



Government of the
Kingdom of Swaziland

National Food Security Policy for Swaziland

FINAL

Ministry of Agriculture and Co-operatives (MOAC),
Mbabane

Food Security Task Team Chairman
email mpanzat@gov.sz
phone (+268) 4042731 x 2181

29 October 2005

Foreword

This policy, which is an integral part of the Comprehensive Agriculture Sector Policy and National Development Strategy, is aimed at addressing the threats and opportunities relating to food security in Swaziland. The policy introduces the status and framework of food security in line with the internationally accepted definition of food security "Food security is achieved when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life". The policy provides key strategies to be developed and implemented that will address food insecurity and poverty reduction.

Further, this policy forms the basis of priority setting and strategy development around food security which will be integrated into an overall Integrated Agriculture and Food Security Strategy and Action Plan.

The policy is set around the four key pillars for food security: Pillar 1: Food Availability; Pillar 2: Food Access; Pillar 3: Food Utilisation and Nutritional Requirements; and Pillar 4: Stability In Equitable Food Provision. Addressing the issues under each pillar will go a long way towards reducing food insecurity whilst at the same time reduce poverty and associated socio-economic constraints.

Acknowledgements

This policy document was drafted under the guidance of the Food Security Task Team, established under the Consultative Committee on Food Security a cross-sectoral committee with representation from government, NGOs, private sector and other stakeholders.

The task team members were:

Mr Thamsanqa Mpanza (Chairman) (MOAC)
Mr George Ndlangamandla (MOAC)
Mr Sam Dlamini (Public Policy Coordination Unit)
Ms Alice Mwangi (MOAC)
Mr Freddy Magagula (MOAC)
Mr Brenton Xaba (MOAC)
Ms Khanyisile Mabuza (FAO)
Ms Brenda Ndzinisa (UNDP)
Ms Thembi Gama (NERCHA)
Mr Ian Stokes (Swaziland Farmers Development Foundation)
Ms Sithembiso Hlatshwako (WFP)
Mr Siphso Dlamini (National Maize Corporation)
Mr Daniel Maduna (World Vision)
Mr Colin Tshabalala (MOAC VAC Unit)

The team responsible for drafting this policy document was:

Mr Rex Brown (Consultant)
Dr Arie Remmelzwaal (Consultant)

Funding was provided by the United Nations Development Programme (UNDP) and the National Emergency Response Committee for HIV AIDS (NERCHA).

This is a draft document for discussion purposes only. The views expressed here are not necessarily endorsed by all the members of the Task Team.

CONTENTS

Chapter 1 Introduction	1
1.1 What is Food Security?	1
1.2 Problem Statement	3
1.2.1 <i>Causes and Consequences of Hunger and Food Insecurity</i>	3
1.2.2 <i>Status of Food Security in Swaziland</i>	4
1.3 International agreements on Food Security	5
1.4 National Policy Framework Related to Food Security	6
1.5 Justification for a Food Security Policy	7
Chapter 2 Food Security Policy Framework	9
2.1 The Vision of Government	9
2.2 Policy Purpose	9
2.3 Policy Goal	10
2.4 Policy Objectives	10
2.5 Policy Principles	11
Chapter 3 The Policy: Issues And Statements	12
3.1 PILLAR 1: FOOD AVAILABILITY	12
3.1.1 <i>An Enabling Environment for Food Supply</i>	13
3.1.2 <i>Domestic Food Production</i>	20
3.1.3 <i>Food Commercial Transactions and Food Aid</i>	27
3.2 PILLAR 2: FOOD ACCESS	28
3.2.1 <i>Access to Common Resources</i>	29
3.2.2 <i>Access to Appropriate Food</i>	30
3.3 PILLAR 3: FOOD UTILISATION AND NUTRITIONAL REQUIREMENTS	33
3.3.1 <i>Food Utilization</i>	34
3.3.2 <i>Nutritional Requirements</i>	35
3.3.3 <i>Health Care and Sanitation</i>	38
3.4 PILLAR 4: STABILITY IN EQUITABLE FOOD PROVISION	40
3.4.1 <i>Food Distribution and Provision</i>	40
3.4.2 <i>Annual and Strategic Food Storage</i>	41
3.4.3 <i>Disaster Management</i>	42
3.4.4 <i>Long-term Environmental Modifications</i>	45
Chapter 4 Guidelines for Implementation	50
4.1 Implementation Strategy Formulation	50
4.2 Institutional Framework	50
4.2.1 <i>Consultative Committee on Food Security</i>	50
4.2.2 <i>Steering Committee of the Consultative Committee on Food Security</i>	51
4.2.3 <i>Early Warning and Food Security Unit</i>	52
4.3 Organisational Arrangements for Food Security	53
4.4 Monitoring and Evaluation	53
4.5 Legal Framework	54
4.6 Environmental Compliance	54
4.7 Resource Mobilisation	55

ANNEXES

Annex 1 - International Agreements on Food Security	56
Annex 2 - National Policy Framework Related to Food Security	61

ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immunodeficiency Syndrome
CAADP	Comprehensive Africa Agriculture Development Programme
CASP	Comprehensive Agricultural Sector Policy
CGIAR	Consultative Group on International Agricultural Research
FAO	Food and Agriculture Organization
GM	Genetically Modified
HIV	Human Immunodeficiency Virus
ICN	International Conference on Nutrition
KDDP	Komati Downstream Development Project
LDP	Livestock Development Policy
LUSIP	Lower Usuthu Smallholder Irrigation Project
MDG	Millennium Development Goal
MEE	Ministry of Enterprise & Employment
MFI	Micro-Finance Institutions
MEPD	Ministry of Economic Planning & Development
MHUD	Ministry of Housing & Urban Development
MNRE	Ministry of Natural Resources & Energy
MOAC	Ministry of Agriculture & Co-operatives
MPWT	Ministry of Public Works & Transport
MTEC	Ministry of Tourism, Environment & Communications
NBSAP	National Biodiversity Strategy and Action Plan
NDS	National Development Strategy
NEPAD	New Partnership for Africa's Development
NERCHA	National Emergency Response Council on HIV/AIDS
NFP	National Forest Policy
NGO	Non-Governmental Organisation
NMTIP	National Medium Term Investment Programme
NPDP	National Physical Development Plan
NRRP	National Rural Resettlement Policy
PRSAP	Poverty Reduction Strategy and Action Plan
SADC	Southern African Development Community
SEA	Swaziland Environment Authority
SEAP	Swaziland Environment Action Plan
SME	Small & Medium Enterprises
SNL	Swazi Nation Land
SPEED	Smart Programme on Empowerment and Economic Development
TDL	Title Deed Land
UN	United Nations
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNISWA	University of Swaziland
USD	United States Dollar
WFP	World Food Programme
WFS	World Food Summit
WHO	World Health Organization

CHAPTER 1 INTRODUCTION

1.1 What is Food Security?

The 1996 World Food Summit reached near-consensus on the main features of the global problem of food security. Food security is the adequate supply of food and food availability. This means stability of supplies and access to food and consumption by all. *"Food security is achieved when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life"*.

Nations pledged to eradicate hunger and committed themselves to a basic target: reducing the number of undernourished people by half by 2015 as part of the Millennium Development Goals (MDG). The right to adequate food is a basic human right, mandated in international law and recognized by all countries.

Key aspects of the right to adequate food include:

- the availability of food in a quantity and of a quality sufficient to satisfy the dietary needs of individuals, free from adverse substances and acceptable within a given culture;
- the accessibility of such food in ways that are sustainable and do not interfere with the enjoyment of other human rights.

Food availability is necessary for food security, but is not sufficient. Food-insecure households may be in areas where there is enough food, but the household lacks the income or entitlements (production, trade or labour) to get it. Improving entitlements means expanding economic opportunities and making markets work better for the poor. Moreover, food-insecure individuals may live in food-secure households. Ensuring all family members have an adequate diet means overcoming gender or age discrimination.

Establishing sustainable and diverse patterns of production should take into account the present and future needs of the people as well as the natural resources potential and limitations. Policies that provide an effective incentive structure for sustainable management of natural resources will help ensure that national agriculture, fisheries, forestry and natural resource plans and practices are developed and implemented in a holistic approach.

To make the above definition of food security operational, four dimensions have to be considered:

1. **Food Availability:** There can be no food security unless adequate food is available. If food supplies are not sufficient to meet the minimum consumption requirements of all people in all places at all times, food insecurity is inevitable. The availability of sufficient quantities of food of appropriate qualities, supplied through domestic production or imports (including food aid) is critical in ensuring food security. Food availability is often confused with food security but should properly be seen as only a part, albeit an important part of food security. The question is not only whether food

is available in a country but whether it is available in the right place at the right time and there must be a mechanism for ensuring that food of the right quality is made available.

2. Food Access: Access is a concept that relates to the ease or difficulty that people have in obtaining food from the market. Lack of physical access to food affects people living in locations that are distant from markets or infrequently served by traders, where they are unable to gain access to food if home production falls short because of their distance from available supplies. Lack of economic access to food affects people whose incomes are too low to allow them to purchase all the food they need for a healthy and active life; a more common term for this is lack of purchasing power. Obviously, when supply is insufficient problems of access will occur. But problems of access may occur even when the overall supply of food is sufficient, because people may not have the purchasing power to acquire the food they need. Access by individuals to adequate resources (entitlements) to acquire appropriate foods for a nutritious diet. These resources need not be exclusively monetary but may also include traditional rights e.g. to a share of common resources. Entitlements are defined as the set of all those commodity bundles over which a person can establish command given the legal, political, economic and social arrangements of the community in which he or she lives.

3. Food Utilisation and Nutritional Requirements: Utilisation of food through adequate diet, clean water, sanitation, and health care, to reach a state of nutritional well-being for which all physiological needs are met. This brings out the importance of non-food inputs in food security. It is not enough that someone is getting what appears to be an adequate quantity of food if that person is unable to make use of the food because he or she is often falling sick.

4. Stability in Equitable Food Provision: To be food secure a population, household, or individual must have access to adequate food at all times. They should not be at risk of losing access to food as a consequence of a shock (e.g. an economic or climatic crisis), or cyclically (e.g. during a particular period of the year – seasonal food insecurity). The concept of stability can therefore refer to both the availability and access dimensions of food security.

The first point to note is that all four dimensions have to be present before it can truly be said that an individual is food secure. The second critical point is that food security is defined at the level of the individual even though it is brought about by a combination of individual, household, community and national and even international factors. The third point is that the mere presence of food does not entitle a person to consume it. The quantity of food required must lie within that person's entitlement set. It has to be kept in mind that we are all members simultaneously of different groups, ranging from the immediate family to wider associations, bound to them by ties of varying strength. This implies that food security status also depends on the extent to which a person can draw upon resources from the different groups to which he or she belongs and this is part of an entitlement set.

There was a tendency to underplay the importance of the fourth dimension, stability of access, in the past. It is, however, crucial, because it is required for understanding the concept of vulnerability. A person can be vulnerable to hunger even if he or she is not actually hungry at a given point in time. In general, the ability to call upon resources in emergencies reduces vulnerability. Being able to call upon relations or

friends when needed or having a line of credit or possessing sufficient assets which can be sold in emergencies, are all examples of resources. This insight can be used to construct profiles of demographic groups which are vulnerable to the risk of food insecurity by inquiring about the variety of assets controlled by households in that group, the mediating factors that affect households, such as group memberships, laws, local customs etc., the external environment, such as demographic trends and the probability of shocks to income or health.

1.2 Problem Statement

1.2.1 *Causes and Consequences of Hunger and Food Insecurity*

Food insecurity is defined by the FAO as '*A situation that exists when people lack secure access to sufficient amounts of safe and nutritious food for normal growth and development and an active and healthy life. It may be caused by the unavailability of food, insufficient purchasing power, inappropriate distribution, or inadequate use of food at the household level. Food insecurity, poor conditions of health and sanitation, and inappropriate care and feeding practices are the major causes of poor nutritional status. Food insecurity may be chronic, seasonal or transitory.*'

Ideas about hunger and food insecurity have developed along distinct although essentially complementary lines. Early thinking clearly linked hunger and food insecurity to reduced food availability. Hunger, and particularly famine, appeared to be a result of an acute food shortage, which could be best addressed through steps to increase the production and distribution of food. Thinking on food security was thus largely seen in terms of increasing aggregate food supply. Increasing availability through technology-based productivity improvements seemed to offer the world a way out of hunger, famine and food insecurity. However, the harvest failure concept gave way to explanations in terms of failures of 'entitlements', which is the inability of individuals to access the food they need due to poverty. Recently, people's vulnerability and their coping mechanisms for dealing with the hazards they face have become central points of interest.

With regard to the nutrition dimension of food insecurity, the early focus of nutritionists on protein deficiencies shifted to calorific intake, and subsequently to micronutrient deficiencies. Various approaches are available for addressing malnutrition, e.g. promoting multi-sectoral programmes or specialising in delivery of nutritional entitlements.

Despite different ideas about food security and nutrition, common perspectives exist, namely recognition that hunger and food insecurity have many causes and that these should be seen and understood in their specific context. The policy challenge for hunger and food security is clear: how to co-ordinate a coherent response across sectors.

Sustainable food security requires sustainable income to have the means to buy food rather than produce it. Actually growing food for oneself is often one of the least reliable means of attaining the wide variety of nutrients required for a healthy and productive life.

Currently, the most reliable means of attaining food security is to have sufficiently valuable property rights¹ to be able to trade them for cash, and buy food from the international marketing infrastructure. Not all people have such rights. Without valuable, clearly defined, enforceable and transferable property rights, many would starve if they had to rely on the market. They are therefore often obliged to find some means of growing food for themselves. In Swaziland, such means are available, to a limited extent, on SNL – but the above-mentioned form of property rights over the land is not.

Poverty, being the insufficiency of such valuable property rights, is the main cause of food insecurity. Therefore, sustainable progress in poverty eradication is critical to improve access to food. The often-consequent lack of investor confidence, conflicts, corruption and environmental degradation also contribute significantly to the vicious spiral of food insecurity. However, those without property rights still have food rights.

The economic cost of under-nourishment and under-nutrition cannot be denied. If, over an extended period of time, a person is to convert potential labour power into actual labour power of any specified, physiologically admissible amount, he requires, among other things, nutrition of a corresponding quality and magnitude over that period. If this is not forthcoming or if the person lives in an unhealthy environment the result is poor nutritional status and this person suffers an impairment of his ability to do sustained work.

As a result of past nutritional deprivation a person may be permanently mentally and physically impaired. There is evidence that poorer nutritional status leaves people more susceptible to illness. There is a risk of intergenerational transmission of poor nutritional status. There is evidence that poor nutrition is associated with poor school performance in children of school going age. Overall, there is the tendency for poor nutrition to be associated with lower earnings at a personal scale and reduced social capital at a national scale. Therefore, the macroeconomic performance of an economy may suffer as a result of the cumulative impact of these effects.

1.2.2 Status of Food Security in Swaziland

Historically, food security in Swaziland has been especially related to maize production. Since the 1980s cereal production has continued to decline where by the 1990s maize production met only about 60 percent of the domestic requirements, which has since declined to only 40 percent.

At the same time, there have been substantial food price increases - some 45 percent over the period from 1998 to 2004. This has eroded the purchasing power of poor households, and reduced their access to food. Previously, costs of food imports were often covered by remittances of workers to their rural extended families, but with the decline in mining activity in South Africa this has decreased. Currently, 12 percent of the population is malnourished, and nearly one-third of the population need food aid to survive.

¹ By property rights is meant "all these rights, both personal and real, which confer on the holders inalienable and exclusive entitlement to them...". This means that property rights relate not only to land and houses, cars, machinery, or merchandise, but also to rental agreements, foreign currency certificates, and their free convertibility, and all sorts of credits..."

Persistent shortages in satisfying domestic food requirements have caused a significant proportion of the population to suffer from under-nutrition, which has the greatest impact on small children. This has not only caused a high death toll in extreme cases, but also has permanently reduced children's capacity to learn during childhood and to earn during adulthood. According to emergency food security assessments, approximately 40 percent of all children are stunted (chronic malnutrition), more than two percent are wasted (acute malnutrition) and 11 percent were undernourished. Another factor that has contributed to food insecurity has been the loss of indigenous foods and the related Indigenous Knowledge (IK) for preparing those foods.

During 2005 an estimated 250,000 people in the country are classified as vulnerable and food insecure. The main contributing factors are the high poverty rate, inequality of the income distribution, and the incidence of HIV/AIDS. Other factors specific to rural areas include: chronic drought and consequent water shortages resulting in death of animals and crop failures, widespread soil erosion and land degradation, lack of agricultural land and isolation from markets, limited income generating opportunities, restrictions on women to access land and resources, and lack of implementation of appropriate policies.

Although Swaziland is placed amongst the middle income group of countries, gains do not benefit everyone equally. By international standards, Swaziland's income distribution is very unevenly distributed. The overall consumption Gini coefficient for 2003 is 0.61, signalling a polarization of the society regarding availability of income. The richest 20 percent of the population control more than 50 percent of national income, whilst the poorest 20 percent control less than five percent.

1.3 International agreements on Food Security

The Government of Swaziland has committed itself to several international obligations which have a bearing on a food security policy. Annex 1 provides a comprehensive overview of the most relevant international agreements and action plans. This section highlights some of the most relevant aspects of those agreements.

The most direct global agreements on food security is the Rome Declaration on World Food Security, which emanates from 1996 World Food Summit (WFS) and commits its signatories world-wide to '*achieving food security for all ... with an immediate view to reducing the number of undernourished people to half their present level no later than 2015*'.

To check on progress being made, nations met again in 2002 at the World Food Summit: five years later (WFS:fyf). The 2002 Declaration reaffirmed its signatories commitment to the 1996 Rome Declaration of the right of everyone to have access to safe and nutritious food. It further noted that, despite the efforts of many signatories, improvements are not happening at a rate that will achieve Rome's goal of a halving of the number of the world's undernourished people by 2015.

In September 2000, Swaziland was among the 191 United Nations (UN) Member States to adopt the UN *Millennium Development Goals*, an unprecedented international commitment to accelerate sustainable human development.

The framework for sustainable agriculture, fisheries, forestry and rural development in relation to food security was elaborated in the *Programme of Action for Sustainable Development (Agenda 21)* of the *United Nations Conference on Environment and Development (UNCED)*, Rio de Janeiro 1992. At the next UNCED summit in 2002, the Johannesburg Plan of Implementation was adopted.

Several important international conventions and agreements emanate from the 1992 UNCED, of which Swaziland is a signatory: the *United Nations Convention to Combat Desertification (UNCCD)*, the *United Nations Framework Convention on Climate Change (UNFCCC)*, and the *United Nations Convention on Biological Diversity (UNCBD)*.

Important African agreements on food security include the *Maputo Declaration on Agriculture and Food Security in Africa, 2003*, the *Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development on Agriculture and Water in Africa, 2004*, and the *Dar Es Salaam Declaration on Agriculture and Food Security in the SADC Region, 2004*.

The signing of the Maputo Declaration by Swaziland is a commitment to the NEPAD/CAADP process to revitalize the agricultural sector including livestock, forestry and fisheries through special policies and strategies targeted at small scale and traditional farmers. This includes a commitment to allocate at least ten percent of national budgetary resources for their implementation within five years, to participate in a regional food reserve system, and to help establish the African Investment Bank, which is to give priority to investment in agricultural production.

1.4 National Policy Framework Related to Food Security

The Government of Swaziland is engaged in various activities - policies, action plans, strategies and legislation – impacting upon food security, which re-focus the country's development objectives. When formulating a food security policy, it is important to review existing national policies and related documentation to establish their relationship to a food security policy. Annex 2 provides an overview of the most relevant national policies, strategies, action plans and legislation. This section highlights some of the most important elements of the existing policy framework in relation to food security and how Government intends to approach the complex issue.

The *Smart Programme on Empowerment and Economic Development (SPEED)* is the comprehensive action programme presented in 2004 with the purpose to provide a short- to medium-term development framework with time-bound targets for Swaziland. It incorporates existing government initiatives including the National Development Strategy, the Poverty Alleviation Strategy and Action Plan, the fight against the spread of HIV/AIDS, the Public Sector Management Programme (PSMP), the Fiscal Restructuring Programme, and the Millennium Development Goals (MDGs). The Government will vigorously pursue the goal of food security and improved agricultural productivity, and SPEED is a means to reach the Millennium Development Goals, in particular reducing poverty and hunger.

The 1999 *National Development Strategy (NDS)* is intended to inspire and direct socio-economic development up to 2022 and to provide a guide for the formulation

of development plans and for the equitable allocation of resources. The NDS addresses the issues of agricultural development and *food security*, and gives practical recommendations.

The 2005 draft *Poverty Reduction Strategy and Action Plan* (PRSAP) presents a poverty reduction framework which consists of six pillars addressing *inter alia* economic growth, empowerment of the poor, and food security.

The NDS, SPEED and PRSAP refer to the urgent need for the *National Land Policy* (NLP), which is still in its 1999 draft form, and has the vision to maximise benefits to the entire society from land on a sustainable basis. Other important initiatives related to land planning include the *National Physical Development Plan 1996-2006* (NPDP) and the 2003 *National Rural Resettlement Policy* (NRRP).

Disaster management is covered by the 1999 *National Disaster Management Policy*, the 2000 *Disaster Management Plan*, and the 2004 *Disaster Management Bill*.

The main elements of the environmental policy framework are the 1997 *Swaziland Environment Action Plan* (SEAP), the *Environment Management Act* of 2002, the 2003 *Swaziland National Solid Waste Management Strategy*, the draft *National Environment Policy*, and the draft *National Biodiversity Strategy and Action Plan* (NBSAP). Also the 2002 *National Energy Policy* and the 2002 *Tourism Policy and Strategy* have a bearing on the environment and food security.

Sound agricultural, forestry and water sector policies and strategies are essential to a food security policy. The overall goal of the 2005 draft *Comprehensive Agricultural Sector Policy* (CASP) is to ensure that the agriculture including forestry and fisheries, sectors contributes fully to economic growth, food security, poverty alleviation, and sustainable natural resources management. The goals of the sub-sectoral 1995 *Livestock Development Policy* (LDP) and the 2005 draft *National Irrigation Policy* are to contribute to economic growth and poverty alleviation. The 2002 *National Forest Policy* (NFP) has the vision to achieve efficient, profitable and sustainable management and utilisation of forest resources for the benefit of the entire society. Its action plan, the *National Forestry Programme*, is awaiting approval and a comprehensive *Forest Bill* is being drafted. The *Water Act* of 2003 is intended to harmonise the management of water resources in the country. Its provisions include the establishment of a National Water Authority and for the formulation and implementation of a Water Resources Master Plan.

1.5 Justification for a Food Security Policy

Complementary to the existing national policy framework, the role of Government in reducing food insecurity at all levels needs to be further defined. A policy is a statement of intent. Preparing a Food Security Policy is crucial in that it will provide direction and clarity for Government's future interaction with all stakeholders. The policy will inform a strategy and action plan, which in turn will set out time-bound targets to implement strategies that will ensure the realisation of the vision of this policy. A policy may give rise to new acts and legislation: it is expected that Government will develop specific food security legislation that will include the many aspects of food security as well as the preservation and promotion of indigenous foods and the relevant indigenous knowledge attached to those foods.

Moreover, the World Food Summit Plan of Action states that each nation must adopt a strategy consistent with its resources and capacities to achieve its individual goals and, at the same time, cooperate regionally and internationally in order to organize collective solutions to global issues of food security.

At present, a large proportion of the country's population are being faced with the impact of drought, HIV/AIDS and declining agricultural productivity. Under these conditions, ensuring food security at all levels is a difficult and complex matter, and requires collective action. A conducive policy framework will contribute to providing an environment in which food security issues can be discussed and acted upon by all stakeholders.

CHAPTER 2 FOOD SECURITY POLICY FRAMEWORK

2.1 The Vision of Government

Subject only to the provisions of the Constitution, all policies in Swaziland should facilitate the Vision of the Government, as expressed by the Prime Minister in 2004:

“To build a truly twenty-first century Kingdom of Swaziland, culturally united, integrated and stable, economically prosperous and socially well organised with equal opportunities for all, irrespective of gender, and responsibility from all”

In line with the Vision, the Mission of the Government of the Kingdom of Swaziland is:

“To provide a climate and infrastructure that will progressively maximise the quality and security of life of the people of Swaziland and make the best use of the country’s natural and human resources”

To this end, the 1999 National Development Strategy (NDS) includes a subsidiary Vision and Mission Statement that is intended to inspire and direct socio-economic development up to 2022:

“By the year 2022, the Kingdom of Swaziland will be in the top 10% of the medium human development group of countries founded on sustainable economic development, social justice and political stability”

2.2 Policy Purpose

In the above general context, the purpose of this policy is to thereby provide a key link in the chain required to implement the Government’s broad Vision by providing policy direction in improving food security.

The Food Security Policy’s specific purpose is to provide clear guidance regarding the strategies and measures that must be adopted in order to improve food security for all people in Swaziland. At the same time, it must support related initiatives on reducing poverty, improving agricultural production and marketing, enhancing environmental management, strengthening disaster preparedness, improving health delivery and broadening access to water and sanitation.

The policy, and the implementation strategy and action plan to follow, is to ensure that development is guided and facilitated within a structured and balanced framework that respects physical limits, equity concerns, and institutional capacities.

2.3 Policy Goal

The long-term goal of the Food Security Policy is to ensure that:

“All people in Swaziland at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life”

This goal is based on the four recognised pillars of food security, namely food availability, access to food, food utilisation and nutritional requirements, and stability in equitable food provision.

Access to the minimum essential food which is sufficient, nutritionally adequate and safe, as well as sufficient, safe, acceptable, physically accessible and affordable water, are considered basic human rights.

The goal implies a rapid and substantial reduction in the degree and severity of malnutrition, in all its forms, i.e., chronic and acute malnutrition and micronutrient deficiencies of all forms, among the men, and women, boys and girls, especially under-five's, expectant and lactating mothers of the population.

2.4 Policy Objectives

The Specific Objective related to Pillar 1 Food Availability is:

To ensure that a sufficient quantity of food of appropriate quality is available to all people in Swaziland, through domestic production and imports.

The Specific Objective related to Pillar 2 Food Access is:

To ensure that there is access by all individuals in Swaziland to adequate resources (entitlements)² to acquire appropriate foods for a nutritious diet.

The Specific Objective related to Pillar 3 Food Utilisation and Nutritional Requirements is:

To ensure that all individuals in Swaziland reach a state of nutritional well being for which all physiological needs are met.³

The Specific Objective related to Pillar 4 Stability of Supply is:

To ensure that all people in Swaziland have access to adequate food at all times.⁴

² Entitlements are defined as the set of all those commodity bundles over which a person can establish command given the legal, political, economic and social arrangements of the community in which she lives (including traditional rights - e.g. access to common resources).

³ This brings out the importance of non-food inputs in food security. It is not enough that someone is getting what appears to be an adequate quantity of food if that person is unable to make use of the food because he or she is often falling sick.

2.5 Policy Principles

Certain development principles have to be accepted in reaching the stated objectives to maintain equity and to protect the public interest in food production, processing and utilisation. This policy will therefore need to be predicated on the following principles:

- The fundamental right of everyone to be free from hunger will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.
- The distribution of food supplies will be carried out equitably.
- The right to food security is an integral part of universal, inter-dependent, indivisible and inter-related human rights.
- The food insecure have the right to take part in the conduct of public affairs, right to freedom of expression and the right to seek, receive and impart information, including in relation to decision making about policies on realizing the right to adequate food.
- The rights of individuals over resources such as land, water, forests, fisheries, and livestock are to be respected and protected.
- Women, poor and disadvantaged segments of society are to have full and equal right to own land and other property, including the right to inherit.

⁴ They should not be at risk of losing access to food as a consequence of a shock (e.g. an economic or climatic crisis), or cyclically (e.g. during a particular period of the year - seasonal food insecurity). The concept of stability can therefore refer to both the availability and access dimensions of food security.

CHAPTER 3 THE POLICY: ISSUES AND STATEMENTS

This chapter outlines the key policy issues of food security, states relevant policies to address these issues, and proposes strategies for achieving the policy objectives. Food security is a cross-sectoral issue and not only dependent upon various technical production sectors and sub-sectors, but also on other resources, services and activities. The issues, policy statements and strategy recommendations are presented in the following policy categories, corresponding with the objectives as stated in the previous chapter:

PILLAR 1: FOOD AVAILABILITY

PILLAR 2: FOOD ACCESS

PILLAR 3: FOOD UTILISATION AND NUTRITIONAL REQUIREMENTS

PILLAR 4: STABILITY IN EQUITABLE FOOD SUPPLY

3.1 PILLAR 1: FOOD AVAILABILITY

It is imperative that food production be increased, particularly in low-income, food-deficit areas, to meet the needs of the undernourished and food insecure, the additional food requirements resulting from population growth, demand for new food products due to rising standards of living and changes in consumption patterns. Production increases need to be achieved without further overburdening women farmers, while ensuring productive capacity, sustainable management of natural resources and protection of the environment.

Increased agricultural productivity enables farmers to grow more food, which translates into better diets and, under market conditions that offer a level playing field, into higher farm incomes. With more money, farmers are more likely to diversify production and grow higher-value crops, benefiting not only themselves but the economy as a whole.

To obtain higher agricultural productivity will require appropriate inputs and other agricultural technologies matched to the local agro-climate, labour, and market needs of small-scale farmers. These technologies, which must be environmentally friendly, will come from both conventional and newer scientific approaches, including scientifically sound and environmentally safe genetic modification. The production and use of indigenous foods forms part of the productivity intervention in order to increase food availability. Agricultural innovation must raise yields and reduce environmental costs, and be affordable to small-scale farmers. In many regions, the land itself needs regeneration because soils have become less productive due to loss of nutrients. This problem requires research on methods for reducing nutrient loss and replenishing soils. To innovate on all these fronts in ways that serve poor farmers, national and international agricultural research systems must be strengthened.

Pillar 1, Food Availability, is supported by three sub-pillars, namely (1) an enabling environment, (2) domestic food production and (3) food imports and aid.

3.1.1 An Enabling Environment for Food Supply

The resource base for agriculture (crops and livestock), fisheries and forestry is under stress and is threatened by problems such as desertification, deforestation, overgrazing, loss of biodiversity, climate change, as well as inefficient use of water. All these have a negative impact on both food security and the environment.

An enabling political, social and economic environment is a precondition for the achievement of food security and the reduction of poverty. Essential factors include political will, sustainable environmental and natural resource management, supportive research and extension services, reliable access to markets and credits, and gender equality.

3.1.1.1 Promoting Sustainable Environmental Management

The destruction and degradation of natural ecosystems and the attendant loss of biodiversity in the country is threatening critical ecosystem services that include the purification of air and water, regulation of rainwater run-off and drought, waste assimilation and detoxification, soil fertility and nutrient cycling, control of pests and diseases, plant pollination and seed dispersal, and maintaining biodiversity for agriculture. Establishing sustainable and diverse patterns of agricultural production should take into account the present and future needs of the people as well as the environmental potential and limitations.

Issues:

- Insufficient community awareness and participation in environmental management.
- Insufficient environmental management skills and knowledge of habitats among communities.
- Lack of natural resource management plans that promote sustainable environmental management.
- Increasing environmental degradation and over-exploitation of natural resources.

Policy Statement:

It is National Policy to enhance environmental management in support of increased food security and food production must of necessity include indigenous food crops.

Strategies:

- (a) Promote community awareness and participation in resource management through provision of awareness and training programmes.
- (b) Transfer basic sustainable natural resource management techniques and knowledge to the rural communities through multi-stakeholder approaches and public-private partnerships.

- (c) Prepare sustainable natural resource management plans in areas critical for food production and supply.
- (d) Improve the management of natural resources, through conservation and application of environmental regulations, such as environmental impact assessments.

3.1.1.2 Improving Sustainable Utilisation of Land and Water Resources

Sustainable utilisation of land and water resources implies that these critical resources are used to their best potential while at the same time safeguarding them from deterioration.

Issues:

- Insufficient consideration of the potential of the land, leading to inappropriate land use, e.g. extensive grazing or human settlement on land with high potential for crop production.
- Inefficient use of water resources, occasionally resulting in the depletion of important environmental flows that can have detrimental impacts on river health.
- Lack of application of sustainable land use planning.
- Conflicts over the use of land and water, particularly the competition between grazing, sugarcane production, plantation forestry and settlements.
- Inadequate soil and water conservation and insufficient community involvement in rehabilitation.
- Increase of alien invasive species distribution and bush encroachment, resulting in the reduction of land and water resources available, hampering full productivity of the land affected.
- Indigenous practices for improving soil fertility are seldom used.

Policy Statement:

It is National Policy to use land and water efficiently according to their bio-physical suitability and economic viability.

Strategies:

- (a) Promote the application of the concept and methodology of agro-ecological zoning, and revise the system periodically in order to respond to climate change.
- (b) Identify, evaluate, demonstrate and implement effective catchment management practices according to the provisions of the 2003 Water Act through the River Basin Authorities.
- (c) Develop databases and geographical information systems to store and display bio-physical, social and economic information pertaining to land use planning.
- (d) Prepare and implement land use plans to intensify production on the most suitable land and avoid expansion into marginal and environmentally sensitive areas, and resolve issues of conflicting land and water use.

- (e) Promote wider adoption of soil and water conservation measures and implement community-based programmes for the rehabilitation of degraded land.
- (f) Establish programmes to remove and control alien invasive species and bush encroachment.
- (g) Promote the revival of indigenous practices for improving soil fertility.

3.1.1.3 Enhancing Research and Extension Services

Research in crop agriculture, livestock, fisheries and forestry will be essential to achieving the sustainable food productivity increases upon which the short and long term food security will depend. The combination of such research, and an enabling environment, can improve food security both at national and household levels. Equity issues and equality between women and men should be given appropriate consideration when setting research agendas for the future. Research efforts should clearly focus on poverty eradication and on the creation of more environmentally sustainable agricultural, fisheries, forestry and food production systems. This research should be directed to low, as well as high, potential areas according to their specific research needs. Renewed efforts should be made to involve farmers, fishers, foresters and their organisations in setting research priorities and directions, and to make experimental findings accessible to them through effective extension services.

Issues:

- Agricultural research and extension services are both missing a clear vision, aim and strategy related to food security.
- The agricultural research and extension services are not properly capacitated.
- Insufficient recognition of the importance of modern research technologies for achieving sustainable productivity increases without negative effects on the environment.
- Unsatisfactory applied research on plant breeding, particularly on indigenous plants, to improve food security and value-adding to medicinal or nutritional plants.
- Insufficient research on drought tolerant varieties, water use efficiency and soil fertility.
- Unsatisfactory interaction between extension agents and farmers, resulting in poor acceptance or implementation of new farming methods and technologies.
- Weak linkages and lack of collaboration among government research institutions, government extension services, the University of Swaziland, NGOs, farmers, the private sector and other stakeholders.

Policy Statement:

It is National Policy to emphasise applied agricultural research, focusing on subjects critical to reach sustainable solutions needed to enhance food security.

Strategies:

- (a) Strengthen a demand-driven research and extension system and develop a clear vision, and aim that will act as the framework for planning, co-ordination, monitoring and evaluation of research and extension activities related to food security.
- (b) Strengthen the technical and financial support that research and extension require.
- (c) Facilitate capacity building in relevant fields to researchers and extension workers and establish research development programmes to enhance the current research capacity and improve research and extension facilities.
- (d) Expand and improve applied research on agricultural diversification, plant breeding, indigenous and drought tolerant plants, water use efficiency and soil fertility.
- (e) Introduce appropriate management principles into extension services, e.g. integrate desirable aspects of participatory approaches and introduce a broader range of extension services, including marketing, financing and other business management requirements, and provide adequate training and capacity building.
- (f) Strengthen linkages and formalise collaboration on research, technology transfer and extension between government institutions, the University of Swaziland, NGOs, farmers and the private sector.
- (g) Strengthen farmer-based organisations in order to improve effectiveness of extension service delivery.

3.1.1.4 Improving Farm Operations and Mechanisation

Although there is a general trend towards increasing mechanisation, the overall level of mechanisation is still low, apart from ploughing. Draught animal power remains an important input for SNL smallholder farmers.

Issues:

- Size of most of the SNL smallholders' fields not large enough to warrant optimal economic use of tractors.
- Lack of means of the vast majority of rural households to privately own tractors and other farm machinery.
- General lack of technical and commercial skills of SNL farmers in the implementation of mechanised farming, including maintenance of machinery.

Policy Statement:

It is National Policy to improve farm productivity through improved farm operations and mechanisation.

Strategies:

- (a) Analyse the current situation with respect to mechanisation, in particular the current need and future trends for tractor use.

- (b) Evaluate the role and availability of draught animal power and assess its relevance and efficiency as an alternative source of power for SNL smallholders.
- (c) Promote group formation of a scale and mix that will allow the optimum social, environmental, and economic use of all machinery.
- (d) Investigate the options for land consolidation on SNL, e.g. through formation of blocks of land and resettlement, to make farming more efficient and mechanisation cost effective.
- (e) Promote the setting up of maintenance and repair units for tractors and farm implements in rural areas, and stimulate private initiatives.
- (f) Arrange for training of SNL farmers in all aspects of mechanised farming.
- (g) Prepare gradual transition procedures from the current tractor hire service to a sustainable privatised service, preventing a break in the services during the transition.

3.1.1.5 Improving Agricultural Marketing and Infrastructure

Trade is a key element in achieving food security, as it generates effective utilization of resources and stimulates economic growth. Free trade allows wealth creation when too much food is produced, and food purchase when too little is produced. Appropriate trade policies promote the objectives of sustainable growth and food security by various means, including employment creation and gaining the benefits of the law of comparative advantage.

Issues:

- Marketing is the weakest link in the agricultural production chain; insufficient initiatives are developed to take advantage of emerging local and international market opportunities.
- Marketing infrastructure such as produce depots and storage is insufficient or not accessible to all farmers.
- Government price and tariff control on certain agricultural products discourages production.
- Market information is inadequate and not readily accessible to producers.
- Some regulatory mechanisms limit access by local farmers to markets.
- Quality-grading facilities are inadequate.
- Fragmented activities related to marketing and lack of co-ordination within various departments of MOAC dealing with marketing.

Policy Statement:

It is National Policy to improve agricultural market systems and infrastructure and to have prices determined by free market forces.

Strategies:

- (a) Establish mechanisms that will improve local and export marketing, particularly of maize, fruits and vegetables.
- (b) Develop integrated market information systems, support producers in marketing information interpretation, and improve market infrastructure.

- (c) Remove monopolistic constraints, review current market regulatory mechanisms, and improve capacity for trade negotiations.
- (d) Review the existing agricultural pricing policy and replace it with a market-based pricing policy.
- (e) Create and support an enabling environment for public-private sector partnerships to establish quality-grading facilities.
- (f) Establish a co-ordinating marketing body to combine all marketing activities in MOAC.

3.1.1.6 Facilitating Access to Agricultural Inputs and Credit

Issues:

- Inadequate supply of some agricultural inputs to rural subsistence farmers.
- High prices due to limited competition in the supply and distribution of farm inputs.
- Insufficient affordable credit opportunities restrict agricultural development.
- Limited access of small farmers on SNL to credit facilities.
- The current land tenure system, in particular the status of SNL, is not conducive to using land as collateral.
- Lack of micro-finance institutions (MFIs) at appropriate scales.

Policy Statement:

It is National Policy to facilitate smallholder access to agricultural inputs and credit.

Strategies:

- (a) Improve supply and smallholder access to agricultural inputs and encourage local production of affordable farm inputs, e.g. low cost compost manure and organic fertilisers.
- (b) Review monopolistic tendencies in agricultural input supplies.
- (c) Encourage domestic production of improved varieties and promote establishment of community seed banks for cheap and sustainable access.
- (d) Facilitate the training of smallholders to improve their capacity in preparing a business plan and meeting other requirements of lending institutions.
- (e) Facilitate the incorporating of communities and farmers into groups that have the legal entity to obtain credit.
- (f) Facilitate access to flexible credit services for small farmers.
- (g) Facilitate economically viable mechanisms for the private sector to lend with confidence to smallholder agricultural sector on SNL.
- (h) Support and empower MFIs at appropriate regional and national scales to provide financial services to farmers and develop a legal and regulatory framework for MFIs.

3.1.1.7 Addressing the Impact of HIV/AIDS on Food Production

Agriculture, food and nutrition security play important but still underrated roles in addressing the impact of HIV/AIDS. A holistic perspective is needed here. A dynamic agricultural sector can reduce risky economic behaviour, increase the demand for education and good health care, and provide adequate food for leading a healthy life and fighting illness if the need arises. A sluggish agricultural sector, on the other hand, can seriously undermine attempts to curb the spread of HIV/AIDS and other diseases. Stagnating agriculture can lead poor people to take dangerous risks and engage in economic activities that imperil health.

Issues:

- The high incidence of HIV/AIDS and related diseases increasingly threatens food security and has reduced household capacity to mobilise resources to access food due to loss of productive family members and assets.
- Labour availability and other functions are disrupted by the decimation of the adult population by HIV/AIDS and the high absence of males.
- HIV/AIDS has weakened the rural household's labour output required for food production and has reduced the household's pool of knowledge and skills in farming; as a result current SNL farming systems are to a large extent neither sustainable nor feasible.

Policy Statement:

It is National Policy to make all efforts to mitigate the impact of HIV/AIDS on food production.

Strategies:

- (a) Create and strengthen partnerships at local level to support affected households to mobilise resources for food production (labour, seeds, fertilisers, etc.).
- (b) Develop agricultural and other food production systems that are adapted to the weakened capacities of rural communities to keep farm production going.
- (c) Change to other less labour-intensive crops production systems such as fodder crops, or to higher value and more nutritional crops cultivated on smaller areas.
- (d) Support and encourage sharecropping practices to enable affected households to access food and keep land under cultivation.
- (e) Ensure affordable delivery of essential agricultural inputs and services through provision on a free or subsidised basis of the necessary farm inputs, such as seeds and fertilisers, and assistance in mechanised farm operations, including tractor schemes.
- (f) In addition to the agricultural extension service, involve also the traditional leadership and local administration in the provision of labour and other inputs and services to vulnerable households.
- (g) Investigate how existing HIV/AIDS relief programmes can financially and logistically support agricultural planning and adapted farming systems suitable for HIV/AIDS affected households.

3.1.1.8 Promoting the Role of Women and Youth in Food Production

Women are the major labour force in food production and also are responsible for food preparation, household hygiene, and childcare that are linked to household nutritional status. Women's rights, participation, needs, education and training, need to be recognised in all aspects of food production.

Issues:

- Youth and women are becoming increasingly more vulnerable, in particular orphans and other children, creating very serious social and food-security problems.
- HIV/AIDS has dramatically changed the population structure and social functions, in particular in the rural areas where the youth forms the majority of the population and the active middle-age group - especially males - is largely disappearing.
- The majority of farmers on SNL in the rainfed sub-sector are women, yet they have constrained access to the production process, including irrigation infrastructure and finance.
- The youth form an increasingly large portion of rural populations, yet their participation in both rainfed and irrigation farming is limited.

Policy Statement:

It is National Policy to improve the impact of gender on food availability by special programmes.

Strategies:

- (a) Support and implement commitments made at the Fourth World Conference on Women, Beijing 1995, that a gender perspective is mainstreamed in all policies.
- (b) Promote women's full and equal participation in the economy, and for this purpose introduce and enforce gender-sensitive legislation providing women with secure and equal access to and control over productive resources including credit, land and water including irrigation and appropriate credit services and that job creation opportunities are focused on those most in need.
- (c) Develop special programmes and social measures for direct assistance to the most vulnerable groups (elderly, widowed, children, orphans, disabled, and ill) to access food.
- (d) Promote careers and participation of youth in agriculture, provide vocational training programmes in agricultural production and marketing, and support agricultural income-generating activities for youth and other vulnerable groups at community level.
- (e) Gather information on women's traditional knowledge and skills in agriculture, fisheries, forestry and natural resources management and integrate such findings into all programmes directed at improving food availability.

3.1.2 Domestic Food Production

The importance of agriculture for hunger and poverty reduction lies not so much in its role as a source of food production (thus its contribution to increased food

availability and the stability of food supplies), as in its role as a driving force for overall rural development, employment and incomes for the rural poor. Rural incomes impact access and stability of access by increasing the purchasing power of the poor and in many instances also by playing the role of a buffer against external shocks. Rural growth, finally, is also both an outcome and a determinant of the access to the non-food inputs of nutrition security: education, care, access to services all tend to improve with rural growth, but are also push factors behind it.

Over the last 4 to 5 years (2000 - 2004) the domestic production of maize and other food crops has dramatically decreased, thereby rendering many households food insecure. Recurring droughts and the high incidence of HIV/AIDS are among the major contributing factors towards this adverse situation. HIV/AIDS has taken not only a large proportion of farmers out of active production but has also increased demand for food for orphans and other vulnerable groups.

It is essential that food production levels are restored to pre-2000 levels. However, food production should also be boosted by exploring and exploiting alternative possibilities in addition to the current more traditional and conservative ways of producing food. Opportunities to improve overall food production can be found by diversifying arable crops through selecting and cultivating new or underutilised crops, increasing livestock and fish production and enhancing the collection and production of edible forest products.

3.1.2.1 Improving and Diversifying Arable Crop Production

The current low agricultural production and low level of diversification on SNL are major causes of food insecurity. Opportunities for diversification are available, in particular in the high rainfall zones that have sufficient rainfall in most years.

Issues:

- Rainfed crop production on SNL is dominated by the cultivation of maize and lacks commercialisation and diversification towards other crops.
- Opportunities to diversify crop production have not been sufficiently researched and exploited.
- Opportunities to include indigenous maize varieties have not been sufficiently exploited.
- Inadequate marketing and processing systems to support diversification and commercialisation.
- Crop productivity is low and farm management poor.
- Low productivity in the high rainfall areas due to acid soils (low pH) and insufficient liming of the soil.
- Low productivity in the low rainfall areas due to drought and unsustainable practices.

Policy Statement:

It is National Policy to undertake diversification and commercialisation of crop production on SNL in order to increase food production, improve nutrition and income.

Strategies:

- (a) Investigate options and opportunities to diversify crop production in both high and low rainfall zones and assess economic potential (gross margins) - include all possible indigenous and exotic crops such as oilseeds (Jatropha, cotton, sunflower and groundnuts), medicinal plants, industrial hemp, cassava, pigeon pea, sisal, pulses, root crops, sorghum and fodder crops.
- (b) Establish mechanisms that will improve marketing and processing institutions, infrastructure and services in order to be able to respond to the diversification and commercialisation of rainfed agriculture.
- (c) Review farming systems and promote where appropriate the introduction of agro-forestry, intercropping, conservation agriculture (with minimal tillage, crop rotation, soil cover and soil amelioration) and other management measures that will improve the soil physical and chemical properties and productivity.
- (d) Implement liming programmes to raise soil pH and rectify soil acidity in the high rainfall areas.
- (e) Discourage unsustainable crop production systems in the low rainfall areas and shift to dryland-adapted cultivation with drought tolerant crops or to alternative land uses (irrigated agriculture, horticulture, grazing, forestry, biodiversity conservation, eco-tourism).
- (f) Promote the development of urban agriculture and small gardens at homesteads and schools aiming at the production of fruits, vegetables and other nutritional produce.

3.1.2.2 Supporting Maize Production

Maize, as the main staple crop, has still a major contribution to make towards attainment of household food security. However, the production of maize should not be seen in isolation of maize processing and marketing.

Issues:

- Countrywide decrease in maize yields over the past decade.
- Unsustainable cultivation of maize in the low rainfall areas, becoming even riskier as a result of climate change and more frequent drought.
- The increasing consequences in the open and transparent regional maize trading system is having an adverse impact on maize producers, particularly issues surrounding imported grains.
- The vast majority of households are net maize purchasers, and only a small proportion of the output enters formal marketing channels.
- The rapid growth of modern small-scale maize milling techniques has resulted in alternative marketing channels.

Policy Statement:

It is National Policy to continue to support maize production to improve household food security and review regional and national trading regimes.

Strategies:

- (a) Promote domestic maize production at household level as a major backbone in rural food security through activities targeted at increasing yields and overall productivity.
- (b) Discourage maize cultivation in the low rainfall zones and promote other more suitable crops or land uses.
- (c) Periodically examine and adjust regulations and mechanisms according to changes in the maize market.
- (d) Review the current marketing system to represent all major stakeholders including producers, commercial and small millers, consumers and retailers, disaster and other food aid agencies, and government.
- (e) Establish an efficient market information system for the maize sector.
- (f) Review the control of maize imports and import permit arrangements.
- (g) Review existing regional levies on maize and liberalising imports after agreement is reached with the Southern African Customs Union (SACU) partners on anti-dumping legislation for maize meal.

3.1.2.3 Developing an Integrated Water Resources Management Approach

The continued supply of water for improving food security for irrigation or human health and well being is under increasing threat, and access for smallholders needs to be secured through improved water management.

Issues:

- Insufficient availability of water and deteriorating quality to meet current demands.
- Inadequate water management planning.
- Poorly managed ecosystems and catchments reducing water supply and quality.
- Inadequate availability and storage of irrigation water for food crop production on SNL.
- Inadequate irrigation infrastructure to support smallholder agriculture.
- Under-utilised potential of water harvesting in the low rainfall areas.

Policy Statement:

It is National Policy to develop an integrated water resource management plan to improve access to water for smallholder production.

Strategies:

- (a) Develop an Integrated Water Resource Management Plan for Swaziland that will address the multitude of issues related to water use, such as for food production, health and environment.
- (b) Strengthen the participation of stakeholders in the implementation of the Water Act of 2002 via Water User Associations and River Basin Authorities for increased water management.

- (c) Reduce dependence on rainfed agriculture through expansion of economically, socially and environmentally sound smallholder irrigation schemes managed by viable co-operatives and farmer groups.
- (d) Prioritise efficient small-scale irrigation development in the low rainfall areas.
- (e) Develop and introduce water-harvesting techniques in the low rainfall areas.

3.1.2.4 Enhancing Livestock Production

Livestock make a significant contribution to food security. Cattle provide high value protein-rich animal products, support crop production through draught power and manure, and provide a source of income and store of wealth. Poultry and small ruminants, which are kept with little external input, also contribute significantly to food security through animal products and cash income

Issues:

- Insufficient exploitation of opportunities to expand the livestock and dairy industry, including small ruminants, pigs and poultry.
- Weak marketing and marketing information systems.
- Low and unsustainable management levels of communal animal husbandry.
- Reduced carrying capacity of the communal used grazing lands through overgrazing and range degradation.
- Generally weak animal health conditions and poor animal quality particularly at end of winter.
- Lack of implementation of an appropriate national livestock identification system.
- Limited fodder production and inefficient use of supplementary feeding and crop residues.

Policy Statement:

It is National Policy to diversify and support sustainable animal production to enhance food security.

Strategies:

- (a) Promote efficient, sustainable and commercial livestock production systems of high quality dairy and beef cattle, small ruminants, pigs and poultry.
- (b) Provide incentives to improve range management and reverse range degradation through community-based management programmes.
- (c) Improve livestock marketing and livestock marketing information systems.
- (d) Improve animal quality and expand animal health service delivery and disease surveillance.
- (e) Implement the national livestock identification system to improve traceability of animal diseases, animal products and theft.
- (f) Increase the production and use of locally available multiple-source fodder and feeds.

3.1.2.5 Promoting Fisheries and Aquaculture

Fisheries and aquaculture can play an important role in food security through production of food of a high nutritional value. Currently, the contribution of fisheries and aquaculture to food security in Swaziland is very minor.

Issues:

- Inadequate promotion of fisheries and aquaculture.
- Lack of a policy on fisheries and aquaculture; outdated status of the Fisheries Act.
- Lack of protection of rivers and river catchments from degradation and pollution.
- Lack of information on fish supply and demand.
- Limited of integration of agriculture/aquaculture production systems.
- Lack of identification of indigenous fish species suitable for aquaculture and fingerling supply.
- Lack of an appropriate investment climate for commercial fisheries and aquaculture, including value-adding technologies and marketing.

Policy Statement:

It is National Policy to stimulate the development of fisheries and aquaculture to improve food security.

Strategies:

- (a) Promote fisheries and aquaculture, and develop a fisheries policy in line with other national, regional (e.g. the SADC Fisheries Protocol) and international initiatives, and revise the Fisheries Act.
- (b) Prevent and reverse the river catchment degradation and pollution in order to conserve rivers as breeding habitats for endemic fish.
- (c) Improve the information base on indigenous fish, suitability of species for commercial production, supply and demand.
- (d) Promote and integrate agriculture/aquaculture projects into development programmes.
- (e) Rehabilitate the existing fish hatchery for the production of fingerlings and develop sustainable fish farming.
- (f) Create an investment climate for commercial fisheries and aquaculture, including value-adding technologies and marketing.

3.1.2.6 Increasing Food Supply from Forestry

Forests and trees cover substantial parts of Swaziland and form an important source of food. Sustainable forest management of both natural forests and industrial plantations, in particular non-timber products, can contribute to improved food security.

Issues:

- Inadequate appreciation of the role, value, and benefits of forestry and its contribution to food security, particularly from communal natural forest, woodlands, and planted forest.
- Insufficient recognition of the potential of agro-forestry to contribute to food production and security.

Policy Statement:

It is National Policy to increase the contribution of forests to food security.

Strategies:

- Promote the production and use of food, fodder, fuel and other products derived from forests to enhance food security through the sustainable utilisation and management of communal and natural forests and woodlands, as well as planted forests.
- Identify and promote sustainable agro-forestry systems for broad application into the national arable and pastoral farming systems contributing to food production.

3.1.2.7 Monitoring Agricultural Production

Agricultural production indicators and monitoring focus on cereal crops, but also includes animal production. Statistical data are published in annual publications. Most of the crop monitoring and forecasting methods are developed around the water balance calculated during the growing season. The implementation of the agro-ecological approach in crop production has produced good results in semi-arid countries where the water deficit is the main factor limiting crop productivity.

Issues:

- Poorly designed monitoring systems and inadequate range of food security indicators.
- An unsatisfactory level of reliability and usefulness of agricultural statistical information.
- Insufficient use of spatial data for planning and monitoring.

Policy Statement:

It is National Policy to improve monitoring of agricultural production and food security.

Strategies:

- Review the existing agricultural production monitoring system and expand the range of appropriate food security indicators.
- Improve standards of agricultural statistical information.
- Strengthen and encourage the wider adoption and the use of spatial data through GIS and other appropriate tools to monitor agricultural production.

3.1.3 Food Commercial Transactions and Food Aid

During short-term crises or emergencies, food aid is provided to meet the needs of hungry people who are unable to feed themselves and their families. This is what most people think of when they hear the words 'food aid'. However food aid is also provided in non emergency situations, in connection with a variety of development challenges: school meals are provided in food insecure areas as an incentive for children to attend school regularly, while Food for Work initiatives are implemented to build community or household assets.

All food aid is potentially trade-distorting, and food aid will satisfy some consumer demand whenever it is distributed. In places where people are simply too poor to produce, purchase or access food, there is little or no market distortion as any consumption will be additional. Otherwise, food aid has the potential to create a disincentive to producers, leading to reduced domestic production of food in the recipient country and damaging the livelihoods of rural populations.

The greatest concern around food aid is the possibility that it can undermine the livelihoods of poor farmers by creating disincentives for local food producers, by flooding markets and depressing prices. Substantial volumes of food aid provided over a long-term basis could hinder local production, result in increased poverty and create long-term food insecurity due to increased dependence on food aid. Regenerating agricultural production and liberalizing local commodity markets are central to any strategy for longer-term recovery and development. However, when properly targeted, food aid can help to stimulate local agricultural production. In a development context, farmers accessing food aid can reduce their need to spend money on food, which permits investments in productive capacity (such as farm tools). In addition, food aid can improve health and nutrition and reduce illness, thus improving labour supply, and strengthening the human resource capacity of the country.

Food aid, as well as national policies regarding imports, can displace commercial imports if due consideration is not given to prevailing conditions in the country. Food aid, with the primary objective of securing the maximum amount of appropriate food with the funds available, is often imported due to high prices in recipient countries, although efforts are increasing to secure commodities locally if reasonably priced.

3.1.3.1 Regulating Food Commercial Transactions

Issues:

- Lack of a co-ordinated approach in the planning and management of food imports.
- Insufficient application of existing rules and legislation on food imports.

Policy Statement:

It is National Policy to create an enabling business environment for national and international commerce of food commodities.

Strategies:

- (a) Promote a market driven approach to planning and management of commercial imports.
- (b) Ensure that food imports conform to national bio-safety and other related legislation and international agreements.

3.1.3.2 Improving the Effectiveness of the Management of Food Aid

Transparency, accountability and equity at all stages must be paramount, from the assessment of needs to targeting of beneficiaries and the distribution process itself. The involvement of people from the disaster-affected population in decision-making, implementation and monitoring, is essential. People should be informed about the quantity and type of food rations to be distributed and they should feel assured that the distribution system is fair. When full rations are not available due to resource constraints, or different food baskets are provided to different groups of people, the rationale behind decisions related to this must be explained.

Issues:

- Food aid may have a negative effect upon local production and marketing.
- Food aid needs and targeting are not satisfactorily identified.
- Insufficient monitoring of the impact of food aid on food security
- Insufficient attention to the aspect of cultural acceptance of food commodities.
- It is possible that, in the absence of clear rules and regulations, food aid could be delivered without adhering to national bio-safety and other related legislation.

Policy Statement:

It is National Policy to improve the effectiveness of the management of food aid.

Strategies:

- (a) Improve the coordination of food aid and local production through a review of the current system.
- (b) Strengthen systems to assess food needs by improving beneficiary targeting criteria.
- (c) Monitor the impact of food aid distribution on food security.
- (d) Advocate for the provision of culturally acceptable food commodities to the recipients of food aid.
- (e) Ensure that food aid delivered conforms to national bio-safety and other related legislation and international agreements.

3.2 PILLAR 2: FOOD ACCESS

Assured access to adequate and safe food is essential for individual welfare and for national, social and economic development. Rapid population growth and rural poverty have resulted in migration to urban areas with negative social, economic, environmental and nutritional impacts.

The two main aspects of access to food are firstly access to common resources that are a source of food and secondly direct access to appropriate food through consolidating general entitlements, which may be by actually producing, by purchasing or by any other means. Pillar 2, Food Access, is supported by two sub-pillars, namely (1) access to common resources and (2) access to appropriate food.

3.2.1 Access to Common Resources

Access to common resources is taken for granted and even enshrined in tradition and is a precondition to reduce food insecurity and alleviate poverty. Common resources, such as land, water, forests and woodlands, have the ability to provide numerous goods and services that people can utilise. However, for a sustainable future such resource utilisation needs planning and management to prevent degradation and over-exploitation. Water, land and natural goods like plants and animals provide a free resource that many communities rely upon particularly during periods of environmental stress. Within Swaziland these common resources have been poorly managed and are now for the most part over-utilised and degrading at unsustainable rates.

3.2.1.1 Improving Access to Land and Water Resources

Issues:

- Restricted access to water for agricultural development.
- Insufficient land to provide a household's livelihood on SNL.
- Inadequately defined and enforced property rights on SNL.
- Lack of transparent criteria for establishment of business enterprises on SNL.
- Over-exploitation of natural resources where property rights are not clearly assigned.

Policy Statement:

It is National Policy to improve access of households and individuals on SNL to land and water resources, together with concomitant rights over them.

Strategies:

- (a) Support legal and other mechanisms that advance land reform, recognize and protect property, water, and user rights, to enhance access for all to these resources, and improve access to capital and financial services.
- (b) Establish procedures for households and individuals that are fully utilizing their current allocations to request authorities to provide more land and water, e.g. land currently not utilized.
- (c) Advocate the removal of impediments restricting the productive use of SNL for commercial agricultural enterprises.
- (d) Encourage the formation of chiefdom-based cooperatives or associations to facilitate the community working together on SNL agricultural enterprises.
- (e) Establish well-defined property or user rights for all public, community and private resources.

3.2.1.2 Ensuring Access, Rights and Participation in Management of Forest Resources

Forest products can contribute directly to the goal of reducing poverty and food insecurity by providing cash income, jobs, and consumption goods. It is essential that communities participate in the management of the forest resources in order to enlarge their ownership and achieve sustainable forest management through partnerships with the government, the private sector, and NGOs.

Issues:

- Lack of definition and clarity in access, rights of use and ownership of some communal forests and woodland resources.
- Lack of awareness of the value and possibilities for utilisation of forest resources.
- Lack of management of natural forests and woodlands by communities.
- Inadequate knowledge of the importance of non-timber forest products such as fruits and medicinal plants to income generation and livelihoods of communities.
- Limited access of communities to forest products from industrial timber plantations.

Policy Statement:

It is National Policy to ensure access, defined rights and shared management responsibilities of communal forest resources.

Strategies:

- (a) Agree and define the rules and regulations covering access and management of forest resources as well as responsibilities of individuals and communities.
- (b) Assess the value and benefits of communal natural and planted forests and woodlands as carbon sinks, sources of livelihoods, energy and medicinal plants, and enhance water and nutrient cycles as well as increase productivity and yields of crop and livestock production systems
- (c) Devolve responsibility and control of the management and development of natural and planted forests and woodlands to chiefdoms and communities to obtain benefits and support food security.
- (d) Increase rural income and employment through sustainable production of forest products, thus contributing to sustainable forest management by increasing the value of forests.
- (e) Increase access of communities to forest products from commercial timber plantation.

3.2.2 Access to Appropriate Food

One of the most essential elements of food security is access by individuals to adequate resources (entitlements) to acquire appropriate food for a nutritious diet.

3.2.2.1 Consolidating General Entitlements

Entitlements are defined as "the set of all those commodity bundles over which a person can establish a command given the legal, political, economic and social

arrangements of the community in which she lives". These entitlements include both formal property rights and traditional rights.

Issues:

- Lack of sufficient purchasing power for many that depend on the market as their source of food supplies.
- Lack of public works programmes for the unemployed and under-employed in regions of food insecurity.
- Inadequate non-market transfers of food, e.g. Food for Work.
- Cultural practices that inhibit individual general entitlements, e.g. women's rights over land use.

Policy Statement:

It is National Policy to consolidate and formalise general entitlements in order to secure sustainable access to adequate nutritious food, inputs and other resources at household level.

Strategies:

- (a) Improve the purchasing power or level of real income, for all those who depend on the market as their source of food supplies through sound economic policies and good governance.
- (b) Design and implement public works programmes that target the unemployed food-insecure people.
- (c) Promote and facilitate contract farming arrangements for crops and livestock.
- (d) Improve non-market transfers, notably food.
- (e) Advocate for the review of discriminatory cultural practices that impact on access to food and property rights.

3.2.2.2 Enhancing the Role of Livestock in Access to Food

Potentially, livestock are a significant source of income, security and store of wealth, thereby providing access to food. For the livestock owner, livestock can provide liquid assets, a hedge against inflation and a means of reducing the risks associated with crops when used in mixed farming systems. Livestock can provide a market-competitive rate of return, and increase purchasing power and access to food.

Issues:

- A large proportion of the population does not own cattle or any other livestock in sufficient quantities to significantly increase access to food.
- Inadequate commercialisation of the livestock industry on SNL.
- Some cultural values and practices constrain the commercial utilisation of cattle.
- Low output of the dairy industry compared to high demand for dairy products.

Policy Statement:

It is National Policy to promote the role of livestock in securing access to food.

Strategies:

- (a) Promote small- and large-scale livestock production, including small ruminants, pigs, chicken and other domestic animals.
- (b) Develop initiatives to further commercialise the livestock industry, notably the production of beef, goat, pig and poultry through advice on the scale and balance of livestock required to optimise sustainable incomes and nutritional levels.
- (c) Increase the output of the dairy industry to satisfy domestic demand through national initiatives and partnerships with the private sector.
- (d) Promote the sale of cattle when they reach their prime.

3.2.2.3 Promoting Agro-processing and Value-adding

Agro-processing, which is the turning of primary agricultural products into marketable commodities, has the potential to provide opportunities for income generation and employment for the resource-poor and vulnerable members of society. It is particularly suited to women since the majority of activities can be carried out in the homestead, allowing them to combine income-generating activities with the daily tasks. In addition to improving incomes and employment, small-scale agro-processing has a direct impact on food security, nutrition and health and indirectly impacts on other aspects of livelihood.

Value-adding to agricultural produce is a process of increasing the economic value and consumer appeal of an agricultural commodity. It is an alternative production and marketing strategy that requires a good understanding of the rapidly changing agro-industry, consumer preferences and team work. Agro-processing and value-adding activities currently play a limited role with respect to the income of rural households and communities.

Issues:

- Shortage of identified practical opportunities for agro-processing and value-adding.
- Deficiency of market information and technologies suited for smallholder processing.
- Limited experience in agro-processing of agricultural products.
- Poor application of hygiene standards and food-safety requirements, including the storage and handling of products.
- Insufficient initiatives to develop value-adding to dairy and livestock main products and by-products.

Policy Statement:

It is National Policy promote the development and participation of communities in processing, marketing and value-adding activities.

Strategies:

- (a) Investigate commercial opportunities for the development of agro-processing and value-adding.

- (b) Establish a multi-sector programme to promote improved food processing, preservation and storage technologies to reduce post-harvest food losses, and train farmers in produce handling and storage techniques to enhance quality.
- (c) Facilitate and promote the establishment of institutes that will facilitate and control commercially viable standards and quality of products.
- (d) Develop initiatives for value-adding to the dairy and livestock industries, including animal by-products.

3.2.2.4 Promoting Alternative Rural Livelihoods

Agricultural activities do not always provide sufficient opportunities to increase access to food. Alternative or additional income generating opportunities are needed to support the rural poor who can no longer sustain their livelihoods from agricultural production alone.

Issues:

- Insufficient development of alternative livelihoods to increase off-farm income of rural households and communities.
- Limited development of small and medium enterprises (SMEs) in rural areas.
- Limited options for rainfed agricultural production in the low rainfall areas.
- Lack of efficient processing and economic use of non-timber forest products.
- Lack of community participation in biodiversity conservation, tourism and eco-tourism.
- Over exploitation of natural resources.

Policy Statement:

It is National Policy to promote the development of alternative livelihoods in rural communities to increase income.

Strategies:

- (a) Investigate the options for alternative livelihoods to increase rural incomes.
- (b) Promote the development of SMEs in all sectors and regions of the country.
- (c) Promote alternative livelihoods, in particular in low rainfall areas, through developing non-agricultural activities such as handicraft, manufacturing, bee keeping, aquaculture, etc.
- (d) Develop and promote the sustainable production and processing of indigenous non-timber forest products such as bark, grasses, reeds, edible fruits, wild food, medicinal plants, etc.
- (e) Increase community participation in biodiversity conservation through tourism and eco-tourism initiatives.

3.3 PILLAR 3: FOOD UTILISATION AND NUTRITIONAL REQUIREMENTS

To achieve satisfactory nutritional status, food must be effectively utilised. This encompasses the actual quantity and quality of food allocated for consumption, as

well as the biological utilization, which indicates the use of nutrients in the body for better health.

Pillar 3, Food Utilisation and Nutritional Requirements, is supported by three sub-pillars, namely (1) food utilisation, (2) nutritional requirements, and (3) health care and sanitation.

3.3.1 Food Utilization

There are a number of crucial factors related to effective food utilisation, which include appropriate healthy lifestyles and dietary diversification.

3.3.1.1 Adopting Appropriate Healthy Lifestyles

Issues:

- Poor awareness of the importance of a healthy lifestyle in relation to food security.
- Inadequate recognition of the relationship between diet and energy levels available for self-empowerment.
- Inadequate understanding of the affects of socially accepted drugs such as alcohol and tobacco on health and performance (e.g. alcohol destroys the B-group of vitamins).

Policy Statement:

It is National Policy to promote the adoption of appropriate healthy lifestyles.

Strategies:

- (a) Promote healthy lifestyles through education and general awareness raising campaigns utilising existing institutions, e.g. clinics, NGOs.
- (b) Intensify campaigns to inform the public of the beneficial effects of appropriate dietary inputs on performance and general health.

3.3.1.2 Promoting Food and Dietary Diversification

Issues:

- Inadequacies within the existing food technology centre including staffing.
- Lack of national dietary guidelines and standards.
- Inadequate knowledge amongst the general public of appropriate food and nutrition.
- Limited food choices, lack of time to prepare food and lack of equitable distribution in households to meet dietary and nutrient requirements.
- Insufficient utilization of the available variety of indigenous foods.
- Fish forms an insignificant component of the national diet.
- Lack of access of part of the population to a reliable and affordable supply of dairy products.

Policy Statement:

It is National Policy to promote food and dietary diversification.

Strategies:

- (a) Upgrade and strengthen the food technology centre to make it fully operational.
- (b) Develop national dietary guidelines and standards.
- (c) Strengthen and expand nutrition education to the whole population.
- (d) Advocate and demonstrate appropriate technologies for the preparation of diversified nutritious food.
- (e) Promote the production and efficient utilization of indigenous foods including legumes, beans, seeds and other protein-rich foods.
- (a) Promote the consumption of protein-rich livestock products and fish to enrich diets.
- (f) Establish a reliable and affordable supply of dairy products, in particular to improve the diet and nutrient levels of the poor and vulnerable.

3.3.2 Nutritional Requirements

At the most basic level a person requires an adequate nutritional status in order to perform optimally. There is evidence that a poor nutritional status leaves people more susceptible to illness because of an inadequate immune response. Thus a vicious cycle may exist whereby inadequate food intakes combined with frequent sickness spells result in poor nutritional status. A poor nutritional status can lead to irreversible cognitive and physical inability, particularly in a growing child. Conversely, a virtuous cycle involving a balanced diet strengthens the immune system and the clearance of toxic substances, and provides greater energy levels.

3.3.2.1 Promoting Awareness of Nutritional Energy Requirements

Issues:

- Inadequate general awareness of the importance of nutritional requirements for a productive life.
- Inadequate awareness of the importance of nutrition in managing illness.
- Insufficient attention given to promoting the importance of nutrition by extension services.
- Insufficient nutrition education in formal and informal education systems and the important role of indigenous food crops.
- Limited resources to establish and sustain community-based food security and nutrition programmes.

Policy Statement:

It is National Policy to promote the awareness of nutritional requirements.

Strategies:

- (a) Review and implement the National Plan of Action for Nutrition and update appropriate nutrition, information and communication strategies.
- (b) Mainstream nutrition education with special emphasis on national nutritional needs and standards.
- (c) Strengthen nutrition education in both formal and informal education systems, including institutions of higher learning.
- (d) Promote and support community-based food security and nutrition programmes that encourage self-reliance, utilizing participatory planning and implementation processes.

3.3.2.2 Developing National Food and Nutrition Standards

Issues:

- Lack of national nutrition standards.
- Lack of national food quality standards.
- Outdated legislation (Food Hygiene Regulations, 1973; Public Health Act, 1969); Food Bill being drafted.
- Lack of comprehensive food-control systems, include risk analysis.

Policy Statement:

It is National Policy to develop and implement national food and nutrition standards.

Strategies:

- (a) Undertake food quality and nutrition surveys of the population.
- (b) Develop national nutrition standards.
- (c) Develop national food quality standards including regulations for food hygiene and safety.
- (d) Review existing legislation related to nutrition and food; finalise and enact the Food Bill.
- (e) Establish comprehensive and rational food-control systems that include risk analysis to ensure safety in the entire food chain.

3.3.2.3 Combating Malnutrition in the Poor and Vulnerable

Malnutrition is prevalent among the poor and vulnerable groups. Malnutrition does not only have direct effects on the performance of affected people but also poses serious threats on reproduction and regeneration. Malnutrition is particularly harmful for people living with HIV/AIDS and among children where it can lead to cognitive deficiencies and the effects are more or less irreversible. There is evidence that poor nutrition is associated with poor school performance in children of school age. This would not necessarily imply any impairment in the child's cognitive ability, but merely that because of hunger, the child is listless or tired and inattentive and cannot participate in learning activities. In addition, poorly nourished children are also likely to fall sick more often and have to stay away from school.

Issues:

- Lack of affordable and appropriate food for the poor and vulnerable has led to reduced nutrition status and increased malnutrition.
- Inadequate nutrition counselling and support to HIV/AIDS affected and other vulnerable people, in particular on infant and young child feeding practices.
- High incidence of malnutrition among children.
- Lack of capacity and resources for communities to adequately care for the nutritionally disadvantaged and vulnerable groups.

Policy Statement:

It is National Policy to combat malnutrition and make available adequate resources to meet the nutritional needs of the poor and vulnerable.

Strategies:

- (a) Promote implementation of the National Plan of Action for Nutrition to reduce malnutrition.
- (b) Facilitate nutrition counselling and support to various categories of HIV/AIDS affected and other vulnerable people, including infants and young children.
- (c) Strengthen the implementation of interventions that combat malnutrition amongst orphans and other vulnerable groups.
- (d) Address the incidence of malnutrition among children by the introduction of countrywide daily school feeding schemes accessible to all children.
- (e) Build capacity for communities to adequately care for the socio-economically deprived and the nutritionally vulnerable groups.
- (f) Promote and support palliative care and community coping mechanisms for HIV/AIDS affected and other vulnerable households.

3.3.2.4 Promoting the Management of Micronutrient Deficiency Disorders

The most important micronutrients of public health concern are vitamin A, iodine and iron. Surveys in the 1990s in Swaziland have indicated that significant deficiencies of these micronutrients exist in the country and that these form a serious threat to public health. Fortification and bio-fortifications are means to address the issue of micronutrient deficiencies.

Issues:

- Insufficient information and inadequate dissemination on the occurrence, prevention and control of micronutrient deficiencies.
- Insufficient promotion of the production and consumption of micronutrient-rich foods.
- Lack of national guidelines on food fortification and bio-fortification.
- Lack of community-based technologies and guidelines on food fortification.

- Inadequate coverage of programmes for vitamin A supplementation to under-five children and postpartum mothers as well as iron/folate supplementation for pregnant women.

Policy Statement:

It is National Policy to promote the control, prevention and treatment of micronutrient deficiency disorders.

Strategies:

- (a) Carry out research on micronutrient disorders and enhance the information base on the occurrence, prevention and control of micronutrient deficiencies.
- (b) Implement the goals of preventing and controlling specific micronutrient deficiencies as agreed at the International Conference on Nutrition (ICN) and other leading international fora.
- (c) Develop and enforce mandatory guidelines on food fortification and bio-fortification.
- (d) Investigate and promote bio-fortification programmes, e.g. HarvestPlus, a CGIAR programme, which seeks to breed nutritionally improved varieties of staple crops (vitamin A, iron, zinc, amino-acids, etc).
- (e) Increase awareness and encourage production and consumption of micronutrient-rich foods and micronutrient supplementation and fortification.
- (f) Strengthen vitamin A supplementation to under-five children and postpartum mothers and iron/folate supplementation for pregnant women.

3.3.3 Health Care and Sanitation

3.3.3.1 Promoting Nutrition in Managing Communicable and other Diseases

Without proper food and nutrition, people living with communicable and other diseases, such as HIV/AIDS, tuberculosis, malaria, measles, diarrhoeal diseases, worm infestations and acute respiratory infections, require more protein, micronutrients and calories than healthy individuals. The treatment of patients is also less effective where nutrition is inadequate.

Issues:

- Insufficient data on the prevalence and distribution of various diet-related diseases, e.g. sugar diabetes.
- Lack of data and understanding of the relationship between proper nutrition and communicable and other diseases.
- Inadequate early nutrition-related health care and counselling services for the management of communicable and other diseases.
- Lack of nutritional advice as part of medical treatment.

Policy Statement:

It is National Policy to promote nutrition in the control, prevention and treatment of diseases.

Strategies:

- (a) Promote research on the occurrence, distribution and trends of diet-related diseases.
- (b) Promote a wider understanding of the relationship between proper nutrition and treatment of communicable and other diseases.
- (c) Strengthen preventive measures and early health care and counselling services for management of nutrition-related communicable diseases.
- (d) Disseminate information about the importance of nutrition for people on medical treatment.

3.3.3.2 Improving Environmental Health and Access to Clean Water and Sanitation

Polluted water is the major cause of infant mortality and both causes and lowers resistance to debilitating illnesses in the general population. Toxins in the land and the air also contribute to lowering the capacity of all, including the capacity to use nutrients. As part of food security, important elements are the provision of safe water and adequate sanitation, and hygiene to prevent diseases so that the body effectively utilises food and nutrients.

The Poverty Reduction Strategy and Action Plan (PRSAP) goal on water and sanitation calls for universal access to safe water and proper sanitation by the year 2022 which will require providing safe water to 27,000 people every year until 2022. An estimated 466,000 people in the rural areas have no access to safe water or sanitation, and some 43% of households in Swaziland obtain their water from unsafe sources such as rivers and canals, unprotected springs, and unprotected wells.

Issues:

- The 2002 National Environmental Health Policy still awaiting approval.
- Insufficient information on food safety and health hazards.
- Inadequate sanitation and environmental health education.
- Insufficient availability and access to clean water and sanitation.
- Pollution of water sources through misuse and storage of agricultural and industrial chemicals.
- Inadequate disposal and treatment of medical wastes.
- Insufficient /inadequate rainwater harvesting for domestic purposes.

Policy Statement:

It is National Policy to increase access to clean water and sanitation and protect the public from environmental health hazards.

Strategies:

- (a) Encourage the approval and implementation of the National Environmental Health Policy and the Poverty Reduction Strategy and Action Plan.
- (b) Disseminate information on food safety and health hazards.

- (c) Provide sanitation and environmental health education to the public and promote technologies and training programmes on nutrition, home economics, environmental protection, food supply, rainwater harvesting and health.
- (d) Support those services that provide potable water and sanitation.
- (e) Improve water quality through improving the management of agricultural and industrial chemicals.
- (f) Develop guidelines on the disposal and treatment of medical waste particularly in rural and peri-urban areas or areas not served by formal collection services.
- (g) Promote safe rainwater harvesting methods.

3.4 PILLAR 4: STABILITY IN EQUITABLE FOOD PROVISION

To be food secure, a population, household, or individual must have access to adequate food *at all times*. They should not be at risk of losing access to food as a consequence of a shock (e.g. an economic or climatic crisis) or cyclically (e.g. during a particular period of the year - seasonal food insecurity). The concept of stability can therefore refer to both the availability and access dimensions of food insecurity.

Pillar 4, Stability in Equitable Food Provision is supported by four sub-pillars, namely (1) food distribution and provision, (2) annual and strategic food storage, (3) disaster management, and (4) long-term environmental modifications. Natural disasters such as drought and HIV/AIDS mitigation fall under short- and medium term disaster management, whereas climate change typically falls under long-term environmental modification.

3.4.1 Food Distribution and Provision

Reliable food distribution is essential in ensuring basic food stuffs are available in the rural (and peri-urban) areas for purchase or barter by buyers. Food distribution in Swaziland is generally adequate; however weaknesses exist in supplying remote areas. The quality of the road network in the rural areas varies from place to place and time of year. Communications are important to ensure food items and other goods can be ordered and deliveries arranged. Telecommunications are improving with the roll-out of wider mobile phone coverage and many rural areas are now satisfactorily covered.

3.4.1.1 Facilitating Reliable Food Distribution Systems

Reliable food distribution via commercial entrepreneurs to rural stores and distribution centres is important to ensure people have the physical access to food items.

Issues:

- Poor collection and dissemination of information about surpluses and range of products available in the various parts of the country, e.g. availability of sweet potatoes in one part of the country is not easily known in another where perhaps there is a potential market.
- Inadequate food distribution to remote areas with poorly developed and maintained infrastructure.

- Lack of proper coordination of the food distribution mechanisms.

Policy Statement:

It is National Policy to maintain a functional and permanently reliable food distribution system.

Strategies:

- (a) Establish a reliable food distribution information database.
- (b) Improve the system of food distribution, in particular supply to the less accessible parts of the country.
- (c) Review food marketing and distribution institutions to ensure they are reliable and meet user expectations.

3.4.1.2 Improving Food Delivery to the Poor and Vulnerable

In spite of general food distribution and delivery in Swaziland being satisfactory, the poor and vulnerable are excluded due to their low economic position in society that restricts their access to purchase and produce food.

Issues:

- Not all poor and vulnerable groups are adequately covered by the formal food delivery at all times at all places.
- Inadequate information and criteria for defining, identifying and locating the poor and vulnerable.

Policy Statement:

It is National Policy to improve delivery of food to the poor and vulnerable.

Strategies:

- (a) Improve targeting mechanisms for the delivery of food.
- (b) Prepare guidelines and criteria for the identification and needs assessment of poor and vulnerable.
- (c) Establish a monitoring system to ensure food is delivered to the poor and vulnerable.

3.4.2 Annual and Strategic Food Storage

In the past efforts were made to establish regional grain silos in key areas of the country to store and distribute maize. At homestead level extension efforts to introduce household storage, e.g. cribs, grain tanks, pest control, were introduced. Adoption of improved household storage systems continues to be promoted with some success.

3.4.2.1 Establishing Annual Grain and Food Storage at Household Level

Issues:

- Unsatisfactory adoption of safe, sufficient and adequate grain storage facilities at homestead level.
- Insufficient adoption of food preservation techniques.
- Lack of proper management of stored produce.

Policy Statement:

It is National Policy to improve grain and other food storage facilities and food preservation methods at the household level.

Strategies:

- (a) Encourage the wider adoption of a variety of safe food storage facilities at household level.
- (b) Encourage processing and preservation of food through appropriate technologies.
- (c) Build capacity on the proper management of stored produce.

3.4.2.2 Establishing Strategic Food Storage at Regional Level

Issues:

- Insufficient and inadequate long-term decentralised grain storage facilities at regional level.
- Insufficient non-grain storage facilities in many parts of the country.
- Lack of processing and preservation facilities of non-grain crops in many parts of the country.

Policy Statement:

It is National Policy to improve food storage facilities at the regional level.

Strategies:

- (a) Improve and maintain appropriate long-term grain storage facilities at regional level.
- (b) Establish appropriate storage facilities for non-grain crops at strategic regional points.

3.4.3 Disaster Management

The main types of disasters that have occurred in Swaziland are: (1) epidemic human diseases - with HIV/AIDS as the most important, (2) drought - which is a recurrent phenomenon and integral part of the prevailing climate, (3) epidemic animal diseases - which remain a reality in the country, and (4) storms - which occur at various magnitudes, including tropical cyclones. In addition, there may be other

disasters of varying impact, such as floods, bush fires, invasive alien plants, unrest and accidents. Most disasters heavily impact on food security.

3.4.3.1 Improving Disaster Preparedness and Response

Disaster preparedness relates to the availability of plans, regulations and resources aimed at minimising, through effective disaster response, the effects from disasters when they occur.

Issues:

- Lack of implementation of the 1999 National Disaster Management Policy and Action Plan, the 2000 National Disaster Management Plan and the 2004 Disaster Management Bill.
- Insufficient capacity and capability to anticipate natural and man-made disasters.
- Insufficient capacity to respond to disasters.
- Insufficient information on the risks and vulnerabilities to various types of disasters.
- Lack of self-reliance with respect to responding to disasters.
- Lack of public awareness on disaster preparedness and responses.

Policy Statement:

It is National Policy to improve disaster preparedness and strengthen the capacity to respond to disasters.

Strategies:

- (a) Promote the implementation of the National Disaster Management Policy and the National Disaster Management Plan and the enactment of the Disaster Management Bill.
- (b) Strengthen national early warning systems, with particular emphasis on the area of risk mapping, data collection, remote sensing, agro-meteorological modelling.
- (c) Increase national capacity and capability in disaster preparedness and response.
- (d) Initiate surveys and research to assess risks and analyse vulnerabilities to various types of disasters.
- (e) Improve self-reliance for responding to disasters.
- (f) Promote public awareness and focus on disaster preparedness even when there is no imminent disaster.

3.4.3.2 Mitigating the Effects of Drought

Harmful seasonal and inter-annual instability of food supplies can be reduced by being prepared. Preparedness should focus on targeting and minimising the vulnerability to, and impact of, climatic fluctuations. Preparedness for drought is a central element for minimising the negative effects of food emergencies and famines.

Issues:

- Insufficient capacity and capabilities of the early warning system.
- Lack of an efficient budgetary mechanism for drought relief.
- Lack of maintenance and support to community-based and regional surveillance systems.
- Lack of formal safety net mechanisms for the most vulnerable to drought.

Policy Statement:

It is National Policy to strengthen the national response to react to drought.

Strategies:

- (a) Strengthen the national early warning system, including agro-meteorological modelling, integrated multidisciplinary crop forecasting techniques and computerised food supply and demand analysis.
- (b) Strengthen Government assisted rural projects by ensuring projects provide short-term rural employment to drought affected households, e.g. community assisted rural road maintenance projects.
- (c) Establish an efficient budgetary mechanism for providing resources for drought relief.
- (d) Maintain community-based and regional surveillance systems to gather information for use in preparedness programmes.
- (e) Establish emergency safety nets for the groups most vulnerable to drought.

3.4.3.3 Mitigating the Effects of HIV/AIDS

Issues:

- Illness and mortality reduce the labour available to undertake farm work and cattle herding, as does the need to care for sick family members.
- The loss of experienced farmers has changed the profile of the agricultural labour force which is now largely dependent upon women and children.
- The disintegration of family structures exacerbates poverty.
- The rising number of vulnerable groups and out of-school children creates enormous social problems.

Policy Statement:

It is National Policy to give highest priority to measures mitigating the impact of HIV/AIDS on food security.

Strategies:

- (a) Support the implementation of the Poverty Reduction Strategy and Action Plan (PRSAP).
- (b) Facilitate the implementation of the agriculture-related items of programmes mitigating the effects of HIV/AIDS funded by NERCHA and other UN agencies.

- (c) Develop programmes and measures for direct assistance to the most vulnerable groups (elderly, widowed, children, orphans, disabled, ill) to access food.
- (d) Build capacity within communities to cope and provide assistance and support.

3.4.4 Long-term Environmental Modifications

Long-term changes or modifications in the overall environment, particularly the elements that control food production, will have to be contained and accommodated in order to be permanently able to achieve food security. Climate change and related processes of desertification and biological degradation are expected to worsen general living conditions in southern Africa, and in particular conditions conducive to food production. On the other hand, new inventions in the fields of bio-safety and genetically modified organisms will challenge these generally deteriorating conditions.

3.4.4.1 Adapting to Climate Change

There is strong scientific evidence that global climate is changing and that the social and economic costs of slowing down global warming and of responding to its impacts will be considerable. However, there remain considerable uncertainties as to when, where and how climate change will affect agricultural production. Even less is known about how climate change might influence other aspects that determine food security, such as the accessibility of food for various societal groups and the stability of food supply. Not only are changes in temperature and precipitation, as well as an increase in extreme weather events, likely to change food production potential in many areas of the world, but they also have the potential to disrupt food distribution systems and their infrastructure or to change the purchasing power of, for example, flood victims. Alterations in the patterns of extreme events, such as increased frequency and intensity of droughts, will have much more serious consequences for chronic and transitory food insecurity than will shifts in the patterns of average temperature and precipitation. These rainfall deficits can dramatically reduce crop yields and livestock numbers in the rainfed production systems.

Issues:

- Areas of highest vulnerability to climate change, which is predicted to result in drier and hotter conditions, will lead to reduced yields, increased desertification and bush fire, more intense storms, reduced biodiversity, and threaten water resources.
- Crop yield modelling predicts that, under a drier and hotter climate, maize production in the next 25 years will decrease by up to 30-60 percent, in all of the agro-ecological zones of Swaziland.
- Climate change will impact upon biodiversity; however biodiversity by itself is a necessary component of a climate change adaptation strategy and food security.
- Current research efforts and co-operation between extension, NGO's, parastatals and other services do not focus at all on climate change issues.
- Early warning capability in agriculture is insufficient and analysis and management of climate information is unsatisfactory.

Policy Statement:

It is National Policy to develop climate change adaptation strategies for food security.

Strategies:

- (a) Address the threats of climate change and food security and develop adaptation strategies following the recommendations and findings of the United Nations Framework Convention on Climate Change (UNFCCC) and other leading fora.
- (b) Follow the recommendations made under the United Nations Convention on Biological Diversity (UNCBD) and the United Nations Convention to Combat Desertification (UNCCD) that relate to the roles of biodiversity and conservation in adapting to climate change and food security.
- (c) Investigate and monitor the impact of climate change on food security in Swaziland.
- (d) Investigate and assess to which extent resilient ecosystems may be able to cope with climate change, considering the linkage between biodiversity and climate change adaptation and ecosystem goods and services.
- (e) In anticipation of the overall climate becoming drier, maintain national crop production through the continual introduction of high yielding, drought and disease tolerant varieties of crops.
- (f) Strengthen the existing early warning capabilities and establish a climate information system and provide farmers with practical information and advice.
- (g) Establish efficient linkages between research, extension, NGO's, parastatals and other stakeholders with the aim to identify and develop cost effective crop production technologies for semi-arid climates.

3.4.4.2 Combating Desertification

Issues:

- Lack of implementation of the National Action Plan to Combat Desertification.
- Lack of conservation monitoring of natural resources in food producing areas as well as in adjacent forest lands, non-arable lands, and watersheds.
- Severe soil erosion and widespread land degradation caused by unsustainable stocking rates and overgrazing in the communal rangelands.

Policy Statement:

It is National Policy to combat desertification and land degradation.

Strategies:

- (a) Through the vigorous implementation of the National Action Plan to Combat Desertification, combat the devastating effects of desertification, land degradation and other environmental threats to food security.

- (b) Monitor and promote rehabilitation and conservation of natural resources in food producing areas as well as in adjacent forest lands, non-arable lands, and watersheds.
- (c) Promote bush control, adjust stocking rates and enforce soil conservation measures in communal rangelands and implement appropriate land rehabilitation measures.

3.4.4.3 Managing Agro- and Biological Diversity

Biological diversity refers to the variability amongst living organisms and the ecological complexes of which they are part. Agricultural biodiversity encompasses the variety and variability of animals, plants and micro-organisms which are necessary to sustain key functions of the agro-ecosystem, its structure and processes for, and in support of, food production and food security.

These locally diverse food production systems are under threat and, with them, the accompanying local knowledge, culture and skills of the food producers. With this decline, agricultural biodiversity is disappearing and the scale of loss is extensive and with the disappearance of harvested species, varieties and breeds goes a wide range of unharvested species.

The loss of forest cover and other uncultivated areas exacerbate the genetic erosion of agricultural biodiversity. This leads to losses of wild relatives, important for the development of biodiversity, and losses of indigenous foods essential for food provision, particularly in times of crisis.

Issues:

- Lack of implementation of the National Biodiversity Strategy and Action Plan.
- Lack of conservation and sustainable utilisation of plant and animal genetic resources for food and agriculture.
- Lack of research programmes to maintain agro-biodiversity and breeding programme for food crops that fits local conditions, for example open-pollinated varieties.
- Lack of ecological and social services provided by agro-ecosystems such as landscape and wildlife protection, soil protection and health (fertility, structure and function), water cycle and water quality, air quality, CO₂ sequestration, etc.
- Decrease of the forest coverage and its contributions to food security.

Policy Statement:

It is National Policy to manage and conserve biodiversity as well as agro-biodiversity.

Strategies:

- (a) Promote the conservation and sustainable use of biological diversity, with a view to enhancing food security, through implementation of the obligations under the United Nations Convention on Biological Diversity (UNCBD) and the National Biodiversity Strategy and Action Plan.

- (b) Enhance of the diversity of all genetic resources for food and agriculture, especially plant and animal genetic resources, in all types of production systems.
- (c) Promote an integrated approach to conservation and sustainable utilisation of plant and animal genetic resources for food and agriculture.
- (d) Initiate research programmes to maintain agro-biodiversity and establish a breeding programme for food crops that fits local conditions, for example open-pollinated varieties.
- (e) Promote ecological and social services provided by agro-ecosystems such as landscape and wildlife protection, soil protection and health (fertility, structure and function), water cycle and water quality, air quality, CO₂ sequestration, etc.
- (f) Reduce the deforestation rate and increase forest coverage, maintain and develop the multiple contributions of forests, trees and forestry to food security.

3.4.4.4 Adopting Biotechnological Innovations

There has been considerable attention devoted to the GM (genetic modification) issue globally, both as it affects commercial or donor-provided food imports and the potential for future export of genetically-modified crops from the region to external markets.

Many African governments are concerned about the potentially harmful implications of germplasm research, while at the same time they are interested in the potentially beneficial rewards in the development of modified foods with desirable characteristics (e.g. cotton resistant to pests, cereals with added nutrient content or reduced moisture needs).

The Southern African Development Community (SADC) has issued guidelines on handling GMOs, and has asked its member states to develop national biotechnology policy and establish biosafety regulatory systems.

The African Panel on Biotechnology was set up in June 2005 to advise the African Union on ways of building capacity to apply and safely handle modern biotechnology. The NEPAD Science and Technology Office in Tshwane (formerly Pretoria), South Africa, will coordinate the African Panel on Biotechnology's activities.

Issues:

- Limited capacity within the country to conduct risk assessments on new GM products.
- No comprehensive policy or legislation on the use and application of biotechnology.

Policy Statement:

It is National Policy to adopt appropriate and sustainable biotechnological innovations.

Strategies:

- (a) Strengthen national capacity to conduct risk management on GM products and to assess environmental bio-safety of GMOs.

- (b) Prepare sound policies, legislation and programmes on transfer and use of biotechnology innovations, skills development and appropriate training.

CHAPTER 4 GUIDELINES FOR IMPLEMENTATION

4.1 Implementation Strategy Formulation

This Food Security Policy will be implemented through a Food Security Strategy and Action Plan that will be developed through a consultative and participatory process with all stakeholders, maximising the linkages between food security and other relevant policies, strategies and action plans. The plan will undergo periodic review to ensure it meets the expectations and needs of Swaziland.

The strategic elements already outlined in this policy need to be further elaborated and defined with respect to responsible actors, financial requirements and timeframes.

4.2 Institutional Framework

Food security matters remain within the mandate of the minister responsible for agriculture. There is a need to fully mainstream the multi-dimensional nature of food security into the mandate and operations of the minister responsible for agriculture.

To effectively implement the Food Security Policy through a strategy and action plan as well as to monitor its progress and evaluate its results, a strong multi-sectoral institutional arrangement with Government is required. To ensure the implementation of the policy, it will be necessary to guarantee effective coordination, not only between government institutions, but also between all actors and stakeholders involved in food security.

4.2.1 Consultative Committee on Food Security

The current institutional arrangement needs to be strengthened to bring together and coordinate food security issues currently being handled by different government institutions, NGOs and other stakeholders. Presently, the Consultative Committee on Food Security has been given responsibility to coordinate food security matters through its sub-committees⁵. However, considering the magnitude and complexity of food security, there is a need to review current institutional structures, responsibilities/mandates and representation within the Consultative Committee.

The Consultative Committee on Food Security comprises of representatives from government, parastatals, NGOs, the private sector and other civil and traditional organisations.

⁵ Currently the Consultative Committee on Food Security has six sub-committees, namely a Policy Sub-committee, a Crop and Livestock Production Sub-committee, a Nutrition and HIV/AIDS Sub-committee, a Poverty Alleviation and Income Generation Sub-committee, a Food Security and Disaster Preparedness Sub-committee and a Media Sub-committee.

The key functions of the Consultative Committee on Food Security are:

- (1) To advise the Steering Committee of the Consultative Committee on Food Security on food security matters;
- (2) To implement through their respective organisations and institutions the Food Security Strategy and Action Plan;
- (3) To report to the Steering Committee of the Consultative Committee on Food Security on progress in implementing food security related programmes;
- (4) To collect information and data on food security;
- (5) To perform any other function as required.

4.2.2 Steering Committee of the Consultative Committee on Food Security

To ensure greater efficiency in all matters related to food security, the Chairpersons of the six sub-committees of the Consultative Committee on Food Security shall form a working steering committee to liaise between the larger and key implementor Consultative Committee on Food Security and the Early Warning and Food Security Unit.

The Director of Agriculture will Chair this committee which will be responsible for coordinating the implementation of the policy and supporting action plan and its recommendations via the Consultative Committee on Food Security sub-committees and members.

The key functions of the Steering Committee of the Consultative Committee on Food Security are:

- (1) To liaise and consult with the Consultative Committee on Food Security and Early Warning and Food Security Unit on progress in implementing food security related programmes and activities;
- (2) To advise, with advice obtained from the Consultative Committee on Food Security, the Early Warning and Food Security Unit on food security matters;
- (3) To prepare a Food Security Strategy and Action Plan in collaboration with all sub-committees of the Consultative Committee on Food Security;
- (4) To coordinate the implementation of the Food Security Strategy and Action Plan;
- (5) To identify and prepare budgets and other resource allocations to strengthen national food security;
- (6) To collate, interpret and disseminate information and data on food security;

- (7) To develop and maintain constructive partnerships in food security;
- (8) To perform any other function as required.

4.2.3 Early Warning and Food Security Unit

High-level food security coordination will be established through a Early Warning and Food Security Unit with vested legal power, authority and representation to efficiently deal with all relevant food security matters.

The Unit will consist of officers appointed by the Minister responsible for agriculture in consultation with the Consultative Committee on Food Security and be housed under the MOAC Economic Planning and Analysis Section (EPAS). Given Governments highest level of concern around food security issues, it is strongly recommended that EPAS be upgraded to a at least department or division level to ensure it has sufficient resources and mandate to manage food security issues.

The exact size and composition of the unit will be determined during its formation but must recognize the pivotal role of non-public sector stakeholders including NGOs, international development partners and private sector entities.

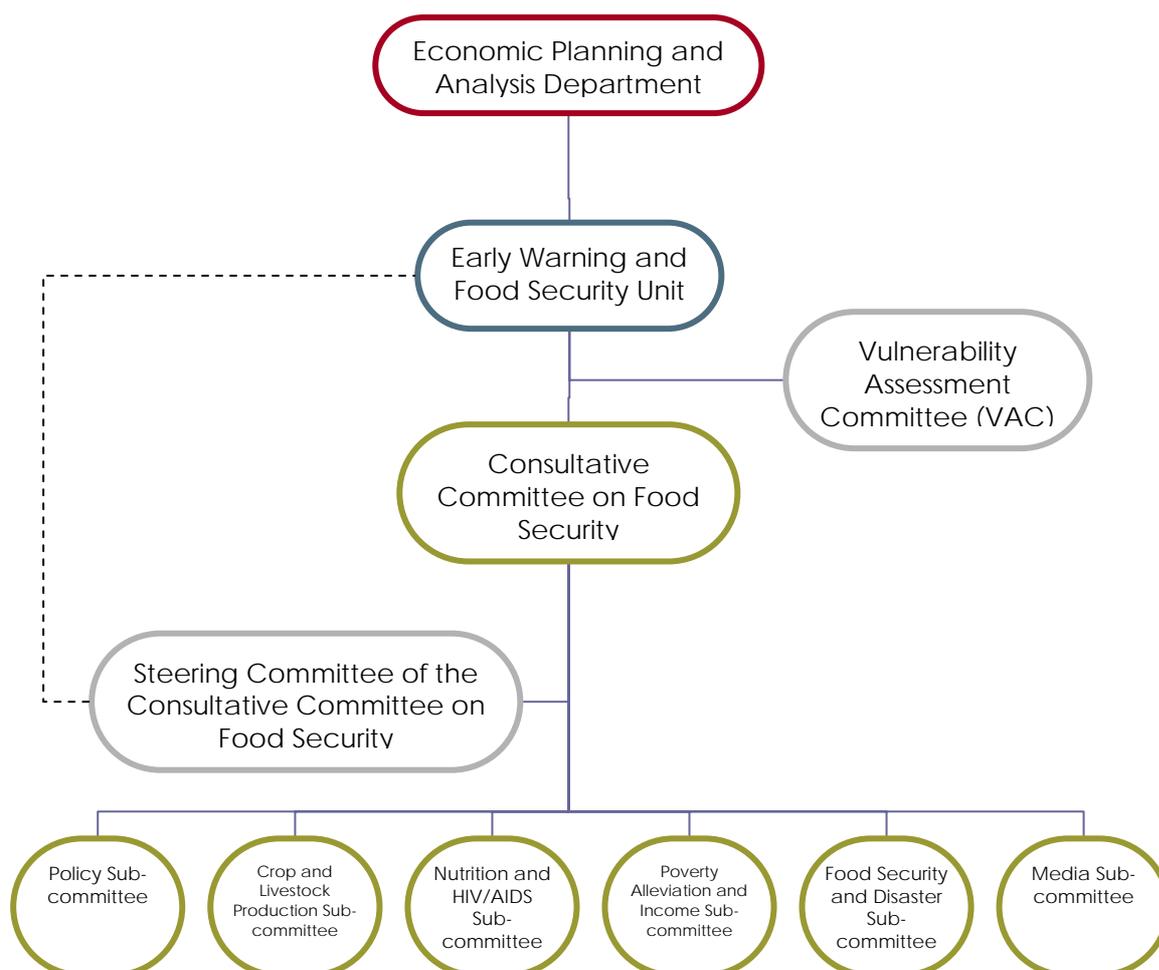
The establishment of the Early Warning and Food Security Unit is considered as strengthening the Early Warning Unit and adjusting its mandate to cover food security coordination.

The key functions of the Early Warning and Food Security Unit are:

- (1) To assist and advise the Government of Swaziland on food security matters;
- (2) To implement the Food Security Policy and related initiatives;
- (3) To coordinate food security programmes and activities (nationally, regionally, internationally);
- (4) To incorporate national policies and strategies related to food security into projects, programmes and other related activities;
- (5) To liaise and consult with the Steering Committee of the Consultative Committee on Food Security and in turn the Consultative Committee on Food Security on progress in implementing food security related programmes and activities;
- (6) To facilitate food security monitoring and evaluation mechanisms;
- (7) To attend to any other responsibility relating to food security.
- (8) To facilitate the preparation and implementation of the Food Security Strategy and Action Plan;
- (9) To coordinate the implementation of the Food Security Strategy and Action Plan;

- (10) To identify and prepare budgets and other resource allocations to food security;
- (11) To collate, interpret and disseminate information and data on food security;
- (12) To develop and maintain constructive partnerships in food security.

4.3 Organisational Arrangements for Food Security



4.4 Monitoring and Evaluation

A monitoring and evaluation system will be developed to monitor and evaluate the implementation of the Food Security Strategy and Action Plan, which will be developed during the formulation of the Food Security Strategy and Action Plan through a consultative and participatory process. The purpose of the monitoring and evaluation procedure is to improve collection and interpretation of critical food and nutrition security information through enhancing data collection and management, strengthening analytical capacity at all levels and establishing a strong linkage and coordination between data producers and users.

Information on food security indicators is a necessary element of the national policy goal of reducing food insecurity and malnutrition since it helps in decision making, policy and programme interventions. Some food security indicators can be derived from existing information domains, which include agricultural statistics, health and nutrition statistics, population statistics, macro-economic and market statistics, and natural resources information. Other institutional arrangements for specific collection, analysis and dissemination of food and nutrition information such as the Vulnerability Assessment Committee (VAC) need to be recognized and enhanced to support this integrated monitoring system.

The monitoring and evaluation procedure will aim to address, amongst others, the following:

- (a) Improving technical infrastructure that will help in creating conditions to produce and stimulate demand for information;
- (b) Institutional strengthening to realize a coordinated institutional set-up and capacities to produce, analyse and disseminate information;
- (c) Support creation of information products that are appropriate, timely and demand-driven;
- (d) Encourage utilisation of properly and accurately analysed prevailing information for decision making by key stakeholders;
- (e) Facilitating development of appropriate linkages between decentralized decision-making at district and national levels;
- (f) Facilitating in-depth analysis on the quality and optimal quantity of information for decision-making; and
- (g) Strengthen tracking and monitoring of food and nutrition surveillance systems.

The Early Warning and Food Security Unit will develop a national standardized framework for implementing agencies with respect to indicators to be used, monitoring methods applied, reporting formats and reporting time frame. The framework will be periodically reviewed by key stakeholders.

4.5 Legal Framework

A legal framework will be defined to support the institutional changes envisaged to implement the Food Security Policy. Relevant legislation will be reviewed and updated where necessary.

4.6 Environmental Compliance

The Environmental Management Act of 2002 calls for all policies, programmes or plans that could have an impact on the protection, conservation or enhancement of the environment or on the sustainable management of natural resources to be subjected to a Strategic Environmental Assessment on that policy programme or plan.

Prior to approval such a strategic assessment must be carried out to establish and mitigate for environmental impacts that could arise through the implementation of this policy.

4.7 Resource Mobilisation

At the Maputo Summit of July 2003, Heads of States, including of Swaziland, pledged to allocate at least 10 percent of national budgetary resources for support to agriculture. Following the Abuja Declaration of 2001, Swaziland is also committed to spend 15 percent (currently 8.4 percent) of its budget on health. These commitments come at a time when national reserves have been seriously diminished. There are also reduced prospects for increased revenue from the traditional sources such as SACU. Nevertheless, Swaziland is striving to reach its commitments related to food security.

Additional resource mobilisation will therefore pose a challenge to the government in order to facilitate implementation of this Food Security Policy. Partnerships should be forged with development partners, international finance institutions and donors in order to realise this commitment to increased financing of the food security sector.

Annex 1 - International Agreements on Food Security***The NGO Code of Conduct on Food Aid and Food Security, 1995***

The NGO Code of Conduct on Food Aid and Food Security, 1995, defined 'Food Security' as '*access at all times, by all people, to enough food to lead active, healthy lives*'. Its elucidation upon that definition highlighted several of the points later covered in the Declarations below, including that '*access to food is a fundamental human right*'. Importantly for the case of a middle-income country such as Swaziland, it emphasized that food security at the national or regional level does not necessarily indicate food security at the local or personal level. It also detected a need for a two-pronged approach: to alleviate the immediate effects of food insecurity while addressing long-term solutions: time frames should be well defined and related to goal achievement.

Rome Declaration on World Food Security, 1996

The Rome Declaration emanating from 1996 World Food Summit (WFS) committed its signatories world-wide to '*achieving food security for all ... with an immediate view to reducing the number of undernourished people to half their present level no later than 2015*'.

At the WFS, governments of the world reaffirmed the right of everyone to have access to safe and nutritious food, consistent with the right to adequate food and the fundamental right of everyone to be free from hunger. Swaziland pledged her unwavering political and moral support to the ideals and objectives of FAO particularly as a United Nations agency of professional excellence in the areas of food, agricultural and rural development.

The Rome Declaration notes that the multifaceted character of food security necessitates the following commitments:

Commitment One: we will ensure an enabling political, social and economic environment designed to create the best conditions for the eradication of poverty and for durable peace, based on full and equal participation of women and men, which is most conducive to achieving sustainable food security for all;

Commitment Two: we will implement policies aimed at eradicating poverty and inequality and improving physical and economic access by all, at all times to sufficient, nutritionally adequate and safe food and its effective utilization;

Commitment Three: we will pursue participatory and sustainable food, agriculture, fisheries, forestry and rural development policies and practices in high and low potential areas, which are essential to adequate and reliable food supplies at the household, national, regional and global levels, and combat pests, drought and desertification, considering the multifunctional character of agriculture;

Commitment Four: we will strive to ensure that food, agricultural trade and overall trade policies are conducive to fostering food security for all through a fair and market-oriented world trade system;

Commitment Five: we will endeavour to prevent and be prepared for natural disasters and man-made emergencies and to meet transitory and emergency food requirements in ways that encourage recovery, rehabilitation, development and a capacity to satisfy future needs;

Commitment Six: we will promote optimal allocation and use of public and private investments to foster human resources, sustainable food, agriculture, fisheries and forestry systems, and rural development, in high and low potential areas;

Commitment Seven: we will implement, monitor, and follow-up this Plan of Action at all levels in cooperation with the international community.

Declaration of the World Food Summit: five years later, 2002

To check on progress being made, nations met again in 2002 at the World Food Summit: five years later (WFS:fyl). The 2002 Declaration reaffirmed its signatories' commitment to the 1996 Rome Declaration of the right of everyone to have access to safe and nutritious food. It further noted that, despite the efforts of many signatories, improvements are not happening at a rate that will achieve Rome's goal of a halving of the number of the world's undernourished people by 2015. It also referred to other international agreements which impact upon *food security* - the International Treaty on Plant Genetic Resources for Food and Agriculture, the International Conference on Financing for Development, the United Nations General Assembly (UNGA) Special Sessions (on HIV/AIDS in 2001 and on Children in 2002) and the 4th Ministerial Conference of the World Trade Organization (WTO) at Doha. It then highlighted [the then] forthcoming World Summit on Sustainable Development of 2002.

Other international agreements reaffirmed as important in this context include the Monterrey Consensus (which referenced the need to develop effective partnerships between developed and developing countries), the Codex Alimentarius, the International Plant Protection Convention and the Office International des Epizooties. These latter bodies were to provide effective, science-based, internationally-accepted standards of food safety, plant and animal health, as well as to facilitate international food and agricultural trade in their role as the World Trade Organization (WTO) Agreement on Sanitary and Phytosanitary Measures.

International Conference on Nutrition, 1992

In the World Declaration on Nutrition and the Plan of Action for Nutrition emanating from the 1992 International Conference on Nutrition (ICN) in Rome, governments pledged to make all efforts to eliminate or reduce substantially, before the next millennium, starvation and famine; widespread chronic hunger; under-nutrition, especially among children, women and the aged; micronutrient deficiencies, especially iron, iodine and vitamin A deficiencies; diet-related communicable and non-communicable diseases; impediments to optimal breast-feeding; and inadequate sanitation, poor hygiene and unsafe drinking-water. The World Declaration on Nutrition and Plan of Action for Nutrition also serve as a guide to the technical issues of nutrition policy and programme development. Nine priority themes are elaborated in the Plan of Action for Nutrition: incorporating nutritional objectives, considerations and components into development policies and programmes; improving household food security; protecting consumers through

improved food quality and safety; preventing and managing infectious diseases; promoting breast-feeding; caring for the socio-economically deprived and nutritionally vulnerable; preventing and controlling specific micronutrient deficiencies; promoting appropriate diets and healthy lifestyles; and assessing, analysing and monitoring nutrition situations.

It re-stressed that poverty reduction and food security strategies should, *inter alia*, include measures to increase agricultural productivity, food production and distribution, particularly in sub-Saharan Africa. Signatories agreed to promote equal access for men and women to food, water, land, credit and technology. The importance of tackling micro-nutrient deficiencies was also emphasised, as was that of early warning systems.

The FAO Committee on World Food Security Right to Food Guidelines, 2004

The objective of these guidelines is to provide practical guidance to states in implementing their obligations under the Plan of Action of the World Food Summit.

There are 19 of these guidelines. They relate to good governance, economic development policies, human-rights based strategies, enabling markets to work for food security, legal and institutional reform and stakeholder empowerment, access to resources and assets (relating to labour, land, water, genetic resources, sustainability, and services), consumer protection, and nutrition. They further relate to education and awareness-raising, national financial resources, support for vulnerable groups, safety nets, international food aid, natural and human-made disasters, monitoring and evaluation, national human rights institutions, and the international dimensions of solving the problems of food insecurity.

The guidelines recognize that the right to food was expressed within Article 25 of the Universal Declaration of Human Rights. It also recognized that Articles 55 and 56 of the Charter of the United Nations, and Articles 5 and 11 of the International Covenant on Economic, Social and Cultural Rights, are also relevant. Finally, it further recognized that '*other international instruments, including the Convention of the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination Against Women, the four Geneva Conventions and their two Additional Protocols also contain provisions relevant to these Voluntary Guidelines*', and that '*these Voluntary Guidelines have taken into account the commitments contained in the Millennium Declaration, including the development goals, as well as the outcomes and commitments of the major UN conferences and summits in the economic, social and related fields*'. The Intergovernmental Working Group (IGWG) has also taken into account several Resolutions from the United Nations General Assembly and Commission on Human Rights and the General Comments adopted by the Committee on Economic, Social and Cultural Rights'.

International Covenant on Economic, Social and Cultural Rights, 1966

Article 11 of this UN Covenant recognizes the fundamental right of everyone to be free from hunger, and commits its signatories to take, individually and through international cooperation, the measures, including specific programmes, which are needed to provide that right. Article 2 makes particular reference to the need for legislative measures, and emphasizes that these rights are to be 'exercised without

discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status'.

United Nations Conventions and Related Programmes

The framework for sustainable agriculture, fisheries, forestry and rural development in relation to food security was elaborated in the Programme of Action for Sustainable Development (Agenda 21) of the United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. At the next UNCED summit in 2002, the Johannesburg Plan of Implementation was adopted. In 2003 The UN defined its Millennium Development Goals (MDG) for the eradication of poverty.

Several important international conventions and agreements emanate from the 1992 Rio Conference, of which Swaziland is a signatory: the United Nations Convention to Combat Desertification (UNCCD), the United Nations Framework Convention on Climate Change (UNFCCC), and the United Nations Convention on Biological Diversity (UNCBD).

The UNCCD aims '*to combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification*'.

The UNFCCC attempts to address the dangers of climate change through '*stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system*'. The 1997 Kyoto Protocol, which is an extension of the UNFCCC, has been signed but not ratified. It is the follow up to the 1985 Vienna Convention for the Protection of the Ozone Layer. This Convention called for cooperation on monitoring, research and data exchange, but did not impose obligations to reduce the use of ozone-depleting substances. The 1987 Montreal Protocol introduced control measures for some CFCs and halons for developed countries (non-Article 5 Parties). Developing countries (Article 5 Parties) were granted a grace period allowing them to increase their use of ozone-depleting substances before taking on commitments. Since 1987, several amendments and adjustments to the Protocol have been adopted, with amendments adding new obligations and additional ozone-depleting substances and adjustments tightening existing control schedules.

The UNCBD is aimed at '*the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and to technologies, and by appropriate funding*'.

In 2002, Swaziland became a signatory to the 1999 Cartagena Protocol on Biosafety, regulating with the trans-boundary movement of genetically modified organisms.

An assessment of Swaziland's capacity to implement the above three conventions is being carried out via the National Capacity Self Assessment Project which investigates the needs, constraints and priorities for the implementation of the Climate Change, Desertification and Biodiversity Conventions.

Maputo Declaration on Agriculture and Food Security in Africa, 2003

The signing of this Declaration by Swaziland is a commitment to the NEPAD/CAADP process to revitalize the agricultural sector including livestock, forestry and fisheries through special policies and strategies targeted at small scale and traditional farmers. This includes a commitment to allocate at least 10% of national budgetary resources for their implementation within five years, to participate in a regional food reserve system, and to help establish the African Investment Bank, which is to give priority to investment in agricultural production.

Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development on Agriculture and Water in Africa, 2004

Taking note of CAADP, the African Water Vision for 2025, and the unsatisfactory present situation of integrated water and agriculture programmes in Africa, this Declaration made in Sirte, Libya makes a total of 25 commitments. As well as confirming those above, the Sirte Declaration's commitments concern the development of centres of (research) excellence for matters within its purview, and the support of the African Ministerial Council on Water re: water resource management. It lays particular emphasis upon improvement of networking on the continent in all areas towards establishment of an African Common Market for agricultural products, but lays particular emphasis upon electronic networking, Early Warning Systems, and transport infrastructure.

Dar Es Salaam Declaration on Agriculture and Food Security in the SADC Region, 2004

Under this declaration, Swaziland is committed to '*promote agriculture as a pillar in [its] national and regional development strategies and programmes in order to attain ... short, medium, and long-term objectives, on agriculture and food security*'.

In the short term (2004-2006) it is to ensure the provision of key agricultural inputs (seeds, fertilizers, power, technologies, and land policies), agro-industrial development and processing (value-added and other entrepreneurial activities), control of crop and livestock pests and diseases, greater crop, livestock and fisheries production (drought-tolerant crops, storage, short-cycle livestock such as poultry and aquaculture), and improved water management and irrigation.

In the medium to long term (2004-2010), Swaziland is to ensure sustainable use and management of its natural resources, and better disaster preparedness, research, technology development and dissemination. It is also committed to ensuring greater private sector involvement in agriculture and rural development, better market access, agricultural financing and investment, and training and human resource development. Finally, it is to ensure gender equality, and enhancing human health and mitigation of HIV and AIDS, and other chronic diseases. Swaziland has undertaken to review progress on the implementation of this Declaration at the end of every two years from the date of signature.

*Annex 2 - National Policy Framework Related to Food Security***Constitution**

The saved provisions of the 1968 constitution have nothing to say directly concerning food security. The draft constitution also contains no specific reference to any right to adequate food security. However, it does contain references to matters of high importance in the context, as follows:

Equality before the law. 21. (1) All persons are equal before and under the law in all spheres of political, economic, social and cultural life and in every other respect and shall enjoy equal protection of the law. (2) For the avoidance of any doubt, a person shall not be discriminated against on the grounds of gender, race, colour, ethnic origin, tribe, birth, creed or religion, or social or economic standing, political opinion, age or disability.

Rights and freedoms of women. 29. (1) Women have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities. (3) A woman shall not be compelled to undergo or uphold any custom to which she is in conscience opposed.

Rights of the child. 30. (3) The child has the right to be properly cared for and brought up by parents or other lawful authority in place of parents.

Rights of persons with disability. 31. (1) Persons with disabilities have a right to respect and human dignity and the Government and society shall take appropriate measures to ensure that those persons realise their full mental and physical potential.

Abolition of the status of illegitimacy. 32. The status of illegitimacy of persons born out of wedlock is abolished.

Property rights of spouses. 35. (1) A surviving spouse is entitled to a reasonable provision out of the estate of the other spouse whether the other spouse died having made a valid will or not. This anti-discrimination clause should have powerful consequences towards increasing food security, particularly in making unconstitutional any discrimination against women in the context of property rights. Other clauses of particular relevance in the context of this policy and its implementation include:

Land. 212. (1) From the date of commencement of this Constitution, all land (including concessions) in Swaziland, save privately held title-deed land, shall continue to vest in the King in trust for the Swazi Nation as it vested on the 12th April, 1973. (5) A provision of this chapter may not be used to undermine or frustrate an existing or new legitimate business undertaking of which land is a significant factor or base. (6) Land that vests in the King Ngwenyama in terms of sub-section 1 shall be administered by a chief on behalf of the Ngwenyama and shall not be sold or burdened in any manner. This recently added sub-clause (6) will normally stultify, and in many instances nullify, sub-clause (5). As such it has important implications upon food security.

Land Management Board. 213. (1) There shall be established a Land Management Board (hereafter in this section referred as the 'Board'). (5) The Board is responsible

for the overall management, and for the regulation of any right or interest in land whether urban or rural or vesting in the King in trust for the Swazi nation.

Water. 216. There shall be no private right of property in any water found naturally in Swaziland.

Parliament may make laws. 218. (a) Providing for the management of land and settlement of land disputes and for the regulation of any right or interest in land whether urban or rural and whether privately owned or vesting in the King; (c) regarding the use of water naturally found in Swaziland; and (d) for the protection of the environment including management of natural resources on a sustainable basis.

Empowerment and Economic Development

The Smart Programme on Empowerment and Economic Development (SPEED) is the comprehensive action programme presented in 2004 by the Prime Minister as a transformation policy statement, which has the purpose to provide a short- to medium-term development framework with time-bound targets for Swaziland. SPEED is a national programme that will be implemented by all national players: the government, the private sector and other stakeholders. It incorporates existing government initiatives including the National Development Strategy, the Poverty Alleviation Strategy and Action Plan, the fight against the spread of HIV/AIDS, the Public Sector Management Programme (PSMP), the Fiscal Restructuring Programme and the Millennium Development Goals (MDGs).

The main focus is on the development of a sustainable economy by using the private sector as its engine, encouraging FDI, the growth of Small and Medium Enterprises (SMEs), industrialisation, the provision of infrastructure, and regional development. Government and public sector reform are considered essential preconditions.

SPEED places a particular emphasis upon *food security*. Government will vigorously pursue the goal of food security and general improvement in agricultural productivity, which will be achieved through (a) increasing agricultural production, (b) increasing the maize and cotton production, (c) improving veterinary and livestock services, and (d) maximising land use planning. These main food security goals are supported by sub-programmes, which include (1) promoting diversification of crop production, (2) developing a comprehensive water resource initiative for agriculture, (3) removing monopolies in the importation of agricultural inputs, (4) providing greater economic access to agricultural inputs by specific vulnerable groups of farmers, (5) improving the marketing of agricultural commodities particularly maize, fruits and vegetables.

In September 2000, Swaziland was among the 191 United Nations (UN) Member States to adopt the UN *Millennium Development Goals*, an unprecedented international commitment to accelerate sustainable human development. To reach the Millennium Development Goals, Swaziland has now introduced the SPEED programme to step up efforts towards poverty and hunger reduction. A particular focus on food security in the context of poverty reduction strategies is indispensable due to the damaging consequences of hunger and malnutrition on human productivity. Of the eight Millennium Development Goals, eradicating extreme hunger and poverty depends on agriculture the most. In pursuing the MDGs, SPEED should seek ultimately the elimination of hunger, poverty, and maternal and child

malnutrition. In this regard, particular attention should be paid to averting maternal and foetal under- and malnutrition, which lead to the low birth weight that damages health, reduces cognitive ability, and robs nations of healthy and productive adults. Micronutrient malnutrition is a part of these larger, devastating 'hunger' problems.

The 1999 *National Development Strategy* (NDS) is intended to inspire and direct socio-economic development up to 2022 and to provide a guide for the formulation of development plans and for the equitable allocation of resources. The NDS was designed to strengthen the Government's development planning and management capacities and provide a national consensus on the direction of future developments in the country. It addresses the issues of agricultural development and *food security*, and gives practical recommendations. The NDS *food security* strategies include the enhanced production and diversification of crops and livestock for domestic and international markets by both small and large-scale farmers, improved food management, processing and storage techniques at both national and household level, food security risk mapping and use of drought early warning systems and optimal distribution of food within households, communities and regions. The NDS recommends a large number of strategies that will directly or indirectly improve *food security*. These strategies relate to improved employment, marketing, trade, land use planning, improved access to land, land management, intensifying high value crop production, livestock management and community participation and empowerment.

The foreword to the 2004 draft *Small and Medium Enterprise Development Policy* begins by noting that '*if Swaziland is to meet the challenges it faces in increasing the prosperity of the Swazi nation then there needs to be increased entrepreneurial activity in the country*'. This is unquestionably also relevant in the context of food security. The policy is being developed and implemented through the SME Unit of the Ministry of Enterprise and Employment (MEE). It specifies one of its benefits as being to increase co-operation between Ministries, noting that 16 of the 17 Ministries were found to play some role in SME development – a similar spread of responsibilities to those relating to food security. Its overall objectives are to: (1) foster economic growth and development, (2) increase employment opportunities, (3) alleviate poverty by creating access to sustainable livelihoods, and (4) increase levels of ownership in the economy for indigenous Swazis. The policy recognises many of the issues that are also recognised in this and other policy documents – in particular, access to land for business on SNL, access to credit at a scale appropriate to the poor, and the minority status of women.

Poverty and Population

The 2005 draft *Poverty Reduction Strategy and Action Plan* (PRSAP) presents a poverty reduction framework which consists of six pillars: (1) rapid acceleration of economic growth based on broad participation, (2) empowering the poor to generate income and reduce inequalities, (3) fair distribution of the benefits of growth through public expenditure, (4) ensuring food security, (5) improving the quality of life of the poor, and (6) strengthening good governance.

The most essential parts of the PRSAP are consolidated under the empowerment of the poor to generate income through (1) improving access to land, (2) increasing income from agriculture, and (3) reducing unemployment. The strategies proposed

under the human capital development focus on (1) education, (2) health, (3) food security and nutrition, and (4) safe water and sanitation.

The PRSAP presents nine broad strategies to increase *food security* and improve nutrition. The first strategy is on improving early warning systems and disaster preparedness to prepare the population for crop failure, including the implementation of the Disaster Management Policy and Plan. Four strategies focus on water development and agriculture: (1) improving access to water resources for gardening through water harvesting and water rights, (2) promotion of water harvesting for livestock, (3) modernising farming methods to increase yield, and preservation of pasture, and (4) promotion of growing nutritious food crops such as fruits and vegetables by individuals and communities. Two strategies relate to nutrition: (1) increasing public education and awareness about nutrition practices, and (2) re-enforce commercial foods with vitamins and mineral salts. The final two strategies are: (1) increasing the ability of the poor to generate income, and (2) promoting awareness of planned parenthood to reduce family size.

The 2003 *National Population Policy* confirms the right of everyone to have children, but encourages the policy of a qualitative approach to reproduction in preference to a quantitative one. That is, it attempts to encourage the investment of good nutrition, education and health benefits in a smaller number of young per household as a surer strategy to achieve its vision, which is '*to have a nation of healthy, prosperous and economically productive people where population dynamics are consistent with sustainable development*'. Its goal is to improve the quality of life by influencing population trends. To this end, it has 19 policy objectives, one of which is '*to contribute towards ... and expand activities directed at ... increasing food security at the household and national levels*'. It notes the rapid growth of Swaziland's population in the twentieth century with no growth in the area of arable land have made it increasingly difficult and costly to meet the population's food requirements. Consequently, it also promotes the implementation of the resettlement and land policies.

The undated *National Youth Policy* also stresses the importance of resilience to the challenges Swazis face, particularly those brought about by HIV/AIDS and poverty. It defines a 'youth' as being someone between 12 and 30 years of age⁶, and thereby addresses over 60 percent of the population. It notes the most vulnerable target groups as being the young woman and the girl-child, youth living with HIV/AIDS, youth with disabilities, orphans and vulnerable youths, abused youth, displaced youth, and young offenders. To a significant degree, these groups are amongst those – together with children and the elderly - which are also most vulnerable to food insecurity. Its overall goal 'is to establish an enabling environment for developing youth to their full potential, socially, mentally, physically, culturally and spiritually, by providing training and economic empowerment to further the aims of sustainable human development'. To this end, it focuses on human resource development, employment creation, health, and civic participation goals and strategies.

⁶ However, in the 1997 census, 'children' were defined as persons who are 0 to 18 years, and 'youth' were defined as persons 10 to 24 years (see Population policy, section 3.8.1). Clearly, the policy's age grouping is the definitive one in its own context, but one should remain aware of the distinction when referring to other contexts such as food security.

Land, Settlement and Administration

The NDS, SPEED and PRSAP refer to the urgent need for the *National Land Policy* (NLP), which is still in its 1999 draft form, the progress of which was stalled awaiting the introduction of the Constitution. The vision of the NLP is 'to maximise benefits to the entire society from land on a sustainable basis'. The objectives of the NLP are to: (1) improve access to land and secure tenure, (2) encourage the rational and sustainable use of land, (3) improve productivity, income and living conditions and alleviate poverty, (4) reduce land-related conflicts, (5) develop an efficient and effective system of land administration, and (6) encourage land ownership by Swazi citizens.

The *National Physical Development Plan (NPDP)* 1996-2006 has a two-fold purpose: (1) to spatially interpret national economic planning and implementation currently driving all major developments in the country, and (2) to strengthen inter-sectoral coordination of the overall development within a spatial framework and ensuring balanced use of land and natural resources. Plan proposals with goals and objectives have been formulated for six sectors, namely the physical environment, rural land use and agriculture, non-agricultural productive sectors, human sector hierarchy, infrastructure and community facilities. The NPDP is at the 'broad brush' level, but more detailed plans under way for Swaziland's four administrative regions. They will provide structure plans for both urban and rural development in more explicit detail than is possible at the scale of the NPDP itself.

The 2003 *National Rural Resettlement Policy (NRRP)* is not limited to resettlement; it also sets out a wide ranging policy framework related to the improvement and planning of land use, and in this respect enables improved *food security*. The guiding vision of the NRRP is to establish a durable, practical and participatory framework for the planning and sustainable management of land, and the appropriate application of resettlement strategies in rural Swaziland, in order to increase agricultural production, promote the sustainable utilisation of natural resources and improve livelihoods. Related to the objectives that guide the overall vision of the NRRP, the policy defines eight policy principles. These policy principles cover the following issues: (1) optimum and sustainable land use by rural communities, (2) an appropriate choice of land management strategies and resettlement models, (3) sustained community participation and involvement, (4) transparent, orderly and legitimate land allocation, (5) fair, equitable and adequate compensation of persons affected by resettlement, (6) an appropriate and effective legislation, (7) efficient management of land disputes, and (8) sustained monitoring and evaluation ensured for all rural resettlement programmes.

A draft *Resettlement Bill* was initiated under the NRRP initiative, in order, amongst other things, to provide an effective legal framework for resettlement, resolution of land disputes and sustainable land management. MOAC is currently in the process of furthering the bill's development.

The *Swaziland Administration Act 79/1950* principally deals with administrative matters, and also with responsibility for the production of food. The purpose of the 1950 Act is to amend and consolidate the Law relating to the administration of Swazi Affairs. Section 10 gives power to the Ngwenyama to issue orders, including - under iv) - those requiring any Swazi to cultivate land to such an extent and with such crops

as will secure an adequate supply of food for the support of such Swazi and of those dependent upon him. Section 11 gives power to chiefs in the event of famine.

Disaster Management

The 1999 *National Disaster Management Policy* defines disaster as '*a serious disruption of the functioning of a society, causing widespread human, material, or environmental losses which exceed the ability of the affected society to cope, using its own resources*'. Disasters are often classified according to their speed of onset (sudden or slow), or according to their cause (natural or human made). The HIV/AIDS pandemic was declared a national disaster in 1999. The policy's aim is '*to prevent or reduce and minimise the impact of disasters on vulnerable communities and groups*'. Amongst its nine objectives is '*to build the capacity and resilience at national, regional and local levels to withstand the impact of future disasters*'. The currently food insecure will be amongst the least resilient to the effects of any such disaster.

The 2000 *Disaster Management Plan* is aimed at defining the actions to deal with disasters in Swaziland within the overall goal of the National Disaster Management Policy. Its objectives address the issues of individual and community sensitisation, skills and infrastructure required to achieve that aim. Each of its six sectors has its own set of objectives: the 11 objectives for the Agriculture and Food Security sector are fully consistent with the policy recommendations hereunder.

The 2004 *Disaster Management Bill* is intended to become '*an Act for the integrated and co-ordinated disaster management that focuses on risk reduction; the establishment of a Disaster Management Fund and other matters incidental thereto*'. The Bill does not distinguish between disasters related to emergency food shortages and other events. The Bill principally addresses issues such as management structures and functions, and the conditions of classification and declaration of disasters.

Environment

The *Swaziland Environment Action Plan* (SEAP) was approved in 1997 and government has officially endorsed it. The strategies as defined under SEAP are also to be applied in the context of agriculture. The main objectives of the SEAP are to (1) provide an overview of the Swaziland environment, (2) prioritise environmental issues and problems, (3) suggest solutions to these problems, (4) establish a clear indication of the government's priority areas with respect to the environment, (5) establish a framework with coherent direction for future planning and monitoring, and (6) provide a framework for continuous development and policy dialogue.

The *Environment Management Act* of 2002 is intended to provide and promote the enhancement, protection and conservation of the environment and the sustainable management of natural resources. It also turned the Swaziland Environment Authority (SEA) into a body corporate and established the National Environment Fund. In terms of this Act, the SEA has the power to halt any and all developments that have not been adequately scrutinised for their environmental impact. Any policy, bill, regulation, programme or plan requires a Strategic Environmental Assessment.

The *National Environment Policy* and *the National Biodiversity Strategy and Action Plan* (BSAP), are still in draft form and have been awaiting approval for more than

four years, which means that both have to be revised. Their relevance to food security is within the principle of sustainable use and management of natural resources, which implies restriction of consumption of natural resources and the prudent use of living natural resources such as plants and animals.

The main goal of the environmental policy is to promote the enhancement, protection and conservation of the environment and the attainment of sustainable development. The policy is based on four core principles governing: (1) responsibility for environmental conservation, (2) interaction with the environment, (3) environmental rights of individuals, and (4) the wider context of sustainable development.

The principal objectives of the BSAP are to (1) conserve the biodiversity of Swaziland, (2) encourage the sustainable use of biodiversity, and (3) ensure that the benefits accrued from the use of biodiversity are shared equitably. The BSAP establishes six goals, and makes recommendations towards their achievement. The goals are to: conserve a viable set of representative samples of natural ecosystems, sustainably use of biological resources of natural ecosystems outside protected areas, conserve the genetic base of Swaziland's crop and livestock breeds, minimise risks associated with the use of modified organisms, establish effective institutional, policy and legal frameworks, and enhance public awareness and support for biodiversity conservation.

The 2003 *Swaziland National Solid Waste Management Strategy* has the objective 'to develop, implement and maintain an integrated waste management system that will reduce the adverse impacts of all forms of solid waste, so that social and economic development in Swaziland, the health of its people and the quality of its environment and its resources benefit'. This objective is very relevant to food security in terms of its impact on environmental health.

Energy and Tourism

The 2002 *National Energy Policy* has been approved and endorsed. It is relevant to food security in particular to the utilisation of energy in the preparation of food. However, it is also crucial to economic and social development, and to alleviation of poverty, and thereby alleviation of food insecurity. Its main objectives are: (1) ensuring access to energy for all, (2) enhancing employment creation, (3) ensuring security of energy supply, (4) stimulating economic growth and development, and (5) ensuring environmental and health sustainability. Specifically poverty-related recommendations include cross-subsidisation of energy supply costs by means of a poverty tariff. The implementation of this policy has been delayed for lack of funding.

The 2002 *Tourism Policy and Strategy* has been approved and endorsed. It is relevant to *food security*, in particular to the improving of access to food through alternative livelihoods, which is expressed by its objective to 'encourage and support private Swazi entrepreneurs and to increase and diversify rural incomes'. The policy involves the Tourism Ministry's cross-sectoral support in the fight against malaria and HIV/AIDS, and the development of tourism-related SMEs such as handicrafts. The development of the tourism industry in Swaziland is one of the more promising areas for enhancing food security for the poor.

Agriculture and Livestock

The overall goal of the 2005 draft *Comprehensive Agricultural Sector Policy* (CASP) is to ensure that the agriculture sector in Swaziland contributes fully to economic growth, *food security*, poverty alleviation, and sustainable natural resources management. Specific objectives include increasing the agricultural production and productivity levels, promoting sustainable use of land and efficient management of water resources by rural communities, encouraging community participation. A further objective is broadening the scope for agricultural intensification, diversification and marketing, and promoting new public and private investment opportunities in agriculture, including food processing and other value-adding activities. The policy issues and statements form the main part of the CASP. The statements cover the sub-sectors of rainfed, irrigated and livestock productions, as well as the support services of research, extension, marketing, credit. In addition, specific policy statements related to *food security* are presented, addressing crosscutting issues such as poverty, HIV/AIDS and climate change.

The 2004 draft *Urban Agricultural Policy* is a recent initiative still within the Ministry of Housing and Urban Development (MHUD), but which is to create a regulatory and institutional structure inclusive of other major stakeholders such as MOAC and MEE. It is intended to both promote and regulate urban agriculture. Market gardening, horticulture, forestry and similar activities are envisaged, with the foremost objective of the policy being the enhancement of *food security* and the reduction of poverty.

The *Seeds and Plant Varieties Act* of 2000 was introduced to provide for the control, sale, importation and exportation of seeds and matters incidental thereto. Under section 15(2), it prohibits the sale of certain plant varieties not on the variety list established under the Act. The consequences of this Act could be significant in the context of *food security* for the rural poor. The implementation of the Act needs to be monitored and evaluated in the terms of its affect upon this policy's recommendations, and if necessary amended to facilitate same.

The long-term goal of the 1995 *Livestock Development Policy* (LDP) is to achieve an efficient and sustainable livestock industry contributing to economic development. This goal is supported by basic principles relating to ecological sustainability, economic viability, optimal use of resources, cost recovery, intensification of production systems and use of reliable information and technology. The LDP relates to *food security* in economic terms, but in the direct use of livestock for the provision of nutritious food. The policy objectives relate to improving the national herd and animal health, nutrition, meat hygiene standards, marketing, processing industries, commercialisation and promotion of entrepreneurship, range management, research, legislation and communication.

The *Livestock Identification Act* of 2001 provides for the registration of livestock identification marks and the compulsory marking of livestock with registered livestock identification marks. As such, it is potentially an important policy tool. However, difficulties encountered in implementing the Act – particularly with respect to training and equipment - have yet to be overcome.

The *Cooperatives Act* of 2003 repealed the Cooperative Societies Act of 1964. It provides for the registration of cooperatives in Swaziland and matters incidental

thereto. It holds promise in terms of the implementation of the recommendations herein.

Forest and Water Resources

The *National Forest Policy* (NFP) was approved in 2002. Its action plan, called the *National Forestry Programme*, is awaiting approval and a *Forest Bill* is being redrafted. The vision of the NFP is 'to achieve efficient, profitable and sustainable management and utilisation of forest resources for the benefit of the entire society, and to increase the role of forestry in environmental protection, conservation of plant and animal genetic resources and rehabilitation of degraded land'. The objectives of the NFP include the development of forest resources and its sustainable balance with other land and water uses, the improvement of forest productivity, to improve living conditions and alleviate poverty, to conserve the biodiversity of forest resources and to enhance forest management. The policy recognises a number of policy principles, which see forests as a national asset to which access and community participation in its management needs to be secured and benefits equitably shared. Four major sub-sectors are recognised, namely industrial forestry, community forestry, urban forestry and natural forests and woodlands.

The *Water Act* of 2003 is intended to harmonise the management of water resources in the country. Its provisions include the establishment of a National Water Authority and of a Water Resources Master Plan. This plan will contain an inventory of the total water resources of Swaziland, and a comprehensive programme of action in which the maximum value can be obtained from this resource for the benefit of the people of Swaziland. The National Water Authority's relationship to the Constitution's recommended Land Management Board is yet to be established, but that relationship will clearly have an important bearing upon the feasibility of fulfilling the objectives of this policy.

The overall goal of the 2005 draft *National Irrigation Policy* is to ensure that the irrigated agriculture sub-sector in Swaziland contributes fully to economic growth and poverty alleviation in accordance with national development goals, the Water Act of 2003 and the need to use the country's limited natural resources in a sustainable fashion. There are three specific objectives: (1) to optimize the productivity of water in the country's agricultural sector and broaden the scope for agricultural intensification and diversification; (2) to establish an irrigation sector institutional landscape characterised by transparent regulation and strong, participatory and/or responsive and accountable institutions in Swaziland; (3) to enhance the structure of the irrigated sub-sector by promoting new public and private investment opportunities for emerging farmers.