalances and customs revenue sensitivities amongst Member States. The Expert Group is expected to present its report by December 2011.

#### **3.1.1.2 Challenges and bottlenecks**

In the goods and services market integration area, the main focus is to consolidate the SADC Free Trade Area attained in 2008. In this respect, the following challenges can be identified:

- Effective monitoring of implementation of various provisions of the Trade Protocol by the Secretariat to ensure compliance to commitments by Member States due to lack of resources, in particular, human resource capacity;
- Bringing all Member States that are outside the Free Trade Area into the FTA and compliance to tariff phase down commitments by Member States;
- Reforming the SADC Rules of Origin so that they do not restrict trade;

- Proliferation of NTBs as a form of protection or revenue raising mechanism are being removed. This requires regular and effective monitoring which cannot be achieved by the current staff complement;

- Lack of compliance and full implementation of customs and trade facilitation instruments by Member States;

- Lack of enforcement mechanisms to ensure compliance with commitments;

- Specific to services, structural challenges underlying the services sector in SADC, which also need to be addressed in parallel with the market access negotiations include:

- o Weak private sector capacity in most Member States to supply services, which weakens their offensive interests in services negotiations both at the regional and multilateral levels. This explains the cautious and defensive approach Members have adopted towards the liberalisation of services.

- o Weak regulatory capacity and institutions in some cases affects the liberalisation of services due in part to the absence of updated regulations and information on the services sectors.

The issue of multiple memberships by SADC Member States in regional trading arrangements with similar integration ambitions as SADC will continue to undermine efforts towards deeper regional economic integration. This is a major challenge which currently faces the process towards the establishment of the SADC Customs Union.



### 3.1.2 FINANCIAL AND CAPITAL MARKETS DEVELOPMENT AND STRENGTHENING

Development, strengthening and deepening of integration of financial and capital markets is important in facilitating the free movement of capital and in mobilising private resources for the promotion of growth and development in the region.

#### 3.1.2.1 Achievements

The RISDP had foreseen to achieve the following targets in the period under review:

##### **Target 9: Framework for liberalisation of Exchange Control Developed**

A policy framework for the liberalisation of exchange controls was finalised and approved by the Ministers responsible for Finance and Investment in 2008. Liberalisation has been ongoing over the past years, but at variable speeds, with four Member States (Botswana, Zambia, Mauritius and Seychelles) having fully liberalised exchange controls.

##### **Target 10: Framework for ensuring Capital and Financial Efficiency and Stability Developed**

A review of the potential benefits for harmonising listings requirements was undertaken and a framework for dual and cross listings on regional stock exchanges developed in 2008. Further, a

model for interconnectivity of stock exchanges has been developed, but implementation remains a challenge due to lack of funding.

##### **Target 11: Establishment of SADC Financial Institutions Facilitated**

Progressing the SADC regional economic integration process is invariably predicated on the mobilisation of adequate resources. The RISDP foresaw the establishment of the Project Preparation and Development Facility (PPDF), the SADC Regional Development Fund (SRDF) and the Development Finance Institutions Network as important internal sources for regional development.

Progress has been made in establishing the PPDF. The facility is operational and is housed at the Development Bank of Southern Africa. The Financing Agreement for the initial seed capital is being finalised and the first batch of pipeline projects are being prepared. A study on the SRDF has been completed and a Task Force has been established to synthesise the report and make recommendations to the Ministers of Finance. Through the SADC Development Finance Resource Centre, the SADC Public-Private-Partnership Network has been launched with the ultimate objective of mobilising public and private resources for regional infrastructure.

### 3.1.2.2 Challenges and Bottlenecks

- A general lack of capacity for FIP implementation is more pronounced in this area, particularly, the non-existence of technical support from the Secretariat in the Non-Banking Financial Institutions and Services Area. Capacity is also limited to effectively support in the area of regional development finance, a key aspect of the regional integration agenda.
- Financial constraints to support activities and programmes of some of the structures/committees functioning in this area, such as the Committee on Insurance, Securities and Non-Banking Financial Authorities as their functions have not been relocated to the Secretariat following the restructuring exercise. These institutions have also not been established as SADC subsidiary organisations;
- Delays in establishing sustainable resource bases for the region, such as the Regional Development Fund, presents major challenges in financing the regional development agenda.

### 3.1.3 ATTAINMENT OF DEEPER MONETARY COOPERATION

The need to coordinate and to some extent harmonise monetary policies has been recognised in the RISDP as critical in progressing deeper regional economic integration.

#### 3.1.3.1 Achievements

The following targets were set to be achieved in the period under review:

#### **Target 12: Mechanisms for regional monetary cooperation established**

A SADC Committee of Central Bank Governors (CCBG) has been set up to spearhead cooperation among the central banks with a view to enhance regional monetary cooperation, including reform of the payment, clearing and settlement systems; harmonisation of legal operational frameworks for central banks and implementation of best banking practices. Regional cooperation among SADC central banks is expected to lead to deeper monetary integration through the establishment of a SADC Central Bank and attainment of a monetary union.

#### **Target 13: Operationalisation of Payment, Clearing and Settlement System Facilitated**

Focus has been on the modernisation of payment systems and the development of the cross-border settlement system. A Real Time Gross Settlement System (RTGS) was developed and has been successfully implemented by 12 Member States. A proposal for a cross-border payment and settlement system, based on a single currency whereby payment transactions in the SADC region will be settled at a central location, was developed by the SADC Payment Systems Steering Committee. The model will be tested initially on the Common Monetary Area countries using the South African Rand and can be rolled out to the rest of the SADC Member States as the region advances its integration process.

#### **Target 14: Implementation of Best Banking Practices, Norms and Standards Facilitated**

The SADC Subcommittee on Bank Supervision, in a bid to promote application of international best practice within the domestic banking regulatory and supervisory system, has been spearheading self-assessments on the status of implementation of international standards. The ICT Subcommittee developed and maintains an application to support harmonised bank supervision processes. All Member States except Madagascar have implemented the application.

#### **Target 15: Development of Institutional Administrative and Legal Framework Facilitated**

The main challenge towards this target is the existence of a multiplicity of legislative and institutional models among Member States which poses a huge bottleneck in setting harmonised frameworks for control related to exchange policies, bank procedures and systems. In an effort to facilitate the resolution to this problem, a Model Central Bank Law was developed and approved by the SADC Ministers of Finance in July 2009. The law seeks to promote the adoption of general principles facilitating the operational independence of Central Banks; to create clear standards of accountability and transparency in the legal and operational frameworks of Central Banks; and to facilitate harmonisation. These key

principles are essential for the achievement of a harmonised legislation and the establishment of a SADC Central Bank.

### 3.1.3.2 Challenges and Bottlenecks

This area is coordinated by the CCBG and a lot of progress is being made in all areas. The major challenge relates to lack of clarity with regard to the pace and direction of the regional integration agenda, given the failure to achieve the Customs Union milestone and the complication presented by the overlapping membership of SADC Member States in other regional economic integration entities with similar objectives as SADC. Some

maintaining prudent fiscal stance that avoids large fiscal deficits; and high debt servicing ratios to facilitate and maintain a stable macroeconomic environment in the region. Regional frameworks for inflation, fiscal deficit, and public debt as well as implementation programmes were adopted by Ministers responsible for Finance and Investment in 2007. The first comprehensive review of the SADC Macroeconomic Convergence Programme was undertaken in 2008.

### 3.1.4.1 Achievements

The following were targets for the Macroeconomic convergence programme during the period under review:



challenges relate to inadequate human resources within the CCBG Secretariat and lack of financial resources to undertake some projects to facilitate cooperation and harmonisation in the banking sector.

### 3.1.4 ATTAINMENT OF MACROECONOMIC CONVERGENCE

The SADC Macroeconomic Convergence (MEC) programme involves a commitment by Member States to meet a set of macroeconomic convergence criteria, which include restricting inflation to low and stable levels;

#### **Target 16: Single digit inflation rate achieved by 2008**

By 2007 most SADC countries achieved single digit inflation, despite the upward pressure of rising food and oil prices pushed inflation up almost in almost every Member State. The 2008 review indicated that only three countries (Malawi, Mauritius and South Africa) achieved single digit average annual inflation. However, by December 2010, most Member States recorded single digit inflation rates.

**Target 17: Budget deficits not exceeding 5% of GDP by 2008**

The review of 2008 indicated that all Member States achieved a budget deficit of less than 5% of GDP. However, Lesotho, Namibia, South Africa and Tanzania in 2010 recorded budget deficits above 5% of GDP as a result of the impact of the global economic crisis.

**Target 18: Nominal value of Public and Publicly Guaranteed debt less than 60% of GDP by 2008**

All countries except DRC and Zimbabwe achieved a public debt of GDP of less than 60% in 2008.

Fiscal positions of most Member States continue to improve with satisfactory performance in fiscal balances and public debts to GDP. Generally economic performance in SADC was satisfactory in 2010 as the global economy continues to recover. The situation suggests that the region is making good progress towards achieving the MEC targets set for 2012.

**Target 19: Operationalisation of the Peer Review Mechanism achieved by 2006**

Although this target has been missed, a framework comprising Terms of Reference for the Peer Review Panel; Guidelines for Assessing Member States Performance against targets; and Early Warning Models for Macroeconomic Surveillance were developed in 2010. A deliberate decision was taken by the Ministers responsible for Finance and Investment to operationalise the Peer Review Mechanism only once the Protocol on Finance and Investment had entered into force. The Peer Review Panel is expected to meet in the course of 2011 to adopt this framework and operationalise the Peer Review Mechanism.

**3.1.4.2 Challenges and Bottlenecks**

- The targets and timelines set for the macroeconomic convergence indicators are generally viewed as tight by some of the Member States and these may not be able to achieve them;
- Lack of capacity in a majority of Member States in the areas of macroeconomic analysis, modeling

and forecasting. Further, most Member States have challenges in producing and disseminating quality and timely macroeconomic statistics. Both of these challenges have a bearing on the ability of Member States to formulate, implement and monitor macroeconomic convergence programme.

- The macroeconomic convergence programme is sensitive to external shocks such as the food and fuel price shocks of 2007 and 2008; and the global economic crisis in 2009. The lack of capacity in macroeconomic analysis and non-availability of quality and timely macroeconomic statistics complicate the situation as Member States are unable to respond to these shocks on time and with the right policies.

**3.1.5 INCREASING LEVELS OF INTRA-SADC INVESTMENT AND FOREIGN DIRECT INVESTMENT**

The need to coordinate policies and activities for



promoting investment is deemed necessary to facilitate increased levels of investment in the region. The development of investment promotion instruments and incentives, a policy on Public Private Partnerships and as well as strengthening and promoting networking of the Investment Promotion Agencies found to be important in facilitating increased levels of investment in the region.

**3.1.5.1 Achievements**

**Target 20: Investment Promotion instruments and Incentives Developed by 2005**

- A number of initiatives were carried in this area:
- Tax incentives guidelines were developed in

2009/10 to facilitate harmonisation of the application and treatment of tax incentives across the region.

■ An investment promotion programme was launched in 2010 where SADC Investment Promotion Agencies (IPAs) agreed to jointly participate as SADC at investment promotion events. SADC used the CAF Africa Cup of Nations and the FIFA World Cup as launch pads to raise awareness about SADC programmes and to promote sustainable economic investment into the Region. The programme included a number of investment promotion events, such as high level seminars; investor targeting missions; media promotional events etc. Significant impact has been made in creating awareness regarding investment opportunities in SADC. These activities have been developed into a broader initiative to improve the involvement of the Private Sector in SADC. See cross-cutting section for more details.

■ A study on SADC investment regimes was undertaken and was complemented by a World Bank Assessment Study of the SADC Investment Climate. The findings of these studies have been presented in a publication on *“Investment Regimes, Foreign Direct Investment Trends and Characteristics in SADC Member States”* produced in 2010. In addition, a SADC investment portal is being developed on the basis of the information gathered. This very comprehensive information is important in providing awareness regarding the SADC investment climate, opportunities and for its use in facilitating the interaction with the Investment Promotion Agencies in Member States

■ Through collaboration with the International Institute for Sustainable Development, a Model SADC Bilateral Investment Treaty (BIT) Framework has been developed. Member States have agreed to develop guidelines for implementation of BITs for effective regulation of foreign investment in their domestic economies.

**Target 21: Networking and Strengthening Investment Promotions Agencies by 2007**

The SADC IPA Forum was formally launched at an IPA Peer-to-Peer event in Mauritius in January 2011. The objective of the IPA Forum is to share information and experiences and to dialogue and

develop strategies aimed at improving the regional investment climate.

**Target 22: SADC Policy on PPP developed by 2005**

This target has not been fully achieved. Initial work involving development of the concept note on private sector involvement and engagement has begun. A private public partnership network has been established and will help in the coordination of the Public-Private-Partnerships (PPP) in the region. The SADC Development Finance Resource Centre (DFRC) is spearheading this initiative and the policy framework is yet to be formally adopted. The SADC Policy on PPP is envisaged to be finalised by December 2011.

**3.1.5.2 Challenges and Bottlenecks**

- Lack of structures in some Member States to facilitate dialogue between business Intermediary Organisations (IO) and government;
- Limited ability of regional private sector to properly engage with overseas investors to facilitate business to business deals;
- Lack of information and to some extent, there is still poor perception of SADC as an investment location by foreign investors;
- Human resource constraints at the Secretariat particularly because the investment promotions function is not separate from other investment focus areas.

**3.1.6 COOPERATION IN TAXATION AND RELATED MATTERS**

The objective of cooperation in this area is to strengthen tax administrations, thereby enhancing Member States' ability to generate revenues; deter fraud and smuggling; facilitate trade; and improve the investment climate in the region.

**3.1.6.1 Achievements**

The following targets were foreseen to facilitate the achievement of this objective in the period under review.

**Target 23: Database in place in three chapters by 2005**

To provide information on the tax regimes in Member States, a Tax Database was developed in 2005 and populated with information on direct taxes, indirect taxes and tax incentives applicable in all Member States. Training has been carried out to enable regular, direct and remote updating by Member States.

**Target 24: Model Tax Treaty for SADC developed by 2006**

A SADC Model Double Taxation Avoidance Agreement (DTAA) was developed in 2007 to facilitate Member States negotiations of these agreements. Following this, a Commentary was developed to facilitate the use of the Model Agreement, and was concluded in 2010. Training in the interpretation of DTAA's and in practical negotiation skills has been provided to Member States in order to improve the uptake and use of the agreements.

**Target 25: VAT information sharing mechanism in place by 2008**

As VAT harmonisation is not a realistic aim in SADC at the moment, information sharing on VAT is foreseen in the context of the SADC Agreement for Assistance in Tax Matters (AATM), see progress report under Target 28 below.

**Target 26: VAT model act or guidelines in place by 2008**

Work to develop VAT Guidelines based on the "destination principle" is ongoing. The initial work done in 2007, based on the "origin principle", was not accepted by Member States.

**Target 27: Excise guidelines in place by 2010**

Similarly, this work is ongoing. A study to assess illicit trade in excise products in the region was carried out in 2010. The aim of the study is to provide recommendations on ways to reduce smuggling; inform the coordination of exercise tax rates and provide a base for developing Excise tax guidelines.

**Target 28: SADC Agreement in tax matters**

The Draft SADC Agreement for Assistance in Tax Matters has been developed to facilitate information sharing on all tax types in the region. The Draft Agreement was approved by Ministers of Finance in 2009 and, following ratification of the FIP in April 2010; the preparation to have the Tax Agreement endorsed by Member States is still underway and it is expected to be signed at the August 2012 Summit.

**3.1.6.2 Challenge and Bottlenecks**



The main challenge here is the lack of Secretariat function to coordinate taxation related matters. The position has not been filled for many years.

**3.1.7 ENHANCING PRODUCTIVE COMPETITIVENESS**

A regional industrial development policy and strategy framework and a strategy to enhance competitiveness and diversification of the manufacturing sector were seen as cornerstones in facilitating productive competitiveness in the SADC region. To that effect, a number of outputs were agreed to be achieved, namely

**3.1.7.1 Achievements**

**Target 29: Industrial Development Policy developed by 2003**

A Draft Industrial Development Policy developed in 2003 but its discussion was deferred pending the adoption of the RISDP. Work on this policy is still ongoing and the draft Industrial Policy and Strategies Framework is undergoing consultations in Member States.

**Target 30: Harmonised regulatory frameworks in mining including an SME strategy in place by 2006**

A framework for harmonisation of mining policies, standards, legislative and regulatory was developed and approved by the SADC Ministers of Mining in 2006. Subsequently, a Harmonisation Implementation Plan (HIP) was developed and adopted in 2009. A draft Securities Framework has also been developed and discussed by mining experts in 2010. A final draft will be completed in 2011 and submitted to the Ministers of Mining for adoption.

Ministers also adopted a SADC Regional Mineral Policy Framework in 2006 as a Template for use by Member States in preparing their national mining policies.

**Target 31: Industry Value-Chain Strategy finalised and adopted by 2008**

Industry value chain strategies for the nine priority sectors, namely: agro-food processing, processing of mineral and metallic and non-metallic products; leather and leather products; forestry, wood and wood products; fisheries; chemicals, petroleum, and pharmaceuticals; textiles and garments; machinery and equipment; and services were developed and discussed by the Industry Development Forum (IDF) in 2007. The strategies will form part of the SADC Industrial Development Policy and Strategies.

**Target 32: SME strategy in regional value-addition in selected sectors developed and incorporated by 2008**

An SME Industrial Upgrading and Modernisation Programme (IUMP) on agro-food processing, mineral processing and pharmaceuticals was adopted by the CMT meeting in 2009. Member States are to customise the SADC IUMP to their national industrial upgrading and modernisation programmes. The main challenge of implementing the SADC IUMP is financial resources.

**3.1.7.2 Challenges and Bottlenecks**

Major challenges in this area are as follows:

- The industrial sector in most SADC Member

States is still small, undiversified and lacks the capacity to take advantage of the wider SADC market. The region's industrial sector has not been able to diversify away from reliance on primary commodities to value-added manufactures and services. There is therefore a need to expedite the development of a coherent industrial policy framework and strategies.

- Low export capacity due to inability to meet international standards and the poor SQAM infrastructure in the SQAM institutions across the region.
- Inadequate capacity within the Secretariat to effectively deal with industry related matters.
- Inadequate sectoral cooperation to build productive capacity in the Region.

**3.1.8 EFFECTIVE PARTICIPATION IN AND COMPLIANCE WITH INTERNATIONAL AGREEMENTS**

**3.1.8.1 Achievements**

**Target 33: Member States comply with binding WTO regulations/DDA by 2006**

Fourteen (14) SADC Member States are member of the WTO while one, namely Seychelles, is in the process of accession. As such, member States who are members of the WTO are obliged to comply with WTO disciplines. Common SADC positions were developed ahead of the WTO Ministerial Conference in Hong Kong, 2005.

**Target 34: SADC annexes and agreements on trade-related issues consistent with WTO by 2010**

In order to enhance transparency and conformity with WTO provisions, the SADC Protocol on Trade was notified to the WTO in August 2004 under GATT Article XXIV.

**Target 35: EPA Negotiations successfully completed by 2007**

SADC Member States negotiated the EPA with the EU under four configurations, namely the SADC EPA configuration, the EAC configuration,

the CEMAC (Central Africa) configuration, and the Eastern and Southern African (ESA) configuration. None of these configurations have completed their EPA negotiations with the European Union

In November/December 2007, five SADC countries, namely Botswana, Lesotho, Namibia, Mozambique and Swaziland, initiated an Interim SADC-EU EPA, while Angola and South Africa did not initial but indicated that they would negotiate towards a full EPA. Subsequently in June 2009, the Interim EPA was signed by Botswana, Lesotho, Mozambique and Swaziland.

In June 2010, the SADC EPA Ministers adopted a strategy to conclude an all-inclusive EPA on goods by end of 2010, with negotiations on services and investment to be concluded by 2014.

### 3.1.8.2 Challenges and Bottlenecks

On compliance with the WTO related matters,

- although most SADC Member States did not make extensive commitments under the General Agreement on Trade in Services, (GATS), the challenge relates to compliance issues regarding

their liberalisation commitments in so far as they have to bring their domestic legislation in line with these commitments;

- Other challenges relate to transparency in that they have to make their regulations available to other members and this is an obligation that Member States fail to comply with; and
- Effective participation and compliance is also affected by lack of expertise (both negotiating and sectoral expertise) affecting the ability to put forward negotiating proposals.

With respect to the EPA process:

- SADC EPA Member States lack the capacity to negotiate provisions commensurate with their development needs;
- Lack of agreement on core provisions of the Agreement, such as More Favourable Nation Treatment and Definition of Parties; and
- Inflexibility on both sides to accommodate each other's needs including failure to agree on the scope of the agreement.



## 3.2 INFRASTRUCTURE AND SERVICES

Bridging the infrastructure gap has the potential for deepening integration through the sharing of the production, management and operations of infrastructure facilities, hubs and development corridors. Strategic regional infrastructure interventions are crucial to attracting investment into the region, improving competitiveness and promoting trade. In view of the fact that the majority of the region's population lives in rural areas, an integrated, efficient and least-cost infrastructure system will unleash the production potential of these communities and provide the necessary links to markets, thereby significantly contributing towards poverty eradication and gender balance. Empirical evidence suggests that poverty reduction and gender balance have the potential to increase awareness and responsible behaviour, both of which are necessary factors that can significantly contribute towards mitigating the spread of HIV and AIDS.

The overall goal of infrastructure support intervention is to ensure the availability and universal access to a sufficient, integrated, efficient and cost-effective infrastructure system and provision of sustainable

services that will support and sustain regional economic development, trade, investment and agriculture, thus contributing towards poverty reduction.

The sectors of cooperation of the Infrastructure and Services cluster are:

- i) Energy
- ii) Tourism
- iii) Communication
- iv) Transport
- v) Meteorology; and
- vi) Water

### OVERVIEW OF THE IMPLEMENTATION 2005-2010

Pursuant to the strategic interventions set out in the RISDP, I&S has managed to narrow the infrastructure gap to release the potential of deepening regional integration by ensuring the availability, universal access to a sufficient, integrated, efficient and cost-effective infrastructure facilities, hubs, and development corridors. The RISDP Implementation framework for the first five years (2005 – 2010) identified 34 targets for the 30 different outputs from the respective sectors (see Table below).

**TABLE 2: IMPLEMENTATION STATUS OF OUTPUTS AND TARGETS BY I&S BETWEEN 2005-2010<sup>3</sup>**

Strategic Intervention Area	Outputs							Targets or KPIs						
	Total	Fully Achieved		Partially Achieved		Not Achieved		Total	Fully Achieved		Partially Achieved		Not Achieved	
Energy	5	3	60%	3	60%	0	0%	7	6	86%	1	14%	0	0%
Tourism	5	2	40%	3	60%	0	0%	5	3	60%	2	40%	0	0%
Transport	7	4	57%	3	43%	0	0%	6	5	83%	1	17%	0	0%
Water	5	3	60%	1	60%	0	0%	9	7	78%	2	22%	0	0%
ICT	5	4	80%	1	20%	0	0%	3	2	67%	1	33%	0	0%
Meteorology	3	2	67%	1	33%	0	0%	4	3	75%	1	25%	0	0%
<b>Total</b>	<b>30</b>	<b>18</b>		<b>12</b>				<b>34</b>	<b>27</b>		<b>7</b>	<b>21%</b>	<b>0</b>	<b>0%</b>
<b>Achievement Rate (%)</b>		<b>60%</b>		<b>40%</b>		<b>0%</b>		<b>76%</b>		<b>24%</b>		<b>0%</b>		

<sup>3</sup> Some of the identified targets in the RISDP are different with those in the RISDP Implementation Matrix. As such there could be some disparities with regard to the targets, between the two strategic documents

The results show that all 30 outputs have been implemented at varying levels. Eighteen (18) have been fully achieved, and 12 partially achieved. In addition, 27 targets out of 34 have been achieved whilst seven have been partially achieved. The achievements by sector for this cluster are described below.

### **3.2.1 ENERGY**

The goal pursued in the sector of energy is to ensure the availability of sufficient, reliable, least-cost energy services that will assist in the attainment of economic efficiency and the eradication of poverty while ensuring the environmentally sustainable use of energy resources. The outputs outlined in the RISDP were:

**Output 1:**  
*Promote power pooling through the extension of grid interconnections to cover all Member States and upgrading/strengthening of existing grids;*

**Output 2:**  
*Consolidate the transformation of the Southern African Power Pool (SAPP) from a co-operative to a competitive pool and create a regional electricity market;*

**Output 3:**  
*Promote joint exploration and development of resources and the harmonisation of policies, regulations and legislation to facilitate cross-border trade, improve capacity utilisation, and cooperate in joint procurement of petroleum products in the world market;*

**Output 4:**  
*Improve access to affordable energy services to rural communities through rural electrification and development of new and renewable energy sources; and,*

**Output 5:** *Institutional strengthening, human resources development, information collection processing, exchange and research technology development.*

#### **3.2.1.1 Achievements**

Some progress has been registered in this sector of cooperation since 2005 as follows:

**Output 1:**  
*Promote power pooling through the extension of grid interconnections to cover all Member States and upgrading/strengthening of existing grids.*

*The Output has been partially achieved, i.e. 75%. Nine of the twelve Member States (Botswana, DR*

*Congo, Lesotho, Namibia, Malawi, South Africa, Swaziland, Zambia, and Zimbabwe) on the mainland have been connected to the regional grid. Efforts are currently under way to connect the remaining three Member States.*

**Output 2:**  
*Consolidate the transformation of the Southern African Power Pool (SAPP) from a co-operative to a competitive pool and create a regional electricity market*

*The promotion of power pooling to create a regional electricity market has reached a new level in that eight Southern African Power Pool (SAPP) members have signed Day Ahead Market governance documents and the implementation of cross-border transmission projects to enable non-connected members of the SAPP to get connected. Some of the highlights on the achievements made are as follows;*

*i) Projects for the sharing of power among countries have progressed significantly. Those projects include the Caprivi Link, the Zambia-Tanzania-Kenya Interconnector and the Mozambique-Malawi Interconnector.*

*ii) Tangible results have been recorded on the load management strategies and the demand side measures undertaken to curtail the energy deficit of the region. In 2009, the region commissioned projects which resulted in increasing generation capacity of 2,187 Megawatt, which is about 4% of the installed capacity.*

**Output 3:**  
*Promote joint exploration and development of resources and the harmonisation of policies, regulations and legislation to facilitate cross-border trade, improve capacity utilisation, and cooperate in joint procurement of petroleum products in the world market*

*The regional regulatory framework for electricity has been strengthened significantly with a view to improve market conditions to attract investment in the energy sector. Eleven Member States have established national electricity/energy regulators. The Regional Electricity Regulators Association has nine members. A Regional Energy Access Strategy and Action Plan (RESAP) was developed in 2009. Member States have started to develop National Energy Access Strategies and Action Plans in alignment with the regional one.*

**Output 4:  
Improve access to affordable energy services to rural communities through rural electrification and development of new and renewable energy sources**

To attain this target, it was envisaged that the Secretariat would develop renewable and low cost energy sources including solar, biomass, and wind generated energy.

There has been partial attainment on this cross cutting strategic objective. However, the extent of achievement needs to be ascertained through a study. To this end, a study will be done by end of 2011 through the RESAP consultancy. On the other hand, Member States have been advised to implement pro-poor electricity tariffs to facilitate access.

The Programme for Biomass Energy Conservation in Southern Africa (ProBEC) recognised the developmental and environmental potential of Biofuels in the SADC. The primary goal with regard to Biofuels is that the SADC Secretariat has improved knowledge on the sustainable production and use of Biofuels and its impacts for future initiatives in Member States.

ProBEC identified the need for sustainable production and use of Biofuels as a critical criterion in achieving a sustainable and profitable success in the Biofuels industry and its subsequent markets.

Despite the stated achievements, the progress has slowed down due to non-approval of one of the proposed positions at the Secretariat, owing to resource constraints. This has resulted in limited capacity to monitor the sustainability of ProBEC at Secretariat level and thus suspension of the Biomass Energy Conservation programme at Secretariat level. Nevertheless strides have been made at Member States level to sustain biomass activities initiated by ProBEC. Eight Member States are continuing these activities.

**Output 5:  
Institutional strengthening, human resources development, information collection, processing and exchange, and research and technology development**

Actions in the areas of institutional strengthening and human resources development, information collection, processing and exchange and research and technology development have yielded encouraging results. A regional Energy Database was created and Energy Statistical Yearbooks were published in 2005, 2007 and 2008.

**3.2.1.2 Challenges and bottlenecks**

The following are the critical challenges encountered during the period under review:

- Progress has been lagging in the areas of joint exploration and development of resources and harmonisation of policies to facilitate cross-border trade and the Biomass Energy Conservation programme, due to resource constraints. However, actions have been initiated to address the gaps in both instances.
- The Energy Division continues to be under resourced in terms of human capacity. These capacity limitations hamper effective project/programme implementation. The two substantive positions in the new structure are yet to be filled.
- There is a clear indication that the approved priorities for implementation are many, but the capacity in the Energy Division to effectively implement the activities is inadequate.
- The low levels of responses from SADC Member States and utilities on project and programme implementation;
- Regional and national project structures, particularly in the electricity sector, are not functioning as intended at all levels, national and regional.
- There is high staff turnover at Member States level, which affects continuity and causes delays in implementation of activities.

**3.2.2 TOURISM**

The goal under this priority area is to develop, promote and market the region as a single, but multifaceted tourism destination, and to improve the quality, competitiveness and standards of service of the tourism industry in the SADC region. Based on the vision and mission given in RISDP the following were the outputs on tourism: The Tourism sector had the following outputs to be attained by 2010, 1) Facilitate the signing and ratification of the Tourism Protocol by all Member States; 2) Cooperate in marketing and promotion strategies, action plans, and implementation programmes to promote intra-regional and international tourism; 3) Brand SADC as a tourism destination of choice and promote SADC destination identity and competitiveness through



marketing and promotion activities; 4) Create an enabling environment to enhance competitiveness of the region as an attractive investment location and develop tourism-specific incentives to encourage the growth of private sector initiatives in the sector; 5) Promote competitiveness, quality, and standardisation of services and infrastructure in the tourism industry through harmonisation in the grading and classification system for hotels, other accommodation establishments and ground operators;

Under these outputs, the Tourism sector had the following set targets: Target 1: Facilitate the implementation of the Tourism Protocol by all Member States by 2005; Target 2: Development of Tourism Policy and Strategy document by 2004; Target 3: SADC share of World Market of tourist arrivals to reach 5% by 2005; Target 4: Gender mainstreaming by in the tourism industry 2005; Target 5: Harmonise policies, legislation and standards by 2008.

### 3.2.2.1 Achievements

**Output 1:**  
**Facilitate the signing and ratification of the Tourism Protocol by all Member States**

*This output had a single target which has been fully attained. One of its main targets was to facilitate the signing and ratification of the Tourism Protocol by*

*all Member States. There has been good progress made against this strategic objective. 100% of the activities have been completed and Member States are in the process of signing the amended Protocol.*

**Output 2:**  
**Cooperate in marketing and promotion strategies, action plans, and implementation programmes to promote intra-regional and international tourism**

**Output 3:**  
**Brand SADC as a tourism destination of choice and promote SADC destination identity and competitiveness through marketing and promotion activities**

**Output 4:**  
**Create an enabling environment to enhance competitiveness of the region as an attractive investment location and develop tourism-specific incentives to encourage the growth of private sector initiatives in the sector**

The three outputs have been partially attained. However, good progress has been made against these three outputs. Under the branding and positioning strategy, redevelopment is 90% complete. Two regional tourism and investment conferences have been held in Zimbabwe and South Africa. Three more investment conferences are targeted for implementation before end of the period under review and these will be hosted during Spain's main International Travel Expo, the Fitur; in Belgium to be sponsored by the EU; and, in Mozambique during the All Africa Games. Activities to promote the region as a MICE Destination are underway at all travel fairs. I&S is now working with Member States to develop a regional calendar of events is running joint programs with member States in promoting identified mega tourism national events. Under Planning and Development, overall implementation of projects is 60% complete. The development and establishment of a regional tourism online database is now 80% complete,

**Output 5:**  
**Promote competitiveness, quality, and standardisation of services and infrastructure in the tourism industry through harmonisation in the grading and classification system for hotels, other accommodation establishments and ground operators**

The goal has been partially attained. The first workshop in developing a harmonised regional Tourism Classification and Grading system was held in October 2010 and the second and final workshop is expected to be held during the first quarter of 2011. The rest of the projects are at varying stages of implementation but all

are targeted for completion by the end of the current financial year 2011-2012

### 3.2.2.2 Challenges and bottlenecks

The following are the critical challenges encountered during the period under review:

- Financial constraints at the Secretariat and Sub Regional Organisational levels that affected the human resources support base.
- Getting full support from member states remains a very serious challenge, the major issue being the supply of all the relevant data and information.

made under the review period 2005 – 2010. The transport sector had eight outputs with five targets to be attained in within the review period as follows:

**Output 1: Maintenance and Upgrading of Infrastructure**

**Output 2: Rehabilitation of transport infrastructure**

**Output 3: Construction of missing regional transport links**

**Output 4: Accessibility for rural communities**

**Output 5: Integrated transport infrastructure and services**

**Output 6: Liberalisation of transport markets**



- Member States have inadequate resources to fully participate in regional tourism meetings where decisions are made.
- Lack of a common vision among Member States on how regional tourism must grow and develop, a good example being the protectionist measures sometimes put in place which discourage cross-border tourism activities and the free movement of visitors from outside the region and SADC nationals.

### 3.2.3 TRANSPORT

The operational objective of the RISDP transport intervention is to provide adequate, integrated, safe and efficient transport infrastructure and services in Road, Railway, Aviation, Inland Waterways and Maritime transport. The following section presents *achievements*

**Output 7: Development of transport corridors.**

At programme level the evaluation is against these outputs.

**Output 1: Maintenance and Upgrading of Infrastructure**

*The objective of this intervention area was to develop guidelines for infrastructure cost recovery and the development of regional guidelines of the vehicle overload to preserve the regional infrastructure. There were two indicators for this intervention as envisaged in the RISDP implementation framework as; (1) Harmonised user-pay systems in place by 2009 and (2) to develop of Regional guideline for control of vehicle overloading.*

**Target: 1 Harmonised user-pay systems in place by 2009**

i) In line with the provisions of the Protocol on Transport, Communication and Meteorology, specifically to contribute to the creation of a unified transport market, a Harmonised Road User System was completed in 2007 and a Memorandum of Understanding for implementation was developed. Consultations with Member States in cooperation with COMESA and EAC are being undertaken to address the issue of consolidating the harmonised road user charges;

ii) To address some of the challenges in funding and maintaining infrastructure, a Model Legislative Provisions (MLP) on Investment in Transport Act and on Road Network Financing and Management was developed to support reforms in Member States. Roads Funds Administrations were established in eight Member States (DR Congo, Lesotho, Malawi, Mozambique, Namibia, Tanzania, Zambia and Zimbabwe).

**Target 2: Regional guideline for control of vehicle overloading**

The target for this intervention has been completely fulfilled. Axle load limits and regional guidelines for control of vehicle overloading was adopted in SADC in 2009, with a view to harmonise the approach to vehicle overloading. A Regional Guideline and Specifications on Aspects of Overload Control has been prepared with the objective of facilitating the implementation of fundamental elements of the existing regional instruments on overload control.

Adoption of Guidelines, Provisions and Procedures for the Implementation of Regulations for Competition in Air Transport Services on the basis of the Yamoussoukro Decision in coordination with COMESA and EAC in 2007,

**Output 2:  
Rehabilitation of transport infrastructure**

*The output of this was to promote investment in war damaged transport infrastructure in Angola and DR Congo. The targets were to have identified rehabilitation needs in Angola and DR Congo by 2009.*

**Target 1: Rehabilitation needs in Angola and DRC identified**

In pursuit of this target, the Infrastructure and Services Directorate in collaboration with the two governments has developed a list of pipeline projects aimed at addressing the missing links within the regional transport infrastructure to competitively export goods to the global market. The projects comprise roads (Beira-Lobito Corridor), railways (Trans Kalahari Railway, Ponta Techobanine) and waterways (Shire Zambezi Waterway). These projects are at various preparatory stages (resource mobilisation, feasibility, pre-feasibility, etc). The projects will also form part of the regional Infrastructure Master-Plan.

To promote investment in war-damaged infrastructure in Angola and DR Congo, and the identification of missing road links in DR Congo, various infrastructure investment projects in Angola and their funding status have been identified based on data from government sources. Eighty-six projects have been identified for investments in road networks and 36 projects for rehabilitating road bridges. Implementation is under way on several projects while resource mobilisation is on-going in others.

**Output 3:  
Construction of missing regional transport links**

*The outputs for this intervention area were to develop the missing transport links and communication links. The target under this intervention area was to have the feasibility study reports, and business plans by 2005.*

**Target 1: Feasibility Study reports, Business plans**

There has been a partial fulfillment of these outputs. A project to Review the Regional Trunk Road Network was initiated in 2008 and completed in 2009. SADC now has an updated RTRN with all the missing links in Angola and DR Congo identified. In the immediate term, the Secretariat is focusing on the development of key physical infrastructure along regional corridors such as the Lobito i.e. the Eastern, western and North South Corridors which these two Members States. The Lobito Corridor provides a strategic

outlet to the sea for much of the Democratic Republic of Congo and Zambia.

Missing links have been identified and Investment conference planned to market identified projects. Some of the projects have been packaged to undergo feasibility studies under the PPDF. Feasibility studies for Kazungula Bridge project were completed, and Detailed Engineering designs have also been completed.

**Output 4:  
Accessibility for rural communities**

*Under this intervention the objective was to improve accessibility for rural communities. The indicator as envisaged in the RISDP for this intervention was that there would be guidelines for the provision of feeder roads developed by 2009.*

**Target 1: Regional guidelines for feeder roads developed**

There has been good progress made on this outputs. In that the objective has been fully achieved. The construction of most rural roads is generally labour-intensive which provides short-term employment opportunities to the poor. In this regard, transport services contribute directly to the reduction of poverty as enshrined in the RISDP. SADC Secretariat developed the Low Volume Sealed Roads (LVSRs) guidelines in 2003. It is believed that the traditional approaches to provision of LVSRs have stemmed from technology and research carried out over 40 years ago in very different environments. Not surprising that many of the imported approaches, designs and technologies are inappropriate for application in the region. Technology, research and knowledge about LVSRs have advanced significantly in the region through research carried out over past 20-30 years. The development of the LVSR guidelines will go a long way in addressing the problem of rural accessibility.

**Output 5:  
Integrated transport infrastructure and services**

*The SADC Protocol on Transport, Communications and Meteorology sets out the general objectives for the sector as establishing sustainable systems that provide "efficient cost-effective and fully integrated infrastructure and operations which best meet the*

*needs of customers and promote economic and social development". It explicitly recognises the need for private sector involvement, for restructuring state enterprises and for co-operation between state and private sectors. It seeks to promote regional integration through developing compatible and harmonised national policy and legislation. There has been slow progress with this regard. Integrated transport policy is still an under-developed concept in the region, and indeed elsewhere. It requires governments to take an overview of the impact of their infrastructure regulatory and taxation policies on the transport system as a whole and on the balance of traffic between modes. Extensive changes to the tax and subsidy systems are needed to ensure that each transport sector covers its full social costs. Government will also need to ensure that public service obligations imposed on the railways do not hamper their ability to compete with road transport.*

*In recognition of the need for an integrated transport system and an integrated transport policy framework to achieve regional integration, a Corridor Implementation Strategy has been developed. The strategy focuses on the development of governance instruments, management institutions and infrastructure. This includes the development and signing of legal instruments among stakeholders directly concerned with the Corridor, the establishment of Corridor Management Committees and the development of logistics infrastructure (such as border posts). The North South Corridor Programme was launched as a Model Aid for Trade Programme in 2009 under the aegis of the Tripartite RECs to showcase an economic corridor-based approach to reducing costs of cross-border trade in the region. In 2010, the Chirundu one-stop-border-post was launched to facilitate the clearance of goods.*

**Output 6:  
Liberalisation of transport markets**

*The output of this intervention is to facilitate the unimpeded flow of goods and passengers between and across their respective territories by promoting the development of a strong and competitive commercial road transport industry which provides effective transport services."*

*The RISDP had a target of 2008, to have liberalise regional transport markets as well as harmonise transport rules, standards and policies.*

**Target 1: Implementation plans developed for each mode**

In pursuit of this goal, there are three variables in the development of road transport mode: firstly, liberalisation of market access in respect of carriage of international road freight, secondly, introduction of international regulatory mechanisms, and lastly, regional harmonisation of road traffic legislation. The liberalisation of road transport markets and the establishment of regulatory mechanisms are measures that are closely related.

The target has been partially achieved. Terms of References to facilitate the process have been drafted. Implementation and facilitation is expected to commence in the current financial year (2011 – 2012). There also existing bilateral agreements between Member States on transport Markets liberalisation.

With regard to Air Transport, liberalising air transport services on the basis of Yamoussoukro Decision, road transport on basis of multilateral agreement and provide for cabotage in coastal shipping services. Progress has been made as follows:

- 2007 COMESA/EAC/SADC adopted Guidelines, Provisions and Procedures for Implementation of Regulations for Competition;
- 2007 COMESA/EAC/SADC develop Action Plans to facilitate Implementation of Regulations for Competition.
- October 2007 Ministers adopted Guidelines, Provisions and Procedures for the Implementation of Regulations for Competition in Air Transport Services
- October 2007 Ministers approved the Joint YD Implementation Plan whose milestones entail full
- 2008 SADC established the YD Implementation Steering Committee comprising of 3 Member States and the RCA comprising of 5 member States; and
- 2008 Study to assess the impact of YD Implementation in SADC in order to inform its Member States on the proactive implications and measures to be adopted to facilitate YD implementation (econometric study study-air traffic data and up-to-date regulatory information required)
- implementation of YD by January 2009.

**Output 7:  
Development of transport corridors;**

*The development corridor approach in the transport infrastructure development that SADC has adopted recognises the need for an integrated transport system and an integrated transport policy framework to achieve regional integration. The target to have feasibility studies on priority corridors by 2010 was set out in the RISDP.*

**Target 1 Feasibility studies on priority corridors**

The transport corridor development approach has the potential to reduce poverty because it opens a variety of development opportunities along the corridor. The objective has been partially fulfilled. All corridors have functional corridor planning committees established and operational. The following is progress that has been made in conducting feasibility studies:

- Lobito Corridor Feasibility study is ongoing
- Trans Kalahari (TKC) Rail Feasibility Study is ongoing
- Maputo Corridor Techobanine Heavy Haul Rail Project feasibility Study is ongoing
- Nacala Corridor, Moatiz to Nacala, Rail Feasibility Study is ongoing
- North-South Corridor, Beit Bridge Road, feasibility study has been completed as well as the Transkaprive Rail and Nacala Road Phase 1

The target could be said to be partially fulfilled, as some of the targets are not yet fully attained.

**3.2.3.2 Challenges and bottlenecks**

The main challenges encountered during the implementation period are:

- Slow progress with regard to the liberalisation of road transport, mainly due to the protective stance taken by most Member States which have been slow to allow market access for cross-border traffic through a number of measures. Some Member States have entered into bilateral agreements in that area, but the impact has been limited on the overall regional market.

- The implementation of harmonised regional policies and procedures remains a big hurdle to reap the benefits of regional cooperation in the transport sector. Furthermore, commitments taken through the signature of legal instruments are often not realised in a timely fashion, leading to delays in project implementation.

- The slow pace of implementation of certain projects has also been attributed to the lack of adequate capacity within the Secretariat. A case in point is the implementation of the Yamoussoukro Decision which was initiated over 20 years ago.

- Project implementation also suffers from the lack of continuity and the low level of interest. The implementation of the Yamoussoukro Decision illustrates this. The same could be said about the Upper Airspace Control Centre (UACC) Project, which was inaugurated in 1999, and the Cooperative Development of Operational Safety and Continuing Airworthiness (COSCAP-SADC) project.

- One of the direct effects of the above is the lack of resources to support the project, both at Member States level and the Secretariat. For example, experience has also shown that there is need for at least two officers to effectively implement the air transport programme and the imperative to engage Project Managers to facilitate timely project implementation, such as the “Operationalisation of the JCA” (Joint Competition Authority), the “Establishment of the SADC-UACC Organisation”, “Harmonisation of SADC Air Navigation Regulations”, “Establishment of the SADC Aviation Safety Organisation (SASO)” and the “CASP-SADC (Civil Aviation Security Programme) Project”.

### **3.2.4 WATER**

The goal of the Water Sector is to attain sustainable, integrated planning, development, utilisation and management of water resources that contribute to the overall SADC objective of an integrated regional economy on the basis of balance, equity and mutual benefit for all Member States. Based on the vision and mission given, the RISDP has the following strategic objectives/outputs: Output 1: Maintain and sustain an enabling environment for regional water resources development and management, Output 2: Provide a framework for sustainable, effective and efficient planning and

management of shared river basins at regional and related national levels, Output 3: Promote and support strategic infrastructure development for regional integration, socio-economic development and poverty alleviation Output 4: Develop, promote and facilitate best practices regarding effective participation by various individual and institutional stakeholders in water resource



development and management, including women, youth and other disadvantaged groups, Output 5: Build and strengthen human and institutional capacity for sustainable management of water resources at basin, national and regional level. At the programme level the evaluation is against these strategic objectives.

### **The regional water sector has the following nine RISDP defined targets:**

**Target 1: Long term regional water policy and strategy developed and approved by March 2004**

**Target 2: Increased awareness, broad participation and gender mainstreamed in Water Resource Development & Management by 2005**

**Target 3: Centres of Excellence for water research and technology development identified, strengthened by 2005**

**Target 4: Water sector policies and legislation harmonised by 2006**

**Target 5: Establish/strengthen at least eight RBOs by 2006**

**Target 6: Water databanks and planning networks established & fully operational by 2007**

**Target 7: Training & institutional capacity strengthening programmes developed & implemented by 2008**

**Target 8: Halve by 2015 the proportion of people without access to safe drinking water and sanitation services**

**Target 9: Develop by 2015 water resources infrastructure needed to double land under irrigation**

**Output 1:  
Maintain and sustain an enabling environment for regional water resources development and management**

The strategic Objective has been fully achieved. A long-term regional water policy and a strategy have been developed and approved. In addition, a supportive tool for Member States has been developed offering "Guidelines for the development of national water policies and strategies to support IWRM". Action is needed within Member States to operationalise the regional water policy and strategy and thus lead to a harmonised approach within the region.

**Output 2:  
Provide a framework for sustainable, effective and efficient planning and management of shared river basins at regional and related national level**

The output has been partially achieved. The Regional Water Strategy includes a framework for the sustainable, effective and efficient planning and management of shared river basins. IWRM plans have been developed in a number of countries in the region. A key aspect of these is the harmonisation of legislation, a key step in the planning and management of shared river basins. In addition water as a cross-cutting issue is being taken into account in discussions on regional development and economic growth. For its effective implementation the strategy is broken down into five-year Regional Strategic Action Plan.

**Output 3:  
Promote and support strategic infrastructure development for regional integration, socio-economic development and poverty alleviation**

There has been partial progress against this strategic objective. Significant delays have been encountered and there has been extremely slow progress in the implementation of activities under the Infrastructure development support cluster. This having been said

a significant achievement has been made in the commencement of the Cunene Transboundary water supply project between Angola and Namibia. This project is at an advanced stage of detailed design for the water supply and sanitation components; procurement of consultants for construction is expected to begin later in 2011. Another area of significant progress has been the implementation of community based livelihoods improvement projects in five member states of Malawi, Mozambique, Namibia, Swaziland and Zambia. Infrastructure development support should be prioritised in RSAP3.

**Output 4:  
Develop, promote and facilitate best practices regarding effective participation by various individual and institutional stakeholders in water resource development and management, including women, youth and other disadvantaged groups**

Progress against this strategic objective has been good with a significant number of collaborative activities being launched aimed at increasing awareness and broad participation in water resources development and management within the region. These activities have included the annual regional Multi-Stakeholder forum, the four-part series documentary on water, the annual River basin organisation workshops and exchange programmes, as well as interventions to mainstream gender into IWRM.

**Output 5:  
Build and strengthen human and institutional capacity for sustainable management of water resources at basin, national and regional level.**

Once again progress against this strategic objective has been extremely good with significant work having been undertaken in respect of training and institutional capacity strengthening programmes within the region. A number of shared watercourses have advanced in the process of establishment. LIMCOM, OKACOM, ORASECOM and the Zambezi have a River Basin Commission with executive authority; most of the other basins have an operational joint water commission. The Groundwater Management Institute of Southern Africa has been established as a subsidiary institution of SADC at the University of Free State in South Africa. This having been said the SADC Water Division as well as Member States still lacks the necessary capacity and (especially) critical mass to

*ensure the coherent development and implementation of IWRM in much if not the entire region.*

### **3.2.4.2 Challenges and bottlenecks**

Performance under this intervention area has been affected by:

- Low levels of responses from SADC Member States and utilities on project and programme implementation slowed down the rate of implementation of some of the projects. Detailed planning, including resourcing and scheduling, will be required in respect of the various activities related to the implementation. It is vital that such planning and scheduling will address the project dependencies as highlighted in the Regional Strategy Action Plan.
- Very little visible progress has been made in respect of meeting the target of developing the sufficient water resources infrastructure needed to double land under irrigation by 2015. There do not appear to be any coherent action plans and associated monitoring and evaluation system in place that would allow the goal directed achievement of this target. In addition, there appear to be no initiatives in place that aim at the development of action plans sufficient to address the impacts of such a proposal on the scarce water resources within the region.
- The SADC Water Division as well as Member States continues to lack the necessary capacity and (especially) critical mass to ensure the coherent development and implementation of IWRM in much if not the entire region. The processes and activities outlined in the strategy can only be realised if there are adequate human resources (both in terms of numbers as well as appropriate competencies), within the SADC Water Division as well as within Member States.

### **3.2.5 METEOROLOGY**

In line with the Meteorology Chapter of the SADC Protocol on Transport Communications and Meteorology, the goal of the sector is to establish systems and infrastructure that are fully integrated, efficient and cost effective to meet the requirements of the users, and to minimise adverse effects associated with severe weather and

climate phenomena. This strategic objective has three main outputs as follows: (1) Transformation of Meteorological Services, (2) Update meteorological Infrastructure and (3) to contribute to Disaster preparedness.

#### **3.2.5.1 Key achievements**

##### ***Output 1&2: Transformation of Meteorological Services, Update meteorological Infrastructure***

*Good progress has been made in providing meteorological services to stakeholders. The activities of the SADC Climate Services Centre (CSC) have been instrumental in that respect, namely: Updating and expanding the regional data bank through systematic collection, processing and archiving of data from the participating countries and the relevant International institutions have been done. Through the AMESD project funded by European Union the sector has managed to install in all the Members States Meteorological Station, through its RIC, modern infrastructure and Equipment to replace the Puma Equipment. Training has also been conducted to capacitate the Members.*

##### ***Output 3: Contribute to Disaster Preparedness***

*The Strategic objective has been fully attained. However this is a re current activity as such the objective will still remain active and live. In attaining this Directorate developed new methodologies in climate monitoring, seasonal weather forecasting and climate information and prediction services. The CSC has been active in supporting the development of uniform approaches to seasonal climate forecasting. This process has increased the capacities of National Meteorological and Hydrological Services (NMHS) and Early Warning Systems (EWS) for disaster risk reduction, malaria control, and the monitoring and forecasting of extreme weather events such as droughts and floods.*

- The Sector has on a regular and timely basis produced relevant products and advisories on drought, floods, Providing guidance to the participating countries on the proper use of seasonal forecasting manual; Providing advice and guidance to the participating countries on the establishment and strengthening of monitoring and forecasting capabilities for droughts, floods etc., at regional level; and

- Organising workshops, seminars and providing on-the-job training in order to develop skills of NMHSs personnel.

### 3.2.5.2 Major challenges encountered

- The challenge to obtain funding from the International Cooperating Partners (ICPs) to carry out activities such as The Southern African Regional Climate Outlook Forum (SARCOF) is increasingly constraining CSC from sustaining and developing its services.
- The Climate Services Centre (CSC) can take charge of the critical scientific aspects of climate change. The detection of climatic change is done within the climate community. This is a critical starting point for the understanding of all aspects of climate change processes. Adaptation and mitigation measures done with, or by, other partners are premised on this.

### 3.2.6 COMMUNICATION

The overall objective for the Communications and ICT Sector is to establish communications systems that are fully integrated, efficient and cost effective to meet the requirements and to ensure connectivity to the citizens of the region that will ensure regional integration and Poverty alleviation.

A fully integrated communications infrastructure/network will serve the ideals of a single economic space in the SADC region with free movement of goods, services and capital. The remarkable technological and market developments over the past two decades have resulted in significant change in the assumptions and practices that had previously influenced policy debates and the roll out of services in the SADC region.

The Ministers have directed that the implementation of the Telecommunications and ICT Programme be realised in the following key and distinct Result Areas for the sector:

- I. SADC Infrastructure Development;
- II. Policy and Regulatory Environment;
- III. Postal Regulations and Operations, and
- IV. Regional and International Coordination.

### 3.2.6.1 Key achievements

#### **Output 1:**

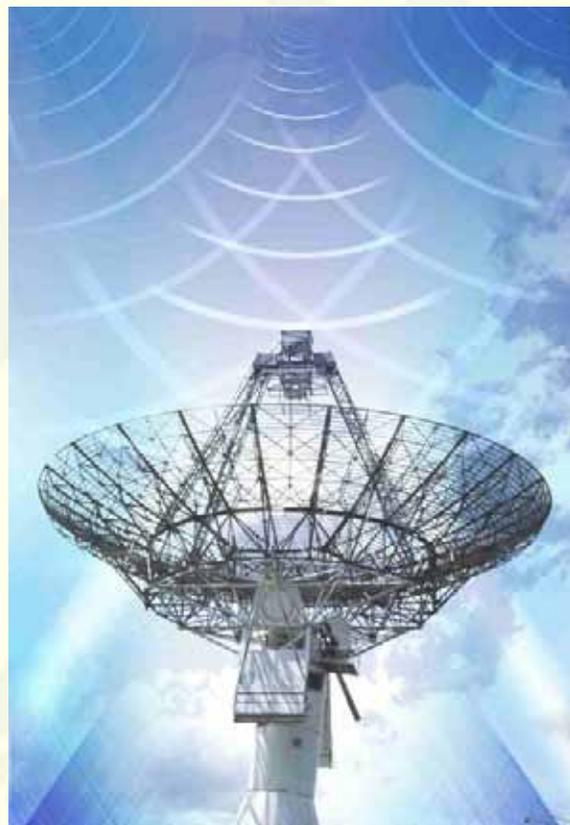
*The strategic objective to develop institutional capacity to drive the transformation process has been fulfilled and the following established:*

- *NetTel@Africa to allow for capacity building in ICT regulatory issues;*
- *Model regulations to provide guidance to regulators to accelerate harmonisation;*
- *Platforms to allow for debates on critical issues affecting the effectiveness of regulation of the ICT industry (through workshops, conferences and meetings)*

#### **Output 2:**

*Telecom networks have been transformed to accommodate ICT requirements.*

*The target of 8% until 12% of average tele-density at regional level was set to be attained by 2008 and has been partially achieved. The SADC Regional Information Infrastructure (SRII) aimed at ensuring enhanced access on the terrestrial infrastructure, undersea cables and broadband connectivity, as well as the implementation of the missing links. The SRII project is about 90% complete, and some of the SRII links will be due for renewal in the medium term.*



**Output 3:  
Transformation of postal services. This strategic  
output has not yet been achieved.**

However, after the approval of the Postal Strategy by the Ministers at their meeting in August 2009, with postal reform as one of their pillars, the region began to proceed with the implementation of reform. The essentials for reform have been identified as follows: Separation from government, Strong political will and civil society endorsement, Management autonomy, Incentive structure for management, Ability for term financial planning, Development and modernisation of networks and services, USO specified and Finances mechanism in place, Commercialisation and cost-based tariffs, Customer and product market pressure, Effective regulation, and Workforce buy-in.

**Output 4:  
Increase network access and diversify service  
availability.**

There has been partial fulfilment of the objective to increase network access and diversify service availability, and projects are still rolling out. SADC Universal Service Guidelines have been updated and a Universal Service Fund Toolkit was developed in

March 2011 to assist Member States to better utilise Universal Service Funds. Guidelines on ICT Consumer rights and protection have been reviewed. A digital broadcasting migration roadmap has been adopted in 2010. Digital broadcasting will provide an alternative platform for delivering e-services to the community.

**Output 5:  
Promote a culture of timely service delivery.**  
In seeking to promote a culture of timely service delivery, operational guides for mail and financial services have been developed; regional standard for letters and financial services have also been set out.

### **3.2.6.2 Key challenges**

- Major challenges were encountered in the transformation of the postal services. A regional audit was commenced in 2010 to see how far the region had progressed with reforms and it was expected to be completed before March 2011. The findings will be reported to the Ministers at their next meeting.

### **3.3 FOOD, AGRICULTURE AND NATURAL RESOURCES**

In the areas of food, agriculture and natural resources, the Food, Agriculture and Natural Resources (FANR) Directorate, was established in December 2001 to coordinate the implementation of RISDP. As stipulated in the RISDP, the overall objective of the FANR Directorate is to develop, promote, coordinate and facilitate harmonisation of policies and programmes aimed at increasing agricultural and natural resources production and productivity and to promote trade, ensure food security and sustainable economic development in the region. In line with the Report on the review of SADC operations of March 2001, the FANR Directorate has the following specific key functions:

- Development, promotion and harmonisation of agricultural policies and the promotion of gender sensitive development strategies and programmes;
- Ensuring sustainable food security policies and programmes;
- Development, promotion and harmonisation in bio-diversity, phytosanitary, sanitary, crop and livestock policies;
- Development of measures to increase agricultural output and the development of agro-based industries;
- Development, promotion and harmonisation of policies and programmes aimed at effective and sustainable utilisation of natural resources such as Water, Wildlife, Fisheries and Forestry;
- Development and harmonisation of sound environmental management policies; and
- Promotion of trade in agricultural products.

FANR carries out the above functions through five intervention areas as outlined in the RISDP Implementation Framework. These are: (1) ensuring food availability; (2) ensuring food access; (3) ensuring food safety and nutritional value; (4) ensuring disaster

preparedness for food security; and (5) strengthening institutional framework and capacity building. FANR also facilitates the implementation of issues related to sustainable use of the environment in line with Council Decision of 2005.

#### **OVERVIEW OF THE IMPLEMENTATION 2005-2010**

Concomitant with its mandate and provisions of the RISDP, FANR has managed to facilitate the development of most of the envisaged policies, strategies and programmes for food availability, access to food, food safety, disaster preparedness and environment. The RISDP Implementation Framework for the first five years (2005 – 2010) identified 36 targets for the 20 different outputs of the Key Result Areas (Table 2).

The desk review indicates that all the 20 outputs have been implemented to varying degrees (11 fully and nine partially). The review further indicates that out of the 35 targets in the Implementation Framework, 64% have been fully achieved, 28% partially achieved whilst 8% have not been achieved. The implementation of the RISDP was slow initially and as a result, some targets were implemented after the scheduled target year. This has mainly been due to lack of human resource capacity on the part of the Secretariat, especially in natural resources and environment. The latter did not have any staff in post until 2009. The lack of financial resources has also affected achievement of some of the targets such as the establishment of a SADC Land Reform Facility, the Food Reserve Facility, the agro-ecological zone mapping and the protocol on environment. There were also delays in the approval of policies, strategies and programmes as a result of poor participation by Member States especially in technical meetings.

**TABLE 3: IMPLEMENTATION OF OUTPUTS AND TARGETS BY FANR, 2005-2010**

Intervention Area	Outputs				Targets or KPIs			
	Total	Fully achieved	Partially achieved	Not achieved	Total	Fully achieved	Partially achieved	Not achieved
1. Food availability	8	6	2	0	17	13	3	1
2. Ensuring food access	2	0	2	0	2	0	2	0
3. Food safety and nutritional value of food	1	0	1	0	4	2	0	2
4. Ensuring disaster preparedness	3	2	1	0	4	2	2	0
5. Institutional framework and capacity building	2	1	1	0	3	2	1	0
Ensure equitable use of Environment	4	2	2	0	5	3	2	0
<b>Total</b>	<b>20</b>	<b>11</b>	<b>9</b>	<b>0</b>	<b>36</b>	<b>23</b>	<b>10</b>	<b>3</b>

Using cereal production as a proxy for increased agricultural and natural resources production, productivity and enhanced food security, the region has recorded positive growth during the five year RISDP implementation period as shown in Table 4. This could be a combined effect of positive national policies, Secretariat and other stakeholders' interventions and increased use of inputs, among other reasons.

**TABLE 4: CEREAL PRODUCTION ('000 TONNES) 2005-2010 BY HARVESTING YEAR**

Member States*	Production ('000 Tonnes) by Harvesting Year						2010 vs 2005 % increase decrease (-)
	2005	2006	2007	2008	2009	2010	
<b>Ang</b>	886	671	734	738	1,053	1,178	33%
<b>Bot</b>	24	36	29	37	42	55	128%
<b>Les</b>	120	126	78	88	86	137	14%
<b>Mal</b>	1,336	2,755	3,616	2,976	3,834	3,572	167%
<b>Mau</b>	2	2	2	2	2	2	0%
<b>Moz</b>	1,899	2,098	2168	2,284	2526	2641	39%
<b>Nam</b>	97	181	114	121	111	155	60%
<b>RSA</b>	13,615	9,222	9,292	15,550	14,855	15,122	11%
<b>Swa</b>	67	67	47	64	71	75	12%
<b>Tan</b>	5,015	5,189	5,448	5,622	5,265	7,095	41%
<b>Zam</b>	1,065	1,597	1,537	1,452	2,182	3,078	189%
<b>Zim</b>	754	1,663	1,200	660	1,561	1,534	103%
<b>Total</b>	<b>24,881</b>	<b>23,607</b>	<b>24,267</b>	<b>29,593</b>	<b>31,588</b>	<b>34,643</b>	<b>39%</b>

\* Exclude DRC, Madagascar and Seychelles which have not yet established National Early Warning Units

Source: Member States and SADC Secretariat

The following sections provide detailed analyses of the achievements made during the period under review towards implementing the 20 outputs and 35 targets envisaged in the RISDP Implementation Framework for 2005-2010.

### **3.3.1 ENSURE FOOD AVAILABILITY**

*The overall objective of this intervention area is to improve "food availability" through increased agricultural (crops, livestock, fisheries and forestry) production, productivity and competitiveness. The eight outputs for this intervention as envisaged in the RISDP are (1) food production information and best practices available and shared regionally; (2) information and best practices on technology to enhance productivity made available; (3) regional irrigation and water-management programme developed and financed; (4) policies and programmes on transboundary/shared natural resources management facilitated; (5) surveillance, control and eradication measures harmonised; (6) framework for regional agricultural input market developed; (7) information on best practices (on access to agricultural land) is shared; and (8) regional research output and technologies disseminated.*



#### **3.3.1.1 Achievements**

##### **Output 1: Food production information and best practices available and shared regionally**

*As given in the RISDP, the production and sharing of agricultural information and best practices is considered crucial in achieving the objectives of the food availability intervention area. The targets as envisaged in the RISDP were: (1) data collection network established and operational by 2005; (2)*

*programmes in place to improve livestock production and productivity (livestock production to increase by 4% annually from 2005).*

##### **Target 1: Data collection network established and operational by 2005**

In line with the above target, an Agricultural Management Information System (AIMS) was developed in 2007 to spearhead the collection, analysis, dissemination, archiving of information and integration of various information systems within the region; a website has been developed to allow Member States to access timely information on trade figures, disease outbreaks, food security, environment, etc; and a Livestock Information Management System (LIMS) was developed to generate data on animal health, production and marketing from the Member States.

Since its formation in 2007, AIMS has managed to foster collaboration with a number of partners, including the Food and Agriculture Organization of the United Nations (FAO) and FEWSNET. SADC Member States have also been involved throughout the entire process, and currently an AIMS Technical Committee (which was approved by Agricultural Ministers in 2009) is providing guidance towards the establishment of integrated agricultural management systems at both regional and national levels. AIMS covers issues on seasonal rainfall and crop development monitoring; harvest forecasting, import and food availability assessments, price and market monitoring, food security and nutrition monitoring, livelihood profiling and vulnerability analysis, and emergency needs assessments and response analysis and evaluation. It also encompasses information for preparedness and disaster risk management leading to national contingency planning, safety nets and social protect design and management.

Through LIMS, FANR has been able to generate and publish an Animal Health Year Book since 2007. Through the above system FANR would receive and analyse animal health data monthly and animal production, livestock marketing and trade data quarterly. FANR has also managed to train Member States on the use of LIMS as part of capacity building to enhance their ability to utilise the information system.

**Target 2: Programmes in place to improve livestock production and productivity (livestock production to increase by 4% annually from 2005)**

During the period under review, FANR facilitated the implementation of two major programmes in the Member States, namely the SADC Foot and Mouth Diseases Project (SADC FMD) – funded by European Union; and the African Development Bank-funded project Strengthening Institutions for Risk Management of Transboundary Animal Diseases (TADs). FMD was implemented in all SADC Member States with particular focus on Malawi, Mozambique and Zimbabwe. The objective of the intervention was to contain the spread of FMD in the above three countries and to prevent the diseases from spreading to other countries in the region. The specific interventions of the project included: provision of vaccines and equipment for mass vaccinations; surveillances;

and the control of animal movement to limit interaction between livestock and wildlife.

The TADs project (2007-2012) operational in five countries, has the overall objective of enhancing livestock as a tradable and safe commodity through assured animal health, more specifically, through improved capacity for detection, identification, monitoring and surveillance of TADs in the SADC region. The expected outputs are: rehabilitation of veterinary services in the five Member States; improved capacity for diagnosis and surveillance of TADs; and harmonisation of animal disease surveillance systems. The TADs project has introduced the new Digital Pen technology; established National Virtual Centres; rehabilitated veterinary services and laboratories; training of 50 laboratory technicians and over 100 veterinary field staff; and analysed buffalo samples for FMD to assist in the long-term control of the disease.

**TABLE 5: PRODUCTION OF LIVESTOCK PRODUCTS**

Livestock Product	2006 Million tonnes	2007 Million tonnes	2008 Million tonnes	2009 Million tonnes	increase (2008)	decrease (2009)
Beef	1.25	1.28	1.33	1.39	4.5	
Mutton	0.14	0.15	0.15	0.16	6.7	
Goat meat	0.14	0.15	0.15	0.16	6.7	
Pork	1.32	1.35	1.40	1.41	0.7	
Poultry	1.83	1.88	1.95	2.04	4.6	
Milk	4.44	4.55	4.65	4.75	2.2	
Eggs	0.56	0.57	0.59	0.61	3.4	
Wool*	2,400	2,460	2,525	2,600	3.0	
Mohair*	400	410	420	430	2.4	
Game meat**	700	720	750	750	0.0	

*Meat consumption includes beef, mutton, goat meat, pork and poultry.*

\* Production from the Kingdom of Lesotho (tonnes)

\*\* Deer meat production from Mauritius (tonnes)

*Source: Comprehensive Agriculture Development Programme (NEPAD) and FANR, 2009*

The above interventions combined with Member States' and other stakeholders' interventions and support have some significant impact on the overall livestock production and take off in the region over the past five years (Table 3). Estimates from 2009 indicate average increases of 4.5%, 6.7%, 6.7%, 4.6%, 0.7%, 2.2% and 3.4% in the production of beef, goat meat, mutton, poultry, pork, eggs and milk respectively compared to 2008. Production of meat increased from 4.98 million tonnes to 5.16 million tonnes, while those of eggs and milk increased from 0.59 million tonnes and 4.65 million tonnes to 0.61 million tonnes and 4.75 million tonnes respectively. Due to recent increases in medium to large-scale commercial poultry meat and egg production farms, poultry meat accounted for about 40% of total meat production in the region during 2009. Despite the increased meat and milk production, the region continues to be a net importer of these commodities. For example, the estimated demand for meat in 2009 was 7.5 million tonnes against a production of 5.16 million tonnes. A lot is still needed in terms of interventions to meet the targets as set in the RISDP.

### 3.3.1.2 Challenges and bottlenecks

- Limited financial and human resources have affected the collection of timely and reliable data by Member States. They have also been unable to attend AIMS technical meetings in full due to limited resources as the SADC Secretariat does not fund transport and other logistical arrangements. The position of the Programme Officer who would be responsible for implementing this component has not been filled. However, since late 2010, the AIMS Programme has been staffed with two personnel under the European Union's CBRI, resulting in tremendous improvements in the development and data collection and uploading of data into the database as indicated above. However, they are employed for only two years and staffing problems will continue thereafter.
- The partial assessment of requirements for the full Regional Integrated AIM System indicated that it would require substantial financial resources for its development including the development of national integrated databases. Hence it was one of the programmes, which was suggested to be implemented under the European Development Fund (EDF) to the cost of Euro 10 million. As these resources are not available, the development of the system has not been completed.

- The commitment of Member States to provide overall FANR data including LIMS at regular intervals has been below expectation. As a result, it has been difficult to base regional livestock projections on accurate data, making it difficult to plan interventions.

- Most Member States fail to progressively resource and absorb FANR initiated project activities in their regular programmes after completion of the projects.

### **Output 2: Information and best practices on technology to enhance productivity made available**

*The main targets for this output were: (1) increase cereal production to 2000kg/ha; and (2) increase livestock off-take from the less than 5% in 2005 to greater than 10% by 2010.*

### 3.3.1.3 Achievements

#### **Target 3: Increase Cereal Production to 2,000kg/ha**

In line with the above output, FANR facilitated the formation of innovation technology platforms to facilitate dissemination of research output technologies; conservation tillage was promoted to address the water management issues in the region; and research programmes were facilitated through 14 grants to support technology development. The grants awarded support research activities in the following areas: improving market participation by small-scale livestock producers; improving commodity marketing channels and market policies; conservation agriculture practices for increased, efficient and sustainable dryland farming in semi-arid areas; evaluation and promotion of indigenous knowledge on pesticides; and community-based forecasting for improved cereal productivity and profitability.

Some crop protection technologies have been developed through field projects supported by research grants from the ICART project such as army worm forecasting; control of rodents; and control of quelea birds. These technologies have the potential to save field sorghum crops and stored grains.

During the period under review, FANR continued to work with international research centres in implementing relevant research networks and setting research priorities. As an example, research through SADC Root and Tuber Network (SARRNET) has released the use of cassava silage as a dairy animal feed. In Malawi, use of this feed has been found to increase milk yields by 60% and butter in fact content by 25%, leading to increased income and nutrition for farmers. In Malawi, a pilot small-scale cassava processing plant in Nkhotakota is now producing cassava starch for sale to Packaging Industries (Malawi) Limited. In Tanzania, a similar plant is producing cassava starch.

It is also important to note that ICRISAT, one of the SADC research partners, which has for a long time implemented the SADC sorghum and millet network, has developed a fertilizer microdosing technology to enhance fertilizer uptake by crops. Research has shown that microdosing, or the practice of applying small amounts of ammonium nitrate fertilizer, near the plant roots can improve yields from 30-100% anywhere in the world. The achievements of targets under this output have not been quantified but there has been a significant impact in Malawi and Tanzania. In general, maize (major staple in the region) production has been on the increase in the seven countries, except for Zimbabwe where production has significantly decreased in recent years. The growth rate of the agriculture sector estimated at an average of 2.6% closely matches the 2.6% population growth rate for the region. Efforts are still needed to have an agricultural growth rate that surpasses the population growth rate.

**Table 5 indicates a remarkable increase in the production of cassava in five SADC countries brought about by different interventions including research and favourable policy support.**

**Target 4: Increase livestock off-take from the less than 5% in 2005 to greater than 10% by 2010**

During the period under review, FANR has facilitated a number of research programmes supported through 14 grants for technology development. The grants awarded support research activities in the following areas:

- Improving market participation by small-scale livestock producers;
- Improving commodity marketing channels and market policies;

In addition to the above, FANR, through Implementation and Coordination of Agricultural Research and Development in the SADC region (ICART) and the Strengthening Capacity for Agricultural Research and Development in Africa (PSTADA) projects assisted Member States to establish technology innovation platforms. Through the ICART sub-project on Livestock and Livelihoods, small-scale farmers were assisted to form innovation platforms around goat marketing. This has resulted in the removal of marketing and production constraints and increased income for the farmers.

**3.3.1.4 Challenges and bottlenecks**

- Many activities in this target ended as soon as the projects were completed. In addition, Member States lacked the technical capacity to implement projects. This was compounded by poor monitoring and reporting of projects' progress.

**3.3.1.5 Achievements**

**Output 3:  
Policies and Programmes on Transboundary  
Natural Resources Management facilitated**

*The main focus of the SADC in natural resources is to ensure that the resources are sustainably*

**TABLE 6: CASSAVA PRODUCTION\* ('000'S) FOR THE PERIOD OF 2005-2010**

	2003	2004	2005	2006	2007	2008	2009	% decrease/increase (2005-2009)
Angola	5,600	6,628	8,587	9,058	8,587	11,587	13,001	51.4
Malawi	1578	2,273	1997	2,688	2927	3,278	3,787	89.6
Mozambique	5,301	4,233	6,635	7,552	8,160	8,847	7,437	12.1
Tanzania	1,449	1,538	1,538	2,006	1,800	1,717	1,983	28.9
Zambia	958	912	1,056	1,256	1,256	1,256	1,152	9.1

\* Statistics may not be comparable among Member States due to differences in data collection methodologies.  
Source: Member States

*managed and they benefit present and future generations locally, as well as contribute to global well-being. RISDP also underscores the importance of these natural resources in relation to food security. The thrust during the period under review was to ensure that Protocols on Fisheries, Forestry and Wildlife were ratified and implemented by 2006; Regional Programmes on Shared Natural Resources were developed and approved by 2006; and*



*Agroecological zone maps developed and operationalised by 2010.*

**Target 5: Fisheries, Wildlife and Forestry Protocols are ratified and implemented; Regional Programmes on Natural Resources are developed and approved**

Ten SADC Countries ratified the Forestry Protocol by May 2009 and Ministers approved an implementation strategy for the protocol in July 2010. The protocol prioritises Forests and Climatic Change; Fire Management; Assessment of Forests Information exchange; and Capacity building and protection of Catchment Forests. The Fisheries Protocol was ratified by 11 Member States by August 2008 and its implementation strategy was approved by Ministers in 2010. The Fisheries Strategy prioritises Aquaculture;

Management of Shared Fisheries Resources; and Combating Illegal Unregulated and Unreported Fishing. The Protocol on Wildlife and Law Enforcement was ratified by November 2003 and an implementation strategy approved in 2007.

As part of the implementation of the SADC Protocol on Fisheries, two regional programmes have been developed in Fisheries during the period under review namely: "Managing for Resilience: Strengthening Co-management of Shared Fisheries Resources in the Zambezi basin" and the "Aquaculture Development". The main objective of the first programme is to promote co-management of shared fisheries resources in the Zambezi basin while the Aquaculture Programme seeks to enhance information sharing, build capacity and review policies and the legal framework in line with the SADC protocol on Fisheries. These programmes were approved in August 2010 and the process of mobilising resources is underway.

With regards to the implementation of the Forestry Protocol, the Secretariat initiated the programmes on Regional Fire Management and Cross-border Cooperation Programme; and Support Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD). The Regional Fire Management and Cross-border programme seeks to address the issue of uncontrolled fires in order to conserve forest biodiversity and ensure the sustained supply of forest products for community livelihoods. The objective of the REDD Programme is to reduce poverty through climate change mitigation and adaptation measures. The first programme was approved in August 2010 while the REDD programme has been approved by Sectoral Ministers in May 2011 and has been recommended for Council's endorsement in August 2011.

With regard to Wildlife, during the period under review, the SADC Framework on Transfrontier Conservation Areas (TFCAs) was approved by the Integrated Committee of Ministers in 2007. A programme to operationalise this framework is being finalised. Under the Wildlife Protocol, the SADC region has been developing regional positions used at negotiations on the Convention on International Trade in some Endangered Species (CITES) of Wild Fauna and Flora. This

approach granted the region success in 2008 and in 2010 respectively.

**Target 6: Agroecological zone maps developed and operationalised by 2010**

This has not been done due to financial and human resources constraints.

### 3.3.1.6 Challenges and Bottlenecks

■ Understaffing of the Natural Resources Management (NRM) Unit has affected the implementation of the programmes. The NRM Unit has one Senior Officer covering wildlife, fisheries and forestry who came in post in 2007. However, it is necessary that each of the three Protocols should be supported by an individual staff member. The Wildlife position created in 2008 is still vacant.

### 3.3.1.7 Achievements

**Output 4:  
Surveillance, control and eradication measures for plant pests and diseases harmonised**

*The thrust under this intervention was to put in place harmonised policies and networks for the eradication of agricultural pests and diseases in the region. The targets were to have a Transboundary Pests and Diseases Policy in place by 2007 and surveillance networks in place by 2010.*

**Target 7: Transboundary pests and diseases policy in place by 2007**

In pursuit of this target, the Directorate has facilitated the development of common strategies for managing migrant pests in crops, publication of essential literature and coordinated the development of common positions in international phytosanitary foras for the control of plant pests. The Directorate has also carried out effective advocacy work with Member States resulting in the adherence of more Member States to international Treaties on plant protection, especially the International Plant Protection Convention (IPPC), an international treaty for global management of plant pests. As a result, eleven Member States are now signatories of the IPPC.

Migrant pests such as locusts and quelea birds require special attention to manage because of

their great mobility, high reproductive capacity and ability to destroy vast vegetations in a short time. Their control therefore requires a regional approach due to the transboundary nature of these pests. A common strategy for managing migrant pests (e.g. locusts, quelea birds and army worms) was developed and approved by Council of Ministers in 2007 in Lusaka, Zambia. The Secretariat has also developed an implementation plan to assist Member States to implement the common strategy for managing migrant pests in the region.

The Secretariat has published a Handbook on "Pests of Phytosanitary and Economic Importance in the SADC Region", to assist Member States in their identification and control of plant pests. The Handbook was launched by Ministers in 2010 and is currently being used by plant inspectors in Member States for quick and precise identification of pests and diseases of crops on consignments as well as in the fields.

**Target 8: Surveillance networks in place by 2010**

A network for the surveillance of migratory pests was developed with the aim of increasing the capacity of Member States to manage migratory pests in a coordinated manner. To support the operations of this network, the Directorate carried out capacity building activities for surveillance and reporting of migratory pests. Member States were provided with computers, training was done on data collection and all Member States were linked to a common system of reporting and information sharing. This network is currently being run by the International Red Locust Centre for Southern Africa located in Ndola, Zambia.

### 3.3.1.8 Challenges and Bottlenecks

■ The major challenge in the implementation was poor participation by Member States at technical meetings and this has delayed the approval of strategies on pests and diseases. A Quorum is formed by at least 10 Member States who can pass decisions at technical committee meetings but this has not been met in some cases.

■ Member States are not submitting the information required to generate monthly regional status reports.

### 3.3.1.9 Achievements

**Output 5:  
Framework for Regional Agricultural Input Market  
developed**

*The RISDP notes the availability and access to seed and inorganic and organic fertilizers as factors limiting crop production, especially in the small-scale sector. Promoting seed and fertilizer production within the region could reduce transport costs, a major constraint for farmers. Access to inputs could also be improved by promoting intra-regional trade of seed and fertilizers. The RISDP targeted having common policies on seed, fertilizer and agro-chemicals approved by 2009; a brochure on affordable technology published by 2005; and smallholder farmers using draft power increased by 10% by 2007.*

**Target 9: Common policies on seed, fertilizer and agro-chemicals approved by 2009**

The harmonisation of seed policies in the region has been completed and a document outlining the agreed system for the regulation of seed production and certification has been produced and approved. The overall objective of the harmonised system is to promote trade of high quality seed varieties between countries in order to increase availability of such seed to farmers. The harmonised system therefore contains science-based procedures for (i) variety release; (ii) quality control and certification; and (iii) phytosanitary measures for limiting the spread of plant diseases and pests. To facilitate implementation of the harmonised seed regulatory system, a Memorandum of Understanding (MOU) has been developed and signed by 9 Member States. The Secretariat is now pursuing the initiative of establishing a regional seed centre in Lusaka, Zambia which will facilitate the implementation of the harmonised seed regulatory system through close collaboration with private sector and public sector in Member States.

With regards to fertilizer, an assessment of the existing fertilizer production plants in the region was successfully carried out, with the aim of providing technical advice on how these factories could increase their production to the technical full capacity of the factory. These assessments were carried out in Angola, Malawi, Mauritius, Mozambique, Tanzania, South Africa, Zimbabwe

and Zambia. In addition, the Secretariat is now finalising a draft common system of labeling fertilizer in the SADC region, which will be circulated to Member States by the end of 2011 for their review and comments.

A document of guidelines for the registration of crop-protection products has been developed in conjunction with Member States, the aim of which is to make Member States follow similar approaches and standards in the registration of products to be used for protection of crops against pests. These guidelines are expected to be approved by Ministers in July 2011.

**Target 10: Brochure on affordable technology published by 2005**

The brochure on affordable technology is being published in 2011 for Member States.

**Target 11: Smallholder farmers using draft power increased by 10% by 2007**

This has mainly been the responsibility of Member States and data on the use of draught power has not been made available to the SADC Secretariat. This needs to be monitored to see the trends over the years.

**Output 6:  
Land Reform Facility in place**

*RISDP noted the importance of land ownership, access and use of land in addressing food availability challenges in the region. In order to address the land issue, RISDP envisaged the establishment of Land Reform Facility by 2006 as a crucial step. In line with this target, Ministers approved the establishment of the SADC Land Reform Support Facility in 2007, which aimed to mobilise technical and financial support towards policy formulation and implementation; document and share information and best practices in land reform among Member States through networking; build capacity of state and non-state institutions in land-reform related areas; and promote research in land reform to better inform policy and address implementation bottlenecks. Since then, the SADC Secretariat and Member States have been trying to mobilise resources for the implementation of the facility.*

**Output 7:  
Regional research output and technologies disseminated**

*The RISDP has identified low dissemination, poor adoption of technologies, and weak research-extension-farmer linkages as a major constraint in realising agricultural productivity. The region has also identified inadequate funding for research and extension as a constraint to undertaking research for development. In response to the above challenges, FANR, in collaboration with Member States, had the following targets (i) regional programmes in place and fully operational to support regional initiatives by 2005; (ii) to establish funding mechanisms for regional research initiatives; (iii) to have regional communication technology in place by 2006; (iv) to identify thematic research networks; (v) to strengthen research-extension-farmer linkages; and (vi) to promote appropriate technologies through regional consortium of national institutions.*

**Target 12: Regional programmes in place and fully operational to support regional initiatives**

The Directorate implemented the following programmes: Implementation and Coordination of Agricultural Research and Training (ICART); Competitive Fund for Innovative and Collaborative Projects in Support of Small Scale Farmers Development (FIRCOP); Strengthening Capacity for Agricultural Research and Development in Africa (SCARDA); Promotion of Science and Technology for Agricultural Development in Africa (PSTADA); and SADC Multi-country Agricultural Productivity Programme (SADC MAPP). Through these programmes, research networks have been established in the region; technology innovation platforms to enhance dissemination and adoption of best agricultural practices have been formed; crop-protection technologies have been developed through field projects in army worm forecasting, control of rodents and quelea birds; research capacity of National Research Institutions has been strengthened through supporting MSc students in agriculture; tertiary agricultural and training institutions have been empowered.

In addition, the Centre for Coordination of Agricultural Research and Development in Southern Africa (CCARDESA) has been established as a Subregional Research Organisation (SRO) for SADC.

**Target 13: Funding mechanisms for regional research initiatives in place**

A Competitive Grant for agricultural research was launched in 2006 to facilitate the adoption of research in the region. Seven (7) grants with a total value of Euros 5.3 million were awarded for implementation over three years. The projects implemented by Member States under these programmes include: crop-protection technologies; community-based forecasting for improved cereal productivity; and livestock and livelihoods. With the grants, participatory technologies have been developed in the following a) army worm forecasting, b) control of rodents and 3) control of quelea birds. These technologies have the potential to save field sorghum crops and stored grains. These grants also enabled Member States to conduct research to address value addition. Examples of these programmes are: improving rural family health through proper processing and consumption of safe and high-quality cassava; and diversification of processing and utilisation of cassava products through development of fortified soya/cowpea-based products for enhancement of nutrition and safety qualities. The competitive grants also funded scholarships for MSc students in Agriculture.

**Target 14: Identify thematic agricultural research networks**

Based on situation analysis, 11 networking activities focusing on information sharing were supported, involving an investment of •360,000. The activities were in three priority areas – gaps between farmers and technology developers; soil and water management; and economic use of indigenous plants. Networking activities involved participation from all 15 Member States, all of which have operational networks and platforms for collaborative research and information sharing.

**Target 15: Strengthen research-extension-farmer linkages**

With regards to Research-Extension Farmer linkages, FANR promoted value-chain analysis as a means of strengthening technology innovation and dissemination. It supported the establishment of technical commodity innovation platforms to carry out the value-chain analysis of commodities

with stakeholder participation, so as to facilitate the generation of demand-driven technologies. The value-chain analysis addressed the problem of developing technologies that are not demand driven.

**Target 16: Promote appropriate technologies through regional consortium of national institutions**

On the issue of appropriate technologies produced by regional consortia of national research institutions by 2010, the Competitive Grants indicated above adopted the policy of funding through regional consortiums involving at least two countries and including universities, NGOs, International Agricultural Research Institutions and Government Research Stations. The concept of consortiums enhanced quality of research in the region and has facilitated synergies and exchange of information among different stakeholders as highlighted above.

**3.3.1.10 Challenges and Bottlenecks**

- The success of regional research interventions has directly depended on the performance of the National Agricultural Research Systems (NARS) that have been constrained by limited capacity, especially financial and human resources, and weak linkages with local and international partner institutions.
- Sustainability of activities initiated under the various projects remains a major challenge.
- Although a considerable body of agricultural technologies has been developed in the region over the years, there remains the challenge to compile the information into focused user-friendly documents for dissemination to the various stakeholder categories in the region and to promote adoption. This should form a core agenda for future programmes in this area. The Secretariat should ensure that CCARDESA prioritises this issue.

**3.3.1.11 Achievements**

**Output 8: Regional Irrigation and Water Management Programme (RI&WMP)  
Developed and Financed**

*Crop production in the SADC region is predominantly carried out during the rainy season. This makes the*

*production of crops highly dependent on the quantity and distribution of the rains within the season. Member States have therefore decided to increase the area under irrigation as a way of increasing production and stabilising food availability within the households. In 2003, it was estimated that the area under irrigation in the SADC region was, on average, 3.5% of the total. On this basis, the RISDP target on irrigation is to double the area from 3.5% to 7.0% by 2015.*

**Target 17: Double the area under irrigation from 3.5% to 7.0% by 2015**

FANR Directorate in liaison with I&S has undertaken various activities, including advocacy, seminars, and workshops and training to address issues and develop appropriate policies with the participation of all stakeholders to increase agriculture irrigated land and sustainable use of regional water resources. The results of the interventions include: revised Protocol on Shared Water Courses, which is an overarching framework for the transboundary management of shared watercourses in the SADC region; regional Strategic Action Plan for Integrated Water Resource Management and Development prepared; a regional Water Policy, which harmonises national policies, was issued; and a regional programme on Water Management for Food Security was developed. The Secretariat also facilitated the development of regional programmes on water resources management worth US\$250,000 as follows:

- The middle Zambezi sub-basin potentially covering the Linyati, Machili, Kalomo, Shangani, Sengwa and Sanyatin tributaries and the main Zambezi to Lake Kariba, incorporating territory in Zambia, Botswana and Zimbabwe;
- The lower Zambezi/Shire sub-basin, potentially covering the area from the outflows of the Cahora Bassa and Lake Malawi to their point of joining, including the Luia and Revuboe tributaries, and incorporating territory in Malawi and Mozambique; and
- The upper Okavango sub-basin, covering the lower Cubango and Kuvango as well as the Cuito tributary, and incorporating territory in Angola and Namibia.

The above programmes were however, not implemented because Member States preferred to deal with irrigation at national level.

The regional achievements on irrigation for the period under review are given in Table 7

**TABLE 7: STATISTICS OF AREA OF LAND (HA) UNDER IRRIGATION IN SADC MEMBER STATES**

Country	Irrigation Potential (1000 ha)	Actual Irrigated land (1000 ha)	Actual/Potential (%)	Actual cultivated (%)
Angola	3700	35	1	1
Botswana	13	1.38	11	0.4
DRC	7000	7.3	0	0.1
Lesotho	12.5	0.067	1	0.02
Madagascar	1517	1081	71	30
Malawi	162	54.144	33	2
Mauritius	33	20.8	63	20
Mozambique	3072	40.1	1	1
Namibia	47.3	6.14	13	1
South Africa	1500	1498	100	10
Swaziland	93.2	44.8	489	23
Tanzania	2132	274	12.8	3
Zambia	523	156	30	3
Zimbabwe	366	124	34	4
SADC	20,171	3,343	16.57	6.05

Source: FAOSTA and SADC Secretariat (Member States Reports) 2007



### **3.3.2 ENSURE ACCESS TO FOOD**

Ensuring food access deals with the “economic” capacity of the population, particularly the poor and the most vulnerable, to acquire food. Regional food security cannot be achieved unless people have sufficient access to food produced (quantity of production) or purchased (affordability). It is recognised that the region will remain food insecure if, some of its population have limited access to food, either through their own production or purchases. Hence, the level of household income and surety of stable food prices are important determinants of the fiscal capacity of households to purchase food and thus become food secure.

In line with the above, FANR recognises the role of financial and economic power in increasing access to food. The focus of the Directorate is on supporting initiatives that contribute to increasing intra- and inter-regional trade. However, trade is constrained mainly by lack of capacity to meet phytosanitary standards, lack of compliance and other tariff and non-tariff barriers including rules and regulations governing trade in agricultural products.

#### **3.3.2.1 Achievements**

**Output 1:  
Elimination of agricultural trade barriers**

*At the regional level, the FANR Directorate is supporting a number of measures aimed at increasing intra- and inter-regional trade as a means for improving household access to food. These include initiatives within the Secretariat to eliminate agricultural trade barriers and the promotion of agriculture products. The main targets during the period under review were to have initiatives to promote intra and inter-regional trade facilitated and to facilitate policies and programmes to promote value addition to agricultural products.*

**Target 18: Initiatives in place to increase intra and inter-regional trade by 2008**

Some of the FANR initiatives include: the holding of a meeting by SADC Secretariat in June 2005 in collaboration with Commonwealth Secretariat on WTO fisheries subsidies disciplines and

fisheries issues in the Economic Partnership Agreements (EPA); participation in the development of a Common Position on Phytosanitary Measures; and implementing a Food Safety Project whose aim is to promote trade in agricultural products through strengthening of capacities of Member States in meeting sanitary and phytosanitary standards of agricultural products. A common position on trade barriers has been developed by SADC through meetings and workshops.

SADC Secretariat is participating in negotiations to facilitate trade in livestock. Countries exporting beef are required to debone the meat and keep it at 4°C for 24 hours to prove freedom from the Foot and Mouth Disease (FMD). Additionally, they have to carry out surveillance, risk assessment and tests to prove freedom from Bovine Spongiform Encephalopathy (BSE). These requirements are expensive to comply with, as they are not totally based on science. The concerns of the region about these requirements have been submitted to the Office International des Epizooties (OIE) Regional Commission for Africa and the OIE Scientific Commission for debate. The above issues are still being debated at the OIE, which has agreed to work on the concept of commodity-based trade, which ensures the safety of a product, irrespective of the animal disease status of the country.

FANR has been working on improving access to regional and world markets through capacity building of Member States. The Secretariat mobilised 7.5 million Euro for a project on Food Safety. The overall objective of the project is to promote regional trade through regional integration and greater access by SADC Member States' exporters to the EU and world markets for agricultural products (including livestock and fisheries). The project purpose is to harmonise 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.

**Output 2:  
Policies and programmes to promote value  
addition to agricultural products facilitated**

**Target 19: Programmes in place to promote value  
addition and marketing of agricultural products**

In support of market development, the following research projects - which address market issues - were funded under ICART project:

- Livestock and livelihoods: Improving market participation by small scale livestock producers;
- Linking the production and marketing chain for development of smallholder agricultural commodities using Sesame in Mozambique and Tanzania as a model. Marketing bottlenecks were addressed in Tanzania through value-chain analysis

### 3.3.2.2 Challenges and bottlenecks

At the international level, barriers related to Foot and Mouth Diseases have affected beef trade to the EU markets by SADC countries, especially Botswana and Zimbabwe. The countries have experienced continuous outbreaks over the years and, as such, cannot access the lucrative EU quota. The stringent requirements of the EU market also remain a challenge for the region with regards to beef exports. The need to debone the meat and keep it at 4°C for 24 hours to prove freedom from the FMD virus makes the whole exercise uneconomical.

### 3.3.3 IMPROVE FOOD AND NUTRITIONAL VALUE AND SAFETY

In view of the entry into force of the SADC Protocol on Trade in 2000, the establishment of the SADC Free-Trade Area in 2008 and the envisaged establishment of the SADC Customs Union, SADC puts high emphasis on the harmonisation of the Sanitary and Phytosanitary measures (SPS) to facilitate trade in agricultural products. The access to international markets for agricultural products requires compliance with World Trade Organization (WTO) SPS measures and MRL standards/import tolerances that are designed to protect human health. However, Member States have non-harmonised and inadequately enforced regulations on SPS measures and in particular on MRLs, which constitute an important technical barrier to trade within and outside the region. Besides the trade objectives related to harmonisation of SPS standards, the compliance with international

standards leads to improved food safety for national consumers as well as consumers of goods originating in other SADC Member States. To address the above issues, FANR targeted to have following targets during the period under review: minimum food quality standards in place by 2009; laboratory quality insurance system established by 2007; harmonised sanitary and phytosanitary standards by 2009; and Regional MOU on GMO approved by 2006.

#### 3.3.3.1 Achievements

**Target 20: Minimum food quality standards in place by 2009**

The quality standards were not done by FANR but as part of the Standardisation Quality Accreditation and Metrology (SQAM) Project under TIFI. However, capacity building in process standards was undertaken. This includes training of smallholder farmers and extension workers in the implementation of good practices along the food chain.

**Target 21: Harmonised Sanitary and Phytosanitary Standards by 2009**

The FANR Directorate has undertaken various activities, including general awareness raising, advocacy, seminars, workshops, monitoring, procurement, building the capacity of Member States and the Secretariat, and developing appropriate policies for the participation of all stakeholders in the management of SPS matters. Regional Guidelines for the Regulation of Food Safety, Regional Guidelines for the Regulation of Crop-protection Products, Regional Guidelines for the Regulation of Veterinary Medicines and Regional Guidelines for the Management of SPS Matters are now in place.

**Target 22: Laboratory quality insurance system established by 2007**

On the issue of laboratories, FANR purchased laboratory equipment for Member States. This has strengthened the analytical capacity of reference laboratories in Member States by provision of state-of-the-art equipment and training to analyse for pesticides and antibiotics residues, aflatoxins, histamines and pathogens. Training and capacity building in the accreditation for reference

laboratories in MS was also done according to ISO 17025.

**Target 23: Regional MOU on GMO approved by 2006**

FANR did not deal with GMO issues. The Quality Standards are part of the Standardisation Quality Accreditation and Metrology (SQAM) Project under TIFI

**3.3.3.2 Challenges and bottlenecks**

■ A major challenge in addressing the issue of compliance with the SPS Annex to the Protocol on Trade is the scale of differences in technical capability between Member States and their ability to deal efficiently with SPS issues and to establish a well-coordinated and functioning National Coordinating Committee to oversee all SPS related matters. In addition there is a lack of budget provision for running SPS activities, including the financial support to be given to reference laboratories in SADC Member States. At the regional level, MS are failing to implement the structure needed to guide SPS matters by not providing financial support to organise the activities they have committed to by signing the SPS Annex to the Protocol on Trade.

■ It seems the target and indicators for the achievement of food safety as given in the RISDP

are not congruent with the intervention itself. The RISDP envisages the reduction by half of the proportion of underweight children less than five years old between 1990 and 2015. This indicator does seem to fit food safety. The indicator needs to be revisited to make the interventions objective and quantifiable.

**3.3.4 ENSURE DISASTER PREPAREDNESS FOR FOOD SECURITY**

SADC continues to face multiple disasters which affect food security every year. These disasters include both natural and man-made ones. Some of the notable natural disasters affecting food security in the region include droughts, prolonged dry spells, floods, cyclones, wild fires, and pests and diseases (human and livestock). Man-made disasters include mostly policy-induced disasters related to food and agricultural input prices, civil unrest, and human/wild life conflicts.

The overall objective of this intervention area is to reduce natural and man-made disasters through improved forecasting, prevention, mitigation (responses) and recovery. Every year some sectors of the population in the region become vulnerable to food insecurity due to one or several of these disasters. The outputs for the intervention area were: (1) Mechanism for Establishing and Managing a Regional Food Reserve Facility Developed; (2) Monitoring, Evaluation and dissemination of Regional Food Supply and Demand Conducted; and Disaster Management Plans operationalised.

**TABLE 8: ASSESSED FOOD INSECURE POPULATION FOR THE PERIOD 2005 - 10**

Country*	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
Lesotho	270,000	948,300	541,000	245,700	553,000	353,000	450,000
Malawi	400,000	1,340,000	5,055,000	833,000	63,200	673,498	147,492
Mozambique	964,000	202,000	428,200	121,500	520,000	302,700	247,000
Namibia	n/a	n/a	n/a	n/a	n/a	n/a	224,795
Swaziland	217,000	600,400	634,400	465,900	345,000	238,600	262,000
Tanzania	844,333	686,356	848,019	995,433	581,974	780,416	420,000
Zambia	60,000	39,300	1,232,700	380,537	440,866	444,624	110,000
Zimbabwe	5,422,600	2,300,000	2,884,800	1,392,500	4,100,000	5,100,000	1,400,000
<b>TOTAL</b>	<b>7,333,600</b>	<b>5,390,000</b>	<b>7,041,100</b>	<b>3,058,600</b>	<b>6,478,066</b>	<b>7,902,838</b>	<b>3,261,938</b>

Source: SADC FANR Directorate - Member States Vulnerability Assessment, 2004-2009. \* Data is only available from countries with Vulnerability Assessment Committees.

The overall number of people assessed to be food insecure in the region has been showing a decreasing trend since 2003 for the region in general (Table 7). The reduced incidences of food insecure population has been due to increased production of cereals, non-cereals, livestock products and improved access to food over the years. The following sections give some of the interventions that were done on disaster preparedness for food security.

### 3.3.4.1 Achievements

**Output 1:**

*Mechanism for Establishing and Managing a Regional Food Reserve Facility Developed*

**Target 24: Food Reserve Facility put in place by 2007**

The target was to have a Food Reserve Facility put in place by 2007. A framework for the establishment and management of a food reserve facility was developed in 2007 and presented to Ministers. However, Member States are no longer in favour of establishing a regional facility with physical food reserves and the focus has shifted to investigating the possibility of establishing a financial reserve. Consequently, the targets listed above could no longer be pursued, and studies on the establishment of a financial reserve are being undertaken by the Secretariat.

**Output 2:**

*Monitoring, evaluation and dissemination of regional food supply and demand conducted*

*The targets were: Trade, livestock and other crops included in food balance sheets by 2006; Regional supply and demand monitoring tools developed by 2007; Early warning system with broadened mandate and coverage in place and operational for decision making by 2009; and Disaster vulnerability systems in place.*

**Target 25: Early-Warning Systems in Place**

National Early Warning Units (NEWUs) have been established in 12 of the 15 Member States to collect, analyse and disseminate early-warning information at country level. Early-warning reports have been developed and used by various stakeholders such as the SADC Secretariat, FAO and WFP in a number of countries. As a result, a number of food aid appeals have been initiated

to help food insecure Member States. The UN WFP makes a number of appeals each year to help Member States, while a joint (SADC/FAO/WFP) Regional Appeal, as happened during the 1992/3 food crisis.

**Target 26: Trade, livestock and other crops included in the regional food balance sheet and regional supply and demand monitoring tools developed**

The monitoring of demand and supply continues through early warning bulletins and updates. With regard to trade, livestock and other crops included in food balance sheets by 2006, some consultancy was done and a document is available. The recommendations of the consultancy have not been implemented due to resource constraints to facilitate discussion among technical stakeholders.

**Target 27: Disaster vulnerability systems in place and operational**

Following the devastating drought that affected several countries in the SADC Region in 2002, the persistent household vulnerability to food insecurity and poverty arising from weather, HIV/AIDS pandemic, economic and other shocks, there was increasing recognition of by SADC Member States of the need to improve their capacity to forecast, assess and respond to food insecurity and vulnerability. In addition, there was growing recognition that using crop production figures as the main indicator for assessing food security was insufficient. Some countries reported surpluses at national level, only to be followed by reports that certain of their populations were going hungry. There was a need therefore for a system that would forecast and monitor vulnerability of households to food insecurity and poverty at sub-national level. The above concerns resulted in the establishment of the RVAA Programme which was approved by the Integrated Committee of Ministers at their meeting in Maseru, Lesotho in June 2005. The overall mandate of the RVAA Programme was to coordinate and strengthen national and regional vulnerability analysis systems in order to inform policy formulation, development programmes and emergency interventions that lead to a reduction in vulnerability in the SADC region.

The RVAA Programme consists of the Regional Assessment Vulnerability Committee (RVAC) and National Vulnerability Committees (NVACs). The RVAC is a multi-agency committee chaired by the SADC FANR with members from FEWS NET, WFP, OCHA, OXFAM, FAO and UNICEF regional offices. The RVAC acts as advisory body to the Programme. The NVACs are led by national governments with membership drawn from the government, NGOs and UN agencies. The NVACs are chaired by senior government officials working in the government offices which host the NVAC.

Specific activities of the RVAA Programme include:

- Organise monthly meetings of the RVAC
- Facilitate establishment and institutionalisation of NVACs in Member States
- Coordinate and facilitate annual vulnerability assessments in Member States where NVACs exist.
- Build capacity in Member States to enable them to conduct vulnerability assessments through training, backstopping missions and technical exchanges among NVACs in the region.
- Establish a vulnerability assessment and analysis Centre of Excellence to ensure sustainable capacity for VAA work in the region.
- Organise and facilitate Annual Organisation Meetings to review VAA work-plans from Member States.
- Organise and facilitate Annual Dissemination Meetings to share results of the annual assessments conducted by the NVACs in the Member States.

Some of the achievements by the RVAA Programme between 2005 and 2010 include:

- Establishment of RVAA Programme Management Unit under the SADC FANR directorate in December 2006.
- Establishments of National Vulnerability Assessment Committees in eight Member States, including Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia and Zimbabwe. These are responsible for coordination of Vulnerability Assessment and Analysis (VAA) work in respective Member States. This has resulted in increased use of VAA information in policy planning, formulation and development by decision makers at regional and national level.
- The NVACs have provided early-warning information on number of populations vulnerable to food insecurity and poverty to enable timely

interventions to be undertaken by the relevant authorities;

- The NVACs have helped to build consensus on assessment findings or results, thereby allowing for quick intervention decisions to deal with issues related to disaster preparedness and emergency food interventions.
- Through several capacity-building initiatives the Programme has undertaken over the five-year period, most NVACs are now able to conduct vulnerability assessments in their respective Member States with minimal external technical assistance.
- Facilitate the establishment of Centre of Excellence on vulnerability assessment and analysis at the University of KwaZulu Natal.

**Output 3:  
Disaster management plans operationalised**

**Target 28: Framework for the provision of food relief in place by 2008**

The target was to have a framework for provision of food relief agreed among SADC Member States and International Cooperating Partners by 2006, and the impact of food aid and commercial food imports on agricultural development studied and documented.

Discussions were facilitated on food relief among Member States with ICPs and it was generally agreed that aid should be sourced within the region to cut transportation costs. On the impact of food aid, FANR, in conjunction with UN Economic Commission for Africa (ECA), convened a study on impact of food aid in the region. The results were mixed but indicate that food aid can be harmful or good depending on how it is applied.

**3.3.4.2 Challenges and bottlenecks**

High staff turnover in many of the NEWUs resulted in reduced capacity to perform their duties effectively. In addition, there was a lack of financial resources in some countries and some of the NEWUs were not adequately funded. Lack of government commitment – especially when it comes to committing financial resources to the activities of the NVACs – has also affected the smooth operation of some of the NVACs.

The Regional Remote Sensing Project – which used to assist the REWS through monitoring progress of the rainfall season using remote sensing, Geographical

Information Systems (GIS) and agro-meteorology tools, particularly during the crop-growing season – ended due to a lack of funding.

Political instability has affected the establishment of NVACs in some countries such as the DRC and Madagascar. Unfavourable political environments, especially if the findings from the VAC assessments are not in line with the particular government position, also hampered progress.

### 3.3.5 STRENGTHEN INSTITUTIONAL FRAMEWORK AND CAPACITY BUILDING

The FANR is continuously involved in strengthening institutional framework and capacity building of the Directorate as well as facilitating similar developments in stakeholder institutions at national level. The key outputs were: (1) instruments for cooperation facilitated (2) legal frameworks on agro-inputs, control of pests, food safety and natural resources in place.

#### 3.3.5.1 Achievements

##### **Output 1: Instruments for cooperation facilitated**

*The targets were: (1) Fora for regular consultation with stakeholder established by 2007; and (2) Agreements of common policy finalised by 2009.*

##### **Target 29: Fora for regular consultation with stakeholder established by 2007**

There is close collaboration with bodies such as the FAO, World Bank, Forum for Agricultural Research for Africa (FARA), Nepad, EU, DFID, and the African Development Bank. During the period under review, the SADC Food, Agriculture and Natural Resources (FANR) Directorate achieved significant progress in furthering policy convergence on seed policy harmonisation, the control of animal and plant pests and diseases, GMOs and bio-safety. Efforts are also under way to formulate common standards for the production, handling and disposal of fertilizer.

##### **Target 30: Agreements of common Policy finalised by 2009**

Informed by the RISDP which noted that the absence of a binding legal instrument on food security and agricultural development is a major

weakness in the food security strategy of SADC, FANR has initiated the development of an integrated common agricultural policy framework 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. The development of the Regional Agricultural Policy (RAP) is in progress and various technical studies and consultations have been done. Consensus on overall justification, objectives, guiding principles, scope, list of policy issues and possible institutional set up was reached in 2010. Prefeasibility assessment of intervention strategies is ongoing and the policy is expected by end of 2012.

##### **Output 2: Effective Networks and Dialogue Established and Strengthened in SADC**

*The targets were: (1) Priority thematic networks operational by 2006; (2) Centres of excellence and specialisation for agriculture and natural resources identified by 2006/7; and (3) Coordination capacity of FANR Directorate strengthened in line with business plans by 2005.*

##### **Target 31: Priority thematic networks operational by 2006 and Centres of Excellence in place**

Thematic networks were established through various research programmes as indicated under Intervention Area 1. A number of Centres of Excellence (CoE) were established by FANR during the period under review as part of strengthening networks and dialogue in the region. In order to develop a sustainable regional capacity for skills training, methodological development and evidence-based research in the areas of vulnerability assessment and analysis (VAA), the SADC Regional Vulnerability Assessment and Analysis (RVAA) programme has as one of its major objectives the development of a CoE in VAA. The aim of this initiative is to support the development of regional training centres within existing recognised tertiary education institutions within SADC.

The CoE is expected to provide training in a range of skills needed to equip VAA systems and enable them to provide quality products. It is also expected to offer accredited qualifications, which will help to establish a recognised and respected

cadre of VAA professionals. Initially, the centre will focus on short-term skills training, but could later develop a certificate and diploma course for existing practitioners.

Following a competitive bidding exercise, the University of KwaZulu-Natal's African Centre for Food Security, working with the universities of Malawi (Bunda), Zimbabwe and Sokoine of Tanzania, was selected as the SADC RVAA CoE. The consortium has since developed a training curriculum of short courses for 2011.

With respect to the coordination capacity of FANR, the Directorate has been capacitated to develop annual business plans since 2007.

#### 3.3.5.1 Challenges and bottlenecks

- There is generally poor participation of Member States at Technical Committee Meetings and this delays the approval of many programmes.
- Some projects are not sustainable, with activities stopping soon after project completion.
- Political instability has affected the establishment of National Vulnerability Assessment Committees (NVAC) in some countries such as the DRC and Madagascar.
- In some areas, there were unclear targets for some of the interventions.

#### 3.3.6 ENSURE EQUITABLE AND SUSTAINABLE USE OF ENVIRONMENT AND NATURAL RESOURCES

The SADC region is endowed with abundant natural resources, which among others include abundant wildlife, beautiful landscapes and pristine watercourses. Over the years the region has seen unprecedented environmental degradation. While some encouraging progress has been made in environmental management, the Region continues to experience high levels of degradation. The RISDP identifies land degradation, deforestation, loss of biodiversity, pollution, and inadequate access to clean water and sanitation services and poor urban conditions as some of the major challenges. Poverty, high population growth and urbanisation are some of the emerging issues bringing with them the range of human health and environmental problems well known in urban and rural areas throughout Southern Africa.

The overall goal of the environment intervention is to ensure the equitable and sustainable use of the environment and natural resources for the benefit of present and future generations. In order to achieve this goal, the environment and sustainable development programme has four main outputs: (1) Creating the requisite harmonised policy environment, as well as legal and regulatory frameworks to promote regional cooperation on all issues relating to environment and natural resources management including transboundary ecosystems; (2) Promote environmental mainstreaming in order to ensure the responsiveness of all SADC policies, strategies and programmes for sustainable development; (3) Regular assessment, monitoring and reporting on environmental conditions and trends in the SADC region; and (4) Capacity building, information sharing and awareness creation on problems and perspectives in environmental management; and (5) Ensuring a coordinated regional positions in the negotiations and implementation of MEAs; and other agreements.

#### 3.3.6.1 Achievements

**Output 1:**  
***Creating the requisite harmonised policy environment as well as legal and regulatory frameworks to promote regional cooperation on all issues relating to environment and sustainable development***

*The four targets were (1) Environmental Protocol in place by 2006; (2) Promote environmental mainstreaming in order to ensure the responsiveness of all SADC policies, strategies and programmes for sustainable development (3) Regular assessment, monitoring and reporting on environmental conditions and trends in the SADC region; (4) Capacity building, information sharing and awareness creation on problems and perspectives in environmental management.*

**Target 32: *Legal Instrument to promote regional cooperation in environment finalised by 2006***

The Draft protocol was developed and circulated to Member States with a deadline for submission of comments. The objective was to solicit comments from Member States and also to entrench ownership of the protocol by Member States. The major challenge that was encountered was that national comments were only trickling very slowly. Only Mauritius had submitted comments by end of March 2011. The next steps will be to have the Protocol approved by the

technical committee for environment after which it will be submitted to responsible Ministers for approval.

**Target 33: Regional programmes on transboundary natural resources management developed and approved by 2008**

The Secretariat has facilitated the development of Regional programme on Reduced Emissions from Deforestation and Forest Degradation (REDD) (May 2011); the preparation of a Biodiversity Strategy, which was approved in 2007; preparation of a regional programme on waste management; regional guidelines for the management of invasive alien species were approved in 2007; and currently a Regional Climate Programme is being developed. Additionally the implementation strategy for the Forestry Protocol was developed with eight focal areas and the cross-border Fire Management Programme addressing the implementation strategy finalised.

**3.3.6.2 Challenges and bottlenecks**

■ There were delays by Member States to comment on Environment Protocol, and other regional programmes being developed. This has

affected the finalisation of the various documents.

■ Activities initiated under various programmes / projects could not be sustained in Member States for lack of human and financial resources.

■ Implementation has generally been delayed due to the late recruitment of the Senior Programme Officer for Environment who only joined in January 2009.

■ The sector is very broad but remains greatly understaffed with the whole unit manned by one person.

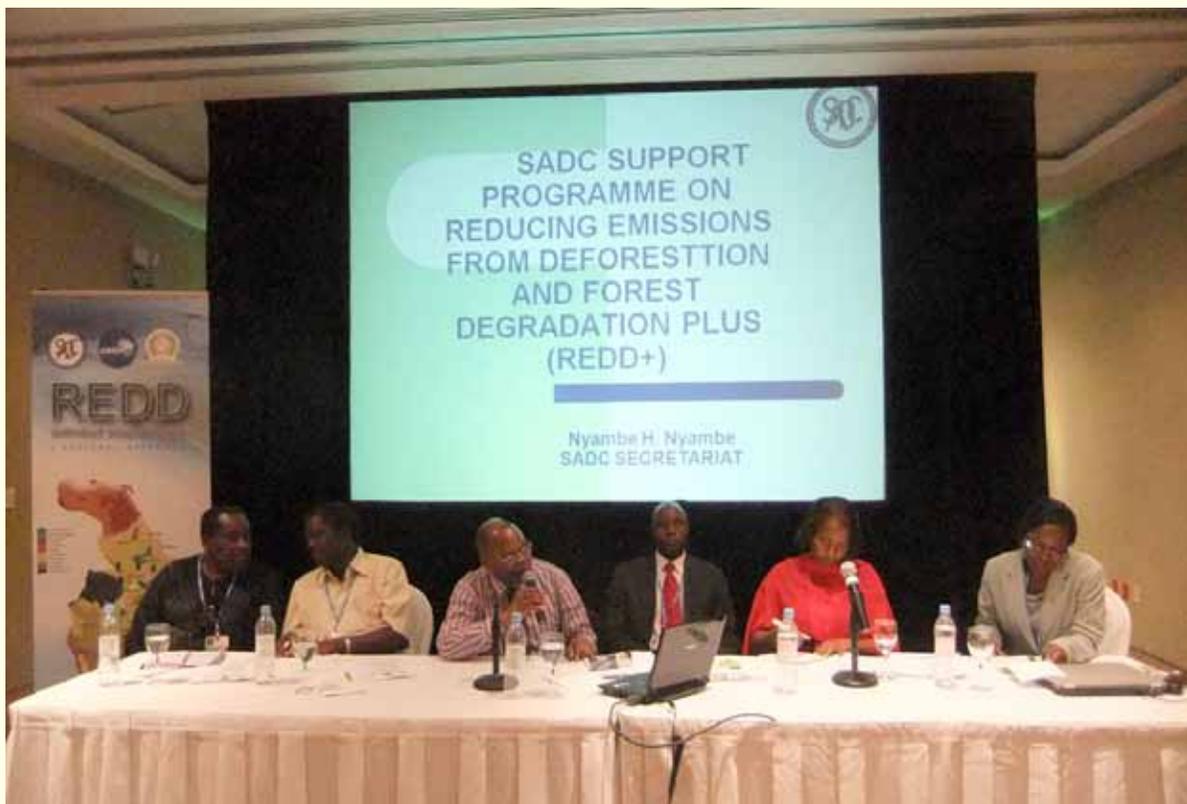
**3.3.6.3 Achievements**

**Output 2:**

*Promote environmental mainstreaming in order to ensure the responsiveness of all SADC policies, strategies and programmes for sustainable development*

**Target 34: Mainstreaming manual approved by 2010**

The target was to have an environmental mainstreaming manual developed and approved by the Member States by end of 2010. The FANR Directorate initiated the development of the environment mainstreaming manual in early 2010. The manual is intended to facilitate mainstreaming of environment into socio economic development



activities across the region. It will complement and supplement national environmental and sectoral environmental impact assessment regulations and guidelines to ensure that all development efforts in the region take environment into consideration to ensure the region's sustainable development. The manual is still being finalised and is expected by end of 2011.

**Output 3:**  
*Regular assessment, monitoring and reporting on environmental conditions and trends in the SADC region*

*The targets were to have a State of Environment Report every five years, starting 2005, and Framework of the Sub Regional Climate Change Programme in place.*

**Target 35: State of Environment Report every five years**

The RISDP calls for the preparation of the State of Environment Reports (SOERs) for Southern Africa at five-year intervals. The first series of a full Southern Africa Environment Outlook Reports (SAEO) was published in 2008 and was launched by the Ministers of Environment and Natural Resources at their meeting on 13<sup>th</sup> November 2009 in Victoria Falls. The report among other things highlights trends in the State of the biophysical and socio economic environment within the region. It also highlights major challenges towards achievement of the region's environment and sustainable development goals and proposes some policy interventions necessary for the achievement of the region's sustainable socio economic development. Resources are being mobilised for the next issue of the SAEO. This is being done through the development of a Concept Paper which has been submitted to various donors for funding.

#### 3.3.6.4 Challenges and bottlenecks

■ In addition to the challenges highlighted above, the high cost of production of the SAEO continued to be a bottleneck as production of the report is not funded under the Member States budget. Regular reports such as this ought to be funded under the core SADC Member States budget.

#### 3.3.6.5 Achievements

**Output 4:**  
*Capacity building for environmental management*

**Target 36: Capacity building programmes facilitated by 2010**

The target was to have capacity building programmes for environment facilitated throughout the period under review. The Secretariat facilitated capacity building on Innovative Financing for Biodiversity and the Regional Environmental Education Programme (SADC REEP). The SADC Regional Environmental Education Programme based at the Wildlife and Environment Society of South Africa (WESSA) in Howick, KwaZulu Natal, South Africa, facilitates environmental Education in the region. The overall objective of the programme is to enable environmental education practitioners in the SADC region to strengthen environmental education processes for equitable and sustainable environmental management. It is supported by the Swedish International Development Aid (SIDA).

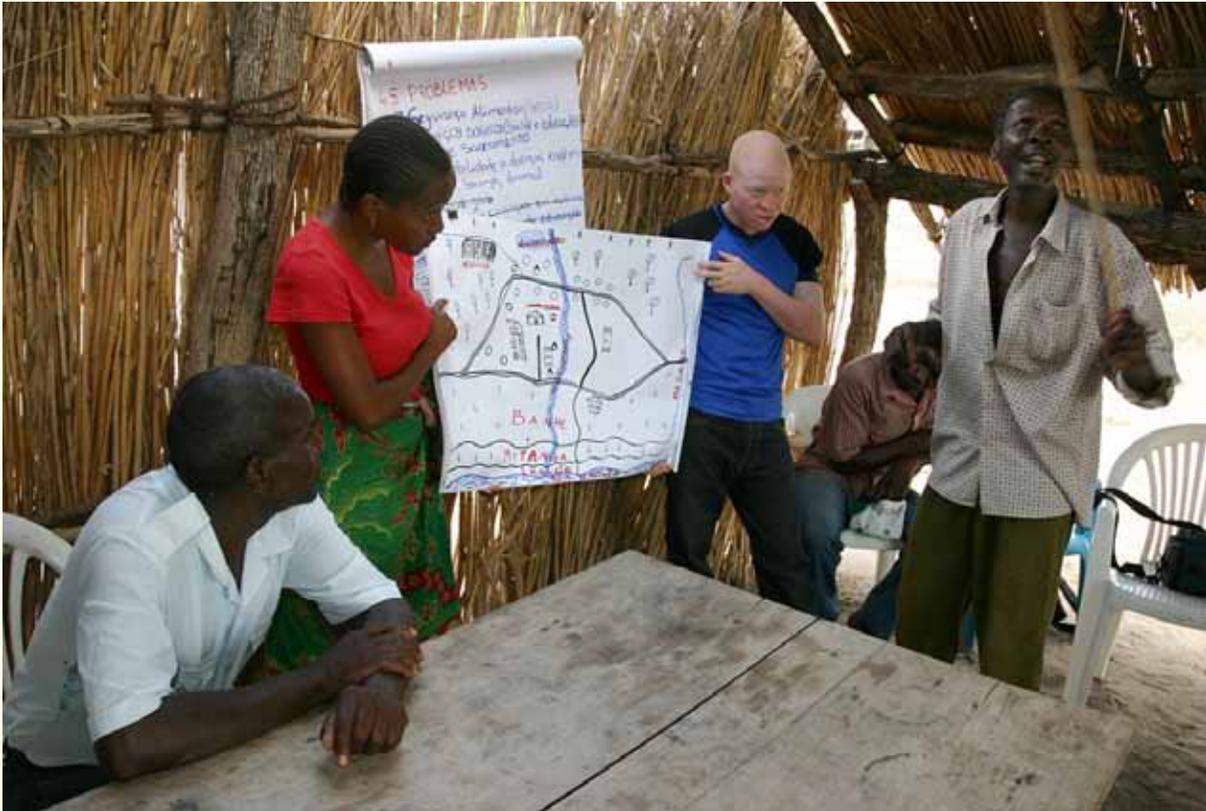
SADC REEP operates through National Environmental Education Network representatives in each SADC member state, usually located in the Ministries of Environment. The programme networks with other regional EE initiatives such as the Environmental Education Association of Southern Africa (EEASA) and international organisations such as UNEP, UNESCO, the United Nations University, IUCN, UNDP and DANIDA. Rhodes University has played an important role in the area of training and research. The success of SADC REEP are necessitated by a strong National EE Network forum from MS representatives (focal points) which meets every year to advise the programme on current capacity building needs, programming and to receive updates from programme. Meetings have a 93% - 100% attendance rate. A strong community of EE/ESD practice has been established in the region.

SADC REEP has attained several achievement awards for its outstanding performance both regionally and globally. In 2007, the programme was presented with the Environmental Education Association of Southern Africa (EEASA) Presidents Award for its achievements. In 2009

the programme's contribution was recognised globally and was selected by UNESCO as an international model of best practice in Environmental Education and Education for Sustainable Development.

The Secretariat also facilitated development of SADC regional common positions for some

priority Multilateral Environmental Agreements (MEAs) to the region. These included the 15<sup>th</sup> and 16<sup>th</sup> Conference of the United Nations Framework Convention on Climate Change and the 10<sup>th</sup> Conference of the Parties of the Convention on Biological Diversity (see also chapter in cross-cutting issues).



### 3.4 SOCIAL AND HUMAN DEVELOPMENT AND SPECIAL PROGRAMMES

The areas covered in the RISDP Implementation Framework under the Social and Human Development and Special Programmes cluster are education and skills development; health; employment and labour; culture, information and sport. Science, technology and innovation; and gender are key cross-cutting issues that were to be implemented under this cluster. The four interventions areas that were identified for this cluster are:

- i. Developing and sustaining human capabilities;
- ii. Developing positive cultural values, attitudes and practices;
- iii. Increase utilisation of human capabilities; and
- iv. Availability and access to information.

A summary of achievements with respect to these intervention areas is presented in Table 9 below, followed by a narrative description.

**TABLE 9: IMPLEMENTATION OF OUTPUTS AND TARGETS FOR SHD&SP, 2005-2010**

Intervention Area	Outputs				Targets or KPIs			
	Total	Fully Achieved	Partially Achieved	Not Achieved	Total	Fully Achieved	Partially Achieved	Not Achieved
1. Developing and sustaining human capabilities	4	3 (75%)	1 (25%)	0	37	13 (35%)	15 (41%)	9 (24%)
2. Developing positive cultural values, attitudes and practices	5	2 (40%)	2 (40%)	1 (20%)	22	5 (23%)	12 (55%)	5 (23%)
3. Increase utilisation of human capabilities	2	0	2 (100%)	0	8	4 (50%)	4 (50%)	0
4. Availability and access to information	2	0	1 (50%)	1 (50%)	6	0	1 (17%)	5 (83%)
<b>Total</b>	<b>13</b>	<b>5</b>	<b>6</b>	<b>2</b>	<b>73</b>	<b>22</b>	<b>32</b>	<b>19</b>
<b>Achievement rate (%)</b>		<b>38</b>	<b>46</b>	<b>15</b>		<b>30</b>	<b>44</b>	<b>26</b>

### 3.4.1 DEVELOPING AND SUSTAINING HUMAN CAPABILITIES

The four outputs under this intervention area are as follows:

- i. Regionally integrated education and training system in SADC is achieved;
- ii. Health systems and services rationalised and improved in the SADC region;
- iii. Conducive regional environment for social development attained;
- iv. Dynamic and development oriented culture within the region facilitated.

#### 3.4.1.1 Achievements

Of the four outputs listed above, the first three have been fully achieved and the fourth one partially achieved; of the thirty-seven corresponding KPIs, twenty-eight have been either achieved or partially achieved.

Considerable progress has been made in regard of a Regionally Integrated Education and Training System in the SADC region. Regional norms and standards for Education Management Information Systems were developed and an assessment framework to monitor the adherence of Member States to the norms and standards has also been produced. A draft Technical Vocational Education and Training (TVET), strategic framework and monitoring tool has been developed as well as Draft Regional Guidelines for Quality Assurance for education and training. A draft SADC Qualifications Portal which contains a database on existing qualifications in the region, and which will support the RQF, has been set up but has not yet been populated with relevant information.

A Regional Education and Training Implementation Plan integrating the Protocol on Education and Training, the RISDP and Continental and International commitments such as the Second Decade of Education Plan of Action and the Millennium Development Goals (MDGs,) was



developed and approved in 2007. A monitoring and evaluation framework and national report templates were also developed to track progress. The Implementation Plan also presented the structures needed to ensure full implementation and the Sectoral Committee of Ministers of Education and Training was re-established in 2007 to provide policy guidance on related issues. In addition, four of the eight technical committees proposed in the Protocol on Education and Training have been established to provide technical inputs and facilitate implementation at national and regional levels. An audit of the implementation of the Protocol on Education and Training was done in 2006/7 and twelve national reports as well as a consolidated regional report were produced.

Two Centres of Specialisation (CoS) in Open and Distance Learning (ODL) were established in 2008 and the CoS in Education Policy Support (University of Witwatersrand) and Public Administration and Management (University of Botswana) continue to offer regional training. About 60 participants have graduated from the Professional Certificate in Education Finance, Economics and Planning offered at the University of Witwatersrand. Support was also provided to six Member States to develop national ODL policies and 170 ODL practitioners were supported for study tours and to attend regional conferences as part of a sharing of expertise and experience.

An ODL Monitoring and Evaluation Framework was developed and implementation has started. A Gender Mainstreaming Strategy for ODL was also developed and approved, and implementation is on course. Guidelines for mainstreaming gender in ODL programmes have also been developed and are awaiting translation into French and Portuguese.

A Regional Information, Education and Communication (IEC) Strategy was developed and approved in 2010. It is currently being implemented through national advocacy workshops and awareness-creation activities in 7 of the 9 countries supported by the project.

The SADC Secretariat has developed a range of relevant strategic documents to guide implementation of the SADC Health and Pharmaceutical Programme since a number of the KPIs in this area are being implemented at member state (MS) level. Some of the key policy documents produced are:

- i. the Malaria Control Strategic Framework,
- ii. the Reproductive Health Strategy;
- iii. the Strategy for Human Resources for Health;
- iv. the Strategic Framework for Tuberculosis Control;

- v. the SADC Pharmaceutical Business Plan;
- vi. a 'Draft Strategic Framework for Traditional Medicines' which is being finalised.

The SADC Pharmaceutical Business Plan serves as a framework and mechanism for improving sustainable availability of and access to essential medicines and nutritional supplements to combat major communicable and non-communicable diseases. However, the extent to which the provisions of the Plan are being translated into lower prices is yet to be determined. Resources have been mobilised from the ADB to conduct a feasibility study for 'Pooled Procurement and Regional Production of Essential Medicines in the Region'. Various tools and guidelines have also been developed for use by MS and these include a series of 17 Guidelines for the Registration and Control of Medicines.

To deal with the problem of brain drain, a 'Retention Scheme for Health Care Workers' has been developed, and discussion is still ongoing among Member States for the recruitment of staff from partner countries and for the harmonisation of registration requirements for Medical Personnel.

It should be noted that for health-related targets and other social-related targets which are in line with the MDGs and WHO global objectives, the magnitude of change can only be assessed over the longer term.

In the area of Labour and Employment, the SADC Secretariat has developed, among others, a Code on Social Security and the Charter of Fundamental Social Rights. Consistent with the implementation of the Code on Social Security, a monitoring and assessment tool has been developed to facilitate preparation of status reports and the taking of corrective measures. The monitoring and assessment tool is scheduled to be piloted in 2011 to determine access to social security benefits in Member States.

Coordination and monitoring mechanisms to facilitate ratification of the eight core labour conventions and ensure compliance with ratified conventions were put in place and closely monitored during the period under review. Consequently, SADC Member States have attained one hundred percent ratification status. A Tripartite mechanism to support and urge Member States to fully implement the ratified conventions is in place in order to ensure conducive labour standards for enhanced productivity and social protection in the region.

Despite deprioritisation, the Secretariat also initiated strong working relationships in the region, within the framework of the SADC principle on subsidiary, in order to implement programmes under the SADC Protocol on Culture, Information and Sport. More specifically, relationships were formalised with the Confederation of African Football, Zone Six, covering the Southern Region, through a Memorandum of Understanding. As a result, a number of sports activities are ongoing under this arrangement.

### 3.4.1.2 Challenges and bottlenecks

Among the major challenges encountered under this, as well as the following intervention areas, are:

- Inadequate staff capacity is a major challenge: Most of the SHD and SP programme areas are staffed by one individual. This severely limits the number of person/hours available for any project or activity.
- Inadequate funding for some programme areas, especially employment and labour, as well as the de-prioritisation of a number of the SHD and SP programmes such as culture, information and sports and local government led to a reduction in funds under Member States contribution. This reduction, in turn, has resulted in an over-dependence on ICP funding.
- Weak and ineffective coordinating mechanisms with the SADC National Committees have led to the delay or distortion in information flows between the Directorates and sectoral focal points in Member States.
- There are inadequate monitoring and evaluation systems to support the SADC regional monitoring framework in Member States. The system does not generate the required data. This leads to poor monitoring and tracking of implementation of agreed regional, continental and international commitment policies and programmes by Member States.

### 3.4.2 DEVELOPING POSITIVE CULTURAL VALUES, ATTITUDES AND PRACTICES

This strategic goal has five main targets:

- i. Healthy lifestyles enhanced;
- ii. Rich, diverse and competitive regional culture developed;
- iii. Regional cultural Integration and identity facilitated;

- iv. Equal opportunities and conducive environment for engendered social development created;
- v. Reduction of infection rates of HIV and improved treatment and management of AIDS achieved.

### 3.4.2.1 Achievements

Two of the five outputs (iv and v) were fully achieved and two (i and ii) were partially achieved. One output (iii) has not been achieved. Five of the twenty-two KPIs were fully achieved, twelve were partially achieved and five were not achieved.

Following the decision of Ministers of Health in 2007, a healthy lifestyles day is commemorated annually on the last Friday of February, in most Member States since 2010. The SADC Healthy Lifestyle Day was launched in South Africa on 26-27 February 2009. A SADC Malaria Week is also observed in November annually.

The Directorate has undertaken the mainstreaming of gender in all major policy frameworks and strategic plans using either the gender equality or women empowerment approach. Most of the staff of the Directorate have attended the Gender Mainstreaming Capacity Building Programme. However, targeted gender training is essential to ensure that practical skills are enhanced using programme-based case studies.

Six of the seven KPIs for HIV and AIDS are being well implemented. An HIV Prevention Strategy has been developed and approved. The region has developed a Minimum Policy Standards for the Prevention of Mother-To-Child Transmission (PMTCT) which outlines basic issues that should be implemented by all SADC Member States. It is expected that these minimum standards would further contribute to the already impressive progress made by PMTCT programmes in the region. PMTCT is the most successful component of HIV prevention in the SADC region. Following their introduction in the region these programmes have rapidly expanded with five of the fourteen MS recording PMTCT coverage rates of 70% and above. If current trends persist, most of the SADC Member States will meet their Universal Access [UA] targets for PMTCT.

In 2006, the region developed a SADC HIV and AIDS Monitoring and Evaluation (M&E) Framework with a core set of indicators agreed upon by all Member States. The framework was revised in 2009 to address pediatric HIV and the links between HIV and TB.

While the outcome of the above interventions are yet to be fully established at Member States level, data for 2008 shows that eight SADC countries have recorded ARV coverage of 50% and above (i.e. 50% or more of people with advanced HIV infections are on ARVs). However, it is to be noted that ARVs are relatively expensive, and therefore ARV programmes are difficult to sustain in SADC Member States which have limited resources.

For the review period, SADC has developed and implemented two Strategic Frameworks for HIV and AIDS, i.e. for the period 2005–2009 and 2010–2015. Most of the financial resources for the implementation of these various business plans were provided by ICPs through the JFTCA and ADB Communicable Diseases projects. To increase resources available, the SADC Region submitted an HIV and AIDS Proposal on Cross Border Initiatives to the Global Fund which was approved for a total amount of US\$ 44, 979,686.

In order to effectively address the problems of OVCY, the SADC Region developed a SADC Orphans, Vulnerable Children and Youths Strategic Framework and Plan of Action, 2009 – 2015 and an associated Business Plan. The SADC Region has also developed a Minimum Services Package for OVCYs to ensure that OVCYs receive a comprehensive range of services.

### 3.4.2.2 Challenges and bottlenecks

In addition to those highlighted above, another challenge being experienced in the implementation of activities under this strategic goal relates to the sustainability of the HIV and AIDS programme. In spite of the achievements in the area of ARV treatment, the gains made are likely to be reversed because a number of Member States do not have adequate financial resources to procure increasing numbers of ARVs. The situation may be further exacerbated by the eminent global economic meltdown which could in return lead to a decline in donor funds allocated to HIV and AIDS programmes in the region.

## 3.4.3 INCREASE UTILISATION OF HUMAN CAPABILITIES

The two outputs for this intervention area are:

- i. Integrated and competitive regional labour market developed;
- ii. Science and technology integrated in utilisation of human capabilities.

### 3.4.3.1 Achievements

Both outputs have been partially achieved. Of the eight related KPIs, four have been fully achieved and four partially achieved.

A Regional Tripartite System and structures were successfully established. The Employment and Labour Sector Committee of Ministers and Social Partners as well as two Tripartite Technical Sub-Committees to address specialised employment and labour issues were set up and are functional. These efforts have strengthened social dialogue in Member States.

A SADC template has been developed and adopted by Member States which provides relevant information on labour and employment as well as the status of compliance to priority ILO Conventions. In addition, a Labour Market Information Systems (LMIS) aimed at establishing a database on major employment and labour statistics in the region, including productivity, is currently being developed.

The Charter for the SADC Regional Productivity Organisation (RPO), which is meant to spearhead productivity in the region, has been developed and approved. The Charter provides Member States with a framework for the establishment and operationalisation of a RPO, which will provide a platform for sharing experiences, know-how and information, as well as a mechanism for monitoring productivity growth and establishing benchmarks for productivity improvement. It will be based in Gaborone, Botswana and will operate under the SADC principle of subsidiarity.

The SADC Protocol on Employment and Labour was prepared in 2010, and a draft is available. The ongoing work is guided by the Charter of Fundamental Social Rights signed by the Summit of 2003.

A number of initiatives have been put in place between 2008 and 2010 for the operationalisation of the output on science, technology and innovation, and a Protocol

on Science, Technology and Innovation has been developed. More on the achievements of this output is reported on in section 4.5.2.1.

### 3.4.3.2 Challenges and bottlenecks

- The challenges and bottlenecks described under the first intervention area are also applicable to this one.

## 3.4.4 AVAILABILITY AND ACCESS TO INFORMATION

The two outputs under this intervention area are:

- i. Free Flow and Exchange of Information within the SADC Region facilitated;
- ii. Appropriate and relevant information available in the SADC Region.

### 3.4.4.1 Achievements

The first output was only partially achieved while the second was not achieved. When this area of intervention was being coordinated under SHD and SP, a 'SADC Information 21' project was implemented. One of the main results of this project was the development of a Draft Regional Information Policy. Media practitioners from Member States participated in the process of developing this Policy. However, due to lack of funding the draft was not completed. Although a Communication Strategy was developed and approved by Council in 2005 there was no systematic follow-up to develop an implementation plan. This area is also reported on in Cross-Cutting Issues.

### 3.4.4.2 Challenges and bottlenecks

Although assigned to Social and Human Development and Special Programmes, this intervention area does not fall under this cluster in terms of programme implementation. Furthermore, information was deprioritised as a sector, and SHD and SP did not have either human or financial resources to implement the two outputs.

### 3.5 CROSS-CUTTING ISSUES

Cross-cutting issues were defined by the RISDP as issues interlinking diverse objectives within the SADC integration agenda while prioritising these six following areas:

- Gender and Development;
- Science and Technology;
- SADC Statistics;
- SADC Private Sector;
- Information and Communications technology;
- Environment and Sustainable Development.

Even though Member States have ratified regional and international binding documents, their domestication remains a challenge, which is resulting in a slowdown of the regional integration. The commitments shown by Member States to set up effective structures responsible for mainstreaming cross-cutting issues are not matched with the necessary required and adequate human and financial resources, which hampers effective and successful implementation of programmes to attain desired goals and objectives. The above challenge also applies at the regional (Secretariat) level, where respective Units and Departments for cross-sectoral

issues are limited in terms of staffing, small budgetary allocations and mandates received from the SADC Member States, which relegate the implementation of the Regional Programmes to the rescue of funding from the International Cooperating Partners.

There is currently a skills gap to effectively undertake mainstreaming of regional integration and specifically crosscutting issues at both Secretariat and Member State levels. This has a significant impact on the extent to which the region is able to upscale work to promote sustainable development and achieve gender equality. Furthermore, it is impeding the capacity to deliver on regional and international commitments. Monitoring and measuring the progress of achieving the targets for regional cross-sectoral themes often remains a parallel process at the national level and is not mainstreamed in the national planning, budgeting, monitoring and evaluation schemes. The following table shows the progress made during the implementation of the cross-cutting issues defined in the RISDP document for the 15-year period. Naturally these issues are dependent on progress made in the other priority areas. All areas are coordinated but at least one desk-officer within the Secretariat.

**TABLE 10: IMPLEMENTATION STATUS OF FOCUS AREAS AND TARGETS FOR CROSS-CUTTING ISSUES IN RISDP BETWEEN 2005-2010**

Intervention Area	Focus Areas				Targets			
	Total	Fully Achieved	Partially Achieved	Not Achieved	Total	Fully Achieved	Partially Achieved	Not Achieved
Gender and Development	5	2 (40%)	3 (60%)	0	8	4 (40%)	4 (50%)	0 (0%)
Science and Technology	6	0	3 (50%)	3 (50%)	7	0 (23%)	3 (43%)	4 (57%)
Information and Communication technology	3	0	3 (100%)	0	7	1 (14%)	4 (57%)	2 (29%)
Environment and Sustainable Development	5	2 (40%)	3 (60%)	0	9	0	3 (33%)	6 (66%)
SADC Private Sector	4	0	4 (100%)	0	7	1 (14%)	6 (86%)	0
SADC Statistics	6	0	4 (80%)	2 (30%)	8	1 (12.5%)	6 (75%)	1 (12.5%)
<b>Total</b>	<b>29</b>	<b>4</b>	<b>20</b>	<b>5</b>	<b>46</b>	<b>7</b>	<b>26</b>	<b>13</b>
Achievement rate (%)		14	68	18		16	56	28

### **3.5.1 GENDER AND DEVELOPMENT**

The RISDP crosscutting chapter on “Gender Equality and Development” has specific interventions which focus on these main issues: gender policy and institutional frameworks, women’s human and legal rights, gender mainstreaming, access to and control of resources, and access to key political and decision-making positions. Strategies include accelerating the development of explicit gender policies, mainstreaming gender into all SADC policies, programmes and activities, and adopting women’s empowerment policies and strategies.

The implementation of these issues is guided by the “SADC Protocol on Gender and Development” from 2008 and facilitated by the SADC Gender Unit within the Secretariat. The SADC Gender Programme spearheads regional initiatives to ensure that a gender perspective permeates the entire SADC Programme of Action and Community Building Initiative.

#### **3.5.1.1 Achievements**

**i. Regional Gender Policies and Institutional Frameworks.** Development and strengthening gender policies and institutional frameworks has been achieved by the Secretariat with the exception of the harmonisation on gender policies (target 1). A “SADC Regional Gender Policy” was adopted by the Council of Ministers in 2007 to provide guidelines for institutionalising and operationalising gender as a key development strategy for achieving gender equality, equity and women’s empowerment within SADC Member States and the region as a whole. The majority of the SADC Member States have developed National Gender Policies and some are reviewing their policies to harmonise them to the regional priorities. All SADC Member States have developed National Gender Policies and/ or the equivalent. The majority of SADC Member States are currently reviewing their policies to harmonise them to the SADC Gender Policy and SADC Protocol on Gender and Development priorities.

Signature, accession and ratification by Member States of international and regional human rights instruments on gender equality is partially achieved (target 2). All SADC Member states are a party to the UN Convention on the Elimination of all Forms of Discrimination against Women, which is the most comprehensive document to foster equal rights of women. Twelve of the 15 SADC Member States have ratified and or acceded to the Protocol to the

African Charter on Human and People’s Rights on the Rights of Women in Africa. The SADC Protocol on Gender and Development was adopted in 2008 and signed by 13 out of fifteen SADC Heads of State and Government. To date, eight Member States have ratified the protocol. Hence, the protocol has not been entered into force. **The** establishment of enforcement mechanisms and service delivery institutions has been achieved in terms of setting up institutions at governmental level to support gender mainstreaming and women (target 4).

Ten SADC Member States have fully-fledged Ministries Responsible for Gender/ Women’s Affairs. Other Member States have established coordinating mechanisms, such as gender departments in the legislative wing.



**ii. Promotion of Women’s Human and Legal Rights.** Signature, accession and ratification by Member States of international and regional human rights instruments on gender equality is partially achieved (target 2). All SADC Member states are a party to the UN Convention on the Elimination of all Forms of Discrimination against Women, which is the most comprehensive document to foster equal rights of women. Twelve of the 15 SADC Member States have ratified and or acceded to the Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa.

The SADC Protocol on Gender and Development was adopted in 2008 and signed by 13 out of fifteen SADC Heads of State and Government. To date, eight Member States have ratified the protocol. **The** establishment of enforcement mechanisms and service delivery institutions has been achieved in terms of setting up institutions at governmental level to support gender mainstreaming and women

(target 4). Ten SADC Member States have fully-fledged Ministries Responsible for Gender/Women's Affairs. Other Member States have established coordinating mechanisms, such as gender departments in the legislative wing. The repeal of gender discriminatory provisions in Member States' constitutions, laws, policies and any other sources (target 3) has been met in terms of the enactment of provisions guaranteeing substantive gender equality in the constitutions of all Member States.

Where there have been constitutional reform processes, debates have tackled the subject of clear protection of women and children's rights. Provisions to guarantee gender equality such as affirmative action as well as more representative electoral systems have been taken up; the United Republic of Tanzania made a constitutional provision for at least 30 percent representation of women in the Parliament. SADC is actively promoting the eradication and reduction of all forms violence against women and children (target 8). Nine Member States have legislation on domestic violence and seven Member States have legislation pertaining to sexual offences. A "Regional Strategic Plan of Action on combating trafficking of persons especially women and children" was adopted by the SADC Council of Ministers.

**iii. Gender Mainstreaming of Policy Programme and Projects.** A SADC Gender Mainstreaming Toolkit was developed to guide all sectors of regional integration to integrate gender perspectives into their policies and projects. An internal "SADC Workplace Gender Policy" was launched in 2010 and the policy sets out the principles and framework for ensuring that gender is systematically integrated into account in all areas of Secretariat work. All SADC Member States have Gender Mainstreaming Projects and programmes. Eight Member States are showcasing the adoption of gender responsive planning, budgeting and

implementation processes, e.g. the United Republic of Tanzania launched gender budgeting. The Gender Unit embarked upon gender mainstreaming training workshops for different Directorates in 2010 and conducted a workshop for Ministries responsible for Finance and Economic Planning and Ministries Responsible for Gender and Women's Affairs. The outcome of these gender mainstreaming capacity building workshops are an increase in the technical ability and understanding to integrate gender into sectoral projects and programmes and processes at national level. Furthermore, a "SADC Strategy for addressing Gender Based Violence in Conflict and post Conflict Areas"; and the "Framework for Mainstreaming Gender in the Peace and Security Architecture" were developed.

**iv. Access to Resources and Key Political Decision.** SADC considers Women in Politics and Decision making very seriously. This is demonstrated by various policy decisions and instruments at the highest level of decision-making in SADC. Summit at their August meeting in 2005 in Gaborone, Botswana, decided to upgrade the original 30% target on the representation of Women in politics and decision making to 50%. The proportion of women in parliament has increased from 17.5% in 2008 to about 24% at present. Thus, SADC average of women in parliament is higher than the global average of 19% and second only to the Nordic countries.

Three SADC countries (South Africa, Angola and Mozambique) are in the top 10 countries globally in terms of women's representation in parliament. However, the proportion of women in parliament ranges widely across the region as demonstrated in Table 11 below. These wide variations, and the declines experienced in the Botswana and Namibia elections in late 2009, are a source of concern at a time when momentum should be building up ahead of the 2015 deadline.

**TABLE 11: GLOBAL AND REGIONAL RANKING OF WOMEN PARLIAMENTARIANS, IPU 2010.**



Country	% Women in lower or single house		Global rank		SADC rank	
	2009	2010	2009	2010	2009	2010
South Africa	44.5%	44.5%	3	3	1	1
Mozambique	34.8	39.2%	15	9	3	2
Angola	37.3	38.6%	9	10	2	3
Tanzania	30.4	30.7%	23	23	4	4
Namibia	26.9 %	26.9 %	21	32	5	5
Lesotho	25	24.2%	28	40	6	6
Seychelles	23.5%	23.5	41	43	7	7
Malawi	20.5%	21.2	52	54	8	8
Mauritius	17.1 %	18.8	66	72	9	9
Zambia	16%	15.2	77	79	10	10
Zimbabwe	15.2%	15.0	78	80	11	11
Swaziland	13.8%	13.6	83	87	12	12
Botswana	11.1%	7.9	95	114	13	13
DRC	8.4%	7.7%	108	110	14	14

The Secretariat facilitated the development of a “SADC Regional Framework for Accelerating the Achievement of the 50% Target of Women Representation in Politics and Decision Making Positions at all Levels by 2015” adopted by Ministers Responsible for Gender at their 2009 meeting held in Johannesburg, South Africa. This framework serves as a guide for Member States’ implementation of specific actions at different levels by various stakeholders such as government, civil society, the private sector and political parties. Additionally, SADC Women in Parliament were trained annually, the SADC Woman in Business Association established in 2011, an action plan developed and their trade fairs held annually. Also the SADC Informal Cross-Border Trade Advocacy Strategy was developed and implemented in 2010.

**v. Gender concerns have been mainstreamed in SADC Sectors of Regional Integration.** The Secretariat has undertaken mainstreaming of gender in various policy frameworks and strategic

plans, such as in the “SADC Code on Social Security”, the “SADC Protocol on Health” or the “SADC Protocol on Education and Training” or the “Regional Strategic Action Plan on Integrated Water Resource Management”. Project Documents and proposals are also regularly mainstreamed for all SADC Directorates.

### 3.5.1.2 Challenges and bottlenecks

- Inadequate/limited knowledge/skills to mainstream gender into the SADC projects, policies and projects by experts in various sectors.
- Slow increase in representation of women in Political and Decision Making Positions due to among others absence of comprehensive affirmative-action plan and gender insensitive electoral systems.

- The gap between policy/laws and practice in the area of Gender Based Violence is a major concern. Although most Member States have put in place laws and policies to address the issue, violence still remains high in most Member States.
- Limited sex disaggregated data in all the sectors and this obscures gender inequalities, which ought to be targeted for redress.
- Limited Staffing for the SADC Gender Unit and inadequate resources to implement all programmes fully.

### **3.5.2 SCIENCE AND TECHNOLOGY**

As a region destined for deeper integration and the ultimate creation of a common market, it is imperative for SADC to co-operate on science and technology. Following the objectives from the RISDP there is need for an institutional framework for regional integration and cooperation in science and technology, which would include a legal instrument, well-articulated policies and strategies and an organisational infrastructure to drive regional cooperation in science and technology.

#### **3.5.2.1 Achievements**

Currently work is ongoing to finalise the Draft Regional Strategic Plan; the instrument for the operationalisation of the Protocol on Science, Technology and Innovation (STI). While work is in progress to complete the Plan, in collaboration with various partners, the STI Desk is implementing a number of programmes aimed at promoting STI as a vehicle for development in the region. For example, capacity building in science and technology was carried out through Women Scientist award programme that was sponsored by the African Union Commission and implemented by the region. For example, 1) Capacity building in science and technology was carried out through Women Scientist award programme that was sponsored by the African Union Commission and implemented by the region and 2) The Science, Engineering and Technology (SET) Week was launched in October 2009 in Mauritius, and was attended by 52 delegates from Botswana, Malawi, Mauritius, Namibia, South Africa and Zimbabwe.

However, it is premature to appreciate the extent to which the on-going programmes are making a difference on STI in the region. Evidently, a better assessment of the outcomes of interventions in the STI sector should be possible once the Draft Regional Strategic Plan becomes fully operational.

#### **3.5.2.2 Challenges and bottlenecks**

- Work to operationalise the Protocol on Science, Technology and Innovation started relatively late and the STI Desk is only staffed by one officer within the SHD&SP Directorate. Moreover there is no adequate budget allocated and the post is yet to be created.

### **3.5.3 INFORMATION AND COMMUNICATIONS TECHNOLOGY (ICT)**

As described in the RISDP, there is an urgent need for SADC Member States to maximise the opportunities availed by globalisation and minimise the risks associated with the new digital environment. Six targets were agreed to create an enabling environment for sound policy framework and commitment for the development of ICT in the Region. See also progress on this issue in "Communication" in the Infrastructure & Services chapter.

#### **3.5.3.1 Achievements**

Building upon the "Declaration on Information and Communication Technology (ICT)", decided by SADC Summit in 2001, and the "Protocol on Transport, Communication and Meteorology" from 1996, SADC focused on developing a coherent regional policy and strategy on Information and Communications Technology with these priorities:

- Regulatory Environment for Information and Communications Technology;
- Infrastructure for ICT Development;
- Community Participation and Governance in ICT Development;
- ICT in Business Development; and
- Human Resource Capacity for ICT Development.

This agenda was further developed by the Meeting of SADC Ministers responsible for Telecommunications, Post and ICT held in Namibia in 2009, which decided on an assessment of SADC Member States' national ICT policies and legislations. The purpose of this assessment, "Best Practices in Utilisation of Universal Service/Access Funds in SADC" that was published with the International Telecommunication Union in March 2010, was to identify best practices and gaps in the region. Following the recommendations, the SADC Ministers decided to review

the existing regional guidelines and that the Region should develop a tool kit for adoption by Member States. The recommended ICT Consumer Protection Guidelines in SADC were also adopted and would be expanded to include issues relating to elderly people and consumer education.

SADC Secretariat, through coordination of the Directorate of Infrastructure and Services, also implemented the following projects: (1) the SADC Frequency Band Plan, (2) SADC Roadmap on Digital Broadcasting Migration, (3) merger of the Communication Regulators' Association of Southern Africa (CRASA) and the Southern African Postal Regulators' Association (SAPRA) to form a converged Regulatory Authority, (4) e-SADC Strategic Framework as well as the (5) SADC Regional Information Infrastructure (SRII). Additional expertise comes from the implementing agencies Southern Africa Telecommunications Association (SATA) and CRASA.

### 3.5.3.2 Challenges and bottlenecks

- Scarce human and financial resources limited further implementation of this intervention area, as this topic involves diverse stakeholders. Therefore additional resources should be allocated to the sector, both human resources and financial, as currently only one staff is coordinating the programme in the Secretariat with limited budget.

## 3.5.4 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

Within this cross-cutting section it was agreed to focus on (1) developing policies of Environment and Land



Management which should (2) reduce threats to human health, ecosystems and future development; (3) promote sustainable development; (4) manage shared natural

resources on an equitable and sustainable basis; and (5) accelerate regional integration and capacity building.

During the period under review major achievements were reached in the area of climate change as the SADC-region epitomises many facets of global climate change. Here, causes, impacts, mitigation opportunities, adaptive needs, questions of equity, and the strong links to development stand out with particular clarity. Africa's ecosystems and populations are the most vulnerable to the consequences of climate change, making it the continent with the highest priority for mitigation and adaptation. Addressing these challenges, the Secretariat arranged for a crosscutting working-group between Directorates, chaired by FANR-Directorate, to present their positions within global UN negotiations and initiate the development of a SADC Regional Climate Change Programme. The objectives of the programme and strategy that will be finalised in 2011 include:

- Building capacity at regional and national level for climate change;
- Facilitate coordination of climate change activities at regional and national levels;
- Facilitate climate change mainstreaming and harmonisation of climate change policies; and
- Facilitate mobilisation of resources for climate change activities in the region.

### 3.5.4.1 Achievements

i. SADC Common Positions were developed and presented with side-events at the 15th and 16th Conference of the Parties of the United Nations Framework Convention on Climate Change (UNFCCC) in Copenhagen, Denmark in December 2009 and in Cancun, Mexico in 2010. Currently Member States and the Secretariat are preparing for their joint position and official side-events for the UNFCCC COP 17 in December 2011 in Durban (South Africa). SADC's main focus is on the global negotiations towards "Reducing Emissions from Deforestation and Forest Degradation (REDD)". Member States will benefit from this important mechanism (more on the REDD programme can be found in the FANR chapter).

ii. A SADC Common Position was developed and presented at the 10th Conference of the Parties of the United Nations Convention on Biological Diversity in Nagoya, Japan in October 2010.

iii. At the 3<sup>rd</sup> Special Session of the African Ministers of Environment (AMCEN) on Climate Change that took place in May 2009 in Nairobi, Kenya, African Ministers endorsed an outline framework of the sub regional climate change programmes and mandated the AMCEN Secretariat to facilitate development of the same. With support from the AMCEN Secretariat, SADC Secretariat coordinated a desktop study for the Southern African sub region on climate change. The objective of the study was to take stock of current efforts and initiatives on climate change including activities, projects and programmes. The information was expected to reduce duplication, increasing complementarities between the proposed framework and current efforts and then add value to existing climate adaptation and mitigation efforts of Member States. The findings of the study also fed into the Africa-wide climate change programme that was developed under the auspices of the AMCEN Secretariat by is also providing inputs into the regional climate change programme being developed.

#### **3.5.4.2 Challenges and bottlenecks**

During implementation of this cross-cutting section SADC-Secretariat and Member States realised the lack of technical expertise and human resources. As the climate change discussion is a crosscutting issue also on global level, involving all UN Member States and complex topics of sustainable development, the preparation of common positions and their presentation calls for wide technical expertise on issues such as adaptation, mitigation of climate change or the biodiversity discussion. This expertise is lacking within the SADC Secretariat and at Member State level, which limits their common position in global negotiations.

SADC, as an institutional bloc of 15 Member States, does not have an official mandate speaking with “one voice” like other regional integration forums such as the European Union. This situation limits the effective presentation of joint positions at pan-African or UN level concerning ongoing negotiations. Such a joint presentation would accelerate regional integration and capacity building.

The budget of the Environment and sustainable development programme within the Secretariat has been declining on an annual basis since 2005. The allocations for most activities are not adequate to undertake such activities within the year. This results in activities either not being undertaken at all or extended across years.

Environment and Sustainable Development need to be more addressed as cross-cutting issues across all Directorates. During implementation it proved extremely difficult to influence the activities and decisions of other programmes.

### **3.5.5 SADC PRIVATE SECTOR**

The role of the private sector in wealth creation, employment generation and therefore poverty alleviation is firmly accepted by all SADC Member States. The RISDP highlighted the importance of the involvement of the private sector in all levels of decision-making. It specified envisaged outputs as (1) policy on public-private sector partnership, (2) an institutionalised public-private dialogue, (3) incorporation of private sector representatives in SADC national committees, (4) establishment of a private sector unit in the Secretariat, (5) a regional competitiveness and business climate survey, (6) a SADC biannual business forum, (7) facilitation of a regional private sector organisation. SADC Secretariat and other SADC structures have to varying degrees integrated the private sector in its work in the reviewed period. See more at TIFI chapter at target 20: Investment Promotion instruments and Incentives Developed.

#### **3.5.5.1 Achievements**

While a policy for the public-private sector partnership has not yet been developed, individual SADC-Directorates (FANR, I&S, TIFI) and respective committees have established consultative mechanisms with the private sector on various topics, including infrastructure development, food security, customs and mining. However, an overarching public-private dialogue between SADC and the private sector has not been established.

The SADC Secretariat has established a number of Memorandum of Understandings (MOUs) with various regional business organisations. Together with external support, it has been able to support the establishment of the Association of SADC Chambers of Commerce and Industry (ASCCI) as well as the SADC Business Forum. The ASCCI conducted a regional business and investment climate survey between 2006 and 2008. Although the private sector was involved in the preparation of the 2008 Consultative Conference in Mauritius, a continued business forum was not established. However both organisations have seen a decline in activities since 2008 and were often unable to participate in official meetings.



Lately, interaction with the private sector has seen renewed efforts. The SADC Development Finance Resource Centre (DFRC) has launched a practitioner's network on Public-Private-Partnerships (PPPs) and is working on the establishment of a PPP unit within the Secretariat. Furthermore, the SADC 2010 Investment Promotion programme that was inaugurated by SADC Summit in 2009 used the global awareness of the 2010 CAF Africa Cup of Nations (Angola) and the 2010 FIFA World Cup (South Africa) to successfully promote sustainable investment in cooperation with the private sector. It has resulted in renewed commitment to (i) define the mandate and a policy framework for SADC structures on the involvement of the private sector, (ii) improving existing public-private dialogues and work towards a regular high-level business forum. Furthermore, the roles and responsibilities of a private sector desk will be defined and the re-establishment of the desk considered.

### 3.5.5.2 Challenges and bottlenecks

In the past, private-sector involvement in SADC has suffered from a lack of dedicated responsibility in the Secretariat, a lack of the overall policy to guide SADC structures in this matter, and the insufficiently functioning regional business organisations. A private sector desk within the Secretariat was installed between 2003 and 2005. Lack of funding and insufficiently defined roles and functions of the desk brought it to an end. As far as we know, only a few Member States have consistently

incorporated representation of the private sector in SADC National Committees (SNCs).

### 3.5.6 SADC STATISTICS

The overall objective of the SADC Statistical System is to support regional integration by making available relevant, timely and accurate statistical information to be used in SADC planning, policy formulation, implementation, monitoring and evaluation of SADC activities, in line with the protocols. The specific objectives include the development of legal framework for statistics, development of an integrated regional statistical database in all priority areas, promotion of harmonisation of statistics in the region, enhancement of capacity building in SADC Member States, promotion of use of statistics for economic analysis and research, and the enhancement of the use of cost-effective Information and Communication Technology (ICT) statistical information sharing.

#### 3.5.6.1 Achievements

The major achievements in implementation of the SADC Statistics System during the period under review focus mainly on harmonisation of statistics, statistical capacity building development, and development of ICT statistical information technology. Major progress was made in four intervention areas, while (1) Development of an

integrated regional statistical database in all priority areas, and (2) Promote the use of statistics for economic analysis and research, are lagging behind.

**i. Development of legal framework for statistics.**

A concept note on development of SADC statistics protocol was developed and endorsed through consensus as a working document by the SADC Statistics Committee during its meeting held in July 2011 in Namibia. Member States also approved the proposed process of developing the legal framework. Consensus has been built among Members States on the main aspects and process for the development of the SADC Statistics Protocol. Following this, Secretariat has produced a preliminary zero draft document of the Statistics protocol based on comparative documents developed for statistical systems of similar organisations, including the European Union and the African Union. The document is to be reviewed by the SSC during its 18th meeting in June 2011.

**ii. Harmonisation of statistics in the region.**

This approach focused mainly on Harmonisation of International Trade statistics (IMTS) and Price statistics. In this regard Draft Common statistical standards for International Merchandise Trade Statistics (IMTS) for SADC have been formulated through consensus by Member States to guide the processing, analysis and dissemination of IMTS in SADC. Similarly Member States have started producing pilot Harmonised Consumer Price Indices (HCPIs) for purposes of comparability of data on inflation in the region. Technical guidance notes have also been developed and adopted jointly with COMESA for the compilation of the HCPIs in the Member States of the two regional economic communities to avoid duplication of work for countries with dual membership to both COMESA and SADC. The process of developing HCPIs has been achieved through a series of technical workshops addressing various issues, including basket of goods, geographical coverage, and timing of price data collection etc since August 2009.

**iii. Enhancement of capacity building in SADC Member States.**

Remarkable progress has been recorded in this particular area through the implementation of the SADC Statistics Training project. Notable achievements include the formulation of the SADC Statistics Training Strategy; production of the model syllabus in basic statistics,

programme of short courses and the advanced diploma in official statistics together with related training materials. In addition over 10 short training courses have been conducted in different areas of statistics for member states to build and enhance capacity during the reference period. Capacity building has also been undertaken for member states mainly in the areas of National Accounts, Prices statistics, Database development, Millennium Development Goals (MDGs) monitoring, and infrastructure statistics through the Statistical Capacity Building programme.

**iv. Enhancement of use of cost-effective ICT statistical information sharing.**

The key achievement in this area relate mainly to the production of a SADC Statistics website intended to promote data management, sharing and dissemination of statistical data and information for SADC to especially key statistical stakeholders. The website is, however, yet to be fully developed though most of the technical work is now finalised. Uploading of data and information is presently restricted to three small databases containing regional statistical data and information pertaining to selected indicators for the member states.

### 3.5.6.2 Challenges and bottlenecks

Capacity constraints for the SADC Statistics Programme continued to be a major challenge and negatively affected the implementation process of the programme. Existing current capacity within the SADC PPRM Directorate for managing the SADC Statistics programme is inadequate to ensure effective coordination and management. During the reference period, only two professional officers responsible for the entire programme, supported by one technical assistant financed by the EU, were available. Calls for additional staff yielded no results.

### 3.5.7 HIV AND AIDS

#### 3.5.7.1 Achievements

The major goal of the HIV and AIDS intervention in the RISDP is to decrease the number of HIV and AIDS infected and affected individuals and families in the region so that HIV and AIDS is no longer a threat to public health and to the socio-economic development prospects of Member States.



The focus areas for the regional HIV and AIDS intervention was informed by the Maseru Declaration on HIV and AIDS, and include: the reduction of HIV incidence among the most vulnerable population sub-groups; mitigating the socio-economic impact of HIV and AIDS; harmonise policies, strategies and legislation relating to HIV prevention, care and support and treatment; and resource mobilisation. Another critical focus area of the Maseru Declaration, but which is formulated as a strategy in the RISDP is institutional strengthening of monitoring and evaluation to allow

objective tracking of progress in implementation of regional, continental and global HIV and AIDS commitments in the SADC region. Table 12 summarises the achievements recorded in the first five years of implementing the RISDP.

### 3.5.7.2 Challenges and Bottlenecks

Among the challenges encountered that militated against the effective implementation of activities designed to meet the set targets are:

(i) Limited domestication or operationalisation of regional policy minimum standards. This challenge is being addressed through the ADB supported project that has a component to enhance the capacity of Member States to implement approved regional documents. As part of this project, a framework to monitor the implementation of the regional policy minimum standards will be also developed to support control of communicable diseases in the region;

(ii) Limited institutionalisation of the core HIV and AIDS and HIV/TB indicators in national HIV and AIDS M&E Frameworks. In addition, most of the data from MS are not disaggregated by sex to allow analysis of the HIV and AIDS dynamics by gender;

(iii) Difficulty to systematically understand the situation of OVC&Y without concrete indicators being tracked and reported on by Member States.

**TABLE 12: PROGRESS IN THE IMPLEMENTATION OF HIV AND AIDS AS A CROSS-CUTTING ISSUE IN THE RISDP, 2005-2010 NEXT PAGE**

Focus Area	Targets	Key Achievements
Reduce the incidence of HIV among the vulnerable groups in SADC	HIV prevalence among 15-24 year-old pregnant women reduced by 25% by 2009	In order to attain the targets, the Region has been producing Regional HIV and AIDS Epidemic Reports on the basis of data from Member States. Due to measurement problems associated with this indicator, percent of women and men aged 15-24 years infected with HIV, was used as a proxy for new HIV infections (incidence). Data available from SADC MS show that between 2007 and 2010 HIV prevalence rates among women and men aged 15-24 declined by 6%. However, the regional mean adult HIV prevalence rate decline from 9.4% in 2004 to 8.6% in 2009.
	All MS should halt and begin to reverse the spread of HIV by 2015	An HIV Prevention Strategy has been developed to ensure that prevention is taken as a priority area in HIV interventions in the Region.
	HIV and AIDS mainstreamed in all Directorates programmes and activities by 2006	The peak of new HIV infections was recorded in 1998 and since then, the number of new HIV cases has been declining. Data from the region shows that the number of new HIV infections in 2009 was 35% lower than the peak level of 1998. HIV and AIDS has been mainstreamed in policies and programmes of the Directorate of Social and Human Development and Special Programmes.
Mitigate the socio-economic impact of HIV and AIDS	<i>No specific target has been set in the RISDP for this focus area.</i>	The major achievements include: <ul style="list-style-type: none"> <li>● Orphans, Vulnerable Children and Youth (OVC&amp;Y) Regional Strategic Framework and Business Plan; Comprehensive Package of Services for OVC&amp;Y;</li> <li>● The core indicators and Management Information System for OVC&amp;Y; and</li> <li>● Psychosocial Framework for OVC&amp;Y</li> </ul>
Review, develop and harmonise policies, strategies and legislation relating to HIV prevention, care and support and treatment within SADC	Agreed regional approaches for the prevention, care, support and treatment in place by 2005  Regional programmes for prevention, treatment and care for HIV and AIDS developed and harmonised by 2005	In order to realise the targets, regional policy minimum standards have been developed to facilitate harmonisation. These are Minimum Policy Standards for: Prevention-Of- Mother-To-Child Transmission (PMTCT) of HIV; HIV Testing and Counselling (HTC); HIV and AIDS and the Military; Mobile Populations and Communicable Diseases; National Reference Laboratories for HIV and AIDS, TB and Malaria; Supranational Reference Laboratories for HIV and AIDS, TB and Malaria. The minimum policy standards have sharpened some of the HIV prevention interventions in the Region. From 2007, the SADC Secretariat secured funding from the African Development Bank (AfDB) to support the response to the three major communicable diseases of HIV and AIDS, TB and Malaria. This project has a component on Capacity Building that supports building the capacity of MS to effectively implement harmonised minimum policy standards.

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	At least 9% of HIV infected people who are in need of treatment and care receive it by 2005	Based on available statistics from the region ART coverage for the region was 3% in 2004, and by 2009 it had increased to 39%. The corresponding figures for PMTCT coverage are 10% and 70%.
Mobilise and coordinate resources for the HIV and AIDS multi-sectoral response in the SADC region	SADC Member States to set aside 15% of their national budgets to the health sector (Abuja Declaration, 2001)	Resources to support the HIV and AIDS response were mobilised from Member States and International Cooperating Partners. Two major achievements worth noting are: 1) the establishment of the Joint Financing and Technical Cooperation Arrangement (JFTCA) which created a funding basket where all donors pooled resources together; 2) the establishment of an HIV and AIDS Fund by Member States. This complemented the normal contributions by Member States. The SADC HIV and AIDS Fund has supported the operationalisation of the regional HIV and AIDS Research Agenda. Other key donors that availed resources for HIV and AIDS are the African Development Bank, the European Union and DFID.
Strengthen institutional capacity for Monitoring and Evaluation (M&E)	Regional and international targets incorporated in Member States Plans by 2006	A Regional HIV and AIDS Monitoring and Evaluation Framework with core indicators was developed in 2006. A SADC Harmonised Surveillance Framework for HIV and AIDS, TB and Malaria was developed and approved through the SADC structures in 2009. These frameworks assist Member States individually and collectively as a region to measure progress in the implementation of regional, continental and global HIV and AIDS and HIV/TB commitments. On the basis of the core indicators tracked by Member States, four regional HIV and AIDS Epidemic Reports have been produced (2006, 2007, 2008 and 2009). In order to address the M&E capacity gaps in the HIV and AIDS sector, a SADC HIV and AIDS M&E Capacity Building Plan was developed in 2007 and since then, its implementation is facilitated by the Secretariat.
	Database on regional prevalence of HIV and AIDS established by 2005	A Regional HIV and AIDS Database and Information Portal was developed in 2006. This database has information on all the core HIV and AIDS and HIV/TB indicators. This database facilitates the analysis of levels and trends of important core indicators.

# 4 LESSONS LEARNED, RECOMMENDATIONS AND CONCLUSIONS

## 4.1 LESSONS LEARNED

Remarkable progress has been made during the RISDP implementation and the findings in this Desk Assessment of the Regional Indicative Strategic Development Plan demonstrate the continued need for such a strategic plan. The RISDP has been instrumental in steering the strategies of the Member States, Ministerial meetings and SADC Secretariat. It has helped to establish strategic developments and systems at all levels. The result has been the need to further link Monitoring & Evaluation to support budget decision-making and national planning; to help ministries in policy formulation, policy analysis and programme development; to support ministries and agencies in managing their activities and to strengthen accountability relationships.

In order to improve the RISDP implementation and its future development, these ten lessons can be summarised:

### Lessons learned between Secretariat and Member States:

#### **1. Fostering implementation at Member State level:**

Even though Member States have ratified regional and international binding documents, their domestication remains a challenge, which is resulting in a slowdown of the regional integration. Member States need more assistance to implement regional policy frameworks. It is assumed that Member States will automatically implement approved regional policy frameworks, yet this is not the case. There is need for increased advocacy and technical assistance at national level to kick-start implementation of these frameworks in order to achieve the impact of regional integration.

#### **2. Effective structures for Secretariat and Member State cooperation:**

There is no effective link between the SADC Secretariat, the SADC National Committees and relevant key stakeholders who are supposed to oversee and effectively implement SADC activities and programmes at national level. Generally it appears that feedback to consultation processes is only given as a result of a ministerial decision to urge Member States. There is need to find suitable tools and procedures to ensure that Member States are able to provide feedback regional interests.

#### **3. Consultation at Member State level:**

There is a lack of consultation at national level among key stakeholders over regional issues. In order to ensure ownership and buy-in of regional policy frameworks and strategies, consensus-building workshops and consultation with affected stakeholders have to be convened. Consulting Member States electronically does not always work and, in most cases, there is a need for face-to-face meetings.

#### **4. Realistic Targets and ongoing RISDP evaluation:**

Targets need to be realistic in the formulation of policies, strategies and implementation frameworks. It seems some of the targets set in the RISDP and implementing documents are very ambitious and should be therefore revised. Ongoing evaluation processes need to be established to enable better policy formulation and political steering by Member States, ministerial meetings and Senior Management of the SADC-Secretariat.

**Lessons learned within the SADC  
Secretariat:**

**5. Lack of human, financial and technical resources at SADC Secretariat:** All intervention areas are reporting a lack of technical expertise and human resources during implementation at SADC-Secretariat. Member States are encouraged to adequately fund all interventions, including research and extension, as these are currently over-dependent on International Cooperating Partners. Such funding runs the risk of projects not being sustainable.

**6. Fostering Monitoring and Evaluation:** In the absence of robust monitoring and evaluation and information management systems at the Secretariat and in Member States, it is difficult to ascertain the impact of regional programmes. Baselines are needed in diverse areas of cooperation to measure impact of regional programmes.

**7. Mainstreaming cross-cutting issues:** The commitments shown by Member States to set up effective structures responsible for mainstreaming RISDP cross-cutting issues are not matched with the necessary human and financial resources as well as an unclear mandate. This hampers effective and successful implementation of programmes to attain desired goals and objectives.

**8. Improve Think-Tank capacity of Secretariat:** The SADC-Secretariat has four core-functions: facilitator, service provider, programme manager and "think tank" on regional level. The fourth function needs to be strengthened, as the Secretariat needs to be enabled to provide more strategic and long-term advice to Member States. Often such advice is provided only on an ad-hoc basis without linkages to existing regional research networks and processes.

**9. SADC as platform for common pan-African and global positions:** SADC, as a regional organisation, provided a platform for SADC Member States to form and present common positions to influence strategic decisions in continental and global forums. Greater collaboration is needed between institutions such as the AU, AfDB, UN organisations (ILO, UNESCO and UNFCCC) and the SADC Secretariat, which

serve the same Member States. This would facilitate effective and efficient implementation of joint positions and activities while avoiding wasteful use of scarce resources and duplication of efforts.

**10. More effective and efficient stakeholder participation:** It has been observed that the execution of regional activities where there is strong partnership and consultation among regional stakeholders (private sector, non-governmental organisations, research institutes, indigenous people, governments etc.) yields better results. Extensive consultation of stakeholders and respect for regional differences are fundamental to the buy-in and support of SADC programmes, including funding and collaboration.

**4.2 RECOMMENDATIONS**

Building upon the findings from the findings by Key Priority Areas (TIFI, I&S, FANR, SHD&SP and Cross-cutting Issues) as well as the previous "Lessons learned", the Desk Assessment of the Regional Indicative Strategic Development Plan (RISDP) recommends the following:

**1. Prioritise implementation of the RISDP at Member States' level:**

Urgently promote Member States' implementation of RISDP by strengthening cooperation structures, as well as the prioritisation, planning and monitoring of the programmes. To create coherence during implementation, apply deliberate efforts to unpack key strategies of RISDP for adoption and implementation by Member States so that RISDP programmes are integrated into national plans, budgets and priorities. The principle of subsidiarity should also be prioritised and accelerated to develop technical and implementation cooperation with appropriate partners.

**2. Improve resource mobilisation:**

Intensify the mobilisation of resources for all key result areas in order to add value to regional integration. A commitment of Member States to adequately fund all interventions is urgently needed to combat the current situation of inadequate technical expertise, and the lack of financial and human resources. Introduce regular and systematic joint planning meetings and adequate monitoring tools, at policy and technical levels, for projects implemented jointly by the SADC Secretariat and International Cooperating Partners towards the fulfillment of the Windhoek Declaration.

**3. Develop effective tools for Member State involvement:**

Strengthen the SADC National Committees by reviving their annual meetings, introducing new communication tools and cooperation mechanism for meaningful and effective Member States' involvement (e.g. implementation matrix for each Protocol) throughout the RISDP implementation. Such a revised approach would also serve to popularise the work of the Secretariat and existing policy commitments among Member States and partners, raising awareness of SADC's work as well as its purpose, goals and values among ordinary SADC citizens. Evaluate competing demands on the sub-committees so that these can be prioritised in the process.

**4. Provide more resources for SADC-COMESA-EAC Tripartite Cooperation:**

Increase the resources, both financial and human, to fulfill the greater than anticipated potential of the Tripartite arrangement to tackle constraints impeding the speedy attainment of deeper regional integration.

**5. Improve SADC involvement at the international level:**

SADC and its Member States should capitalise on the opportunity to present common positions with "one voice" at pan-African and global forums (i.e. at UNFCCC in South Africa). Such a coordinated approach would improve agenda setting in favor of the Southern African region and work against the current marginalisation of issues such as climate change. This strategy, which would need a clear mandate, would also accelerate regional integration.

**6. Develop capacity for Monitoring & Evaluation:**

The current capacity for managing and developing and effective Monitoring & Evaluation system should be improved throughout the Secretariat. Milestones for each of the outputs or priority areas need to be established to improve accountability and performance tracking as well as feedback. This system needs to improve the generation of quality and timely data that feeds into budget decision-making, national or sectoral planning and programme management. Furthermore a Protocol monitoring system in Member States needs to be established to facilitate monitoring at national level. The monitoring information should feed into a

central system that would enable evidence-based planning, budgeting and decision making at all levels.

**7. Promote dialogue with regional stakeholders:**

Permanent structures should be established to consult citizens, the private sector and civil society organisations in Member States to constantly involve them in validating programme results and in providing feedback. This would strategically improve ownership of the RISDP implementation agenda and also promote strong linkages between the SADC Secretariat, Member States and non-state actors.

**8. Develop cooperation with regional institutions:**

Regional organisations that have a national presence, or established transboundary institutions, need to be considered as useful intermediary agents. Partnerships with regional and national technical organisations, civil society and governments structures are important to ensure that regional instruments are translated into real benefits for SADC citizens at national level.

**9. Improve staff situation in the SADC Secretariat:**

Regular and standardised reviews of staff capacity to deliver on their mandates should be carried out by Directorates within the Secretariat, and capacity gaps thus identified addressed in project- and programme-management training for personnel at all levels. Such an approach is critical in view of the short-term, largely donor-dependent nature of financing of development priorities, and the emergence of project management as the preferred service delivery approach globally.

**10. Improve Support for Cross Cutting Issues:**

There is also the need to further address cross-cutting issues such as (1) Gender and Development, (2) Science and Technology, (3) SADC Statistics, (4) SADC Private Sector, (5) Information and Communications Technology, and (6) Environment and Sustainable Development in accordance with the RISDP. Therefore, clear responsibilities need to be established for all key sectors and management to facilitate mainstreaming of cross-cutting issues. Furthermore, additional resources allocated for sound coordination and reporting towards the agreed objectives must be ensured.

**11. Improve 'think-tank' function:**

The Secretariat needs to investigate ways to foster its 'think-tank' function in close cooperation with research institutions and resources from Member States and other regional stakeholders. Such a new coordinated approach would allow the development of new strategies for the sustainable development of the regional integration agenda.

**12. Conduct independent review of RISDP:**

An independent review of the RISDP implementation following this desk assessment would assist in deepening the analysis with regard to the performance, challenges and bottlenecks with more feedback from all relevant stakeholders. The review of the RISDP should emphasize on the prioritisation of intervention areas and propose realistic targets for accelerating implementation of the regional integration agenda.

## 4.3 CONCLUSION

This desk assessment has attempted to highlight key achievements, challenges and lessons learned in the implementation of the Regional Indicative Strategic Development Plan (RISDP) for the period 2005-2010. Overall, implementation of the RISDP in the past five years is satisfactory, as all the sectors were to a major degree able to either fully or partially reach most of the different outputs and targets within the stated time-frame. However, the rate of implementation has varied from one sector to the other.

It is estimated that for the period under review completion and implementation rates on expected outputs and targets set in the RISDP Implementation Framework have been varied with the following situation prevailing: for TIFI - 65% of the targets have been fully achieved, 29% partially achieved and 6% not achieved; for I&S - 60% of Outputs have been fully achieved, 40 % partially achieved; for FANR - 64% of the outputs targets been fully achieved, 28% partially achieved, whilst 8% have not been achieved; for SHD and SP - 38% of the outputs have been fully achieved, 46% partially achieved and 15% not achieved. Out of 46 targets set in the RISDP implementation framework of 2005-2010 under cross-cutting issues 14% have been fully achieved, 68% partially achieved and 18% not achieved.

In terms of **trade, industry and finance** remarkable achievements have been made under goods and market services; customs; and finance and investment intervention area. These achievements have added value to the Region's integration process. However, there are still a number of outstanding issues to be addressed to, among others, attain financial liberalisation, competitive and diversified economic development and increased investment. This process is multifaceted and will require effective coordination amongst various stakeholders to participate.

Daunting challenges have been faced in relation to lack of capacity to effectively monitor implementation of various provisions of the Protocols to ensure compliance to commitments; review rules of origin; and weak private sector capacity in most Member States to supply services, which weakens their offensive interests in services negotiations both at the regional and multilateral levels. A general lack of capacity for FIP implementation is more pronounced in this area, particularly, the non-existence of technical support from the Secretariat in the Non-Banking Financial Institutions and Services Area.

The issue of multiple memberships by SADC Member States in regional trading arrangements with similar integration ambitions as SADC will continue to undermine efforts towards deeper regional economic integration. This is a major challenge which currently faces the process towards the establishment of the SADC Customs Union.

It is important also to note that the Region is yet to diversify away from reliance on primary commodities to value-added manufactures and services. Therefore, there is a need to expedite the development of a coherent industrial policy framework and strategies. Supporting policies and interventions to enhance the region's productive capacity and competitiveness are required, especially those related to working with the private sector to promote regional value chains.

The case for **infrastructure** development is as compelling as ever and infrastructure development remains a top priority for the future. Although general progress for infrastructure projects has been limited, preparatory work has been undertaken in terms of the development of enabling policies, systems and processes in areas that were deemed to have achieved limited progress. These have laid the groundwork to accelerate

progress and the newly established Project Preparation and Development Fund (PPDF) will greatly facilitate project preparation and packaging for the region. To ensure successful coordination of the implementation of the RISDP with Member States, there is a need to capacitate the project coordination unit of the transport sector, specifically in the rail sector. It is in this area, deemed a priority for the region, where support could make a difference in infrastructure delivery to SADC Member States.

Whilst the overall food availability and **food security** of the region has been improving, more effort is still needed in the areas of research and extension as well as information dissemination. Climate change needs to be taken into account in formulating agricultural and food security programmes and policies. The global increase in food prices has also affected the accessibility to food for many in region. The region should strive for intra-regional trade to avoid high transportation costs and other related costs. The potential for achieving food security in the region, exists and can be realised if there is collective effort and commitment on the part of all players, in particular Member States and partners.

For the SADC Region to remain focused in the fight against poverty and be competitive in the global market, all matters relating to human and social development as well as science, technology and innovation must be addressed as a matter of urgency at both Secretariat and Member States levels. In order to achieve the MDGs as well as to facilitate the regional integration agenda, programmes under the Social and Human Development cluster for the next five years are being prioritised and will focus primarily on the following: 1) supporting the Regional Qualifications Framework, 2) consolidating the Centres of Specialisation in Open and Distance Learning, 3) establishing a Pooled Procurement and Regional Production of Essential Medicines in the Region, 4) setting-up Cross Border Initiatives to combat diseases, especially HIV and AIDS, and 5) working on regional Labour Market and Information Systems. Special

attention will be given to children, youth and women in the programmes, as they are the most disadvantaged groups.

Women are central for development and therefore, **gender mainstreaming**, as a key cross-cutting issue and an enabler for the regional integration agenda needs to be supported at all levels. While commendable efforts have been realised in policy development, Institutional mechanisms, and structures, a lot still needs to be done to fully translate policies into action at national level. Clear Institutional mechanisms including gender-budgeting, for advancing gender equality need to be strengthened through adequate funding and strategic positioning at the level of full ministries or in the President's Office. There is a need for the RISDP to critically identify the gendered outputs and outcomes for all priority sectors/Directorates. More concerted gender mainstreaming efforts at Directorates level need to be strengthened to ensure gender sensitive sectoral policies and programmes at national and regional levels. The lack of sex disaggregated data in most SADC reports lead to regional reports that do not portray gender perspectives and this remains a major challenge.

While this desk assessment has provided an overview of the implementation status of the different sectors outlined in the RISDP, a broader assessment that involves all key stakeholders would provide a more comprehensive analysis. It would showcase, among others, the effects of the interventions made in the last five years and chart the way forward for the next 10 years.

Therefore, as envisaged, an **independent review** covering all the stakeholders of SADC should be done using suitable methods of stakeholder participation to ensure quality feedback. This would enable Member States, relevant SADC authorities and SADC Senior Management to reflect on the key issues that should become priorities in the next phase of implementation. Such an approach builds on in-depth analysis from internal and external perspectives and would encourage and foster political steering and leadership.

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SADC Secretariate  
Private Bag 0095  
Gaborone  
Botswana  
Tel: (+267) 395 1863  
Fax: (+267) 397 2848 / 318 1070  
email: [registry@sadc.int](mailto:registry@sadc.int)  
[www.sadc.int](http://www.sadc.int)