

POLICY STRATEGIES NEEDED TO PROMOTE PERMANENT AGRICULTURAL RECOVERY AND PRODUCTIVITY GROWTH IN THE SADC REGION



28 – 30 MARCH 2004

Plaine Magnien, Mauritius

Proceedings

**Food, Agriculture and Natural Resources Policy
Analysis Network (FANRPAN)**

**POLICY STRATEGIES NEEDED TO
PROMOTE PERMANENT AGRICULTURAL
RECOVERY AND PRODUCTIVITY
GROWTH IN THE SADC REGION**

28 – 30 MARCH 2004

Plaine Magnien, Mauritius

Proceedings

**Conference organised in partnership with CTA
(Technical Centre for Agricultural and Rural
Cooperation ACP-EU) and The Rockefeller
Foundation**



Table of Contents

ACRONYMS.....	iii
ABSTRACT.....	v
ACKNOWLEDGMENTS	vi
1. INTRODUCTION	1
1.1 <i>Background</i>	1
1.2 <i>Outline of Report</i>	2
2. OFFICIAL WELCOME, OPENING AND INTRODUCTION	3
2.1 <i>Dr Lindiwe Sibanda, Chairperson of FANRPAN</i>	3
2.2 <i>Official Opening of Dialogue by Minister A K Gayan, Minister of Environment, Government of Mauritius</i>	3
2.3 <i>Mr Carl Greenidge, Director, CTA</i>	4
2.4 <i>Ms V Kandiwa, Rockefeller Foundation</i>	6
2.5 <i>Dr Takavarasha, Chief Executive Officer, FANRPAN</i>	6
3. KEYNOTE PAPERS.....	8
3.1 <i>Assessment of 2004 Food Supply Situation and Key Policy Issues Affecting Agricultural Recovery in the SADC Region - Dr Ruvimbo Mabeza-Chimedza, University of Zimbabwe, Zimbabwe</i>	8
3.2 <i>Towards the Formulation of Bankable Actions and Investment Projects for the Agricultural Sector in the SADC Region - Professor Charles Machethe, University of Pretoria, South Africa</i>	10
3.3 <i>The Role and Challenges Faced by Senior Policymakers in Formulating Policy Research into Action - Dr C J Matambwa and Mr P H Kabembe, Department of Agriculture, Malawi</i>	11
4. PRESENTATIONS FROM SELECTED STRATEGIC PARTNERS AND INTERNATIONAL ORGANISATIONS	13
4.1 <i>The New Partnership for Africa's Development - Professor Firmino G Mucavele</i>	13
4.2 <i>Cassava: The New Hope for Food Security and Poverty Alleviation in Southern Africa - Dr E Whingwiri, Independent Consultant</i>	17
4.3 <i>Towards Improved Maize Marketing and Trade Policies to Promote Household Food Security in Southern Africa - Dr M Weber, Michigan State University, USA</i>	18



4.4	<i>ICRISAT Strategies Contributing to Agricultural Policy in the SADC Region: Advances Towards Harmonisation of Seed Policies and Regulations - Dr M Mugonja, ICRISAT</i>	19
4.5	<i>Developing a Workable Agricultural Biotechnology Policy for SADC - Ms W Mandivenyi, AfricaBio, South Africa</i>	21
4.6	<i>Shortage of Improved Seed (Crops and Livestock) Limits the Commercialisation of the Smallholder Farming Sector: Experiences from the IDEAA Regional Program in Southern Africa - Dr C T Khombe, Ms M N Hungwe, Mr P Tirivanhu and Dr E Whingwiri</i>	22
4.7	<i>Overview of Plenary Discussion of Presentations by Partners</i>	23
5.	WORKING GROUP ASSIGNMENTS AND OUTPUTS	25
6.	CONCLUDING REMARKS	27
7.	APPENDICES	28



Acronyms

ACP	African, Caribbean and Pacific
AGRICTA	Agricultural Technical Assistance
AGRITRADE	Agricultural Trade
APRM	African Peer Review Mechanism
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
CADP	Comprehensive Africa Development Programme
CTA	Technical Centre for Agricultural and Rural Cooperation
EU	European Union
FANRPAN	Food, Agriculture and Natural Resources Policy Analysis Network
FEWSNET	Famine and Early Warning System Network
GMO	Genetically Modified Organisms
GTZ	Gesellschaft fuer Technische Zusammenarbeit
IARCs	International Agricultural Research Centres
ICRISAT	International Crops Research Institute for Semi Arid Tropics
ICTs	Information and Communication Technologies
IDEAA	Initiative for the Development of Equity in African Agriculture
MPRS	Malawi Poverty Reduction Strategy
MSU	Michigan State University
NARS	National Agricultural Research System



NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
RF	Rockefeller Foundation
SACCAR	Southern African Centre for Cooperation in Agriculture and Natural Resources Research
SADC	Southern African Development Community
SDI	Selective Dissemination of Information
SPS	Sanitary and Phytosanitary
TBT	Technical Barriers to Trade
UNEP	United Nations Environment Program
WFP	World Food Programme
WTO	World Trade Organization



Abstract

The Food, Agriculture and Natural Resources Policy Analysis Network (FANRPAN) hosted its second high level policy dialogue at the Shandrani Hotel, Mauritius, 28 - 30 March 2004. The meeting was attended by senior policy makers representing SADC ministries of agriculture, NEPAD Steering Committee, donors, regional and international partner institutions and FANRPAN Secretariat, Board Members and Node Coordinators from eleven countries. This meeting was a follow-up to the Policy Dialogue on Agricultural Recovery, Food Security and Trade Policies in Southern Africa held in Gaborone, Botswana, 26 - 27 March 2003.

The objectives of the meeting were to enable senior policy advisors to dialogue and reach consensus on the priority policy issues that need to be addressed to speed up agricultural recovery and come up with regional policy recommendations for onward transmission to the SADC Ministers of Agriculture. The presentations comprised five plenary addresses in the opening session, three keynote papers and six technical papers from selected FANRPAN's strategic partners and international organisations. These presentations were followed by discussion sessions in the plenary and working groups to further deliberate on policy measures to achieve permanent recovery in the agricultural sector and bankable investment project priorities for the region.

The following recommendations were made on policy measures to achieve permanent recovery in the agricultural sector: improved macro economic policies and access to resources; markets and trade to facilitate commercialisation of smallholder agriculture; disaster preparedness strategies; specific policies for each of the three groups of farmers (commercial, emerging and subsistence farmers); empowerment of farmer organizations to participate effectively in the policy process; long-term support to research in appropriate technology; strong farmer-research-extension linkages; diversification from traditional staples such as maize; practical demonstration of political commitment; and promotion of national and household food reserves.

The following bankable actions to achieve the key policy measures were identified: improve macro economic policies and increase agricultural finance; facilitate access to resources (land, input technology, information, seeds); develop intra-SADC and international markets and trade to facilitate commercialisation of smallholder agriculture; develop regional disaster preparedness strategies; and FANRPAN to facilitate national stakeholders' forum at the national level, including the private sector.



P
A
G
E



Policy Strategies needed to promote permanent Agricultural Recovery and Productivity Growth in the SADC Region



Acknowledgments

Hosting FANRPAN Second High Level Policy Dialogue

For FANRPAN to host this second high level policy dialogue we had to rely on contributions made by numerous institutions and individuals some of whom we may not be able to acknowledge adequately.

We are indebted for the cooperation and help rendered by our hosts, the Government of Mauritius and in particular the Honourable Minister A K Gayan, Minister of Environment, who officially opened the workshop. A special thanks is due to Mr Carl Greenidge, Director of CTA Netherlands, who took time from his busy schedule to attend the conference.

We are indebted to the following Researchers for producing the background papers which formed the basis of the conference and this report: Dr. Ruvimbo Mabeza - Chimedza, University of Zimbabwe; Prof. Charles Machete, University of Pretoria, South Africa; Dr. C. J. Matabwa and Mr. P. H. Kabambe of The Ministry of Agriculture, Malawi.

We would also like to acknowledge the following Partners who made presentations: Prof. Femino G. Mucavele, Steering Committee Member of NEPAD; Dr. Ephraim Hwingwiri, Independent Consultant; Dr. M. Webber, Michigan State University – USA; Dr. M. Mugonja, ICRISAT; Ms. W. Mandiveni, Africa Bio – South Africa; Dr. C. T. Khombe; Ms. M. N. Hungwe and Mr. P. Tirivanhu, IDEAA Regional Programme – South Africa.

The conference benefited immensely from the FANRPAN network with representatives from Tanzania, South Africa, Mauritius, Malawi, Zambia, Botswana, Mozambique and Mauritius attending. We would like to thank all members who participated, we had 8 out of the 14 FANRPAN member countries participating.

We would like to acknowledge the Technical Consultant Dr. Simba Sibanda and the Dialogue Dr. T. Sidzumo – Mazibuko who have assisted the FANRPAN Secretariat in putting this report together.



This report would not have been possible without the financial and technical support from the Rockefeller Foundation and CTA. FANRPAN is most grateful for the long term partnership and assistance we continue to receive from our Partners.



Introduction

1.1 Background

The Southern African Development Community (SADC) region, in common with the rest of Africa, continues to experience food insecurity. Although most stakeholders agree that agriculture is the prime driver of economic development in most SADC countries, commitment by governments, as evidenced by the adoption of conducive policies, has remained low. As a result, investment in agriculture has remained below expectation.

The HIV/AIDS pandemic has worsened the region's efforts to ensure food security due to a rapid loss of agricultural labour force. In addition, natural disasters such as droughts, floods and civil conflicts have also compounded food insecurity. Low agricultural productivity has seriously eroded the competitiveness of African agricultural products on world markets.

One of the reasons for creating the SADC was to promote regional integration and achieve food security. However, the goal of ensuring regional food security has remained elusive. This is partly due to the failure by SADC to integrate and harmonize national agricultural policies across the region and relate such policies to regional and international trade protocols.

As a follow-up to the dialogue on agricultural recovery, food security and trade policies in Southern Africa started at Gaborone, Botswana, in March 2003, FANRPAN hosted the second high level dialogue in Mauritius, 28 - 30 March 2004. The meeting was attended by senior policy makers from SADC ministries of agriculture, NEPAD Steering Committee, the donor community (Rockefeller Foundation and the French Government), regional and international partner institutions (CTA, IDEAA, ICRISAT and MSU) and FANRPAN Secretariat, Board Members and Node Coordinators from eleven countries.

The objectives of the meeting were to enable senior policy advisors to dialogue and reach consensus on the priority policy issues that need to be addressed to speed up agricultural recovery and come up with regional policy recommendations for onward transmission to the SADC Ministers of Agriculture. The meeting was conducted with external facilitation and comprised the following sessions in plenary: an opening session with five presentations, followed by three keynote papers; six presentations from selected FANRPAN's strategic partners and international organisations; and two simultaneous working group sessions.



1.2 Outline of Report

The report outline is as follows: Section 2 is a synopsis of the official welcome, opening and introductory statements; Section 3 covers the keynote papers; Section 4 focuses on presentations from FANRPAN's strategic partners,

discussions and emerging policy issues; Section 5 covers working group assignments and reports; Section 6 gives concluding remarks; and Section 7 comprises appendices.



Official Welcome, Opening and Introduction

2.1 Dr Lindiwe Sibanda, Chairperson of FANRPAN

Dr Lindiwe Sibanda, Chairperson of FANRPAN Board of Governors, welcomed all participants on behalf of FANRPAN. She expressed gratitude to the Government of Mauritius and the Ministers of Agriculture and Environment for hosting the second high-level policy dialogue. She also thanked all participants, the Director of CTA and the respective donor and strategic partner organisations for making time to attend this crucial meeting. The FANRPAN Board appreciated the continued moral and financial support that the Network has enjoyed over the

years. The strategic value of the various partnerships with the organisations represented at this policy dialogue were underscored and should be encouraged to continue. This meeting highlighted the value of exchanging information and experiences within countries and among SADC member states. It was necessary to emphasise the importance of understanding the linkages between FANRPAN and the NEPAD-driven programmes. Dr. Sibanda concluded with an overview of FANRPAN's strategic programmes, policy research and current policy dialogues.

2.2 Official Opening of Dialogue by Minister A K Gayan, Minister of Environment, Government of Mauritius

The Honourable Minister A K Gayan welcomed all participants to the policy dialogue on behalf of the Minister of Agriculture, and expressed confidence in the proceedings aimed at improving the recovery of food security in the SADC countries. He assured the delegates of the interests of the Mauritian Government in the proceedings of this policy dialogue and encouraged all participants to apply their minds to the various themes and sub-

themes of the dialogue. He informed participants about the social, economic and environmental aspects of the Mauritian state, especially the fact that tourism and export-related activities were the mainstay of the country's economy. The Minister thanked the Chairperson of the FANRPAN Board and the organisation for choosing to hold such a strategic gathering in Mauritius and concluded by declaring the conference officially opened.



2.3 Mr Carl Greenidge, Director, CTA

Mr Carl Greenidge, the Director of the Technical Centre for Agricultural and Rural Cooperation (CTA), explained why this dialogue was of great importance to his organisation. First, FANRPAN is an important ally in the implementation of CTA's activities, reflecting the new orientation in the mandate under the Cotonou Framework Agreement. Secondly, the SADC region houses some of the largest and most vibrant economies of the continent, while at the same time facing some of the most challenging climatic conditions for agricultural production, especially drought.

Agriculture is the main driver of the economies of the SADC region. As a result, the policy makers must focus on providing conducive agricultural policies in order to stimulate overall economic development. A struggling agricultural sector means an overall slow or declining economy. Recent revival of interest in agriculture has led to the following issues taking centre stage in the development debate at the international, regional and intra-regional levels:

- Food security now features as a central policy objective in many states.
- Trade is an important stimulus to growth, especially the structure and governance of international trade and the factors necessary to stimulate inter-regional and international

trade. The Cotonou Agreement states the desirability of the gradual integration of the ACP states into the global WTO system.

- The challenge of uneven access to and exploitation of new technologies among states has given rise to the question of how best the regulatory regimes, for example intellectual property rights (IPR), should be fashioned to provide an enabling environment for the fuller exploitation of science and technology development (S&TD) and the fair distribution of benefits. Additionally, policy analysts are now pre-occupied with the establishment of systems of innovation under which S&TD might fulfil their considerable potential as a catalyst of enhanced agricultural productivity in particular.
- Concerns with natural resources management are aimed at balancing the need to preserve the stock of natural resources and their beneficial exploitation.

The other issues of concern were highlighted as the need to manage the transformation of bio-physical and economic research into useful information through the process of Information Communication Management (ICM), a more general political and ideological commitment to more open systems of



decision-making and how best to equip and facilitate the various categories of stakeholders to play an appropriate role in the dialogue that spans the entire project cycle from planning to post-implementation evaluation. CTA is particularly concerned with the last issue as its mandate is to strengthen the place of information and knowledge in policy formation and implementation. This involves the challenge of ensuring that ideas and information flow and that all the actors are in a position to make the best use of the information. Capacity building and the provision of platforms for the exchange of relevant experience are among the main niches of CTA.

This is the context in which the CTA has been providing support to policy research efforts, especially as FANRPAN has been described as 'a stakeholder-driven policy and advocacy network'. FANRPAN is one of many ACP regional agricultural policy networks with which CTA collaborates. In the course of that collaboration, the CTA supports a range of activities that have been of interest to SADC members and could continue to form the basis of future partnerships:

- Support to the conventional media
- Facilitation of publishing, printing and the distribution of material of interest to and concerning the agricultural sector, including help with the publication of bulletins and other material produced by our partners.

- CTA has been working on a variety of fronts to facilitate ACP familiarity with and utilization of information and communication technologies (ICTs) where appropriate.
- CTA can provide support, including training to develop web-based exchanges and content management approaches to prevent system overload.

FANRPAN can, therefore, take advantage of a number of CTA products and services that are consistent with its capacity building priorities as a network. These include:

- AGRITRADE – a web-portal with printed material aimed at supporting the work of the ACP negotiators as well as stakeholders interested in pursuing the ACP-EU – negotiation of a new trading framework under the Cotonou Agreement and the WTO negotiations. CTA provides a range of information to enhance ACP policy making in science & technology through the interactive web portal – 'Knowledge for Development'.
- AGRICTA – a web portal on regional agricultural trade, is an electronic resource centre aiming to widen the range of services being offered to CTA partners.
- The Selective Dissemination of Information (SDI) – provides information to agricultural researchers, policy analysts and



advisers in government, NGOs and the private sector. Training on information and communication management, especially familiarity and use of ICTs and development of web-based exchanges.

In light of the mandate under Cotonou, CTA has developed a number of cross-cutting issues which need to be taken into account in fashioning and implementing its annual programmes.

These issues include ICTs, Gender and Youth.

In this collaboration, CTA does not treat FANRPAN as merely the recipient of CTA programmes, but as a partner and collaborator that contributes to the design and implementation of its programmes. Therefore, as one of the sponsors of this meeting, CTA hoped that the eleven SADC states represented would find the exercise worthwhile.

2.4 Ms V Kandiwa, Rockefeller Foundation

Ms Kandiwa appreciated the working relationship between Rockefeller Foundation and FANRPAN. She observed that this process developed from a clear partnership relationship built over years of mutually satisfying

collaboration. She confirmed Rockefeller Foundation's continued support and commitment to FANRPAN's strategic goals and that her organization would follow the outcomes of this meeting with great interest.

2.5 Dr Takavarasha, Chief Executive Officer, FANRPAN

Dr Takavarasha, the Chief Executive Officer of FANRPAN, gave an overview of the policy dialogue. The objectives of the policy dialogue were placed into context by relating them to those of the previous policy dialogues.

The presentation included, among others, an outline of the background and objectives of FANRPAN, the network's annual workplan, organizational achievements, major policy issues under review and lessons learnt.

The objectives of the meeting were to enable senior policy advisors to dialogue and reach consensus on the priority policy issues that need to be addressed to speed up agricultural recovery and come up with regional policy recommendations for onward transmission to the SADC Ministers of Agriculture. The dialogue was expected to come up with the following outputs:

- Consensus among policy makers responsible for food, agriculture and natural resources and other



- stakeholders on strategic policy themes affecting the region;
- Recommendations that would ensure permanent recovery and growth of the agricultural sector in the region for onward transmission to SADC Ministers of Agriculture;
 - A regional plan for technical and financial support for capacity building to enable SADC Ministries of Agriculture to implement new policies and review their national agricultural policy strategies; and
 - Establishment of a regular Agricultural Policy Forum for Southern Africa that brings together heads of Agricultural Ministries and International Organisations working in the region, to review their programmes and share experiences.



Keynote Papers

3.1 Assessment of 2004 Food Supply Situation and Key Policy Issues Affecting Agricultural Recovery in the SADC Region - Dr Ruvimbo Mabeza-Chimedza, University of Zimbabwe, Zimbabwe

This paper reviewed the progress in the implementation of agricultural recovery measures recommended at the policy dialogue meeting held in Gaborone, Botswana, in March 2003 and in the matrices submitted to FARNPAN by country nodes. The paper gave an overview of the food supply situation in the region in the 2003/2004 season.

Cereal production trends in the last decade confirmed conclusions in one of FANRPAN's earlier studies that there has not been a significant decline in the production of food in the region in the last decade. However, a large number of people, particularly in Zimbabwe, will face food deficits and need food aid. Key policy constraints were identified and the emerging conclusion was that the livelihood crisis was influenced by short-term and long-term international policy failures and choices. Poor disaster preparedness and unstable macro-economic environments were some of the key short-term and long-term policy constraints.

The paper reviewed the policies in place and the recommended policy options for ensuring sustainable agricultural

recovery. The key policy issues related to trade, marketing, pricing, input supply, strategic food reserves, harmonisation of sanitary and phytosanitary (SPS) policies and impact of HIV/AIDS on agricultural recovery. The major recommendations included removal of trade restrictions, promotion of market liberalisation, price deregulation, enhanced private sector participation and financial resource reserves for food imports. While the implementation of most of these policy measures was underway in most countries, progress was noted to be very slow. This was found to be largely due to lack of political will and not lack of awareness of what needed to be done.

The strategic policy themes for agricultural recovery emerging from previous policy dialogues included the following broad thematic areas: disaster preparedness, agricultural production and productivity, pricing and marketing, distribution and trade. In light of the high prevalence rates of HIV/AIDS in the region and the negative implications for agricultural growth, the paper emphasised the importance of mainstreaming HIV and AIDS into all interventions.



Based on the identified policy themes, the paper developed a framework for a policy action plan and offered suggestions on getting policy makers to do what needs to be done. Using an IFPRI conceptual framework for the policy making process, the paper discussed strategies for intervening in the policy process, highlighting the importance of identifying key stakeholders at various stages of the policy making process and ensuring that

all stakeholders are reached. Strong farmer organizations were identified as key players that can put pressure on policy makers to do what needs to be done for the permanent recovery of Southern Africa's agricultural sectors.

During the discussion, a number of policy issues were raised which could be incorporated to improve the paper (see Box 1).

BOX 1

Emerging Policy Issues for Consideration by the First Keynote Paper by Dr R Mabeza-Chimedza

- Production constraints and technology development issues need to be incorporated into the short-term policy issues. This is better achieved by using multi-disciplinary teams. The paper should broaden its emphasis to include production constraints such as:
 - Low mechanization levels
 - Technological barriers
 - Post harvest losses
 - Inadequate transport infrastructure
 - Poor permplasm
- Emphasis should be placed on the impact of HIV and AIDS on agriculture. These two factors are having a major impact on the demographics of several SADC countries and, therefore, on the labour force. The central issue is that SADC nations are actually asking fewer farmers to produce more.
- In the light of the above, there should be serious efforts to promote the sustainable utilization of available resources.
- The paper should include other crops that add to food security without necessarily having a commercial value. The importance of these crops such as cassava, cowpea, sorghum, soya beans and sweet potatoes should be highlighted.
- Strategies for bringing down production costs need to be considered. Factors such as transport costs and mechanization can increase production costs tremendously. This area needs to be carefully considered as well as the question of poor infrastructure needs.
- The figures given for surplus/deficit grain production show that there is little stability in the region. Therefore, the paper should investigate some strategies towards ensuring some kind of stability within the region.
- The role of livestock in food security has not been adequately highlighted. This relationship needs to be clearly established and noted appropriately in the paper.
- A clear distinction should be made between the small scale farmers and commercial farmers and the issues affecting each group must be differentiated for targeted interventions.
- The working paper could be enhanced by amplifying the link between Research and Development (R & D) and agricultural constraints.
- The figure of six (6) million households in the region threatened with food insecurity should be revisited in the light of updated regional early warning system figures.



3.2 Towards the Formulation of Bankable Actions and Investment Projects for the Agricultural Sector in the SADC Region - Professor Charles Machethe, University of Pretoria, South Africa

Poverty is one of the major development challenges in the SADC region. The incidence of poverty in the region is among the highest in the world, with 40 percent of the total population of the region living below the international poverty datum line of US\$1 per day. The per capita income in the SADC region is low and has been declining in most member states. The average Gross National Income per capita in 2002 was US\$ 1 563. Despite an improvement in regional food security over the past few years, the SADC region continues to suffer from low and unstable agricultural production and food insecurity. The food insecurity problem affects all SADC countries, including those that have achieved national food security. Since the majority of the population in the region are dependent on agriculture for income and employment, progress towards solving the poverty-related problems is dependent on the performance of the agricultural sector. Approximately 70 percent of the region's population depends on agriculture for food, income and employment. Agriculture contributes 35 percent to SADC's Gross Domestic Product and 13 percent of the region's total export earnings.

The agricultural sector in the SADC region has not performed well in recent years. For example, cereal production has hardly changed from 22.062 million tonnes in 1990 to 22.753 million tonnes in 2003. During this period the population has grown by about 40% from 152 million to 212 million. This has resulted in a decline in the region's per capita food availability and consumption. Using cereals as a proxy for food security, this means that the food security situation has deteriorated substantially between 1990 and 2003.

In view of the deteriorating agricultural and food security situation in the region, a number of initiatives have been put in place to improve the situation. These include NEPAD's Comprehensive African Agriculture Development Programme (CAADP), SADC's Regional Indicative Strategic Development Plan (RISDP), FAO's Special Food Security Programme (SFSP) and the Medium-term Investment Programme (MTIP). In addition, a number of conferences and meetings have been held to address the problem of food insecurity in the region and come up with measures to achieve agricultural recovery. These include FANRPAN's policy dialogue held in Gaborone in March 2003,



the SADC Ministers of Food and Agriculture and Natural Resources meeting held in Dar-es-Salaam in February 2004 and an extraordinary Summit Meeting of SADC that is planned for 14 May 2004.

The paper provided a synthesis of some of the above initiatives, identified priority areas, outlined relevant policy recommendations and proposed several plans in form of projects aimed at revitalising SADC's agricultural sector. It was suggested that the "green revolution" may also offer the SADC region a permanent solution to its recurrent food insecurity. The following policy proposals were cited as having a contribution to attaining the SADC "green revolution":

- Investment in irrigation infrastructure;
- Development of programmes to improve access to key agricultural inputs such as seed, fertilizer,

pesticides and vaccines;

- Strengthening the research-extension-farmer linkages and continuation of the development of crop varieties and animal breeds that are tolerant and perform better in the prevailing physical environment.

In order to improve the linkage between policy makers and researchers, better policy analysis and implementation of findings should be in place. Some of the ways to achieve this is by:

- Initiating dialogue between policy analysts and policy makers;
- Preparation and dissemination of policy briefs;
- Building the capacity of local analysts and institutions to carry out good quality policy research work;
- Building confidence in local policy analysts; and
- Joint identification of policy research issues.

3.3 The Role and Challenges Faced by Senior Policymakers in Formulating Policy Research into Action - Dr C J Matambwa and Mr P H Kabembe, Department of Agriculture, Malawi

Malawi, in common with most countries in the SADC region, is facing major food shortages leading to food insecurity. The paper examined the role and challenges that policy research can play in increasing agricultural productivity in the region, using Malawi as a case study.

The paper reviewed the constraints experienced in the agricultural production as well as the policy objectives of the government of Malawi. The vision of the Ministry of Agriculture in Malawi is to promote and facilitate agricultural productivity and sustainable management



and utilization of natural resources to ensure food security, increased incomes and the creation of employment opportunities. The problem, however, is that food insecurity and malnutrition have worsened in Malawi because of overall economic stagnation, recurrent droughts and other natural hazards. This situation was worsened by the HIV/AIDS pandemic and floods that impacted heavily on smallholder farmers. In addition, poverty also made matters worse.

The twelve points of the Malawi Poverty Reduction Strategy (MPRS) are undergirded by sustainable pro-poor growth. The twelve policy objectives are: expansion and strengthening access to agricultural inputs; improving agricultural production through improved research and extension services; improving access to domestic and international markets; promoting small scale irrigation schemes and drainage; encouraging production of specific crops; reducing land shortages and degradation; promoting and expanding farm mechanisation; reducing weaknesses in institutional policy framework; increasing gender balance, preventing and mitigating HIV/AIDS in the agriculture sector; diversifying diets to reduce dependency on maize food and, strengthening institutional capacity. Every policy maker is requested to translate these policy objectives into implementable actions, showing priorities with good indicators. Policy research is

crucial at this point. An example of one such action was an attempt by the Government of Malawi to increase access to agricultural inputs, through a program of Expanded Targeted Inputs Program (ETIP).

The role of policy research was discussed as well as arising challenges. Five such challenges were articulated, namely, external forces for quick-fix solutions; lack of resources; identifying researchers; implementing the new policy decisions; and translating policy recommendations into action. The last issue was noted as the most challenging.

The following recommendations were put forward to the policy dialogue for consideration:

- Policy research units in the Ministries of Agriculture within the SADC region be strengthened;
- Donor funded policy research be carried out in complete coordination with recipient Governments;
- A platform be established for purposes of sharing regional research through organisations such as FANRPAN, NEPAD and others;
- Wherever possible, in order to build ownership and enable easier implementation of policies, all stakeholders be fully consulted on the policy studies; and
- A pool of researchers and other experts should be constituted at the national and regional levels.



Presentations From Selected Strategic Partners And International Organisations

4.1 The New Partnership for Africa's Development - Professor Firmino G Mucavele

The presentation covered the NEPAD program, its objectives, the accompanying framework and the structures comprising the Summit of the African Union. NEPAD was defined as the program of the African Union which constitutes a holistic vision developed by the African leaders, based on partnership among African countries with the objective of promoting sustainable development in Africa. Through the promotion of a dynamic and sustainable development process in Africa, the NEPAD program established three central objectives, that is to: eradicate poverty, create a conducive environment for peace and security and accelerate economic and social growth in Africa.

The NEPAD Framework is under-girded by three principles - the necessary conditions, sectoral priorities and resource mobilization. The structure of NEPAD within the Summit of the African Union comprises various committees, including the Implementation Committee of the Heads of Governments and regional formations such as SADC, among others. At the national level, a National

Committee is established to coordinate issues within that sphere. In line with the Constitutive Act of the African Union, the RECs are essential building blocks for the integration and economic development of Africa. The two necessary conditions affecting the successful implementation of the NEPAD program are the existence of peace, security, democracy and good political governance as well as good economic and corporate governance.

The main priorities of NEPAD were outlined as focus on agriculture and access to markets; infrastructure; environment; human resource development, science and technology and culture. The strategies adopted are geared to promote rural and human development, ensure agro-industrial development and trade to promote economic growth. Several major policy issues were cited as critical to the process of agricultural recovery in the SADC region. The agricultural production and food policies; trade and marketing policies; land policies; infrastructure development policies; credit and financial policies; transport policies; human



development policies; institutional policies as well as the research and technology development policies. One of the programmes of NEPAD is the Comprehensive Africa Development Programme (CADP). CADP rests on four pillars of land and agriculture; rural infrastructure and trade-related capacities for improved market access; increasing food supply and reducing hunger; and agricultural research, technology dissemination and adoption.

The primary purpose of the mobilisation of financial resources at the domestic as well as international levels is to foster the adoption of policies, standards and practices that lead to political stability, high economic growth and sustainable development. The African Peer Review Mechanism (APRM) is an instrument voluntarily acceded to by member states of the African Union as a self-monitoring mechanism. Participants were further informed about good economic and

corporate governance requirements. These were identified as codes and standards, clear role of institutions and the mobilization of resources, including human, material, financial and institutional resources.

Finally, the NEPAD African Partnership Forum was explained in detail, including its functions and agenda. In order to enhance discussion of identified burning issues in smaller groups, 13 “buzz groups” were established to deliberate on the second keynote paper and this presentation. An overview of the output of these “buzz-groups” is shown in **Box 2**. These “burning issues” were spread to cover at least seven broad areas, namely: implementation or “how” issues; special groups for empowerment and consideration; NEPAD-related matters; national/local infrastructural development questions, production chain issues; collaboration and food/cereal diversification.

BOX 2

Identified Burning Issues

- Translating recommendations into action - the “how” is now a major burning issue. There is need to address the “How” for implementing policy recommendation as opposed to listing of policy recommendations
- Investigate processes of how to bring the private sector to invest in agriculture. Agribusiness is an important market for both large and small farmers.
- Ascertain whether agriculture is a priority for government.
- Importance of improving participation by youth in Agriculture The majority of smallholder farmers are old. Improving productivity will require more participation by youth who are still energetic. There is need for policy makers to ensure competitiveness of the agricultural sector to ensure that youth are attracted to join the sector.
- What is the role of civic society in the NEPAD framework? There is need to empower and enhance more participation of the marginalized.



BOX 2...continued

- How do we ensure participation by women who remain marginalized in decision making processes and do not own productive resources?
- The important role NEPAD plays in bringing together the entire continent to address food security problems to the fore in respect of sectoral priorities is identified in the CAAD and the identified cross cutting issues.
- Regional groups, such as SADC, should develop programs that fit into the continental priorities.
- Need to identify immediate solutions to food security. For example, information-sharing on traditional crops such as cassava should be given priority.
- Linkage between researchers and policy makers should be enhanced
 - research work not translated into policies.
 - need to share information on policy research.
 - FANRPAN should provide the linkages between policy makers within the region.
- Role of Private Sector should be escalated
 - the private sector playing an insignificant role presently.
 - need to deliberate on policies to promote sector participation.
- Strategies for mitigating HIV/AIDS impact on the agricultural sector, given the linkages between HIV/AIDS and food security.
- Need for a forum for dialogue between researchers and policy makers and other stakeholders.
- Agricultural diversification is key.
- Irrigation development is key.
- Trade liberalization in food should take serious cognisance of crop disease transfers and put in place mechanisms to prevent crop/livestock disease transfers.
 - a) Increase production must be matched with post harvest processing, product development, utilization options, market and quality standards.
 - b) Private sector cannot be left to do (a) above as they will require to patent their recipes, etc.
 - c) The public sector processing and product development needs to move to centre stage.
 - d) Food security dimensions in terms of both quantity and quality for food, feed, fuel, fibre and so forth. Ensure availability of food at family, community, national and regional / continental spheres.
- Issues of production at local level need attention.
- Markets & systems: Roads/rail transport, pricing and WTO issues must be addressed.
- Roots & tubers should be included.
- Gender dimension must always be considered.
- Green Revolution considerations must reflect upon the socio-economic conditions, farming systems and cultural values influencing societies.
- Downfall of Green Revolution may be that high inorganic inputs are unsustainable, monoculture practices are atypical for African agriculture, narrowing the food base and bio-diversity, susceptibility to natural disasters may invariably lead to greater risks in agriculture, therefore, more diversity is necessary.
- Issues pertaining to sustainable agriculture must be addressed, such as soil fertility, land degradation, soil compaction, destruction of natural animal and micro-organisms.
- A tight regime of agro-ecosystems management is necessary.
- The issue of the contribution of research to policy should be highlighted. The best way to inform policy makers is to be consistent and persistent.
- The concern for researchers should be to inform policy makers about option, who will make decisions on the basis of political dimensions. The question to be answered however is whether policy makers themselves want to sufficiently involve researchers in the policy making process.
- Fertilizer is only a means and not an objective in view of complementarity with other resources, for example, management and water, among others.
- Issues pertaining to sustainable agriculture must be addressed, such as soil fertility, land degradation, soil compaction, destruction of natural animal and micro organisms.
- A tight regime of agro-ecosystems management is necessary.
- The issue of the contribution of research to policy should be highlighted. The best way to inform policy makers is to be consistent and persistent.



BOX 2...continued

- The concern for researchers should be to inform policy makers about options, who will make decisions on the basis of political dimensions. The question to be answered however is whether policy makers themselves want to sufficiently involve researchers in the policy making process.
- Fertilizer is only a means and not an objective in view of complementarity with other resources such as management and water.
- Gender dimensions of cassava versus maize debate should be considered. For example, the use of mechanical harvesting. Cassava should not be seen as a panacea, but one of the solutions for food security.
- The relationship between NEPAD's vision, regional programmes and national programmes should be carefully considered.
- Poor or ineffective linkages between political leaders and policy advisors to solve the "how" issue.
- Lack of political commitment in agriculture development, particularly in increasing the budget allocation to agriculture. Use of NEPAD forum to mobilise resources for agriculture in African countries should be targeted.
- Lack of adequate attention placed on disaster management issues, food security and HIV/AIDS which will have multiplies effects.
- Labour, GOP and national agricultural investment should be further examined.
- It is imperative to transform agriculture for purposes of diversification thus mitigating reduction/reduce food insecurity. The implementation process could include the following aspects: reduction of stigmatisation of some crops, for example, cassava in particular; tackling consumer preferences and taste; and examining what options are available to some areas where crops like cassava grow (and or drought resistant crops or those that can withstand extreme cold).
- Through comparative analyses, should examine how these new initiatives such as NEPAD-CAADP and RISDP have that is so different from past initiatives / policies to make a meaningful contribution to food security in the region.
- Need to apply our minds to find out what is the best strategy to develop strategic food reserves versus use of futures market?
- NEPAD can be more practical if it adopted the OE CD 'peer review' model of allowing a couple of countries to make suggestions on a specific sector for a given country. NEPAD can adopt this to address specific issues in agricultural policy.
- The issue of self sufficiency in cereal production versus economic empowerment. It can be a good idea to allow farmers to grow export high value crops so that they earn income which in turn can be used to purchase or import food products when they are unable to grow the food locally.
- Presentations have identified the problems and we have the solutions to the challenges being posed. Now, we need to find out how to translate those policy decisions into concrete actions. Action Planning process should begin. Should find ways to incorporate the private sector participation in agribusiness.
- Cassava yield or outputs are questionable. Issue of smallholder versus larger commercial farmers, need to categorize these groupings and differentiate policy by targeting policy incentives for the different types of farmers. Establish incentives to encourage smallholder farmers and large-scale farmers to produce efficiently.
- Diversification of food basket from cereal to a mixture of cereal, bananas, cassava according to climate. Sustaining food production to about the intensive use of fertilizer and improved seed varieties.
- Need appropriate usage of water resources. Ample evidence of poorly developed irrigation and poor management of water resources.
- Governance must be addressed, particularly the role of policy information, with a view of providing policy options for policy makers on agricultural recovery issues in the region.



4.2 Cassava: The New Hope for Food Security and Poverty Alleviation in Southern Africa - Dr E Whingwiri, Independent Consultant

The presentation highlighted the case for cassava as a new hope for food security and poverty alleviation in Southern Africa. It was noted that in the SADC region, domestic food shortfalls have become a permanent characteristic. The main factors contributing to this state of affairs include drought, cyclones, mismanagement, depletion of grain reserves and inadequate food production, marketing and inappropriate policies. These constraints are exacerbated by problems of chronic poverty, poor macro-economic performance and the worsening HIV/AIDS pandemic that is already taking its toll on agricultural production. Food security means physical availability of enough food for all.

Based on consumption data from the SADC region, cereals are the dominant food source, with maize providing the bulk of calories in eight of the member states, namely, Lesotho, Malawi, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. Cassava is the dominant crop in Angola and Mozambique, where it accounts for 29 percent and 36 percent of total calorie intake, ahead of maize, which accounts for 22 percent and 29 percent respectively. Although maize is the main staple food crop grown by the majority of smallholder farmers in Southern Africa, it is very

sensitive to adverse weather conditions, particularly frequent droughts under very limited capacity to irrigate the crops.

In addition, civil strife and conflicts have also rendered the growing of such crops as maize impossible because of the constant attention required. Food aid during conflicts and beyond is required, since farmers will not have planted any crops. Cassava was presented as the way out of the food insecurity situation in Southern Africa. The tuber could be grown as a substitute to maize because it addresses the challenges of irrigation, limited availability of fertilizers, high frequency of drought and labour shortages. A positive account of experiences with cassava growing in Nigeria and Malawi was presented as a case in point. Cassava tolerates poor soils, adverse weather, pests and diseases more than other staple food crops. Cassava, unlike other staple food crops, thrives across a wide range of ecological zones and is not affected by drought. In Nigeria, cassava is both a food security crop and income generator. It was also noted that cassava plays different but important roles in African development. For example, the crop is used as a famine reserve, rural food staple, cash crop and urban food staple, industrial raw material and as livestock feed. This was the case in



Malawi and Zambia, where researchers have linked the recent increase in cassava production and consumption with the HIV/AIDS prevalence rates of 25 percent.

After discussing the myths, half-truths and the various stigma attached to cassava, it was concluded that cassava is

the cheapest source of food calories. Therefore, increased cassava production would contribute to food security in the region and Africa as a whole, consequently reducing food aid. However, in order for this to happen, political commitment and goodwill should prevail.

4.3 Towards Improved Maize Marketing and Trade Policies to Promote Household Food Security in Southern Africa - Dr M Weber, Michigan State University, USA

This presentation addressed the role of proper disaster management, and how, if well executed, disaster preparedness policies, early warning systems and other strategies could effectively reduce the adverse impact of food insecurity in the SADC region.

The SADC experience of 2002/03 was reviewed. While the region was viewed as in crisis, not all areas were badly affected. It was widely understood that the crisis was caused by slightly low levels of production in agriculture, plus low initial stocks, governance failures in Zimbabwe, as well as HIV/AIDS-related poverty. The SADC early warning and FEWSNET had warned about imminent production shortfalls as early as April 2002. In September 2002, FEWSNET had estimated that 14.4 million people in the region required 1 051 000 tonnes of food aid. By 31 December 2002, 15.25 million people were found to be in need of food aid, while 395

000 tonnes of food aid was reported to have been received by beneficiaries. The question to ask is whether that amount of food aid had reached the intended beneficiaries or not. Since 1 359 000 tonnes of formal imports had arrived, for all intents and purposes, the early warning systems had worked. By year-end, about half of the estimated gap had been filled by the registered inflows.

By March 2003, response to this impending disaster had been sufficient to avoid "humanitarian crisis and potential famine" and yet 77 percent of the food aid had been "committed" by the international community. It was not clear whether the food had arrived or whether arrivals had reached the respective beneficiaries by that time. It is important to ask these questions so that, with proper planning and forecasting, improvements may be made to future humanitarian responses. In order to avoid such crises,



donor and beneficiary countries should ask the World Food Programme (WFP) for final accounting. It was noted that, including cassava in some balance sheets was an important step. This happened in Tanzania, Zambia and Malawi. The inclusion of cassava in Zambia reduced the estimated gap by 60 percent. However, tuber production data are notoriously unreliable.

Using the Mozambican experience, it was noted that budget shares are taken from expenditure surveys. Mozambique was classified by FEWSNET as having maize calorie share of 25 - 39 percent, and yet the 1996 budget share for the rural poor did not reach 25 percent in any of the country's provinces. An average of 20 percent was reached in the southern and central provinces, which are most prone to drought. The lesson from this case is that, using base year budgets, relative price changes and "reasonable" cross price elasticities could be more accurate than using production data.

The use of correlation coefficients of national maize production among South Africa, Zambia, Zimbabwe, Mozambique and Malawi from 1992 to 2002 illustrated the point that the less efficiently that markets work, the more it costs to respond to humanitarian crises. Efficient markets save lives directly and indirectly during such crises by getting food to people who need it and have effective demand, and indirectly by allowing emergency response budgets to go further.

It was argued that government policies in some countries kept trade responses from being larger, for example, the Zambian private traders. Mozambique, on the other hand, stands out for its sustained open borders policy. In this context, Malawi could take advantage of Northern Mozambique production potential to stabilize its own maize availability and prices. The basic question to answer is how to promote humanitarian response while avoiding the negative impacts on long-term development objectives.

4.4 ICRISAT Strategies Contributing to Agricultural Policy in the SADC Region: Advances Towards Harmonisation of Seed Policies and Regulations - Dr M Mugonja, ICRISAT

ICRISAT has worked in Southern Africa for over twenty years, targeting poverty alleviation and the improvement of food security in drought-prone areas. The institute works with five crops, namely, sorghum, pearl millet, groundnut, pigeon

pea and chickpeas, while focusing on natural resource management in smallholder farming systems.

During the 1980s and 1990s, ICRISAT established and led three major regional



programs on sorghum/millet, groundnut and pigeon pea. All programs were highly successful, as documented by impact assessments conducted jointly by NARS and ICRISAT, and reviews conducted by independent experts from SACCAR and elsewhere. In partnership with national research and extension and a range of other partners, ICRISAT has helped develop improved, drought-tolerant crop varieties; build national research capacity and infrastructure; introduce new farmer-participatory methods of research and extension; and linked communal farmers to markets, thereby creating the conditions for increasing farm incomes and alleviating rural poverty through technological change.

Building on past successes, ICRISAT has recently developed a two-pronged strategy for R&D in Southern Africa. First, short-term methods for coping with the current food emergency in the region, and second, medium to long-term recovery. Recovery interventions are stressing poverty reduction and enhanced resilience of farm households to climatic and other shocks. Consequently, five regional projects target both the SADC and the ASARECA regions. These projects are designed under five multi-country, multi-disciplinary foci which address key issues facing the region, as prioritised by national and regional stakeholders. These projects are legume commercialization, regionalized breeding, improving the efficiency of relief and recovery programs,

improving food security and livelihoods and systems diversification.

ICRISAT's five projects relate directly to key policy issues for the SADC region, namely, enhancing commercial participation in food marketing and regional trade; harmonisation of seed, trade, fertiliser, SPS band biotechnology policies; improving the state of national and regional disaster preparedness and food supply response; and incorporation of HIV/AIDS into agricultural policy.

ICRISAT has made significant scientific contributions towards regionalized variety registration, including adaptation zones, site stratification economic analysis and advances made towards regionalisation. Finally, ICRISAT recommended seven suggestions to policy makers in the SADC region:

- Endorsement of the concept of regionalised crop improvement through the Lead NARS approach;
- Active exploration of funding avenues to strengthen biotechnology work in the SADC region and building capacity in research and bio-safety issues;
- Endorsement of regional variety registration for crops where there is adequate technical evidence in favour of regionalisation, that is, sorghum, pearl millet, beans and maize;
- Provision of resources to establish new institutional arrangements for regionalisation;



- Commissioning of case studies of regionalised breeding activities to document costs and benefits and draw lessons for wider application;
- Dialoguing with NGOs and donor agencies to ensure that relief programs support and do not compete with commercial seed trade and market development; and
- Provision of additional support for research on HIV/AIDS to guide the targeting of interventions to mitigate impacts of the pandemic on agriculture and food security.

4.5 Developing a Workable Agricultural Biotechnology Policy for SADC - Ms W Mandivenyi, AfricaBio, South Africa

The SADC region has a fragmented policy towards biotechnology. The genetically modified organisms (GMO) legislation and functioning framework has been developed in three member states, namely, South Africa, Zimbabwe and Malawi. Most of the SADC countries were still in the process of developing their bio-safety policies through the United Nations Environment Programme (UNEP).

Several reasons were cited to justify why SADC member states need to develop their bio-safety policies. There are many parallel policy platforms that relate to the environment, agriculture, economy and trade and the dominating policy often depends on the national priorities of each country. Unfortunately, the alienation of policy makers from agricultural realities does not help, while policy makers in Africa face difficult choices because of the potential adverse trade implications. In addition, due to other challenges leading to food insecurity, such as poor seed availability, infertile soils, poor

infrastructure and unpredictable weather patterns, a bio-safety policy is necessary.

Many policies are ineffective as they are largely driven by regulatory activism and the trade agenda, rather than by agricultural needs or performance assessments. The meeting was cautioned not to take the food aid question lightly as it is a complex matter that should be weighed against relevant evidence. The SADC bio-safety advisory committee is addressing this matter.

The process of developing a regional bio-safety policy would need to have the following key elements: an assessment of regional needs followed by regional policy development, strategic approach, implementation plan and harmonization. This framework integrates the social, ethical, health, economic, environmental and regulatory considerations. The approach should focus on building consensus on SADC's biotechnology and bio-safety needs for the next 10 to 15 years. Harmonisation



can only occur once individual countries have a common understanding. Components of a national bio-safety framework were discussed, including the biotechnology and bio-safety strategy and examples of strategic goals. The significance of regulatory frameworks was highlighted, for example, the *Cartagena Protocol* and the *CODEX Alimentarius*. The regional harmonisation and the role of Model Laws was explained. It was pointed out that one law cannot be used for all countries due to differing legal systems, the need to harmonise old and new laws as well as the reflections about international obligations.

A model act for a workable bio-safety framework should fulfil protocol requirements, consider a country's legal traditions and existing legislation and practices, but also reflect on policies, needs and aspirations of all stakeholders. Information about the African Model Law was provided. An understanding of biotechnology is a prerequisite for policy development and a simple and clear policy process should be identified. In addition, there is a need to communicate the process clearly to all stakeholders and build understanding and consensus around the process.

4.6 Shortage of Improved Seed (Crops and Livestock) Limits the Commercialisation of the Smallholder Farming Sector: Experiences from the IDEAA Regional Program in Southern Africa - Dr C T Khombe, Ms M N Hungwe, Mr P Tirivanhu and Dr E Whingwiri

The presentation reviewed case studies on institutional innovations that were crafted by the IDEAA Program in improving access to improved seed varieties by smallholder farmers. These case studies included the following:

- Community based revolving fund established to improve access to hybrid sunflower seed by smallholder farmers in Mozambique;
- Local input suppliers motivated to procure and distribute groundnut seed in Swaziland; Soyabean producers who formed clubs to improve the efficiency of seed distribution in Zimbabwe;
- Facilitation the production and distribution of clean planting materials of high yielding cassava cultivars in Malawi;
- Merino sheep upgrading program to improve wool production among local sheep in Lesotho; and
- Establishment of a breed improvement program for communal areas in the Eastern Cape Province of South Africa.



The key question arising from these case studies is how government policies can enhance the competitiveness of the smallholder sector to motivate the private sector to supply hybrid seed of high value crops to enable smallholder farmers to engage in meaningful production. Governments also need to explore possibilities of using commodity associations in providing alternative mechanisms for improving access to improved seed varieties, while conforming to economic reforms that require them to devolve these services to the private sector.

After giving detailed accounts of all six case studies, including the successes and challenges, several policy issues emerged. There is need for governments to develop mechanisms for providing support to

commodity associations as an alternative mechanism for improving seed distribution in the SADC region. Given the critical role that improved crop varieties play in increasing agricultural production, processes must develop which address how to facilitate the development of sustainable seed systems driven by Non-Governmental Organisations (NGOs) that are capable of generating, producing and distributing new seed varieties that meet the needs of all farmers in a cost-effective way. Consequently, NGOs and other non-profit organisations need to play a significant role in breaking barriers that impede the support by the private sector to smallholder farmers. There is a need for institutional and policy arrangements that promote seed production among smallholder farmers in order to improve the seed situation in the region.

4.7 Overview of Plenary Discussion of Presentations by Partners

The plenary discussion covered all technical presentations by partners as well as the earlier presentation of keynote papers and the opening

remarks. The emerging policy issues from the integrated discussion are shown in Table 1.



Table 1. Emerging Policy Issues

MSU's presentation:	<ul style="list-style-type: none"> • The issue of strategic grain reserves requires more clarification. It is necessary to question whether it has any merits for the SADC region • Policy dialogues bringing together researchers, policy makers, donors and others need to ensure that all stakeholders apply their collective minds to investigate what can be done to facilitate intra-Africa trade as a means of averting dependency on external sources in the supply of grain deficits. In reality, there is limited scope for SADC countries to address food security issues with complete reliance on internal production of the member states. In addition, it was noted that there were unclear production patterns and negative correlations. • There is a need to incorporate more variables into the food basket. National and regional policies addressing this matter should be encouraged. • The issue of complementarity of inputs must be encouraged in order to have meaningful yield improvements.
AfricaBio's presentation	<ul style="list-style-type: none"> • Need to incorporate traditional bio-technology into current strategies. • In order to become proactive, harmonisation should be considered now when countries are busy with the process of drafting their bio-safety guidelines rather than waiting for later. • There is need to address policy measures being established to deal with GMOs in the food system. • An information gap on bio-technology exists, especially within civil society formations. Therefore, more information needs to be disseminated to appropriate sectors in a properly managed manner. • African priorities must be addressed first. Participants observed that current research is often misdirected. Farmers need to be given a variety of possible choices to consider.
IDEAA's presentation:	<ul style="list-style-type: none"> • There is a need to review what policy conclusions can be drawn from the six successful case studies that were presented. • Sustainability issues and the possibilities for replication of the presented IDEAA models need further consideration. • IDEAA was advised that interactions with commercial farmers need to be considered.
General Comments:	<ul style="list-style-type: none"> • Donor funding is often problematic as it arrives with conditionalities, hence a better option would be to seek development partners with whom improved partnership based deals could be negotiated; • Often wrong policies exist which do not espouse the need for partnerships with civil society and other stakeholder involvement. This needs to be reversed. • Agriculture in the SADC region should be transformed to focus on the development and upgrading of the smallholder farmers; • A dire need is evident for the establishment of a performance culture, with clear indicators, implementation targets, financial mechanisms as well as monitoring and evaluation systems; • Conflict resolution and management mechanisms be established in order to enhance the capacity to solve problems quickly; • Broad stakeholder participation in the policy making process should be encouraged; • Intra-Africa trade needs to be enhanced and become less complicated; • All areas related to poor infrastructure, for example, transport, storage facilities, processing capacity, need to be addressed; • Producers need to be assisted to better understand market preferences; • Africa requires more self confidence and to build its own market information adequately; • The NEPAD program is aimed at addressing most of these identified structural problems.



Working Group Assignments and Outputs

The participants were divided into two working groups. Each working group discussed one of the following issues:

- What policy measures are necessary to achieve permanent recovery of the agricultural sector in the SADC region; and
- What actions and bankable

investment project priorities need to be in place for the agricultural recovery to manifest itself in the region.

The reports from the first and the second working groups are presented in Boxes 3 and 4, respectively.

BOX 3

Working Group 1

Key Issues to Achieve Agricultural Recovery in the SADC Region

1. Access to key agricultural inputs
2. Infrastructure: irrigation, transport, telecommunications and storage, among others
3. Labor-saving technologies: production and processing technologies
4. Access to information
5. Prices - inputs and outputs
6. Stakeholder participation in policy formulation
7. Diversification: maize is not able to address food security in the region
8. HIV/AIDS and gender equality
9. Short term measures versus long term food security strategies to manage crises (impact of food aid)
10. Political will

Policy Measures to Achieve Permanent Recovery in the Agricultural Sector in the Region

1. Have specific policies for the three groups of farmers that have been identified:
 - a). Commercial Farmers
 - b). Emerging Farmers
 - c). Subsistence Farmers
2. Quick-fix solutions and long-term solutions (cost reduction measures), infrastructure, etc
3. Farmer organizations (empowerment):
 - a). Develop their capacity to participate effectively in the policy process
 - b). Develop mechanism for consultation between policy makers and other stakeholders
 - c). Support for smallholder farmers
 - d). Legal standing of such organizations
4. Long-term support to research in appropriate technology
 - a). To sustain achievements
 - b). Private sector friendly policies
5. Strengthen farmer-research-extension linkages:
 - a). Strengthen farmer groups
 - b). Facilitate private sector participation
6. Maize not a solution to food security. Distribute cassava planting materials.
7. Also look at comparative advantage of other crops.
8. FANRPAN should facilitate national stakeholders' forum at the national level. Should include the private sector.
9. Practical demonstration of political commitment (for example, through increased budgetary allocations)
10. National food reserves and household reserves should be promoted.



BOX 4

Working Group 2

Policy Measures to Achieve Permanent Recovery in the Agricultural Sector in the SADC Region

1. Improve macro economic policies and increase agricultural finance.
2. Facilitate access to resources.
3. Develop markets and trade to facilitate commercialisation of smallholder agriculture.
4. Prepare disaster preparedness strategies.

Bankable Actions to Achieve the Key Policy Measures

1. Specific actions to improve macro economic policies and increase agricultural finance
 - a). Target research to inform policy measures
 - b). Adopt and implement an advocacy strategy to increase budget allocation to agriculture
 - c). Provide incentives to private sector to invest in agriculture
2. Facilitate access to resources (Land, input technology, information, seeds)
 - a). Land reform strategies (access and security of land tenure by farmer organization) supported by appropriate legislation
 - b). Empower NARS by budget allocation to develop and disseminate appropriate technologies
 - c). Adapt and implement the SADC seed security strategy
 - d). Provide incentives for private sector participation
3. Development of markets and trade to facilitate commercialisation of small holder agriculture
 - a). Set up effective Market Information System
 - b). Set up effective marketing infrastructure and policy (research to support)
 - c). Facilitate stakeholders' association
 - d). Harmonize SPS measures, grades, standards and bio-safety measures
 - e). Remove intra-SADC trade barriers
4. Disaster preparedness strategies
 - a). Advocate formulation of strategy by:
 - (i) Review existing Early Warning Systems
 - (ii) Review food security strategies
 - b). Remove barriers to food trade during disasters
 - c). Promote drought tolerant varieties.
 - d). Adopt SADC guidelines on GMO Bio-safety
 - e). Disseminate information timeously.



Concluding Remarks

Professor Amani, FANRPAN Board member, thanked the host, the Mauritian Government for their hospitality, the presenters and the participants for their enthusiasm and active participation in the proceedings.

The delegates were informed that during the course of the two day meeting, Professor Mucavele, member of the NEPAD Steering Committee and Representative of Heads of States at this meeting, had been appointed to the FANRPAN Board with immediate effect. Professor Mucavele declared that his contribution will be made through his commitment towards enhancing the position of FANRPAN as an effective regional body. To that end, he will ensure that the following policy areas are taken on board FANRPAN's agenda and recommended to policymakers:

- Agricultural production and

food policy

- Trade and marketing policies
- Land policies
- Infrastructure development policies
- Credit and financial policies
- Transport policies
- Human development policies
- Institutional policies
- Research and technology development policies.

Finally, Dr Takavarasha, FANRPAN Chief Executive Officer, thanked the hosts, the Board and Chairperson of FANRPAN, the management of Shandrani Hotel, the sponsors of the dialogue process, CTA Director, representatives of the donor community, international bodies and governments, policymakers, country node representatives from eleven SADC countries, other participants and the facilitator.



Appendices

Appendix 1: WORKSHOP PROGRAMME

Policy Strategies needed to promote Permanent Agricultural Recovery and Productivity Growth in the SADC region

Shandrani Hotel, Mauritius
March 29– 30, 2004

OBJECTIVE: The objective of the high level policy dialogue is to enable senior policy advisors to crystallize and reach consensus on the priority issues that need to be addressed to speed up agricultural recovery and deliberate on regional policy recommendations for onward transmission to the Council of Ministers.

EXPECTED OUTPUTS: The expected outputs are:

1. Consensus among Heads of Ministries responsible for food, agriculture and natural resources, agricultural and international research institutions and key donors on strategic policy themes affecting the region.
2. Recommendations to enable and ensure the permanent recovery and growth of the agricultural sector in the region for onwards transmission to the Council of Ministers.
3. A regional action plan for technical and financial support, including support for capacity building to enable Ministries to implement new policies
4. Establishment of a Regular Agricultural Policy Forum for Southern Africa that brings together Heads of Agricultural Ministries and International Agricultural organizations working in the region to monitor progress in the implementation of agricultural policies.

INDICATIVE PROGRAMME

SUNDAY 28 MARCH 2004

0800-1800 Arrival of Delegates

MONDAY 29 MARCH 2004

SESSION I: Official Welcome, Opening and Introduction:

08.30-10.30 Dr. L. Sibanda, Chairperson FANRPAN Board

Minister of Agriculture, Mauritius MOA

SADC Secretariat

Dr. Carl Greenidge, CTA Representative

Ms V. Kandiwa, Rockefeller Foundation Representative

Dr Tobias Takavarasha, FANRPAN CEO- *Overview of the Workshop*

10.30-11.00 Tea Break



SESSION II: Keynote Papers

- 11.00-13.00
1. *Assessment of 2004 Food Supply Situation and Review of Key Policy Issues Affecting Agricultural Recovery in the SADC Region*, Dr Ruvimbo Mabeza-Chimedza
 2. *Towards the Formulation of Bankable Action Plans and Investment Projects for the Agricultural Sector in the SADC Region*, Professor Charles Machethe
 3. *Role and Challenges Faced by Senior Policy makers in Formulating Policy Research Into Action*, Dr Charles Matambwa

Panel Discussion

13.00-14.00 Lunch Break

SESSION III: Topical Presentations from Selected Strategic Partners and

- 14.00-15.30 *International Organizations*
- ICRISAT - Dr Mary Mgonja
 - MSU - Dr Micheal Weber
 - IDEAA - Dr Ephraim Whingwiri
 - AFRICABIO - Mrs Wadzanayi Mandivenyi

15.30-15.45 Tea Break

SESSION IV: Working Groups

15.45-17.00 Working Group I *“Policy Measures to Achieve Permanent Recovery in the Agricultural Sector”*

Working Group II *“Action Plans and Bankable Investment Project Priorities for the Region”*

19.00-20.30 Welcome Reception

TUESDAY 30 MARCH 2004

SESSION V: Working Groups (Continued)

08.00-10.00

10.00-10.30 Tea Break

SESSION VI: Presentation of Working Group Discussion

Presentation of Draft Synthesis Papers on Strategic Policy
Recommendations for Submission to Ministers of Agriculture

Closing Session

13.00-14.00 Lunch break

Departures



Appendix 2: LIST OF PARTICIPANTS

FANRPAN Regional Dialogue on Agricultural Recovery, Food Security and Trade Policies in Southern Africa

Shandrani Hotel, Mauritius - List of Participants
March 29 - 30, 2004

Name	Position	Agency/Organisation	Address	Phone/Fax	Email
AMANI Haidari	FANRPAN Node Coordinator	FANRPAN Tanzania	51 Uporoto Street, Ursino Estate, Dar Es Salaam, Tanzania	T - 255-222-760-260	amani@esrf.or.tz
ANIM Francis	FANRPAN Node Coordinator	FANRPAN South Africa	113 Grobler St, Pietersburg, South Africa	T - 27-15-268-3373	ANIMF@unorth.ac.za
BAGHA Soondur	Manager	National Federation of Young Farmers	Coastal Road, Beelle Mauritius	T - 230 4151805 F- 230 4151805	Youngfarmer@mul.mu
BAHADOOR Rajen	Principal Agric. Planning Off.	Ministry Of Agriculture	Ministry of Agriculture & Food Technology, Rengnaden Seenewaseen Building 8th Floor, Port Louis, Mauritius.	T - 230 2115623 F- 230 212 4427	Rbahadoor@mail.gov.mu
BRIZMOHUM-GOPAUL R.	Research & Dev. Officer	Ministry Of Agriculture	Ministry of Agriculture & Food Technology, Rengnaden Seenewaseen Building 8th Floor, Port Louis, Mauritius	T - 230 2115623 F- 230 212 4427	brizmohun-gopaul@mailgov.mu
CHIKHURI Krishna	Agric. Planning Officer	Ministry of Agriculture	Ministry of Agriculture & Food Technology, Rengnaden Seenewaseen Building 8th Floor, Port Louis, Mauritius	T - 230 2115623 F- 230 2124427	Kchikuni@mail.gov.mu
DARDEL Philippe	Policy Officer	FAO Sub Regional Office	3rd Floor Old Mutual Centre, Jason Moyo Avenue, Harare, Zimbabwe	T - 263 4 253655 F - 263 4 700724	Philippe.Dardel@fao.org
DOMUR Dhaneswar	Assistant Director	AREO	Q Bornes, st Jean Rd, Mauritius	T - 230 460 3885 F- 230 464 8809	arenadc@intnet.mu
FONSECA Jose	Snr Programme Coordinator	CTA	P.O. Box 360, 6700AJ Wagenigen, The Netherlands	T -31 317 467 133 F- 31 317 460 067	fonseca@cta.nl
FULLER Ben	FANRPAN Node Coordinator	FANRPAN Namibia	Namibia Economic Policy Research Unit, Bahnhof Street, Windhoek, Namibia	T -264 61277500 F- 264 61277500	benf@nepru.org
GOVINDEN Noel	Senior Research Scientist	MSIRI / Mauritius	MSIRI, Reduit, Mauritius	T - 230 4541061 F- 230 4541971	ngovinden@msiri.intnet.mu
GREENIDGE Carl	Director	CTA	P.O. Box 360, 6700AJ Wagenigen, The Netherlands	T -31 317 467 133 F- 31 317 460 067	greenidge@cta.nl
HACHONGELA Patricia	Chief Planner	Ministry of Agriculture & Cooperative	Policy Planning Branch, Mukungushi House, P.O. Box 50197, Lusaka, Zambia	T -260 1 250504 F- 260 1 254661	phachongela@maff.gov.zm
HAUZAREE Rishi	Principal Engineer	Irrigation Authority	5th Floor, Edith Cavell St. Fon Sing Building - Port Louis, Mauritius	T - 230 2125391 F- 230 2127652	irrig@intent.mu
HUNGWE Mabel	Manager	WK Kellogg Foundation National Office	42 Mount Pleasant Drive, Mount Pleasant, Harare, Zimbabwe	T - 263 4 745266 F - 263 4 745261	mnhungwe@mweb.co.zw
JERE Gabriel	FANRPAN Node Coordinator	FANRPAN Zambia	University of Zambia, Dept of Agric. Ecos, Box 32379, Lusaka, Zambia	T - 260 1 295419 F - 260 1 295655	gabbyj90@yahoo.com
KABAMBE Peter	Director of Planning	MOA - Malawi	Capital Hill, Lilongwe, Malawi	T - 265 1 789033 F - 265 1 788738	kabambep@agriculture.gov.mw



Name	Position	Agency/Organisation	Address	Phone/Fax	Email
KANDIWA Vongai	Programme Manager	Rockefeller Foundation	7th Floor Kopje Plaza, Harare Zimbabwe	T - 263 4 792348/9 F - 263 4 792409	vkandiwa@rockfound.org
KIRSTEN Johann	FANRPAN Node Coordinator	FANRPAN Mozambique	Department of Agricultural Ecos, University of Pretoria, Pretoria, South Africa	T - 2712 420 3248 F - 2712 420 4958	jkirsten@postino.up.ac.za
KHOMBE Carol Themba	Business Dev. Officer	W.K. Kellogg Zimbabwe	42 Mount Pleasant Drive, Mount Pleasant, Harare, Zimbabwe	T - 263 4 745266 F - 263 4 745266	ctkhombe@mweb.co.zw
MACALA Nyangayezi	Director	MOA - Botswana	Division of Agric. Planning and Statistics, Ministry of Agriculture, P.Bag003, Gaborone	T - 267 3959576 F - 267 3926027	nmacala@gov.bw
MACHETHE Charles	Professor	University of Pretoria	Room 231 Agric. Annex, Dept of Agric.Ecos & Ext. University of Pretoria	T - 2712 420 4833 F - 2712 420 3247	cmachethe@postino.up.ac.za
MADOLA Mathews	FANRPAN Node Coordinator	FANRPAN Malawi	Bunda College of Agriculture, P.O. Box 219, Lilongwe, Malawi	T - 265 1 277433 F - 265 1 277 286	mathewsmadola@hotmail.com
MANDIVENYI Wadzanayi	Projects Manager	AfricaBio	15 Stopford Road, Irene, Centurion, Pretoria, South Africa	T - 2712 667 2689 F - 2712 6671920	Wadzi@afriabcio.com
MANO Renneth T.	Lecturer	FANRPAN	22 Woking Dr, Northwood, Mt Pleasant, Harare	T - 263 4 303211	rtmano@afriacoonline.co.zw
MATOBO Thope	Node Coordinator	FANRPAN Lesotho	National University of Lesotho, Roma Camps House No.SRR0057	T - 266 22213057	ta.matobo@nul.ls
MAZONDE Isaac	FANRPAN Node Coordinator	FANRPAN Botswana	University of Botswana, P Bag 022 Gaborone, Botswana	T - 267 355294 F - 267 3957573	mazondei@mopipi.ub.bw
MOLUMELI Mathoriso	Chief Economic Planner	Ministry of Agric. & Food Sec	80 Constitution Road, P.O. Box 24, Maseru, Lesotho	T - 266 22310186 F - 26622131691	molumelim@agric.gov.ls
MUCAVELE Carlos Pedro	National Director	Ministry of Agriculture	Praca Dos Herois, P.O. Box 1406, Maputo	T - 258 1 460069 F - 258 1 460261	cmucavele@map.gov.mz
MUCAVELE Firmino G.	Node Coordinator	FANRPAN Mozambique	C.P. 257 F.Agronomia, Eduardo Mondlane University, Maputo, Mozambique.	T - 258 1 492177 F - 258 1 492176	mino@zebra.uem.mz
MUCHOPA Chiedza	Regional Policy Economist	FANRPAN	12th Floor Social Security Centre, J.Nyerere Ave, Harare	T - 263 4 792348 F - 263 4 792409	cmuchopa@fanrpan.org
MUNIAH Soob as		M.C.A.F.	Canda, Port Louis, Mauritius	T - 230 6174949 F - 230 6179434	----
NATHOO Maheeree	Principal Assistant Secretary	Ministry of Agricultural	NPF Building Level 9, Port Louis, Mauritius	T - 230 2104123 F - 230 2116916	mnathoo@mail.gov.mu
NEELAYYA Ramukrishna	Officer in Charge	Agricultural Marketing Bound	Leclezio Avenue, Moka, Mauritius	T - 230 253326 F - 230 4334837	agbd@intnet.mu
NGOBESE Peter		Department Of Agriculture	P. Bag X250, Pretoria, South Africa	T - 27123197008 F - 27123196707	adgfsd@nda.agric.za
NGONI Rufu	Projects Manager	Biotechnology Trust of Zim.	151 Sam Njoma Street, Harare	T - 263 4 703481 F - 263 4 250468	biotech@mweb.co.zw
NKWANYANA Christopher T.	Under Secretary	Ministry of Agriculture	P.O. Box 162, Mbabane, Swaziland	T - 268 4040724 F - 268 6062604	ctnkwanyana@realnet.co.sz
PRADERE Jean-Paul	Charge de Mission	Ministry of Foreign Affairs	20 Rue Monsieur 75700, Paris, France	T - 33 153693068 F - 33 15369331	jean-paul.pradere@diplomatie.gov.fr
PUCHOOA Daneshwar	Senior Lecturer	University of Mauritius	Faculty of Agriculture, University of Mauritius, Reduit, Mauritius	T - 230 4541041 F - 230 4655743	sudeshp@uom.ac.mu
RAJACUMAR Ramesh	Assistant Director	Agriculture Research Exten.	3rd Floor, Newry Bldg, Q.Bornes, Mauritius	T - 230 41663885 F - 230 4648809	oreu@intnet.mu



Name	Position	Agency/Organisation	Address	Phone/Fax	Email
RAJKOMAR Balraj	Node Coordinator	FANRPAN Mauritius	Faculty of Agriculture, University of Mauritius, Reduit, Mauritius	T - 230 4541041	balraj@uom.ac.mu
RUTIVI Catherine	Programme Coordinator	FANRPAN	12th Floor Social Security Centre, J.Nyerere Ave, Harare	T - 263 4 792348 F - 263 4 792409	crutivi@fanpan.org
SEEREKISSOON Jayra	Trainee	Ministry of Agriculture	Rempart-Lane, Glen Park, Mauritius	T - 230 2110553 F - 230 2124427	ajayayram@yahoo.com
SIBANDANDA Lindiwe M.	Chairperson	FANRPAN Board	24 Chartsworth Avenue, Vionana, Harare, Zimbabwe	T - 263 4 885590 F - 263 4 885590	lsibanda@cass.org
SITEMBELE Kelembé	Senior Programme Assistant	Department Of Agriculture	P. Bag x250, Pretoria 0001, Republic of South Africa	T - 2712 3197153 F - 2712 3197135	Sitmelek@nda.agric.za
SITHOLE Dumile	Consultant		P.O. Box 032, Ngwenya, Swaziland	T - 2685187080/1 F - 2685187080/1	dumileys@swazi.net
TAKAVARASHA Tobias	Chief Executive Officer	FANRPAN Secretariat	12th Floor Social Security Centre, J.Nyerere Ave, Harare	T - 263 4 792348 F - 263 4 792409	ttakavarasha@fanpan.org
TIRIVANHU Precious	Project Officer	IDEAA- COMMUNITIES	42 Mount Pleasant Drive, Mount Pleasant, Harare, Zimbabwe	T - 263 4 745266 F - 263 4 745266	ptiri@mweb.co.zw
WEBER Micheal	Professor	Michigan State University	Department of Agric Ecos, Rm 261 Ag. Hall, East Lansing MI, USA - 48824	T - 1 517 3538639 F - 1 517 4321800	Webermi@msu.edu
WHINGWIRI Ephaem	Director	IDEAA Regional Office	42 Mount Pleasant Drive, Mount Pleasant, Harare, Zimbabwe	T - 263 4 745266 F - 263 4 745266	e-whi@mweb.co.zw
ZINYEMBA Caroline	Administrator	FANRPAN Secretariat	12th Floor Social Security Centre, J.Nyerere Ave, Harare	T - 263 4 792348 F - 263 4 792409	czynyemba@fanpan.org



