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**Food Agriculture and Natural  
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(FANRPAN)**

**Regional Stakeholder  
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Recovery, Food Security and  
Trade Policies in Southern Africa  
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**Synthesis**

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partnership with CTA (Technical Centre for  
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**FANRPAN would like to thank the  
speakers and participants to the Conference.**

**This Synthesis was prepared  
by Chiedza L. Muchopa.**





## AGRICULTURAL RECOVERY, FOOD SECURITY AND TRADE POLICIES IN SOUTHERN AFRICA

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## ACRONYMS AND ABBREVIATIONS

CGIAR	Consultative Group on International Agricultural Research
CIMMYT	International Maize and Wheat Improvement Center
COMESA	Common Market for Eastern and Southern Africa
CTA	Technical Centre for Agricultural and Rural Cooperation
EU	European Union
FANRPAN	Food, Agriculture and Natural Resources Policy Analysis Network for Southern Africa
FAO	Food and Agriculture Organisation
IARCs	International Agricultural Research Centres
ICRISAT	International Crops Research Institute for Semi Arid Tropics
IDS	Institute of Development Studies
IFPRI	International Food Policy Research Institute
ISNAR	International Service for National Agricultural Research
MSU	Michigan State University
NARIs	National Agricultural Research Institute
NARS	National Agricultural Research System
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
ODI	Overseas Development Institute
SACAU	Southern Africa Confederation of Agricultural Unions
SACU	Southern African Customs Union
SADC	Southern African Development Community
SARPAN	Southern Africa Regional Poverty Network
SPS	Sanitary and Phytosanitary
TBT	Technical Barriers to Trade
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WFP	World Food Programme





## Abstract

This report summarises the recommendations and conclusions of the Regional Dialogue on Agricultural Recovery, Food Security and Trade Policies in Southern Africa, held in Gaborone on 26-27 March 2003. The dialogue brought together senior policy advisors from Ministries of Agriculture in the SADC member countries, representatives from FANRPAN national policy nodes and other invited persons from international aid agencies currently dealing with food and agricultural recovery strategies in the region (USAID, EU, WFP, UNDP, World Bank, DFID, FAO and SADC). During this meeting the invited professionals

- identified and examined key and immediate policy strategies that need to be addressed to ensure the permanent recovery of the agricultural sector and promotion of regional trade
- advised FANRPAN by indicating where member states and development agencies will need to target their technical and financial support to implement the proposed recovery measures, including action steps to be taken

Keynote presentations were followed by group discussions on emerging policy issues. Two of the three keynote presentations highlighted preliminary findings from two studies commissioned by FANRPAN. The studies indicated that issues such as the management of strategic food reserves, domestic marketing and pricing policies, input supply strategies, as well as measures to promote speedy cross border movement of food are at the forefront of key policy measures that need to be addressed to come up with long term lasting solutions. The other keynote presentation gave an international perspective on agricultural recovery and long term food policy. Technical papers were delivered in emerging policy issues groups as a resource to move discussions from a general to the specific focus on agricultural recovery, trade and food security.

The policy dialogue proposed agricultural and trade policy recovery strategies for onward submission by FANRPAN to the SADC FANR Ministers at their annual meeting. The following broad recommendations were made in several areas and action steps to be taken were identified for





some of these areas: re-establishing a regional and integrated approach to agricultural research, promoting financially viable and sustainable irrigation, promoting crop diversification, investing in improving the production base, improving the quality of information systems for food security, allowing markets and food security to solve most food security problems, improving market access at local, regional and international level, and harmonisation of seed policies. Also noted was that good governance and political commitment for regional integration will facilitate the implementation of most of the recommendations. In particular, increasing agricultural productivity was seen as the main priority to achieve food security in the region. The policy dialogue emphasised the need to set priorities, on which African nations must focus and achieve sustained growth. FANRPAN was commended on the steps it is taking as a network to improve the food security situation in the region.

## **Acknowledgements**

FANRPAN would like to thank CTA (for funding the participation of delegates through its partnership grant to FANRPAN), USAID/RCSA, the technical team drawn from the SADC Hub, IFPRI, FEWSNET and ISNAR (Pretoria) for working with FANRPAN in the preparatory work for the policy dialogue. Lastly, FANRPAN would like to thank the workshop participants for their committed deliberations during the policy dialogue.







## INTRODUCTION

### 1. Introduction

Africa is in the midst of serious drought and economic changes requiring thorough policy analysis. The food insecurity situation in the region has been aggravated by the recurrence of drought conditions into the 2003 season, coupled with a persistently non conducive policy environment and limited preparedness of SADC member states in dealing with the humanitarian crisis. The Food, Agriculture and Natural Resources Policy Analysis Network for Southern Africa (FANRPAN), a stakeholder driven regional policy network, with development partners, coordinated the hosting of a regional agricultural and trade policy dialogue to facilitate action oriented discussion of short term recovery strategies and trade promotion measures as an ongoing initiative.

In preparation for the policy dialogue. FANRPAN, together with its national policy nodes, commissioned two policy studies during the second half of 2002, with the help of USAID funding. The purpose of the first study, was to examine the nature and dimensions of the drought induced food security and humanitarian crisis facing the region, and explore the short term food and input supply policy recovery strategies being adopted by policy makers in the region. The second related study was aimed at reviewing the performance of trade policies in the region, analyzing the flow of agricultural trade and identifying recurrent trade barriers. The preliminary findings from the studies were summarised in reports that served as keynote presentations for the policy dialogue.

The report summarises presentations and recommendations from the Policy Dialogue on Agricultural Recovery, Food security and Trade policies in Southern Africa held in Gaborone Botswana, from 26-27 March 2003 which brought together senior policy advisors from ministries of Agriculture in the SADC member countries, representatives from FANRPAN national policy nodes and other invited persons from international aid agencies which are currently dealing with food and agricultural recovery strategies in the region (USAID, EU, WFP, UNDP, World Bank, DFID, FAO and SADC).





FANRPAN expected the policy dialogue to:

- stimulate and inform a regional debate on progressive food security and economic growth for the region
- identify and articulate key policy constraints to agricultural recovery
- identify the respective actions and roles to be taken SADC member states and development partners on effective proactive food security policies and responsive disaster management protocols

The expected outputs of the meeting included

- consensus among regional stakeholders on strategic policy options and recommendations to help ensure sustainable agricultural recovery, trade and food security in Southern Africa;
- action steps for implementing policy change
- a policy brief highlighting agricultural recovery, trade and food security policy issues arising from the policy dialogue

The programme of the policy dialogue consisted of

- Keynote Address and Keynote Presentations
- Emerging Policy Issues Groups generating recommendations to achieve the expected outputs
- Technical papers delivered in emerging policy issues groups

The programme of the policy dialogue is attached as Appendix 4.

This report is organised as follows: Section 2 gives a synopsis of the presentations at the policy dialogue. In section 3 an overview of the discussions ensuing from keynote presentations and technical paper presentations is given. Section 4 summarises the participants' contributions on emerging policy issues and proposed action steps.





## **SYNOPSIS OF PRESENTATIONS**

### **2. Synopsis of Presentations**

#### **2.1. Official Welcome and Opening Remarks**

Dr Lindiwe Sibanda (Chairperson, FANRPAN Board) welcomed all participants on behalf of the FANRPAN board of governors. She thanked the hosts, the Botswana government, CTA and USAID and indicated that FANRPAN treasures the relationship built thus far with key institutions in support of FANRPAN. Such support and cooperation provided had made it possible for FANRPAN to host the policy dialogue. CTA supports newsletters, policy briefs and workshops, USAID supported the setting up of FANRPAN regional office and availed resources to FANRPAN to commission two studies (short term food study and trade policy study). FANRPAN operates through policy nodes in SADC countries. It has formed technical partnerships with IFPRI and ICRISAT. Linkages have also been initiated with CIMMYT, ISNAR, ODI, MSU, Agricultural Secretariat of NEPAD, Agricultural Development Bank and SACAU. These strong partnerships will enable policy researchers to exchange information. This dialogue is a clear testimony of benefits to be acquired by jointly tackling complex issues facing the region. The network encourages policy dialogue at national level on strategic issues. This should be a continuous process that informs our governments in the region. FANRPAN cherishes the support and partnerships being built with the institutions mentioned and represented here. Policy requires regular analysis and dialogue like this one.

Mr Jose Fonseca (CTA Representative) thanked FANRPAN for associating with them on this exercise. What would be a network without personal commitment of its members especially those who have the means and a mandate to provide support. CTA works in 77 countries in ACP states and CTA has an interest in FANRPAN on the basis of its mandate. Policy processes are information communication intensive processes, and policy dialogue is within policy process. At the present time important trade negotiations are underway and other multilateral negotiations will take place. CTA will develop capacities of ACP countries to participate in





multilateral negotiations. CTA recognises that policies are made through a political not a technical path and institutions/nations have different capacities to generate and exchange information. CTA is currently supporting the Caribbean to build its own regional policy network. Most negotiations are on a regional basis hence the need for a regional common position. He noted the following policy constraints: (i) limited and differential access to policy by different groups, (ii) stakeholders have poor institutional capacities, (iii) set of communication barriers between and among stakeholder groups, (iv) weak and sub-optimal use of ICTs, and (v) problems of how to reach policy decision makers. CTA will try to work with FANRPAN on reaching policy decision makers, informing and sensitising them on priority issues. CTA is therefore fully committed to support FANRPAN and other regional policy networks.

#### **Opening Statement**

Mrs Modise (Permanent Secretary, Botswana Ministry of Agriculture) welcomed all participants and wished them a pleasant stay in Gaborone. She pointed out that the food security situation needs dialogue on how it can be addressed both in the short and long term. The lack of inputs, poor soils, HIV/AIDS and other factors have led to poor agricultural performance in the region. The policy environment needs to be conducive so as to address food security and poverty in the region. Good management of strategic reserves and speedy delivery of food to crisis areas is needed to avoid humanitarian crisis. She emphasised the need to harmonise food and trade policies and pointed out that, opening up markets would create fair prices for farmers to become competitive in the globalisation era and consumers will have access to quality foods. She was resolute in her belief that there was adequate technical expertise present at the policy dialogue to identify food security problems and come up with specific action plans for the region.

His Excellency Joseph Huggins (U. S. Special Representative to SADC and U.S. Ambassador to Botswana) provided the meeting with information that the United States Government has committed to increasing foreign aid in Africa. He pointed out that President Bush of the United States began his efforts to improve the effectiveness of foreign aid by forging a new international consensus on development at the Monterrey Financing for

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Development Conference. A budget has been submitted to the U.S. Congress requesting a dramatic increase in development and humanitarian assistance. Whilst the U.S. and other donor countries are going to work harder to mobilise resources, developing countries are expected to take responsibility to pursue economic policies that are conducive in a sound policy environment. The U.S. responded to the current crisis by providing food and humanitarian aid (US\$379 million since Feb 2002). It is hoped that agricultural growth and rural incomes will be achieved through this initiative. Ambassador Huggins also said that USAID is supporting HIV/AIDS prevention and control and regional programmes on agriculture and natural resource management directly contributing to food security. The importance of good policies should never be underestimated given that drought can exacerbate the impact of bad policies. Failing economic policies, political and ethnic violence, AIDS and the rise in natural disasters are the major triggers of food emergencies.

**2.2 Keynote Address**  
**Southern Africa Food Security - Regionalisation and the Short Run,**  
**Globalisation and the Long Run**  
**Dr John Mellor - former DG IFPRI**

Dr Mellor pointed out in his address that agriculture has been through a bad patch through the last 15 years. He identified technology and trade as the two major things that matter to get agriculture moving. There is therefore a need for new technology to be developed and adopted at a more rapid rate than in the past. This can be achieved through research and scientific advances. Trade has increased in the last twenty or more years due to enabling trade policies that have been put in place and it now costs less to move a tonne of produce than before. He emphasised the need to get policies right especially if an aggregate impact has to be realised. Whilst it is easy for a nation to recover to the level of development where they were before a shock, it is of paramount importance that the nation exceeds the past and catches up with development. We have to learn lessons from the past so that we may grow faster and catch up. However, good governance and sound macro policies facilitate development. Catching up is easy as long as priorities are made and focused on. There is a huge immediate





problem of food scarcity and poverty. If the supply of food is very close to the margin, fluctuations will have a great impact on food security - so production should be well above margin. Dr Mellor in sharing the lessons that have been learnt in the past, pointed out that Africa was a success story in the 1960s (with a low population density, open cultures, agricultural export potentials, most of population on agricultural resources) but it is now in a mess when compared to Asia who was a failure before. The reversal has occurred because Asia was able to get basic policies right, foreign aid was emphasised in macro policies and agricultural growth. There was a tremendous push to see to it that the basic things that needed to be done in agriculture were done as a matter of priority. The dominant general problems now in Africa are: (i) high population growth, (ii) HIV/AIDS and other diseases, (iii) low base of fertiliser use, (iv) terrible infrastructure, (v) inadequate research (vi) moving to complex second generation problems before solving first generation problems and (vii) foreign aid prevents priority setting. He suggested that short run food insecurity could be mitigated by opening regional trade (free markets, remove all barriers within regional trade and improve physical infrastructure). In the long run high growth rates in per capita farm incomes will be realised by small and medium and incomes of the poor are likely to go well above the poverty level. Poverty reduction is a function of rural and agricultural growth. Farm incomes drive the huge employment intensive non-farm sector. Given that Africa has a bigger gap for catching up, priority setting is important. The following list was suggested in order of priority: (i) massive increases in fertiliser use, (ii) emphasis on export commodities, (iii) emphasis on highest rate of return areas, (iv) rural roads and other physical infrastructure and (v) improved technology.

### **2.3 Keynote Papers**

#### **Current Food Security Situation and Prospects for Africa**

***Dr Bruce Isaacson Regional Representative, FEWSNET Southern Africa SADC FANR Regional Vulnerability Assessment Committee Member***

The short term threats to food security in the region were identified as (i) the turmoil in Zimbabwe, (ii) household coping capabilities are stretched,





(iii) constrained participation of the commercial, (iv) large numbers of internally displaced persons and refugees, (v) high market prices limit food access, (vi) poor production prospects in some countries, (vii) inadequate efforts towards agricultural recovery and (viii) controversy over genetically modified foods. In the long term the threats are (i) HIV/AIDS, (ii) chronic poverty and malnutrition, (iii) high levels of chronic poverty and malnutrition, (iv) continued conflict and complex emergencies, (v) inappropriate government policies and (vi) climatic threats and water management and (vii) regional integration (trade, migration, etc.). The Regional SADC FANR Vulnerability Assessment Committee (RVAC) undertook emergency food security assessments to broaden the understanding of who is affected, where they are, how they are affected and what can be done. The assessments confirm that food aid needs are increasing as much as expected. The key regional trends identified through the VAC Assessments were summarised. The cereal gap for six countries (Zimbabwe, Zambia, Lesotho, Swaziland, Mozambique and Malawi) has been reduced by more than 50% through formal commercial and food imports. Informal trade helped to reduce the cereal gap and malnutrition due to food shortages appeared to have been kept in check. The coping strategies employed became less available and less effective given that HIV/AIDS prevalence rates are highest in Southern Africa. A regional food security overview was given for the six countries. In Angola prospects for peace have renewed the hope that previously inaccessible areas may be opened up to humanitarian aid.

The food crisis in Zimbabwe was exacerbated by severe economic downturn and government policies that inhibit production, importation and distribution of basic commodities. The situation remains dire for a large number of rural households. Household food insecurity varies widely in Mozambique, with particular concern in the southern and some central areas expected to have another poor harvest and thus the need for increased food assistance. Zambia was able to reduce the national cereal gap by 60% by including cassava in the food balance analysis. Continued informal cross border trade is expected to partially meet the current outstanding food gap. The national level food gap in Malawi has been





reduced considerably through informal cross border trade. Production prospects in Malawi are also favourable due to good rainfall and programs that provide input supply support. In Lesotho and Swaziland the estimated number of people in need of food assistance increased. Efforts to alleviate this year's food shortages by national Governments, the international community and civil society have thus far averted a major crisis. However, large volumes of outstanding planned imports will be a challenge to realise in the coming months.

### **Policy Determinants of Emerging Response to the 2002 Food Emergency**

*Dr Reneth Mano, University of Zimbabwe*

The 2002 food emergency in the SADC resulted in a humanitarian crisis of varying proportions across the region, though it is not the first time the SADC region has faced a food emergency. The motivation of FANRPAN studies was to develop an understanding of the current food security crisis from a policy perspective. The research process entailed a rapid review, indepth policy and sharing best policy practices. There was no significant decline in regional levels of maize production relative to other years but the region entered 2001/2002 with low strategic grain reserves. The level of preparedness was low in the countries hardest hit (Zambia, Zimbabwe and Malawi). There were no contingency plans in place coupled with low levels of strategic reserves and low levels of financial resources with which to import food. The absence of emergency response and management plan at SADC level limited the quality of response and relevance of SADC as a whole in managing the 2002 regional food crisis. The SADC disaster management technical committee played no significant role. Famine hit governments reacted with divergent policies to the unfolding 2002 food emergency. Malawi, Zimbabwe and Zambia Governments strengthened emergency management structures. Five of the six countries included in the World Food Programme regional emergency operation declared a state of emergency in a timely manner. Zimbabwe and Zambia introduced restrictions on GM food aid. Zambia and Malawi secured foreign currency resources through loans from the World Bank. Most countries made efforts to include the commercial sector in the emergency food security response. Botswana and Zambia relied on liberalised free markets. Zimbabwe introduced policies that banned domestic free marketing.







The following key policy determinants affecting the nature and effectiveness of national response to food security crisis were identified: (i) adoption of policies that facilitate the work of international humanitarian organisations enhances donor responses (ii) targeting beneficiaries (iii) progressive policies towards the private sector (iv) state participation in domestic food markets (v) pricing policy and consumer subsidies (vi) regional and international trade in food grain (vii) size of strategic grain reserve holdings and alternatives and (viii) position on GMO maize. The key policy determinants of food security recovery identified included (i) provision of adequate supplies of farm inputs and support services for surplus food production (ii) market incentives to entice farmers to sell expected food surpluses (iii) promotion of diverse portfolio of food and agricultural production and (iv) attention to long term issues of sustaining recovery. Recovery efforts must minimise damage to existing market institutions essential for sustaining recovery and pay attention to other traditional food crops.

### **Agricultural Trade in the SADC Region: A Synthesis Report**

*Prof H. Amani, ESRF, Tanzania*

The main objective of the study was to conduct a comprehensive analysis of trade policies & identify impediments to intra-SADC trade in agro-products. The final synthesis report presents the combined findings based on five country studies that were submitted; South Africa, Tanzania, Zambia, Malawi and Namibia. All studies reported substantial liberalization of trade policy along with complementary domestic policy reforms over the 1990s. In a few cases, occasionally, policies were inconsistent with the SADC trade protocol. Examples of inconsistent policies are: requirement of export licenses for maize in Tanzania and denial of these licenses when supplies are viewed as short, requirement of import licenses for meat, poultry and sugar and export licenses for maize, maize meal, unprocessed tobacco and tea in Malawi and imposition of a temporary import bans on commodities (mostly agricultural) in Zambia. Despite these examples, the policy environment has generally become more favorable to increased regional trade over the past decade. There has been rapid growth of agricultural exports from South Africa to SADC member states, primarily of high value products, while imports of





agricultural products from SADC countries are typically confined to a small number of products with substantial variability in flow from year to year. For most of the other countries, there has been a more rapid increase in imports of primary and high value products primarily from South Africa.

Professor Amani also pointed out that it was found from the gravity models that intra SADC trade obeys the laws of gravity. Larger economies tend to trade more with one another. Trade declines (usually rapidly) with various measures of distance (kilometer distance, sharing a common border etc). The results typically hold for both exports and imports. Interview comments for South Africa and Namibia were largely confined to external constraints and difficulties at borders. Domestic supply side constraints were not emphasized while in Zambia, Malawi, and Tanzania, domestic supply side constraints come to the fore. Major barriers to trade include high transportation costs, tariff, non-tariff and technical barriers and supply response constraints.

Recommendations put forward include ceasing policy backsliding by eliminating and renouncing temporary import and export bans or increases in tariffs, eliminating licensing and publishing applicable tariffs well in advance. There is also need to capitalize on regional economies of scale by for example adopting common and mutually recognized standards and grading, harmonizing regulations and coordinating market information services to make information available on a region-wide basis. The borders should be made less wide by simplifying customs procedures, and adopting as simple a rate structure as possible. The role and scope of existing regional and international agreements should be clarified and differences between intra-SADC bilateral agreements and regional policies eliminated. Areas, which require further study, include; financial sector issues (cross border payments systems, financing of storage and implications for trade and intra-SADC capital flows and controls). Others are relationship between retail FDI and agricultural trade flows, the possibility of adopting a common external tariff so that rules of origin issues can be avoided and links with agreement proliferation.





## **Achieving Long Term Food Security in Southern Africa: International Perspectives, Investment Strategies And Lessons**

*Dr Suresh Babu, IFPRI*

Southern Africa faces a severe food crisis due to drought. Vulnerability has been aggravated by poverty. The worst drought was experienced in 1991/92 in Southern Africa. Food production fell by 60% but Southern Africa succeeded in preventing famine. There was no mass migration and no mass starvation but chronic poverty remained. Minor food shortages can trigger major human tragedies but tragedies can be avoided with good policies, a major aspect needed to address productivity of small farmers. The current investment level in agriculture is low and if maintained the same problems in the current food crisis will be experienced. To achieve agricultural recovery there is need to focus on agricultural production. Increased fertiliser use is a solution to increased agricultural productivity because soil nutrients are declining. In the medium term for small farmers to achieve greater productivity they will need (i) microfinance services, (ii) smallscale irrigation systems, (iii) low external input technologies, (iv) expanded agricultural extension, (v) attention to women farmers' needs and (vi) assistance AIDS affected households (labour saving technology). In the long term investments will have to be made in the development of higher yielding and drought resistant staple crop varieties, crop bio-fortification (micronutrients, proteins) and biotechnology. Food stocks are important in safeguarding against famines, price stabilisation, helping the poorest meet basic needs and for use in safety net programmes. To reinstitute agricultural development small farmers must have access to integrated and functioning markets with a good market information system. Increased international and regional trade is likely to be the greatest spur for recovery and agricultural development. This trade must involve and benefit smallholder farmers. The following lessons have been learnt from international experience: (i) agricultural growth requires enabling policy and economic environment, (ii) agricultural research plays an important role in generating technology change and (iii) the public sector must allow, encourage and facilitate the entry of the private sector in food trade. A summary of measures suggested for a country recovering from a food crisis include reinitiating and increasing production from short





to long term using a variety of technologies, establishing or expanding grain stocks, integrating domestic markets and developing higher value agricultural products. Each country will need to tailor its own plans according to its unique conditions. The measures are designed for long term agricultural development. Vulnerability will be reduced and agriculture will recover in the short run after a food crisis if investments in relief and development complement each other. Relief, development and complementary investment for long term food security needs, investment in human capital, implementation of ex ante interventions to adequately mitigate the impact of drought shocks, consideration of the current crisis through an HIV/AIDS lens and new solutions for relief and development (utilising pension schemes, food for work programmes, conditional cash/food transfers). Using a strategic framework and capacity building along with the focus on certain sectors and programs is needed to bring about recovery and development.

A strategic analytical and knowledge support system may be used to guide and inform policy making by following the steps (i) articulating and clarifying issues, (ii) identifying key challenges and investment options to address issues, (iii) selecting and justifying the best options, (iv) determining the target for investments, (v) identifying effective implementation means and (vi) monitoring and evaluating impact over time. Capacity development of institutions involved in the policy making process will be essential for implementing the framework and designing relief and long term development strategies. Building institutional capacity involves enhancing skills in policy analysis, planning and implementation. To adopt the strategic framework the following are required: database and information system development, knowledge in social, human and natural sciences and computer applications, strong communication between researchers and policy makers, relevant research and capacity in legal and regulatory issues. Good policies and programmes can be ineffective if the public institutions that implement them do not function responsibly. A policy based approach is not enough to avoid food shortages and achieve long term food security. A rights based approach to food security is necessary. At a fundamental level, good governance (rule of



law, democracy, accountability and transparency) facilitates the right to adequate food.

### **Lessons from The Current Food Crisis in Southern Africa**

*Steve Wiggings (ODI) with Southern Africa Regional Poverty Network (SARPAN)*

Discussions of causes and policy responses have been ongoing in order to learn lessons from the current crisis. At the regional level (FANRPAN and SARPAN), partners (DFID, EU, WB with SADC), NGOs (Care International) and academics (Georgetown University, ODI, NRI, IDS) have all engaged in discussions of one form or another on the current food crisis in Southern Africa. The ODI has an initiative called Forum for Food Security in Southern Africa. The objectives of the initiative are to stimulate debate on medium to long term changes that have increased vulnerability and generate policy options. This will be done through commissioning short papers on issues and perspectives as seen at the country level for 5 countries (Lesotho, Malawi, Mozambique, Zambia and Zimbabwe), commissioning thematic papers with 4 cross cutting themes (vulnerability, market based development and food economy, social protection and policy learning), and running e-conferences on themes across the region. Draft country policy options papers will be produced to be discussed at a policy workshop in country (July/Aug 2003). A food security meeting to learn about causes and responses from across the region was held in Pretoria. Presentations for the region were made by Angola, Lesotho, Malawi, Mozambique, South Africa, Swaziland, Zimbabwe and Zambia. The presentations looked at crises and causes of the current food crisis in Southern Africa. A crisis of livelihoods and development was identified and not just a shock. Increased vulnerability causes were identified to include a decline in mining, slow growth of industry, urban unemployment, less migrant jobs, falling real wages, fewer remittances, increased dependency on rainfed farming and the HIV/AIDS pandemic. The papers noted differential vulnerability among the poor, a fact which does not always show up in agricultural policy making. Two groups of the vulnerable were identified, vulnerability due to economic marginality (lack of land, capital, formal skill and education) and vulnerability due to social marginality (gender differentials leading to the inability to produce and follow other





coping strategies that others can follow). There is not much known about poverty and food insecurity in peri-urban and urban areas. The identified immediate triggers of the crises include natural disasters (drought, floods, frost, hail), loss of livestock to disease (Zambia) and policy mistakes and failures (Angola Government spends little on poverty alleviation, fast track resettlement in Zimbabwe, sale of grain reserves in Malawi). Responses to the crisis by vulnerable groups entailed the following coping strategies: a cut in consumption, seeking extra work and selling assets. Coping was observed to be very difficult for the HIV/AIDS sick. Governments and donors responded to the crisis with aid and food distribution dominated.

### **SADC Longer Term Perspectives on Food Security: Towards an Integrated Food Security Programme for SADC**

*Ben Mkomba - SADC Secretariat*

The ultimate objective of the SADC Framework for Integration is to reduce poverty. In recognition of the fact that the crisis faced in the region is a collapse of the livelihood strategies that provide for the economic well being of people and not a food security problem a Regional Indicative Strategic Development Plan (RISDP) was developed. This agenda for the next 10-15 years has the following strategies: further liberalise intra regional trade to ensure global competitiveness and attain sustainable food security, infrastructure support for regional integration, improved availability of social services, promote equality between gender and strengthen science and technology. The main strategies toward food security ensure access to adequate diet and increased food availability by promoting entrepreneurship in rural areas, promoting the non farming sector, diversification, irrigation and water management, promoting labour saving agricultural technologies, linking commercial and smallholder farmers, enhancing advocacy for trade, improving nutritional value of food and food safety and improving disaster preparedness and planning. The selected priority areas are: (i) development of a FANR strategic plan (ii) study into feasibility of water management and irrigation development (iii) finalisation of the SPS Annex to the Trade Protocol (iv) promotion of entrepreneurship through smart partnership between private sector, public sector and civil society (v) rationalising the food, agriculture and natural resources information system and (vi) development of a regional food reserve facility.





SADC will need extensive collaboration of all stakeholders in the development process.

**Towards Identifying Impacts of HIV/AIDS on Acute Food Insecurity in Southern Africa and Implications for Responses in 2003/04: Findings from Malawi, Zimbabwe and Zambia**

*Dr Neil Marsland - Save the Children (U.K.)*

Dr Marsland shared the results of the study that had been undertaken in Malawi, Zimbabwe and Zambia to estimate the marginal impact of HIV/AIDS on acute food security in 2002. The study aimed to propose relevant interventions for 2003/04 in the following areas: consumption support, productivity enhancement and support to community safety nets. Household food insecurity is related to HIV/AIDS. The estimated projections of annual AIDS cases in Southern Africa show a rising trend. The results of the study show a difference in cropping patterns with cash cropping going down dramatically and households undertaking more coping activities. In Zambia there was increased consumption of wild fruits. In Malawi households would skip entire days without eating. The coping strategies for HIV/AIDS proxy households showed that they were more likely to migrate in search of food than non-proxy households. The food security outcomes thus observed showed that HIV/AIDS proxy households had lower consumption index, eating less quantities of food and have a low quality of food diet. A high cereal gap was observed for highly affected households. Given that HIV/AIDS households are unable to recover after a shock issues of appropriate interventions on how to prevent livelihood trajectories spiralling downwards become a challenge. This challenge can be addressed by applying HIV/AIDS lens to all interventions. Policy analysis is needed to improve the performance of existing efforts to break the food security - HIV/AIDS cycle. Suggested interventions may entail: consumption side support (potential targeting, food for assets programmes should not be labour intensive, take into account decreased morbidity), productivity enhancing effort (household level, individual level - a high food access to labour ratio intervention is favourable) and strengthening informal safety nets.





## OVERVIEW OF DISCUSSIONS

### 3. Overview of Discussions

#### 3.1 Issues raised in the discussion on the Keynote Address and Presentations

Participants had an opportunity to contribute and raise various issues of concern. The following key points and emerging issues were raised:

##### 3.1.1 General

- More research is needed on governance, democracy, human rights since there is a direct link to food security. As such the question of targeting gender within agriculture and other sectors is of concern.
- Concern has been raised on how best to deal with the HIV/AIDS pandemic. The impact is so severe such that the interventions at the moment do not seem to be yielding the required impact.
- Concerns were raised regarding the possibility of advising donors (whose priorities are always changing and are different from one donor to another) on what to do on issues of agricultural recovery, improving trade and food security besides advising policy makers only.
- A discussion on issues related to the definition of smallholders was initiated. Of particular importance was what their income shares i.e. livelihoods are like.

##### 3.1.2 Agricultural Recovery

- There was general concern that agricultural recovery may be difficult for Africa. Africa is not catching up because African nations are not setting a list of priorities.
- African nations should come up with their own priorities that will have an impact on farm income.
- Technology transfer has to be adapted to the local environment and so local research systems are needed to operate at a large scale.
- Donors need to concentrate on a few things that will make a difference.
- Given the importance of fertiliser to get agriculture moving it is needed quantities. Inorganic fertiliser is a complement to organic fertiliser and should be viewed as such. Subsidisation of fertiliser use is an option but it should have an exit strategy along with it. Ways to reduce the cost of fertiliser so as to bring down output/input ratio have to be found.







- Whilst it was felt that agricultural recovery is necessary for affected countries to recover to where we were before a shock the importance of exceeding that past was stressed. This is in order that nations get on the track of sustainable growth.

#### Issues Arising

What sustainable strategies are available to ensure that fertiliser can be supplied to farmers at the right time and prices?

How is Africa expected to catch up with Asia and the rest of the world given that technology transfer to Africa is not happening? When is Africa going to catch up?

Do we have development models that deliver broad based agricultural development?

#### 3.1.3 Trade

- A SADC oriented approach is needed for agricultural recovery, improved trade and food security.
- The need to convey messages to policy makers in ways that they react as regards trade between nations was stressed.

#### Issues Arising

What do we need to be telling the Ministers of Agriculture in terms of priorities to make agricultural trade policies right and how to make them right (policy processes)?

How do you make voices of the poor to be heard by policy makers?





### 3.1.4 Food Security

- Issues were raised as to the availability of studies done to analyse the amount of Post Harvest Losses and their likely causes.
- Concerns were raised about the simplistic view that increasing food security results from increased food availability.
- The importance of increasing agricultural productivity to ensure food security was emphasised.

#### Issues Arising

Should a regional food reserve facility be set at regional level or in some other member states? And in what form -- physical stocks or a financial fund?

Do vulnerability assessments take note of community transfers? There has been a history of community support in Africa. But there is gradual destruction of these nets.

The need to explore ways in which agricultural investment can give opportunity to the private sector to contribute to food security.

How best information collected on food security issues can be managed and shared?





### **3.2 Emerging Policy Issues Group Discussions**

Based on the discussions that took place in the plenary sessions, three Working Groups were established to look at emerging policy issues. Technical papers were presented in each of the three emerging policy issues groups. The papers were used as a resource on which participants added their own experiences and ideas to suggest strategic options and recommendations for agricultural recovery, improved trade and food security. The technical paper presentations delivered in the different groups were as follows:

#### **GROUP I**

- Biotechnology Policy Framework (Africa-Bio)
- Agricultural Input Policies, Rural Productivity and Long Term Food Security (MSU)
- Seed Policy Debates and Options (ICRISAT)

The presentations in this group took stock of experiences learnt regarding agricultural input and biotechnology policies. Key recommendations of how the experiences could be tapped on at the SADC level were given some of which included:

#### **Main Messages**

Reduce policy uncertainties that depress the development of markets.

Food security strategies need to be based on strategies to achieve productivity growth.

Government investments affect investment by private sector  
Food aid should be addressed through existing policy and structures.

Harmonisation between national policy development and regional and international structures is imperative to facilitate

regional seed security and improve responsiveness to the current and future drought.





## Group II

- The Effects of Regional Trade on Agricultural Commodities on National Producers and Consumers (MSU)
- Commodity Exchange in Southern Africa (ZIMACE)
- The Use of Futures Markets as a Food Security Insurance (SAFEX)
- Policies/Practices to Ensure Broad Availability of Low-Cost Food Staples (MSU)

In this group session discussions on marketing inefficiencies in the marketing systems came up as a major issue needing attention at both the national and regional level. Some of the major issues are summarised below:

### Main Messages

Everyone gains from trade.

Issues of how to make markets work better for the poor both during surplus and deficit years should be at the centre of policy discussions.

Import decisions can affect long term market structure.

There is need to design rural income growth strategies without undercutting incentives for investment.

Local market information systems can be key actors in policy dialogue.

Different political and agricultural trade policies that are currently in use make regional integration impossible.

Liberalised agricultural markets respond better and quicker to crisis than regulated markets. Futures markets can help in alleviating food insecurity in a deregulated market.





### **Group III**

- Coordination for Long-Term Food Security by Government, Private Sector, and Donors: Issues and Challenges (MSU)
- Meeting Information Requirements for Food Security Decision-Making (FEWS)
- Achieving Long-Term Food Security through Private Sector Partnerships
- The Malawi Experience 2001-3. (DFID)

In their presentations, the invited speakers emphasised the importance of information systems, trade links and government/private sector partnerships in coordinating imports. Issues raised were summarised as follows:

#### **Main Messages**

Private sector partnerships are important in achieving long term food security.

Enhanced baseline understanding of livelihoods as a context to understand the potential short term and long term impact hazard in required.

There is need to strengthen the networks and capacity of regional and national institutions.

Increases in food security can be achieved through increases in agricultural trade that leads to direct benefits for smallholders.





## EMERGING POLICY ISSUES AND ACTION STEPS

### 4. Emerging Policy Issues and Action Steps

Emerging policy issues groups discussed priorities in five steps. First they summarised strategic options/recommendations as related to agricultural recovery, improved trade and food security. They then examined strategic options/recommendations with policy options and those with no policy options and suggested follow up tasks to these. Strategic options were then ranked according to priorities. For each of the strategic option, policy recommendations and/or challenges were identified. Action steps were proposed for each of the policy recommendations showing what needs to be done and who should take responsibility. Detailed emerging policy issues group discussions are shown in Appendices 1 to 3.

A plenary discussion of the findings of the emerging policy issues groups illustrated the commonalities on the policy recommendations of the priorities set for agricultural recovery, improved trade and food security. The following are the recommendations (not in any order of priority) cutting across the group discussions.

**Recommendation 1:** *Promote financially viable and sustainable irrigation.* NGOs, National Governments, Public-Private Partnerships, Regional Organisations and other stakeholders to work to:

Action Steps:

- Develop clear irrigation policy and strategy,
- Invest in irrigation infrastructure,
- Create an enabling environment,
- Invest in appropriate technology,
- Enhance efficient water management,
- Link research and policy/promote dialogue,
- Identify appropriate roles for public, private, NGO sectors, and donors, and
- Initiate dialogue with donors and development partners for investment in irrigation.

**Recommendation 2:** *Promote Crop Diversification.*

National Governments, Private Sector, NGOs and researchers to work to:

Action Steps:

- Promote high value/value-added crops through agro-business support,





- Promote drought tolerant crops, where necessary, including promoting consumption changes, and
- Remove subsidies for non-drought tolerant crops in drought prone areas.

**Recommendation 3:** *Make available at the farm level adequate quantities of inputs, including fertilizers and seeds.*

National Governments, NGOs, Private Sector and Donors to work to:

**Action Steps:**

- Free trade of agricultural inputs,
- Harmonization of policies of input releases,
- Identify inventory research capabilities, research priorities,
- Regional research and sharing of tech information,
- Improve seed stocks,
- Improve delivery systems to farmers,
- Promote farmer organizations,
- Build capacity of agricultural extension agents, and
- Promote policy dialogue and link research and policymaking.

**Recommendation 4:** *Re-establish a regional and integrated approach to agricultural research including modern and gender-sensitive technologies.*

FANRPAN, Private/Public Partnerships, Donors, Ministries of Agriculture and Trade and SADC/FANR with NARIs, IARCs and Universities to work to:

**Action Steps:**

- Do an inventory of the status, gaps/constraints/opportunities of centres of regional research excellence available,
- Engage in regional sharing of technology,
- Identify strategic partners (technology and training),
- Develop and implement a regional agricultural research and development strategy, which is market-oriented and people centered,
- Plan and implement joint R&D activities, and
- Build scientific, institutional and managerial capacity to implement R&D initiatives.

**Recommendation 5:** *Improve and widen the types of information needed for food security analysis.*

National Governments with technical support from NARs, CGIAR centres, FAO and regional support from SADC to work to:

**Action Steps:**

- Develop a comprehensive food security information system at regional and national levels on the basis of existing systems, including: early warning systems, vulnerability assessments, marketing information





- systems, drought monitoring systems,
- Include non-cereal crops in the information system,
- Improve primary data collection systems, and
- Develop multi-sectoral institutional arrangements for the food security information system with the necessary political support.

**Recommendation 6:** *Allow markets and trade to solve most food security problems in Southern Africa.*

SSSN, FANRPAN, CGIAR centres, FAO, Trade Hub, SADC working Group should work to:

**Action Steps:**

- Identify trade barriers to promote regional trade,
- Create a platform for SADC to be proactive in WTO negotiations and representation,
- Do a swot analysis of constraints to the full implementation of the SADC trade protocol,
- Coordinate of SADC/COMESA/SACU trade treaties/protocols
- Promote development of producer associations,
- Enforce adherence to the Trade Protocol,
- Remove non-price trade barriers,
- Invest to reduce transition costs, (e.g., infrastructure), and
- Provide agribusiness training to private and public sectors.

**Recommendation 7:** *Improving Market Access (local, regional and international).*

National Governments and the SADC should work to:

**Action Steps:**

- Remove tariff and non-tariff barriers ( e.g. import and export permits) to trade,
- Simplify border clearance procedures,
- Phase out direct market interventions, ensuring that support for food security is decoupled from the operations of the market,
- Facilitate the establishment of a regional commodity exchange, and
- Develop market information systems at local and regional levels (export requirements, SPS and TBT of various destinations).

**Recommendation 8:** *Investment in improving production base (infrastructure, human resources, inputs).*

The SADC, National Governments, Ministries of Agriculture, Farmers, NGOs should work to:

**Action Steps:**

- Harmonise and enforce seed and fertiliser policies,
- Promote private and public partnerships in emergency seed response,
- Develop national plans for infrastructure (rural roads, storage,







- warehouses, rail etc) development, and
- Improve access to credit.

**Recommendation 9: Harmonisation of Seed Policies.**

SSSN, FANRPAN, CGIAR centres, FAO, Trade Hub, SADC working Group should work to:

**Action Steps:**

- Regionalise seed markets (with regionalized variety release & registration),
- Expedite establishment of common sanitary/phytosanitary standards,
- Do a cost-benefit analysis of reducing tariff and non tariff barriers,
- Harmonise bio-safety standards especially with respect to GMOs, and
- Harmonise seed quality standards and nomenclature

**Recommendation 10: Good Governance**

The SADC, Governments and NGOs should work to:

**Action Steps:**

- Adopt and enforce a policy of zero tolerance for corruption at national and regional level and
- Strengthen civic organisations.

**Recommendation 11: Political Commitment for Regional Integration.**

The SADC, National Governments and the Private Sector should work to:

**Action Steps:**

- Improve budget allocation to the regional institutions to operationalise protocols,
- Implement agreed protocols,
- Harmonise and synchronise commercial codes of conduct, and
- Develop a regional protocol on fair competition.

## CONCLUDING REMARKS

### 5. Concluding Remarks

In concluding the policy dialogue, the organisers informed the participants that a synthesis report on issues deliberated on will be produced together with a policy brief on highlights of the workshop. FANRPAN also hopes to organise a policy dialogue for Permanent Secretaries in collaboration with NEPAD.

The concluding remarks were given by Professor Mkandawire (NEPAD Secretariat for Agriculture), Mr Gabayi (Zambia, Deputy Minister of Agriculture) and Professor Amani (FANRPAN Board of Governors Vice





Chairperson). In his concluding remarks,

Professor Mkandawire noted the importance of a continuous search for information, generation of knowledge and strengthening of institutional and research capacities of institutions dealing with food security issues. The key points in his concluding remarks referred to reaching policy decision-makers on priority issues of agricultural recovery, improved trade and food security. The heads of states and politicians want to see clear interventions and these are needed both at national level and regional level. He presented that NEPAD plays a catalytic role in this process and needed about four flagship initiatives in form of interventions to be discussed by permanent secretaries. NEPAD pledges to play its role to pass on key recommendations to heads of states, facilitate networking of various groups emerging, facilitates capacity building in research and activities from this meeting and ensure concrete steps are taken to take recommendations from this meeting.

The Zambian Deputy Minister was satisfied with the presence of professionals at the policy dialogue who are committed to move agricultural growth and that the meeting had been a great success with various contributions having come to the fore. He noted however, that the lack in political will by Governments is the major constraint in moving agricultural growth. He also stressed the importance of the need to convey issues that had been discussed during the policy dialogue to the policy makers especially the Permanent Secretaries. He concluded that the region will be able to move in one direction since the dialogue had narrowed the differences in thinking on issues affecting the region. It is up to us to advise our Governments on the best way forward to develop our economies.

Professor Amani urged all those present to pursue issues raised during the dialogue with stakeholders in their respective countries. On behalf of FANRPAN board of governors he thanked all participants and supporting partners (CTA and USAID) for funding workshop.

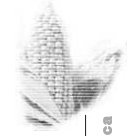


**APPENDICES**  
**Appendix 1: Emerging Policy Issues: Group 1 Discussions**

**Agricultural Recovery/Dev**      **Improved Trade**      **Food Security**

**STRATEGIC OPTIONS RECOMMENDATIONS**

Improved agric technology	Open agric markets-supporting govt institutions-P	Dev sustainable agric strategies
National good governance-CC	Harmonization of interregional/global trade- for inputs and outputs Bio-safety & GMO-P	Good management of food reserves-P
Enhance farmers skills/HR development/institutional dev	Value added products	Promote Diversification- production and consumption
Improved Access to agric inputs	Trade capital-P	HIV/AIDS prevention-CCt
Rural finance-Dev credit markets &Credit financing-P	SPS-sanitary phytosanitary-P	Promote off-farm and non-agric income gen activities





**Agricultural Recovery**

**Improved Trade**

**Food Security**



**STRATEGIC OPTIONS RECOMMENDATIONS**

Research and capacity building e.g. on biotechnology-P	Infrastructure development** -p	Initiating of appropriate agric projects/program mes
	market information system (MIS)	Gender main streaming-CC** -p
Appropriate agric policies-P	Promoteregional/local fertilizer/lime production and use-P	M&E-CC
Access to land-P		
Holistic and integrated approach to agric		





**Policy Recommendation:** Regional CLEAR & DYNAMIC vision with measurable performance indicators + Capturing changes+ M & E- CROSS CUTTING

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
CONSTANTLY review of vision to accommodate changes within and outside region  Set targets of achievements  Monitoring  Evaluation	SADC Secretariat  Council of Ministers  SADC sec  Internal- SADC sec External- peer review	Feedback on development of other regional groups/blocks  Information from individual countries  Monitoring reports	Annually  Annually Biannually  biannually

**Policy Recommendation:** Reduce tariff/non tariff barriers to trade (with increased emphasis on non tariff barriers)

## Proposed Action Plan:

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
1. SWOT analysis of constraints to full implementation of SADC Trade protocol	FANRPAN	?	End of 2003
2. Regionalization of seed markets with regionalized variety release & registration	SSSN+FANRPAN. CG centres	Cost benefit analysis	End of 2003
3. Expedite establishment of common sanitary/phytosanitary stds	FAO, Trade Hub	?	End of 2003
4. Cost-benefit analysis of reducing tariff and non tariff barriers	FANRPAN	?	Initial report by 2003 for seed and fertilizer





**Policy Recommendation:** Reduce tariff/non tariff barriers to trade (with increased emphasis on non tariff barriers)

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
5. Harmonization of bio-safety stds-esp wrt to GMOs 6. Harmonization of seed quality stds and nomenclature 7. Coordination of SADC/COMESA/SACU trade treaties/protocols	SADC working Group SSSN & FANRPN Each secretariat	Status of national regulations Summary of national stds ?	Proposal of options by 2003 End of 2003 By end of 2004



**Policy Recommendation:** Reestablish regional research with clear priorities & regional sharing of technology

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<p>Why SACCAR was phased out? Come up with inventory of what is in place-status, gaps/constraints/opportunities</p> <p>Research Policy analysis-establish what is on ground-g</p> <p>Identification of strategic partners-tech, training</p>	<p>SADC sec-leading player</p>	<p>Experience from other regions</p> <p>Establishment of regional data base</p> <p>Information on national research policies</p> <p>Identification of People that can carry out tasks to be done</p>	<p>on-going process</p>





**Policy Recommendation** Ensuring/targeting Infrastructure investments with largest impacts/return

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
Take stock of existing infrastructure	National Govts, NGO, Pvt sector, donors	Information on human and financial resources	End of 2003

## Policy Recommendation: Encourage pvt sector friendly market development

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<p>Position paper in layman's terms to cover the following areas that have adversely affected pvt sector development</p> <ul style="list-style-type: none"> <li>-eliminate Grain Marketing Boards</li> <li>-Govt licensing</li> <li>-Transport market information + pricing</li> <li>-Alternative models for pvt sector commodity exchange</li> <li>-Cross border tariffs</li> </ul>	<p>FANRPAN, pvt-public partnerships, donors, Min of Agriculture and Trade, SADC Sec.</p>	<p>?</p>	<p>Aug 2003</p>





### Policy Recommendation: Encourage pvt sector friendly market development

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
Position paper on models to promote pvt investment in infrastructure in productive inputs (seed, fertilizer, small scale irrigation, dams, agric processing)	FANRPAN, pvt-public partnerships, donors, Min of Agriculture and Trade, SADC Sec.	?	Aug 2003

## Appendix 2: Emerging Policy Issues: Group 2 Discussions

### Agricultural Recovery and Food Security

### Improved Trade

(fertiliser Promote availability and usage of agricultural inputs , seed, credit, land) in a cost effective way, without depressing the commercial	Policies that will improve free regional trade (Reduced internal and external tariffs)
Research and Technology development,(Irrigation technology)	Improved info on regional market opportunities
Develop rural infrastructure (roads, storage)	Non- distortionary trade policies
Training, extension and agricultural research	Harmonisation and coordination of trade policies
Good governance, Less govt intervention i.e free markets	





## Agricultural Recovery and Food Security

## Improved Trade

### STRATEGIC OPTIONS RECOMMENDATIONS

Offsetting drought relief programmes to develop rural markets	
Market information	
Public/Private partnerships	
Stronger farmer organisations	
Introduce non-agricultural enterprises	

**Strategic Options/  
Recommendations**                      **Policy Recommendations and  
Challenges**                      **Responsibility**

<p>Investment in improving production base (infra, HR, inputs etc)</p>	<p>"Harmonise and enforce seed &amp; fertiliser policies          "Promote use of fertiliser (govt and pvt sector to collaborate)          "Promote Pvt/Public partnerships in emergency seed response          "National plan for infra (rural roads, storage, warehouses, rail, etc) development          "Promote establishment and strengthening of effective farmer organisations          "Improve access to credit</p>	<p>"SADC/Pvt          "Govt/Min of Agric/ Pvt/          "Govts/Pvt            "Pvt/Govts/          NEPAD/            "Farmers/Govts/NGOs/            "Central Banks/NGOs</p>
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<b>Strategic Options/ Recommendations</b>	<b>Policy Recommendations and Challenges</b>	<b>Responsibility</b>
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<p>Improving access to markets (local, regional, international)</p>	<ul style="list-style-type: none"> <li>"Remove tariff and non-tariff barriers (e.g. import and export permits)</li> <li>"Phase out direct market interventions</li> <li>"Simplify border clearance procedures</li> </ul>	<ul style="list-style-type: none"> <li>"Govts/SADC</li>   <li>"Govts/SADC</li>   <li>"Govts/SADC</li> </ul>
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**Strategic Options/  
Recommendations**      **Policy Recommendations and  
Challenges**      **Responsibility**

<p>Improving access to markets (local, regional, international)</p>	<p>Develop market information systems at local and regional levels (export requirements of various destinations, SPS &amp; TBT)                  "Facilitate establishment of regional commodity exchange                  "Promote commercially viable uses of selected ag commodities for new ends (i.e. alternative mkts)                  "Pressure on US &amp; EU to eliminate subsidies (cotton, sugar, milk, beef)                  "Decouple support for food security from the operations of the market</p>	<p>"Govts/Pvt                  "SADC/Pvt/Farmers                  "Govt/Industrial research/                  "SADC/Govts/NEPAD/AU                  "SADC/Govts</p>
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<b>Strategic Options/ Recommendations</b>	<b>Policy Recommendations and Challenges</b>	<b>Responsibility</b>
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Good Governance	<ul style="list-style-type: none"> <li>"Adopt and enforce a policy of zero tolerance for corruption at national and regional level</li> <li>"Strengthen civic organisations</li> </ul>	<ul style="list-style-type: none"> <li>"Govts/SADC</li> <li>"Govts/NGOs</li> </ul>
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**Strategic Options/  
Recommendations**      **Policy Recommendations and  
Challenges**      **Responsibility**

<p>Political commitment for regional integration</p>	<ul style="list-style-type: none"> <li>"Improve budget allocation to the regional institutions to operationalise protocols</li> <li>"Implement agreed protocols</li> <li>"Harmonisation and synchronisation of commercial codes of conduct</li> <li>"Develop a regional protocol on fair competition</li> </ul>	<p>"Govts/SADC/Pvt</p> <p>"SADC</p> <p>"SADC/Govts</p> <p>"SADC</p>
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### Appendix 3: Emerging Policy Issues: Group 3 Discussions

#### Food Security

#### STRATEGIC OPTIONS RECOMMENDATIONS

<p>Improve governance related to food security and increase responsibility for action across Ministries of Agriculture, Finance, and Trade</p>	<ul style="list-style-type: none"> <li>ii) Technologies</li> <li>iii) Extension build capacity</li> <li>iv) Collective action markets</li> <li>v) Agro-enterprise options</li> <li>vi) Government and partners service providers shift from production to commercialization</li> </ul>	<p>Governments and partners need an agreed framework that deals with specific roles and responsibilities related to food security:</p> <ul style="list-style-type: none"> <li>i) Crisis management/prevention</li> <li>ii) Safety nets</li> <li>iii) Promoting growth</li> </ul>
<p>Increase commitment of governments and partners to achieving food security and avoid expectation of relief support</p>	<p>Need to develop options for tackling food security stock management and trade</p>	<p>Focus on demand (trade-based strategies)</p> <p>Promote irrigation schemes and enhance water management</p>
<p>Empower communities to achieve food security through markets (with a focus on income, not production):</p> <ul style="list-style-type: none"> <li>i) Information access</li> </ul>	<p>Need to resolve ownership of land tenure</p> <p>Increase crop diversity for food security (beyond maize)</p>	<p>Provide more reliable information on food security/livelihood issues (private, public)</p>

## Policy Recommendation: Promote financially viable and sustainable irrigation

### Proposed Action Plan:

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ol style="list-style-type: none"> <li>1) Develop clear irrigation policy and strategy</li> <li>2) Invest in irrigation infrastructure</li> <li>3) Create an enabling environment</li> <li>4) Invest in appropriate technology</li> <li>5) Enhance efficient water management</li> <li>6) Link research and policy/promote dialogue</li> <li>7) Identify appropriate roles for public, private, and NGO sectors, and donors</li> <li>8) Initiate dialogue with donors and development partners for investment in irrigation</li> </ol>	<ol style="list-style-type: none"> <li>1) National governments, regional organizations</li> <li>2) Public, private and NGO sectors (country dependent)</li> <li>3) Government</li> <li>4) Government and service providers</li> <li>5) Government, civil society, and stakeholders</li> <li>6) Government and stakeholders</li> <li>7) Government and stakeholders</li> <li>8) Government</li> </ol>	<p>Collect and assess regional and international experiences, including cost analyses, technologies, and social-economic implications</p>	<p>The process should begin immediately!</p>





**Policy Recommendation: Make available at the farm level adequate quantities of inputs, including fertilizers and seeds**

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ul style="list-style-type: none"> <li>1) Improve seed stocks</li> <li>2) Improve delivery systems to farmers</li> <li>3) Promote farmer organizations</li> <li>4) Build capacity of ag extension agents</li> <li>5) Promote policy dialogue and link research and policymaking</li> </ul>		<p>Review past experiences on input supplies in other countries and come up with best practices/lessons learned</p>	

## Policy Recommendation: Promote crop diversification

### Proposed Action Plan:

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ol style="list-style-type: none"> <li>1. Promote high value/value-added crops through agrobusiness support</li> <li>2. Promote drought tolerant crops, where necessary, including promoting consumption changes</li> <li>3. Remove subsidies for non-drought tolerant crops in drought prone areas</li> </ol>	<p>Government, private sector, NGOs</p> <p>Govt., researchers</p> <p>Govt.</p>		





**Policy Recommendation: Make available adequate quantities of inputs and fertilizer**

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
1. Explore opportunities to reduce marketing costs.	Government, private sector, researchers		
2. Support private sector and other service providers in developing sustainable fert	Govt., NGOs		
Marketing systems. 3. Review existing interventions to identify best practices	Govt., researchers		
4. Identify crops and areas where fert. can be applied profitably	Researchers		
5. Non-commercial programs to be separate from commercial sector development	Govt., donors		



**Policy Recommendation:** Promote regional, integrated approach to agricultural research, including modern and gender-sensitive technologies

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ol style="list-style-type: none"> <li>1) Develop and implement a regional agricultural research and development strategy, which is market-oriented and people centered</li> <li>2) Plan and implement joint R&amp;D activities</li> <li>3) build scientific, institutional and managerial capacity to implement R&amp;D initiatives</li> <li>4) Develop capacities on biotechnology</li> <li>5) Harmonize biosafety standards</li> <li>6) Develop regional strategy for addressing issues related to biotechnology (e.g., IPR, biosafety)</li> <li>7) Revitalize and reengineer regional forum for research and training</li> <li>8) Develop a strategy to selectively borrow and adapt technologies</li> </ol>	<ol style="list-style-type: none"> <li>1) SADC/FANR with NARIs, IARCs, and other stakeholders</li> <li>2) SADC/FANR, NARIs, and IARCs</li> <li>3) Universities, IARCs, and other stakeholders</li> <li>4) IARCs and other stakeholders</li> <li>5) IARCs, NARIs, and other stakeholders</li> <li>6) SADC/FANR with NARIs, IARCs, and other stakeholders</li> <li>7) SADC/FANR with NARIs, IARCs, learning institutions and other stakeholders</li> <li>8) NARIs, IARCs, and other stakeholders</li> </ol>	<ol style="list-style-type: none"> <li>1) Review past experiences and regional priorities of other stakeholder meetings</li> <li>3) Conduct training needs assessment</li> <li>5) Look at lessons from other regions</li> <li>6) Review ASARECA experience</li> <li>7) Look at SACCAR and ongoing restructuring process within SADC</li> <li>8) Info on technologies on priority issues</li> </ol>	





**Policy Recommendation: Improve and widen the types of information needed for food security analysis**

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ol style="list-style-type: none"> <li>1) Develop a comprehensive food security information system at regional and national levels on the basis of existing systems, including: early warning systems, VAC, marketing information systems, drought monitoring systems</li> <li>2) Include non-cereal crops in the information system</li> <li>3) Improve primary data collection systems</li> <li>4) Develop multisectoral institutional arrangements for the food security information system with the necessary political support</li> </ol>	<ol style="list-style-type: none"> <li>1) National governments, SADC, donors, civil society and other stakeholders</li> <li>2) Government with technical support from the NARs, CGIAR centers, FAO, etc.</li> <li>3) Government</li> <li>4) Government, with regional support from SADC</li> </ol>		Yesterday!

**Policy Recommendation: Allow markets and trade to solve most food security problems in southern Africa**

**Proposed Action Plan:**

What needs to be done?	Who should take responsibility?	What additional information required?	When should it be completed?
<ol style="list-style-type: none"> <li>1) Promote development of producer associations</li> <li>2) Enforce adherence to the Trade Protocol</li> <li>3) Remove non-price trade barriers</li> <li>4) Invest to reduce transition costs, e.g., infrastructure</li> <li>5) Provide agribusiness training to private and public sectors</li> </ol>	<ol style="list-style-type: none"> <li>1) Private/public sector partners</li> <li>2) Regional trade bodies and national governments</li> <li>3) Regional trade bodies and national governments</li> <li>4) Government with international assistance</li> <li>5) Private/public sector partners</li> </ol>	<p>Regional information systems (including technology)</p> <p>Priority, critical transportation networks</p> <p>SPS status and regulations</p> <p>New options for reserving food against deficit years</p>	<p>"</p> <p>"</p> <p>"</p> <p>"</p> <p>"</p> <p>Less than two years</p> <p>Less than one year</p> <p>Less than two years</p> <p>Immediately up to two years</p> <p>Immediately</p>





## Appendix 4: Workshop Programme



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

Gaborone, Botswana  
26 – 27 March 2003



**OBJECTIVE:** This conference will identify and articulate key policy constraints to agricultural recovery, trade and the food security within the context of the on-going food emergency, and build consensus amongst regional stakeholders and their partners on remedial, high impact strategies and the steps required to establish a policy environment supportive of long-term food security in southern Africa.

**EXPECTED OUTPUTS:** (1) Consensus among regional stakeholders on strategic policy options and recommendations to ensure agricultural recovery, and sustainable trade and food security; (2) an action plan for implementing policy change; and (3) identification of the respective actions and roles of SADC member states and development partners in targeting technical and financial support to implement the proposed recovery and food security policy measures.

## INDICATIVE PROGRAMME

### SESSION I: Official Welcome, Opening and Introduction:

Dr. L. Sibanda, Chairperson FANRPAN Board  
Mrs. Modise, Permanent Secretary, Botswana MOA  
Mr. P. Ramasamy, Executive Secretary, SADC  
Mr. Joseph Huggins, U. S. Special Representative to SADC and U.S Ambassador to Botswana  
Mr. Jose Fonseca, CTA Representative  
Mr. Mandi Rikuni, IFPRI Board Member

**Current Food Security Situation and Prospects in Southern Africa, SADC FANR VAC/FEWS NET**

### SESSION II: Keynote Papers

**Policy Determinants of Food Insecurity, Response and Recovery in the SADC Region: The Case of the On-going Food Emergency,** Dr. Tobias Takavarasha, CEO, Food, Agriculture and Natural Resource Policy Analysis Network (FANRPAN)

**Agricultural Trade Policies within SADC and Strategies for the Future,** Dr. Haidari Amani, (ESRF), Tanzania

**International Perspectives on Agricultural Recovery in Southern Africa and Long Term Food Security Policy Options,** Dr. Suresh Babu, International Food Policy Research Institute (IFPRI)

### SESSION III: Food Security in Southern Africa: Critical Policy Issues

- (Indicative list of papers)
- ✓ What Have We Learned from the Food Crisis of 2002? (DFID)
  - ✓ The Double Burden of HIV/AIDS and Food Security in Southern Africa (VAC/SC)
  - ✓ Policy Decisions in Biotechnology – The Way Forward (Ag BioForum?)





- ✓ The Role of Subsidies and the Implications for Long-Term Food Security (MSU)
- ✓ Cross Border Trade in Food and Inputs in Southern Africa (MSU)
- ✓ Partnerships for Long-Term Food Security: Policy Issues and Challenges (MSU)
- ✓ Meeting Information Requirements for Food Security Decision-Making (FEWS)

#### **SESSION IV: "Strategic Initiatives for a Food Secure Future"**

- ✓ SADC Initiatives (SADC FANR)
- ✓ Agricultural Diversification and Value Added Commodities (AGRILINK)
- ✓ Harmonization of Seed Policies and Strategies (ICRISAT)
- ✓ Use of Root and Tuber Crops for Addressing Short-Term Food Security (IITA)
- ✓ Commodity Exchange in Southern Africa (ZIMACE)
- ✓ The Use of Futures Markets as a Food Security Insurance (SAFEX)
- ✓ Private Sector Participation in Achieving Long-Term Food Security

#### **SESSION V: Effecting Policy Change in Southern Africa ... Next Steps**

Working Group Discussions

Group 1 Food security in the near term

Group 2 Agricultural Trade Policies

Group 3 Agricultural Recovery and Long-Term Food Security Strategies

Plenary Presentation of Group Discussions

Way Forward

Closing Session





## Appendix 5: List of Participants

FANRPAN REGIONAL DIALOGUE ON AGRICULTURAL RECOVERY, FOOD SECURITY AND TRADE POLICIES IN SOUTHERN AFRICA

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

