



# SWAZILAND

## JOINT SECTOR REVIEW ASSESSMENT

Advancing Mutual Accountability through Comprehensive, Inclusive, and Technically Robust Review and Dialogue



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This report was prepared in June 2015

## ACKNOWLEDGMENTS

Several people have contributed toward producing this report. We would like to thank the Minister of Agriculture, Hon. Moses Vilakati, for his leadership role in this process, as well as Dr. Robert Thwala, the Principal Secretary of the Ministry of Agriculture; Mr. Howard Mbuyisa, Economist in the Economic Planning and Analysis Section of the Ministry; and Mr. Freddie Magagula, the Comprehensive Africa Agriculture Development Programme (CAADP) focal person. Thanks are due to national experts, Thulasizwe Dlodlu and Christopher Fakudze, for their technical input, and Mpendulo Dlamini of the Economic Development Commission—Southern Africa, for coordination within Swaziland. We also want to acknowledge the intellectual contribution and guidance in writing this report provided by staff of the Southern Africa office of the Regional Strategic Analysis and Knowledge Support System (ReSAKSS), Dr. Greenwell Matchaya (Coordinator and Economist); Dr. Charles Nhemachena (Economist); and Sibusiso Nhlengethwa (Research Officer—Statistics).

For their leadership, engagement, and support, special appreciation is offered to:

- Officers of the Ministry of Agriculture
- Federation of Swaziland Employers and Chamber of Commerce
- Coordinating Assembly of Non-Governmental Organisations
- Policy and Programme Coordination Unit—Agriculture Sector Coordination
- Aid Coordination and Management Section of the Ministry of Economic Planning and Development
- Representatives of development partners, academia, and the private sector
- African Union Commission
- New Partnership for Africa’s Development Planning and Coordinating Agency
- United States Agency for International Development, in particular the USAID—Southern Africa Regional office
- International Food Policy Research Institute
- International Water Management Institute

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## ACRONYMS AND ABBREVIATIONS

<b>AGOA</b>	African Growth and Opportunity Act
<b>CAADP</b>	Comprehensive Africa Agriculture Development Programme
<b>CASP</b>	Comprehensive Agricultural Sector Policy
<b>E</b>	emalangeni (Swazi currency)
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FSE&amp;CC</b>	Federation of Swaziland Employers and Chamber of Commerce
<b>FSP</b>	Food Security Policy
<b>GHI</b>	Global Hunger Index
<b>HA</b>	Hectare
<b>IFAD</b>	International Fund for Agricultural Development
<b>KM</b>	Kilometer
<b>LI</b>	Low Income
<b>LUSIP</b>	Lower Usuthu Smallholder Irrigation Project
<b>MI</b>	Middle Income
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDG</b>	Millennium Development Goal
<b>MEPD</b>	Ministry of Economic Planning and Development
<b>MNRE</b>	Ministry of Natural Resources and Energy
<b>MoA</b>	Ministry of Agriculture
<b>MoCIT</b>	Ministry of Commerce, Industry and Trade
<b>MoF</b>	Ministry of Finance
<b>MoPSI</b>	Ministry of Public Service and Information
<b>NAS</b>	National Agriculture Summit
<b>NDS</b>	National Development Strategy
<b>NEPAD</b>	New Partnership for Africa's Development
<b>NGO</b>	Nongovernmental Organization
<b>RDA</b>	Rural Development Area

<b>ReSAKSS</b>	Regional Strategic Analysis and Knowledge Support System
<b>ReSAKSS-SA</b>	Regional Strategic Analysis and Knowledge Support System for Southern Africa
<b>RISDP</b>	Regional Indicative Strategic Development Plan
<b>SACU</b>	Southern African Customs Union
<b>SADC</b>	Southern African Development Community
<b>SADP</b>	Swaziland Agricultural Development Programme
<b>SNAIP</b>	Swaziland National Agricultural Investment Plan
<b>TORs</b>	Terms of Reference
<b>USA</b>	United States of America
<b>USD</b>	United States Dollar

## EXECUTIVE SUMMARY

Promoting evidence-based agricultural policy planning and implementation processes through peer review, dialogue, benchmarking, and the adoption of best practices is critical to strengthening mutual accountability for actions and results in the implementation of the Comprehensive Africa Agriculture Development Programme (CAADP) process. The Joint Sector Review (JSR) is a tool for operationalizing the concept of mutual accountability at the country level. The maiden Swaziland agriculture sector JSR was conducted to collectively review the effectiveness of policies and institutions in the sector, the status and quality of the JSR process itself, and the extent to which intended results and outcomes in the sector are being realized. This assessment, the first relating to Swaziland, will serve as a baseline for future JSR assessments for the agriculture sector. The JSR assessment process involved an official launch by the Minister of Agriculture (Hon. Moses Vilakati), a desk review of documents, engagements with agriculture sector stakeholders, a report validation workshop, and internal and external appraisals of this JSR report. The paragraphs below summarize the major findings.

### Status and Quality of the Joint Sector Review Process

This is the first JSR, as well as the first assessment of the review processes for the agriculture sector conducted in Swaziland. Current review processes in the sector include ministerial quarterly reports submitted to Parliament through the Portfolio Committee and reports to the Office of the Prime Minister on performance targets. The main shortcoming of these reviews is the lack of wide stakeholder engagements for peer review and dialogue that would strengthen mutual accountability. Based on experiences from the current assessment, stakeholder engagement from across the country is critical for representation. Institutionalizing the good practices of the JSR process in the country will go a long way toward advancing the agriculture sector transformation and development goals and achieving the targets of the Swaziland National Investment Plan and CAADP Compact.

### Policy Review

The Swaziland National Agricultural Investment Plan (SNAIP) is aligned with national policies and strategies and seeks to coordinate investments and implementation arrangements of existing strategies in the agriculture sector. Although some stakeholders are involved in policy planning processes in the sector, there is need to more widely engage stakeholders from across the country to extend policy consultations beyond government departments and ministries. The review also identified that keeping policies and the processes used to formulate those processes with traditional and cultural beliefs in the country is critical for successful agricultural policy planning and implementation. Failure to observe such traditional and cultural beliefs implies the policies may never be approved nor implemented.

Agricultural policies hardly ever have clear targets and implementation plans. The absence of clear institutional arrangements to support policy implementation (whether or not on paper or in practice) is responsible for the poor rate of policy implementation. There is also need to institute clear monitoring and evaluation (M&E) frameworks and build capacity to operationalize implementation of M&E in the Ministry of Agriculture (MoA).

## **Institutional Review**

Although the SNAIP has not yet been implemented, its formulation has involved a range of stakeholders, including the government, development partners, and farmers' organizations. The current planning processes for the implementation of the SNAIP indicate that its implementation will involve stakeholders sector-wide. There is need to establish a dedicated coordination unit to provide effective coordinated planning, implementation, and M&E of SNAIP activities within the government and with nonstate actors. This will help avoid duplication of efforts and wasteful expenditure of scarce financial and technical resources.

Engagements with stakeholders during the JSR data collection process indicated that nonstate actors other than development partners are not actively involved in the formulation and implementation of agricultural policies and programs. In terms of advancing mutual accountability within the agriculture sector, it is crucial that nonstate actors in Swaziland are actively involved in the planning, implementation, and M&E of agricultural policies and programs. Although development partners work closely with the government in formulating and implementing agricultural policies and programs, there is need to improve coordination of their activities to encourage joint analytical work and joint missions.

## **Review of Key Financial and Nonfinancial Commitments**

The Government of Swaziland and its development partners have made various financial and nonfinancial commitments toward implementation of agriculture sector policies and programs. Other than development partners, however, there are no clearly defined commitments from many nonstate actors. More efforts should be devoted to encouraging active involvement of nonstate actors in implementation and M&E of agriculture sector policies and programs. For the period under review, the government has been able to drive its agenda on the distribution of farm inputs as part of its food security commitments, coupled with the continuation of the small and medium earth dam construction program. The government further consolidated its policy formulation intent with the development of the National Agricultural Research Policy and the National Agricultural Extension Policy (although the latter remains a draft). The Lower Usuthu Smallholder Irrigation Project (LUSIP) I and LUSIP II projects are on course, funded by the government, development partners, and private sector companies. Government and development partners are on course with the implementation of the National Adaptation Strategy that targets the sugar industry and accompanying subindustries.

## **Agriculture Sector Performance Baselines**

Agriculture is no longer the backbone for economic development in Swaziland that it once was; other economic sectors actually contribute more to the national gross domestic product (GDP) than agriculture. This is also illustrated by the government's reluctance to increase the budget allocation for agriculture. The ripple effect of this low budget allocation can be seen in the relatively low production of staples such as maize and, consequently, relatively low cereal production per capita. Swaziland, however, is thriving in the production of cash crops and their value addition; thus, the economy is to a certain extent dependent on the sugar industry, supported by citrus and forestry products. Efforts to stave off hunger and poverty in the country through agriculture have been greatly enhanced by the commercialization of smallholder farmers in the sugar industry.

## Main Conclusions and Recommendations

Swaziland's first agriculture sector JSR assessment provides important lessons in terms of the requirements for conducting JSRs in future. The experience from this JSR should encourage the country to set up and strengthen formal structures to conduct annual agriculture sector reviews to promote evidence-based agricultural policy planning and implementation processes.

Some of the recommendations from this assessment include:

- There is need to institutionalize good practices in the JSR process in the country to advance agriculture sector transformation and achievement of agricultural development goals. There is need to institute a dedicated coordination unit to provide effectively coordinated planning, implementation, and M&E of SNAIP activities within government and with nonstate actors.
- In terms of advancing mutual accountability within the agriculture sector, it is crucial that nonstate actors in Swaziland are actively involved in the planning, implementation, and M&E of agricultural policies and programs.
- It is critical that M&E systems in the agriculture sector are strengthened in order to generate sufficient and high-quality information for the benefit of appropriate policy planning and implementation.

# 1. INTRODUCTION AND BACKGROUND

## 1.1. Background

With the adoption of the 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, African heads of states and government recommitted to previous decisions and declarations on agriculture, food, and nutrition security—particularly the 2003 Maputo Declaration on Agriculture and Food Security in Africa (AU, 2014).<sup>1</sup> Through the 2014 Malabo Declaration, the heads of state and government commit member states to undertake a number of crucial policy reforms toward ending hunger and cutting poverty in Africa. To meet these goals, African leaders have recommitted themselves to achieving the Comprehensive Africa Agriculture Development Programme (CAADP) growth and spending targets and have agreed to additional commitment areas, including ending hunger and halving poverty by 2025, tripling intra-African trade in agricultural commodities and services by 2025, enhancing resilience in livelihoods, and strengthening mutual accountability to actions and results (AU 2014).

The implementation of CAADP, including additional Malabo Declaration goals, is crucial for transformation of the agriculture sector at the country level. Within the CAADP implementation framework, Swaziland signed its CAADP Compact on March 4, 2010, and has developed the Swaziland National Agricultural Investment Plan (SNAIP) in 2015. The Swaziland CAADP Compact is a high-level agreement between the Government of Swaziland and various stakeholders (such as regional representatives, civil society organizations, the private sector, farmers' organizations, and development partners), outlining identified programs and projects required to transform the agriculture sector to achieve at least 6 percent annual agricultural growth and setting spending targets of at least 10 percent of the national budget, as well as other national priorities. The SNAIP is a 10-year investment plan (2015–25) that identifies and prioritizes key investments, as well as institutional and policy changes in Swaziland that are critical to achieve its agricultural productivity growth and development targets. Overall, the Swaziland government has committed to transform the agriculture sector within the framework of the 2014 National Development Strategy (NDS) through a coordinated effort and strong planning processes relevant to agriculture, food security, and rural development (GoS 2014). In addition, the government has committed to improving existing policies and strategic plans that enhance and support implementation of the Poverty Reduction Strategy and Action Programme and other relevant and related programs.

The 2014 Malabo Declaration recommits the African heads of state and government to strengthening mutual accountability for actions and results by promoting evidence-based agricultural policy planning and implementation processes through peer review, dialogue, benchmarking, and the adoption of best practices. The improvement of country policy processes is regarded as critical to ensure successful implementation of national agriculture and food security investment plans. The Swaziland JSR aims to collectively review the effectiveness of policies and institutions in the agriculture sector, as well as the extent to which intended results and outcomes in the sector are being realized. The JSR process will allow state and nonstate actors in the country to hold each other accountable with respect to fulfilling pledges and commitments stipulated in the CAADP Compact, SNAIP, and related cooperation agreements. Overall, the JSR processes are expected to serve as a management and policy support tool for inclusive stakeholder planning, programming, budget preparation and execution, M&E, and overall development of the agriculture sector by allowing a broad spectrum of stakeholders to gain insights into and influence the sector's overall policies and priorities (ReSAKSS 2015).

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<sup>1</sup> Other previous decisions and declarations on agriculture, food, and nutrition security recommitted to by the heads of state and governments of the Africa Union include the 2004 Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development in Agriculture and Water in Africa, the 2009 Sirte Declaration on Investing in Agriculture for Economic Growth and Food Security, the 2007 Decision of the Abuja Special Summit of the AU on Fertilisers, and the 2007 Decision of the Abuja Summit on Food Security in Africa (AU 2014).

## 1.2. Analytical Approaches

Within the CAADP process, the concept on mutual accountability is touted as critical for the transparent and effective implementation of the investment plans put together at the country level in the course of agricultural transformation. The JSR is a credible tool for operationalizing this concept at the country level. By its design, a typical JSR task is impartial and evidence-based, implying that it is objective. In this study, respondents were first screened based on their knowledge of policies, cooperation agreement programs, and institutional structure within the agriculture sector. Respondents with no sector knowledge or very poor knowledge could not be included. The process included the following:

- Consultation with the MoA to obtain relevant documents;
- JSR inception and launch meeting;
- Desk review of documents to identify various policies and other secondary data;
- Scanning through websites of organizations for current data;
- Structured interviews with stakeholders and other key informants;
- Informal discussions;
- Consultation with academia;
- Data validation workshop; and
- Review feedback from the Regional Strategic Analysis and Knowledge Support System for Southern Africa (ReSAKSS-SA).

The study encountered limitations with respect to data availability and time constraints. Not all stakeholders could be reached for interviews, and some nonstate actors were not available for interviews, despite numerous efforts to engage them. Despite the time constraints, the authors managed to work with the available resources to produce a JSR report reflective of the situation in the Swaziland agriculture sector.

## 1.3. Report Structure

This first section of the report provided the background, introduction, objectives, and approaches of the study. Section 2 presents the status and quality of the JSR or JSR-like processes in Swaziland. The review of existing and emerging policies affecting implementation of the SNAIP, existing gaps, and adjustments or alignments needed is presented in Section 3. Section 4 reviews key institutions involved in the implementation of the SNAIP and other cooperating agreements, and Section 5 reviews the key financial and nonfinancial commitments. Section 6 presents agriculture sector performance baselines, and Section 7 outlines the JSR assessment conclusions and lessons learned.

## 2. Status and Quality of the JSR or JSR-Like Processes in Swaziland

### 2.1. Introduction

This section describes the status and quality of the JSR (or JSR-like) processes in Swaziland, including involvement of different stakeholders and their roles in these processes. The section also discusses key questions, areas, and sectors covered by the reviews; the key decisions and commitments that came out of the last JSR process; and the responsible actors. The assessment identifies the main gaps in the JSR process and the actions needed to improve the process. The last part of the assessment presents an action plan to bridge the gaps and achieve JSR best practices in implementing the JSR (or JSR-like) process in Swaziland.

### 2.2. The JSR Consultative Process in Swaziland

Swaziland has not had any JSRs before the current assessment of the agriculture sector. Previous JSR-like processes that have occurred in Swaziland include the 2007 National Agriculture Summit (NAS), which involved a multistakeholder review of the agriculture sector. The NAS was held July 18-20, 2007, following a recommendation of the Job Creation Summit that was held in 2005. The idea was borne from farmers' desire to exclusively and comprehensively discuss issues affecting agricultural production in the country. The NAS was held in recognition of the observed trend of the declining contribution of the agriculture sector to the national economy, despite the fact that the sector continues to serve a critical and indispensable role in contributing to food security, rural development, employment creation, and poverty reduction.

The NAS brought together representatives of the different role players in the agriculture sector to consolidate submissions from the country's four regions, constituencies, chiefdoms, commodity groupings, and other fora. A report of the NAS has been prepared together with an action plan derived from the submissions. As a way forward toward implementing the recommendations of the NAS Report and Action Plan, it was recommended that a NAS Projects Development Task Team, comprising representatives from the government, the private sector, and the farming community, be established to develop projects and programs based on the Plan of Action of the National Agriculture Summit (2007 NASAA). The review of the agriculture sector in the NAS-covered land management, water resource development, agricultural markets, training and capacity building, agricultural finance, and other critical areas that affect agriculture in the country.

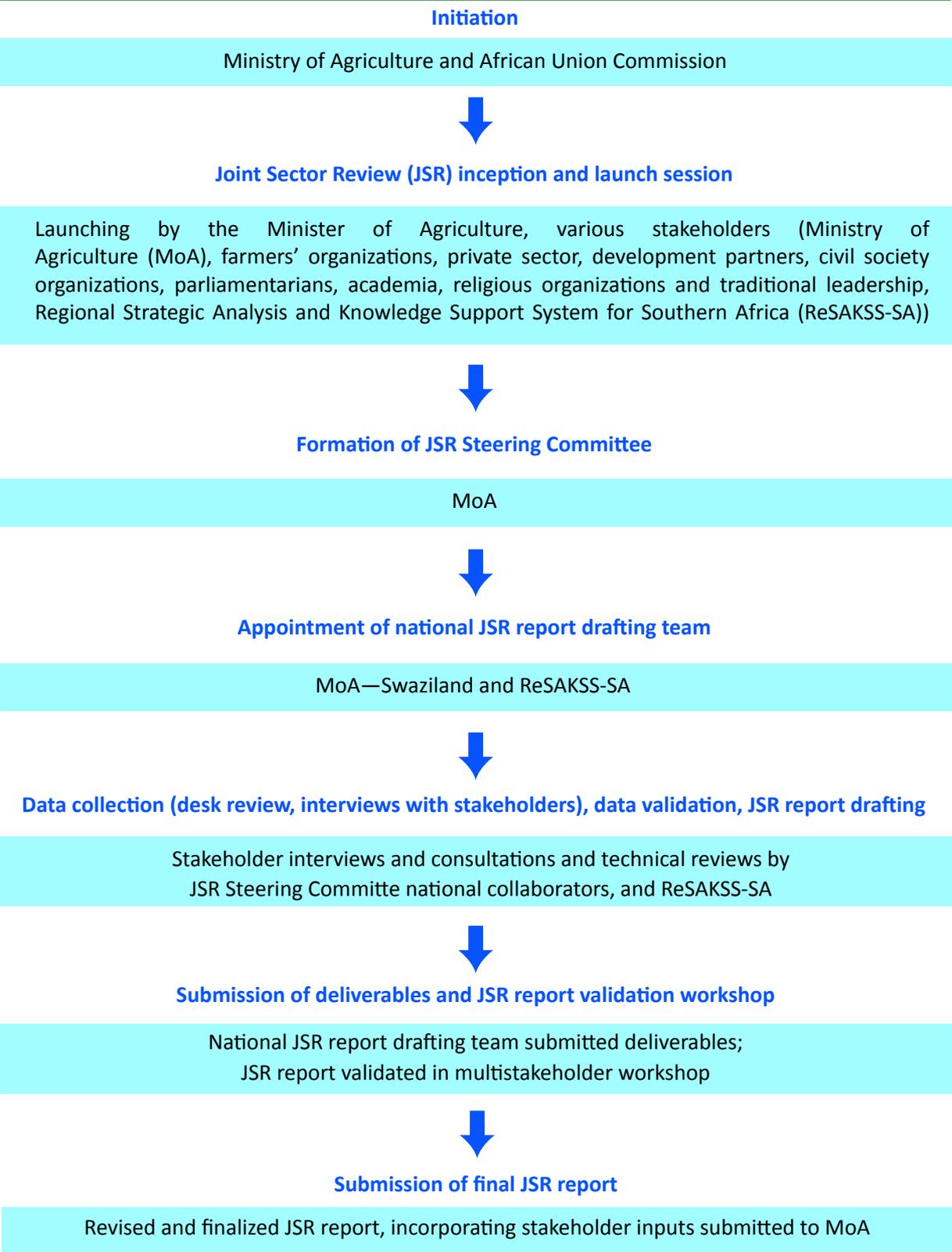
The 2015 JSR in Swaziland's agriculture sector is the first of its kind in the country. The implementation of the JSR in the country is coordinated by the MoA with technical support from ReSAKSS-SA. The 2015 JSR started with the inception and official launch of the process by the Minister of Agriculture, Hon. Moses Vilakati, in March 2015, and was facilitated by ReSAKSS-SA. Various stakeholders who participated in the launch of the JSR process in Swaziland include MoA officials, farmers' organizations, the private sector, development partners, parliamentarians from the House of Assembly and House of Senate, academia, religious organizations, and traditional leadership.

Following the launch of the JSR process, the MoA, led by the Principal Secretary, Dr. Robert Twala, formulated a JSR Steering Committee. Chaired by the Principal Secretary, the Steering Committee was tasked to lead the implementation of the JSR process, including facilitating stakeholder engagement in the process. National consultants were selected by the MoA, with assistance from ReSAKSS-SA.

The national JSR team, which also participated in the launch of the process, started with collecting data from different sources through document reviews, consultations and interviews with different stakeholders, and similar activities. The different stakeholders engaged during data collection included the Federation of Swaziland Employers and Chamber of Commerce (FSE&CC), the Coordinating Assembly for Non-Governmental Organisations (CANGO), government ministries, farmers, academia, and development partners.

The collected data were entered into the JSR data template developed by ReSAKSS. The national JSR team validated the data, together with the MoA, before writing an initial draft of this report. After incorporating recommendations from the data validation engagement, including follow-ups with some stakeholders, the national JSR team prepared the draft JSR report, which was reviewed by ReSAKSS-SA and the JSR Steering Committee before wide stakeholder engagements in a validation workshop. The workshop was meant to give agriculture sector stakeholders an opportunity to critically review the findings of the JSR process before finalization of the report. The national JSR team incorporated the comments from the validation workshop and submitted the revised and final report to the JSR Steering Committee. Figure 2.1 summarizes the 2015 JSR consultative process in Swaziland.

**FIGURE 2.1: JOINT SECTOR REVIEW CONSULTATIVE PROCESS IN SWAZILAND**



Source: Authors.

Table 2.1 summarizes the composition, number of the participants, and duration of the two stakeholder meetings held for the maiden JSR for Swaziland. The inaugural JSR stakeholder engagements involved two separate meetings. The stakeholders who participated in the JSR inception meeting were mainly drawn from areas close to Mbabane and Manzini. Participants for the validation workshop, however, were drawn from the four regions of the country. The limited timeframe and budget for the JSR inception meeting restricted the ability to invite stakeholders from across the country, compared with the JSR validation meeting.

**TABLE 2.1: SWAZILAND 2015 JOINT SECTOR REVIEWR MEETINGS: PARTICIPANTS, COMPOSITION, AND DURATION**

Theme/Title	No. of Participants	Composition of Participants	Duration
JSR inception meeting	50	Ministry of Agriculture, farmers’ organizations, private sector, development partners, civil society organisations, parliamentarians, academia, religious organizations, traditional leadership, and Regional Strategic Analysis and Knowledge Support System for Southern Africa	March 17, 2015 (1 day)
JSR validation workshop	60		May 21-22, 2015 (2 days)

Source: Authors.

### 2.3. Key Questions, Areas, and Sectors Covered by the JSR

The inaugural JSR assessment in Swaziland was guided by the JSR guidelines developed by the African Union and the New Partnership for Africa’s Development Planning and Coordinating Agency, as delivered by ReSAKSS in early-2015. Specifically, the JSR focused on:

- Policy and institutional reviews
- A review of progress toward sector results and outcomes
- A review of the status and quality of the JSR process in the country

The policy and institutional reviews focused on the coherence, consistency, and adequacy of the policy mix and institutional architecture in ensuring successful implementation of the SNAIP. The focus of the second objective was on measuring progress toward targeted results and declared commitments, including key agriculture sector targets, such as growth, productivity, and other major results defined in the SNAIP and other policy and program documents. This objective also reviewed budgetary allocations, investments, financial support, capacity building, and organizational commitments made by governments, donors, and nonstate actors. The third objective focused on identifying actions to address the gaps and weaknesses in the sector review process in terms of technical and institutional capacity, and to promote best practices in those processes.

## 2.4. Key Decisions and Commitments Arising from the JSR-Like and JSR Processes and Responsible Actors

Table 2.2 presents the key decisions and progress on commitments that came from the 2007 NAS. Although not a proper JSR, the commitments from the NAS are presented here to illustrate agricultural sector commitments from previous JSR-like processes in the country.

**TABLE 2.2: SUMMARY OF KEY DECISIONS AND PROGRESS ON COMMITMENTS FROM THE 2007 NATIONAL AGRICULTURAL SUMMIT**

Key Decisions and Commitments	Responsibility	Timeline for implementation	Progress Rating
1. Develop land policy	Ministry of Agriculture (MoA) and Ministry of Natural Resources and Energy (MNRE)	2015	Amber
2. Implement water-harvesting projects	MoA and MNRE	2015	Amber
3. Revamp National Agricultural Marketing Board	MoA	2007-15	Green
4. Restructure MoA	Cabinet	2007-15	Red
5. Set up national farmers' organizations	MoA	2007-15	Green
6. Improve access to agrifinance	Financial institutions, MFU, Ministry of Finance (MoF), MoA	2007-15	Amber
7. Demarcate chiefdom boundaries	Land Management Board	2007-15	Red
8. Develop irrigation	MoA	2007-15	Green
9. Establish earth dams and water harvesting at community levels	MoA and MNRE	2007-15	Amber
10. Privatize tractor hire services	MoA	2007-15	Amber
11. Reduce escalating input prices	MoF, private sector	2007-15	Amber
12. Develop fully fledged livestock breeding center	MoA	2007-15	Amber
13. Promote investment in agribusiness and agroprocessing	Government, private sector, farmers' organizations	2007-15	Amber
14. Establish programs for managing alien plant species	MoA	2007-15	Red
15. Revamp the Agriculture Research Division	MoA	2007-15	Amber
16. Improve the quality control of agricultural products	MoA, Ministry of Commerce, Industry and Trade, MoF, Ministry of Economic Planning and Development	2007-15	Amber
17. Lease government farms	MNRE, MoA, MoF	2007-15	Amber

Source: MoA 2007.

The existing as well as emerging commitments following the 2007 NAS are characterized by weak coherence, considering the number of amber progress rating. This suggests that implementation of these decisions have experienced some challenges in terms of coordination of these programs. To some extent, the multiplicity of key actors to a particular commitment may have caused delays in their take-off. To circumvent the problem, additional decisions and commitments have been made during the 2015 Swaziland agriculture sector JSR process, as shown in Table 2.3.

**TABLE 2.3: SUMMARY OF KEY DECISIONS AND COMMITMENTS FROM THE JOINT SECTOR REVIEW**

Key Decisions and Commitments	Responsibility	Timeline for implementation
1. Enhance skills, knowledge, and agricultural education	MoA, academia, Ministry of Education and Training, Malkerns Research Station	2015-2025
2. Build and strengthen capacity for evidence-based planning, implementation, review, and dialogue	JSR Steering Committee	2015-2025
3. Establish and institutionalize mutual accountability mechanisms with regular peer reviews and strong dialogue platforms for agriculture	MoA, JSR Steering Committee	2015-2025
4. Identify and enhance innovative financing models for increased public- and private-sector finance for agriculture investment, along with value chain	MoA, Ministry of Economic Planning and Development (MEPD), Ministry of Finance (MoF), Federation of Swaziland Employers and Chamber of Commerce (FSE&CC; private-sector coordination), Coordinating Assembly of Non-Governmental Organisations	2015-2025
5. Implement public expenditure review to attract additional public resources to agriculture	MoA, MEPD, MoF	2015-2025
6. Mobilize and create public-private partnerships to leverage private-sector finance in agriculture value chains	FSE&CC, MoA, MEPD, MoF	2015-2025
7. Promote data sharing across state and nonstate actor.	MEPD, FSE&CC, Coordinating Assembly of Non-Governmental Organisations	2015-2025

Source: Authors.

## 2.5. Main Gaps in the JSR Process

As indicated above, there had not been any JSR process in Swaziland until the current JSR was undertaken. The only review process that was in place previously involves a ministerial quarterly reporting arrangement that was submitted to Parliament through the Portfolio Committee. At the same time, ministries report on a monthly basis to the Office of the Prime Minister on performance targets. Some of the gaps identified in these review processes include a lack of inclusive and substantive stakeholder engagement. During the current JSR, for example, some stakeholders confessed that they essentially were passive in agricultural policy formulation and implementation processes, yet ideally they should be active. To some extent, they believe that they have only been engaged in these processes as “rubber-stamps.”

## 2.6. Action Plan to Bridge the Gaps and Achieve Best Practices in Implementing the JSR Process

Apart from an intragovernmental review process, there is a need to customize JSRs in Swaziland as a key instrument for supporting mutual accountability and for effective implementation of the CAADP Results Framework. Such a platform can be institutionalized to enable stakeholders to collectively review the effectiveness of policies and institutions in the agriculture sector. As an M&E tool, it also would help to assess the extent to which intended results and outcomes in the sector are being realized. Table 2.4 summarizes the key actions recommended to bridge the gaps in the JSR process and Swaziland’s readiness to implement them.

## 2.7. Summary

The current JSR process in Swaziland is the first of its kind. Even though other JSR-like processes were carried out in the past, they were not as comprehensive as they might have been, were not very participatory, lacked consultation, and, hence, were at odds with the principles of mutual accountability. In Swaziland, the inaugural JSR assessment has been crafted to pave the way for an effective and regular evaluation of policy and institutions, results and outcomes, and a review of the agriculture sector as a whole. Through the 2015 JSR, it was established that, in general, there is limited coherence, consistency, and adequacy in the decisions set out under NAS; hence, a mismatch of the institutional architecture of agricultural policy framework in Swaziland to ensure a successful implementation of the SNAIP. Therefore, some key decisions and commitments have arisen from the JSR. The JSR assessment also identified gaps in the JSR process, as well as possible solutions to bridge those gaps (Table 2.4).

**TABLE 2.4: SUMMARY OF KEY ACTIONS TO BRIDGE THE GAPS IN THE JOINT SECTOR REVIEW PROCESS AND READINESS TO IMPLEMENT**

Action	Readiness Using Traffic Light Rating
Conduct a functional review of the Ministry of Agriculture	 Amber
Increase the scope of JSR participation	 Green
Implement an inter- and intraministerial communication strategy	 Red
Create a self-sustaining, evidence-based JSR	 Amber
Implement a strategy for smallholder farmers' growth into agroprocessing	 Red
Improve coordination of the interventions relating to the Comprehensive Africa Agriculture Development Programme	 Amber
Develop and integrate a monitoring and evaluation arrangement in the JSR process	 Amber
Develop a tracking system for progress in the sector to inform policy direction	 Red

Source: Authors, based on review of literature and stakeholder consultations.

Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

## 3. POLICY REVIEW

### 3.1. Introduction

This section reviews Swaziland's key existing and emerging policies for agriculture inside and outside of the agriculture sector, and identifies existing gaps and required adjustments or alignment to support the implementation of the SNAIP. Specific issues covered include an inventory of existing and emerging policies, quality of policy planning and execution, consistency of the policy mix, alignment of policies with the SNAIP, policy implementation status, and adequacy of policy coverage to support successful implementation of the SNAIP.

### 3.2. Inventory of Existing and Emerging Policies

A number of policies existed before the development of the SNAIP, the majority of which were developed around or before 2005. The base of these policies is in the NDS (GoS 1999), a 25-year strategy developed in 1997 and adopted in 1999. The country's vision, as articulated by the NDS, is that by 2022, Swaziland will be in the top 10 percent of the medium human development group of countries founded on sustainable economic development, social justice, and political stability. Central to this vision are the eradication of poverty, employment creation, gender equity, social integration, and environmental protection. The NDS, furthermore, provides policy direction to the agriculture sector, in that the sector's capacity to generate a higher volume of goods and services for given factors of production without destroying the environment should be raised. Efforts should include the important elements of the vision for agricultural development being those of food security at the household and community levels; commercialization of agriculture on Swazi Nation Land (nontitle deed land); efficient water resource management and use; and rational land allocation and utilization (MoA, 1999). Most of the sector policies, if not all of them, emphasize these elements.

The 2005 Comprehensive Agricultural Sector Policy (CASP) attempts to provide clear guidance on the policy options and measures necessary to enhance sustainable agriculture sector development, as well as the sector's contribution to overall economic growth, poverty alleviation, food security, and sustainable natural resource management. Specifically, the CASP's objectives include increasing agricultural output and productivity, increasing agriculture sector earnings, improving food security, and ensuring sustainable land and water resource use and management, while stabilizing agricultural markets.

The SNAIP is aligned with these national policies and strategies, and seeks to coordinate investments and implementation arrangements of the existing strategies. As such, the main policy objectives that informed the SNAIP included the global Millennium Development Goals (MDGs), especially MDG1, which targets the reduction of poverty and hunger, and the NDS, which was revised to incorporate a vision of the country attaining First World status by 2022. In this regard, the SNAIP provides priority actions to be undertaken in the agriculture sector to contribute to attainment of the 2022 vision. In the agriculture sector, the main guiding document for the SNAIP is the CASP, which envisages that an implementation plan would be drafted to attract investments to the sector. Further, the SNAIP is in line with the Foreign Aid Policy, which is informed by the global 2005 Paris Declaration on Aid Effectiveness and emphasizes harmonization, division of labor, and a sector-wide approach to planning.

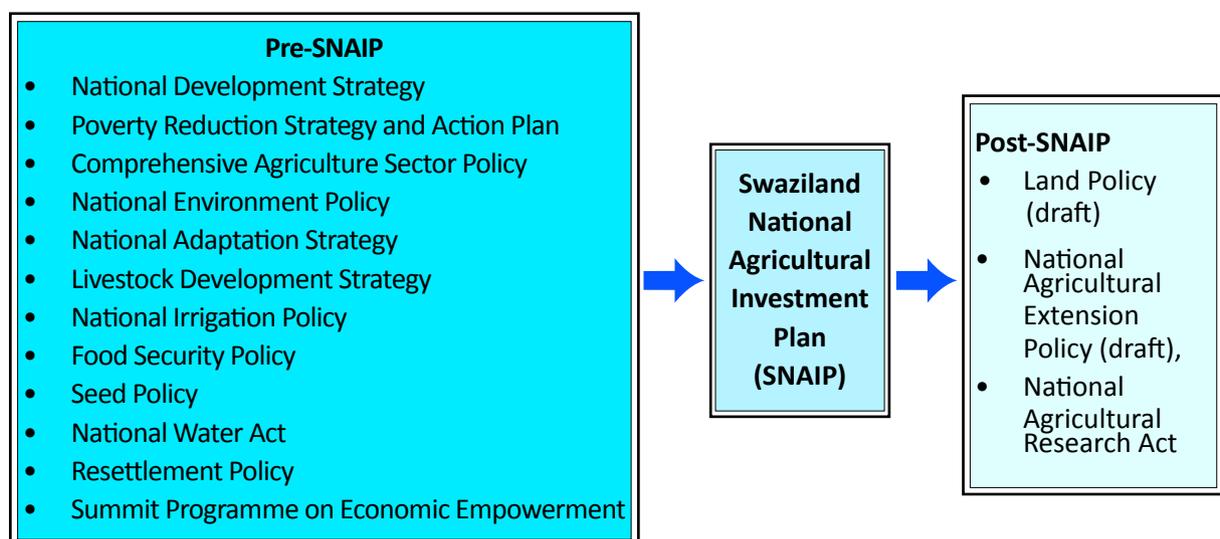
With the National Irrigation Policy (2005), Food Security Policy (2005), Livestock Development Policy (1995), Resettlement Policy (2003), Seed Policy (2000), National Environment Policy (1998),

National Water Act (2003), and other policy instruments having come earlier than the CASP, the CASP has recognized the existence of these policies and has attempted to consolidate their information, priorities, and objectives, with the objective of achieving a vibrant policy landscape in the sector. Central to these policies are statements regarding equitable access to land; economic and physical access to food and nutrition; access to water resources for irrigation, livestock, and domestic purposes; protection of the natural environment; increased agricultural productivity; and eradication of poverty.

The Job Creation Summit, held in 2005, gave birth to the NAS, which served as a forum for critiquing the implementation of actions to attain development objectives in the agriculture sector. In particular, the NAS questioned the implementation of the CASP, the Poverty Reduction Strategy and Action Plan, the National Irrigation Policy, the Water Act of 2003, and the Food Security Policy, just to name a few. The NAS Agenda for Action captured the outcomes of the summit, and laid a solid foundation for subsequent agriculture sector policy initiatives, strategies, and programs, such as the CAADP Compact signed in 2010 and, ultimately, the SNAIP in 2015. The Job Creation Summit and the NAS, together, were anchored on the need for increased economic output, resulting in job creation for employable Swazi. Central to the implementation of the NAS Agenda for Action, however, was the availability of financial, infrastructure, and technical resources.

Other policies came to the surface after 2005. These included the National Water Policy (2009), National Agricultural Research Policy (2012), the draft National Agricultural Extension Policy (2013), and the draft Land Policy (2009). These policies were identified as a result of policy gaps during the 2007 NAS as being critical for improving the agriculture sector’s performance and the government subsequently moved to develop them. Post-SNAIP, it is expected that the Land Policy will be finalized and approved for implementation, together with the Extension Policy. Furthermore, the National Agricultural Research Bill is expected to be passed into an Act Of Parliament (National Agricultural Research Act). Figure 3.1 presents the pre- and post-SNAIP policy programs and other initiatives in Swaziland.

**FIGURE 3.1: PRE- AND POST-POLICY PROGRAMS AND OTHER INITIATIVES WITHIN THE SWAZILAND NATIONAL AGRICULTURAL INVESTMENT PLAN**



Source: Authors’ construction.

### 3.3. Quality of Agricultural Policy Planning and Execution

The quality of policy planning and execution must be dependent on evidence. Most of the respondents generally perceived the quality of policy planning, implementation, and monitoring in the agricultural sector as being relatively good, since the formulation process is consultative and collaborative, albeit with weak engagement by nonstate actors. Many of the stakeholders in the sector cited the NAS as a good example of a consultative process, although some thought there is still some opportunity to improve the process.

From the NDS to the majority of sector policies, policy development is largely a consultative process that aims to involve as many stakeholders as possible. The NAS was instrumental in identifying other policy gaps within the agriculture sector, along with policies required to deal with certain sector development issues. Usually, the respective government ministries, through various interactions and engagements, identify policy gaps and then initiate the policy development process. After identification, the ministry then identifies relevant sector stakeholders for it to invite to take part in the policy process through various activities. Normally, a Technical Policy Drafting Team is constituted to lead the drafting process, which involves a number of consultations and meetings. Technical policy experts are usually engaged to ensure the professional credibility of the process and the policy products that result.

The Policy and Programme Coordination Unit in the Prime Minister's Office provides technical support and ensures alignment of policies to national priorities. Before a draft policy is submitted to the cabinet for approval and adoption, the Policy and Programme Coordination Unit should give it a green light. Thereafter, the policy is ready for implementation. This model is followed for all policies in the agriculture sector and generally across all national sectors. Since the majority of policies produce legislation as instruments for implementation, occasionally, in the policymaking process, parliament portfolio committees are brought into the picture to prepare them for possible legislative proposals flowing from the policy in order to ensure that the legislative process is less problematic and quick.

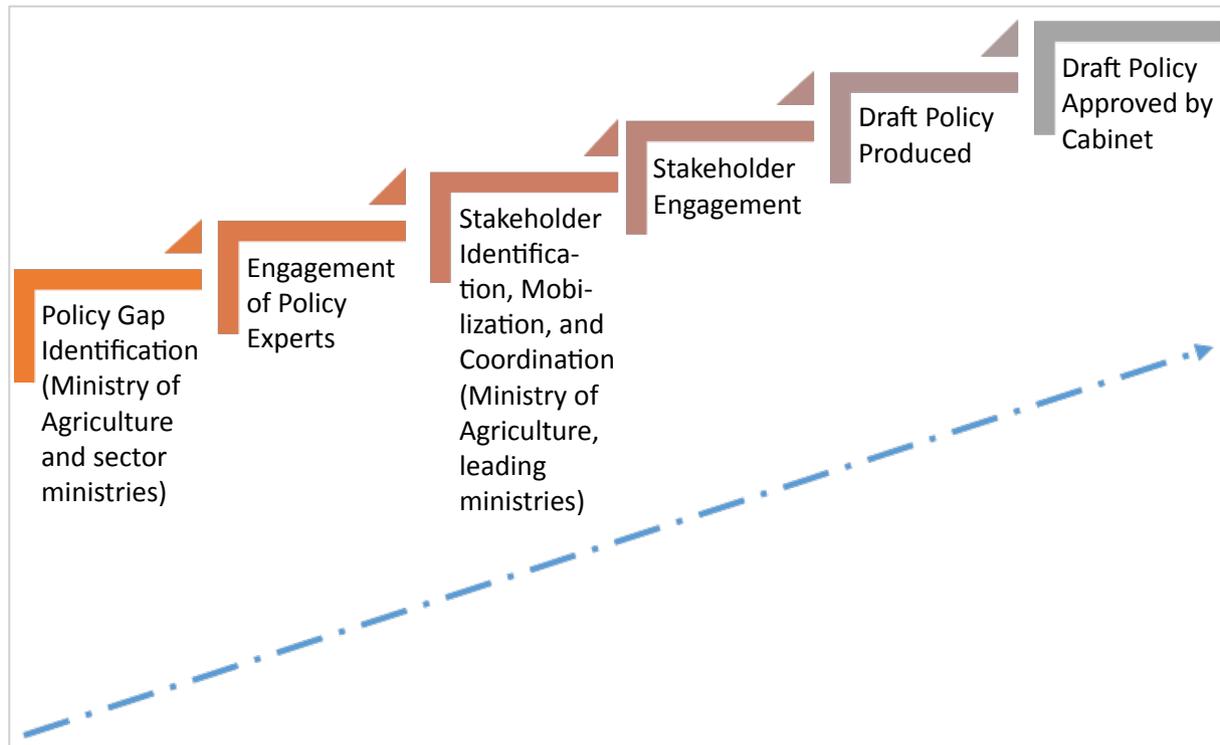
The challenge with the policy gap identification process is that it does not have an institutional base or forum for stakeholders. With the exception of the NAS, the process is largely dependent on government departments and ministries, and if they are not in a position to identify policy gaps, it is probable that no action will be taken toward policy development.

Furthermore, the stakeholder identification and involvement process has room for improvements, in that there is no clear rationale for stakeholder identification and involvement. In some cases, invitations to sector players and stakeholders are not public, but instead are directed only at those identified. As a result, some key stakeholders and players may be left out of the process.

It has been observed that policy statements of a sensitive nature require some kind of cultural validation in addition to technical validation, or the policy may not see the light of day. For instance, the National Water Act recognizes cultural uses for water, which should not be prohibited by any policy, legislation, or regulation. Without such cognizance, policies and legislation could be delayed.

In addition, the time it takes for a policy to be developed and eventually adopted is elusive, with some policies taking longer than five years to draft and adopt. The Land Policy, for instance, has remained in draft form for more than five years, and the Environmental Action Plan (1998) took 15 months of consultations during its development process. Figure 3.2 shows the policymaking process in Swaziland.

**FIGURE 3.2: SECTOR POLICYMAKING PROCESS IN SWAZILAND**



Source: Authors' construction.

Whether or not a policy is implemented is the responsibility of the respective ministry that developed the policy. In general, policy implementation in Swaziland depends on:

- Whether the policy in question is accompanied by an implementation/action plan or strategic plan(s) or a legislation that pushes certain aspects of the policy;
- Whether the policy has clear institutional responsibility for implementation; and
- Whether program development processes relating to the policy have clear targets and responsibilities.

While agriculture sector policies have baselines, they rarely have clear targets. In most cases, targets are reserved for strategies and programs that the policies point to, a number of which end up not being produced to drive the policy agendas. Because stakeholder involvement in policy implementation is crucial, the successful implementation of these policies necessitates collaboration among the government, farmers, and the private sector through all stages.

Conventionally, such policy processes follow a linear process: formulation  $\Rightarrow$  enactment  $\Rightarrow$  investment plan  $\Rightarrow$  M&E. However, Swaziland has no M&E system for policy implementation. The agricultural policy process usually ends at the policy enactment stage. Once adopted and enacted, the policy becomes a point of reference for implementation of any project, ranging from pieces of legislation to sector plans that do not necessarily have a direct link to the policy. Consequently, these policies do not have clear-cut review processes in place that are independent, inclusive, and evidence-based.

### **3.4. Consistency of Policy Mix**

The 2005 CASP was created as an “instrument” through which all the sector policies could be given perspective and “consolidated”. Incidentally, other sector policies were enacted in 2005, such as the National Security Policy and the National Irrigation Policy. The CASP recognizes and gives perspective to a number of these policies and their space in the sector policy spectrum. Drawing from the NDS, the CASP was developed to be supportive of other short-to-medium term government programs, such as the Smart Programme on Economic Empowerment and Development (2004), Poverty Reduction Strategy and Action Plan (2005), National Water Act (2003), National Environment Policy (1998), among others. Insofar as their content relates to the agriculture sector, the CASP sought to ensure that all of these policy instruments were coordinated.

Following the CASP, existing and emerging policies in the agriculture sector complement each other in how they are designed to attain their objectives and support the achievement of CASP goals. While these emerging policies are usually intended to support existing policy gaps, however, most of them do not have supporting implementation plans, which may result in implementation challenges. The absence of clear institutional arrangements to support policy implementation on paper or in practice is also responsible for the poor rate of policy implementation for most of them.

### **3.5. Alignment of Emerging Policies with the SNAIP**

Being a relatively new instrument, the SNAIP is to be monitored in terms of its delivery on the already existing policy commitments for the Swaziland agriculture sector. Such monitoring will be conducted annually to ensure the effectiveness of the SNAIP’s implementation. Emerging policies will be monitored for their alignment and possible contributions toward fulfilling the performance targets of the SNAIP. Generally, all existing and emerging policies in the agriculture sector, including some that are indirectly related to agriculture, are directed towards the successful implementation of the SNAIP.

### **3.6. Policy Implementation Status**

The NAS report indicated a number of programs and projects that needed to be undertaken to improve agriculture sector performance. Significant progress has been made in implementing the majority of the proposed program actions. The Swaziland Agricultural Development Programme (SADP) was based on the NAS report and became an implementation vehicle for many of the NAS Agenda for Action outputs and for others that did not necessarily flow from the NAS.

The National Adaptation Strategy and Programme, financially supported by the European Union (EU), is an example of a program that supports the policy ambitions of the Poverty Reduction Strategy and Action Plan and the NDS, focusing on poverty reduction by safeguarding the sugar industry and related industries. The National Adaptation Strategy had clear targets and cost estimates for possible funding and implementation, as did the NAS Agenda for Action, which clearly outlined proposed projects and their associated estimated costs. Similarly, the LUSIPI and II are examples of relatively effective implementation programming for the NDS, National Irrigation Policy, National Environment Policy, National Water Policy and Act, and Food Security Policy, as well as the Poverty Reduction Strategy and Action Plan.

Generally, government ministries do not have clear policy frameworks regarding which of their units or departments is responsible for policy development, coordination, and implementation. The exceptions are the MoA's Directorate of Land Planning and Development, which is responsible for implementing the National Irrigation Policy (2005), and the Swaziland Environment Authority, which is tasked with implementing the National Environmental Policy.

The financial and technical capacity to implement policies in the agriculture sector is weak. In addition, tracking policy implementation remains problematic for the sector—as is the case, by and large, for the entire government. This is largely because of the lack of clear M&E frameworks for the government and for specific sector policies. Although the policies point to the need for M&E for effective implementation, this area remains wanting, largely owing to a lack of institutional capacity to develop and implement M&E systems.

While the Policy and Programme Coordination Unit in the Office of the Prime Minister serves to check program alignment to policy frameworks, it does not necessarily ensure that policies are properly developed and implemented. Table 3.1 summarizes the existing implementation plans and M&E mechanisms for different sector policies in Swaziland.

**TABLE 3.1: PROPENSITY TO IMPLEMENT POLICIES IN SWAZILAND**

Policy	Existence of Implementation Plan	Readiness Using Traffic Light Rating
National Irrigation Policy	Red	Amber
National Water Policy	Green	Green
Comprehensive Agricultural Sector Policy	Red	Red
National Development Strategy	*	*
Poverty Reduction Strategy and Action Plan	Green	Amber
National Agricultural Summit Agenda for Action	Green	Green
Livestock Development Policy	Amber	Red
National Environment Policy	Green	Green
Food Security Policy	Red	Amber
National Agricultural Research Policy	Green	Amber

\* The NDS is a broader policy proposition whose implementation lies with other policies and strategies flowing from it.  
 Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

### 3.7. Adequacy of Policy Coverage

Swaziland has extensive policies that cover multiple aspects of the SNAIP that need to be addressed to achieve its targets. What is required, however, is the introduction of strategic plans and implementation plans and programs for all of the policy instruments. These should be accompanied by a strong M&E system to ensure quality implementation of the policies.

### 3.8. Summary

To a large extent, policy development in Swaziland’s agriculture sector has been a success story. Nevertheless, the country faces numerous challenges regarding the implementation of sector policies. While attempts have been made to implement a majority of the policies, the efforts have fallen short of clear strategies, action plans, and M&E systems to successfully track and guide policy implementation. Table 3.2 summarizes the ratings of policy dimensions in Swaziland.

**TABLE 3.2: SUMMARY OF RATINGS OF POLICY DIMENSIONS IN SWAZILAND**

Policy Dimensions	Traffic Light Rating
Quality of policy planning and execution	 Amber
Consistency of policy mix	 Amber
Alignment of policies with the Swaziland National Agricultural Investment Plan	 Amber
Policy implementation status	 Red
Adequacy of policy coverage	 Green

Source: Authors, based on review of literature and stakeholder consultations.  
 Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

## 4. INSTITUTIONAL REVIEW

### 4.1. Introduction

This section reviews the inventory of key institutions involved in the formulation and implementation of the SNAIP and other cooperating agreements in the agriculture sector. The review of the SNAIP institutional landscape includes analysis of the coordination within government institutions and the involvement of nonstate actors in policy and program formulation and implementation. The section also reviews the alignment of the institutional architecture with the needs of successful implementation of SNAIP and similar cooperation agreements, existing gaps, and adjustments or alignments required to improve the quality of implementation for results. The review examines whether all the institutions are in place and, if so, whether they are effectively operating.

### 4.2. Institutional Landscape of the SNAIP

The SNAIP has not yet been implemented, although it is currently undergoing peer review. This analysis of the institutional landscape provides details on the key institutions that were involved in its formulation. Efforts are being made, however, to indicate other key institutions that will be involved in the implementation of the SNAIP, based on engagements with the MoA. The formulation of the SNAIP was coordinated and led by the MoA. Various stakeholders were engaged in the formulation process, including government ministries (Ministry of Finance, Ministry of Economic Planning and Development (MEPD), Ministry of Natural Resources and Energy); development partners; the private sector (FSE&CC); farmers' unions; and nongovernmental organizations (NGO).

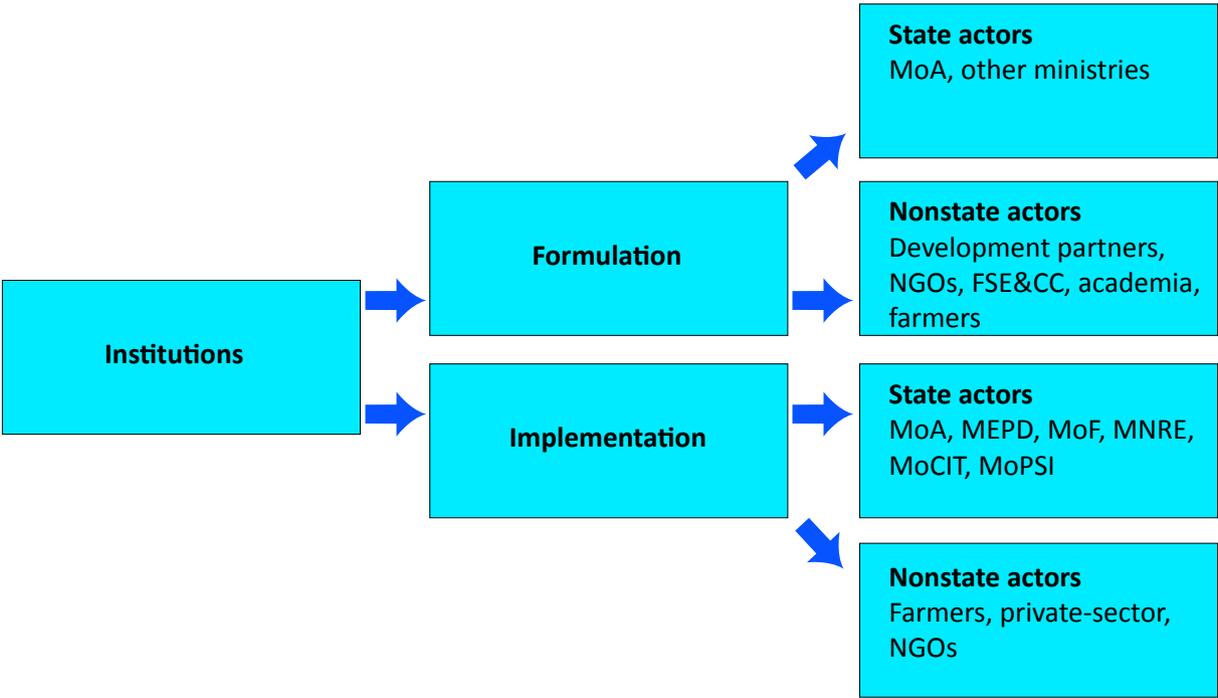
Although not yet started, the implementation of the SNAIP will be led by the MoA and supported by relevant line ministries in other sectors and by nonstate actors. It is important to note that several development partners have made commitments to support the implementation of the SNAIP for the period 2015-25, as illustrated in Section 5 of this report. Overall, the SNAIP's implementation is expected to actively involve the MoA and relevant line ministries; development partners; the private sector; and farmers' unions and other nonstate actors. With regard to the participation of the private sector, the government is making efforts to actively engage their participation in SNAIP implementation, as elaborated by the Minister of Agriculture during the launch of the JSR process in March 2015. Figure 4.1 shows the broad stakeholders involved in the SNAIP's formulation and those expected to be involved in its implementation.

### 4.3. Coordination within Government Institutions

Effective coordination of planning, implementation, and M&E of SNAIP activities within government institutions is crucial for achieving smooth implementation, attaining set targets and goals, and avoiding duplication of efforts and wasteful expenditure of scarce financial and technical resources in the public sector. As indicated above, the SNAIP is yet to be implemented. The MoA's Economic Planning and Analysis Section is currently the CAADP focal point for coordinating all programs within ministry. However, once the SNAIP implementation process begins, a dedicated SNAIP coordination unit will be needed, as the Economic Planning and Analysis Section will be unable to manage the required coordination within the government and with nonstate actors.

A formalized coordination unit can best augment the required capacities to deliberate, plan, and execute decisions to achieve the SNAIP’s objectives. Thus, it is recommended a SNAIP directorate, named the Agro-Business Unit, be established within the MoA and aligned with the commercialization of agriculture initiative. The directorate would be responsible for coordinating with government and nonstate actors the successful implementation of agricultural policies and programs under the SNAIP. There is need to strengthen collaboration within the MoA and with other line ministries and nonstate actors. At the moment, the coordination status can be rated as **RED**.

**FIGURE 4.1: KEY INSTITUTIONS INVOLVED IN THE FORMULATION AND IMPLEMENTATION OF THE THE SWAZILAND NATIONAL AGRICULTURAL INVESTMENT PLAN**



Source: Authors.

Notes: The stakeholders indicated in the implementation are those expected to be actively involved, as discussed above. MoA = Ministry of Agriculture; NGO = nongovernmental organization; FSE&CC = Federation of Swaziland Employers and Chamber of Commerce; MEPD = Ministry of Economic Planning and Development; MoF = Ministry of Finance; MNRE = Ministry of Natural Resources and Energy; MoCIT = Ministry of Commerce, Industry and Trade; MoPSI = Ministry of Public Service and Information.

#### 4.4. Participation by Nonstate Actors in Policy and Program Formulation

The formulation of sectoral policies in Swaziland is the principal responsibility of the respective ministry for that portfolio. For example, the Ministry of Agriculture is tasked with the coordination of agricultural policies and programs that advance agricultural growth and transformation.

The institutional structure in Swaziland allows nonstate actors to participate in policy and program formulation coordinated by the lead ministry—in this case, the MoA. Although they are few and are underrepresented in consultations and policy discussions, nonstate actors in the agriculture sector play an important role in formulating agricultural policies and programs.

For instance, the CANGO and FSE&CC are umbrella bodies through which the government invites or engages with NGOs and private sector companies, respectively, in policy and program formulation and implementation. The FSE&CC and other agricultural service providers promote the interests of their respective groups in the formulation of agricultural policies and programs. Similarly, sector-specific associations for participants, such as the Swaziland Sugar Association, channel their opinions and concerns to the government as part of these consultative processes.

Most participants in Swaziland’s agricultural policy and program processes, however, believe that the country’s private-sector and civil society organizations rarely, if ever, play a significant role in fostering policy change in the agriculture sector. The government and its development partners, generally in some sort of partnership, lead such efforts. While consultations with the private sector and civil society do take place, they are viewed by many, somewhat cynically, as token, obligatory exercises that do not bring significant new perspectives into the process or they affect the policy choices that are ultimately made. There is a need to strengthen their role as effective advocates in determining the priorities for agricultural development in Swaziland, rather than leaving it primarily to government agencies and development partners.

Recently, the Food and Agriculture Organization of the United Nations has played a pivotal role in facilitating the development of the National Agricultural Research Policy and the National Agricultural Extension Policy, the latter of which remains in draft form. The regional Food, Agriculture and Natural Resources Policy Analysis Network also has contributed to the review of seed regulations, as well as to the development of the Plant Health Protection Act.

The participation of nonstate actors in policy and program formulation is rated **AMBER**.

## 4.5. Participation by Nonstate Actors in Policy and Program Implementation

As for agricultural policy formulation, the MoA is also responsible for coordinating the implementation of agricultural policies and programs. In terms of participation in policy and program implementation, the challenge is that not all nonstate actors have capacities to deliberate, plan, and execute decisions as part of these implementation efforts. Engagements with stakeholders during the JSR data collection process indicated that nonstate actors, except for development partners, are not actively involved in the implementation of agricultural policies and programs. For instance, the CANGO and FSE&CC reported that they only participate in agricultural policy and program implementation when invited, and they lead no substantial activities as nonstate actors. Nonstate actors perceive their involvement in the implementation of agricultural policies and programs as being entirely passive.

It is important that clear and substantive roles and responsibilities for nonstate actors are integrated into the planning for SNAIP implementation. In terms of advancing mutual accountability within the agriculture sector, it is crucial that nonstate actors in Swaziland are actively involved in the planning, implementation, and M&E of agricultural policies and programs. In terms of involvement of nonstate actors in policy and program implementation, Swaziland’s rating is **RED**.

## 4.6. Institutional Alignment with the SNAIP and Institutional Gaps

The institutional leadership of major investment areas of the SNAIP is not clearly assigned among state and nonstate actors. According to the 2015 SNAIP, there is still a need to conduct a core functional analysis of the MoA and parastatals, as well as to develop a systematic plan for equipping the MoA so that it can effectively perform its key functions. Measures are required to create and maintain an institutional framework, as well as a clear M&E manual, as postulated in the 2011 M&E policy assessment report (MoA, 2011). Capacity is identified as a major gap that hampers the vibrant institutional functioning of the sector, particularly at central MoA, regional, and rural development area (RDA) levels. The rating for institutional alignment is **AMBER**.

## 4.7. Institutional Implementation Capacity

Virtually all SNAIP lead institutions do not have the required capacities to deliberate, plan, and execute decisions. There is a lack of clarity regarding how program implementation will be aligned with relevant state and nonstate actors to ensure a proper and smooth implementation of the SNAIP. This will create challenges in terms of the sequencing of events and execution of the investments in different value chains. According to Singh (2009), the criteria for evaluation of a program should relate to the major goals of the policy and should be operational. Against this criterion, the study has established that the MoA neither has criteria for evaluation nor adequate capacity to implement the SNAIP due to a lack of technical skills, particularly with respect to M&E at the regional and RDA levels. In parallel to the technical skills challenge is the lack of adequate MoA personnel. Currently, the Government of Swaziland faces pressure from the International Monetary Fund to reduce the civil service wage bill. This suggests that there is less scope for expanding the personnel bracket; hence, there is a need for assistance. This handicap will negatively affect institutional implementation capacity for the SNAIP, which, consequently, is rated as **RED**.

## 4.8. Coordination among Development Partners

At present, no proper coordination system is in place for development partners in the agriculture sector in Swaziland to regularly coordinate their activities. Even though donors have shared work or action plans, particularly under LUSIP I and LUSIP II, they do not conduct joint analytical work or missions. The Aid Coordination and Management Section, under the MEPD, is responsible for coordinating donor aid in the country. Its main function is to ensure that there is donor alignment with country policies and programs. To ensure smooth implementation, the Government of Swaziland signs memoranda of understanding for tracking mutual accountability. International NGOs, such as Save the Children and World Vision have played key roles in the formulation of the SNAIP. These organizations also have helped establish and develop smallholder farmers' associations and strengthen agricultural value chains by giving farmers better links with commodity traders and other agribusinesses.

Agricultural policies and programs are not simply local exercises undertaken without consultation among government and development partners. Over the last two decades, Swaziland has been heavily dependent on foreign aid, as its major agriculture sector programs have been implemented in their entirety with significant support from development partners. Consequently, most of these programs

have been designed through strong consultations among government and development partners. The primary justification given for the development partners’ strong engagement in the development of national agricultural policy is their accountability to their home governments regarding how their funds are used. This means that somehow more problematically, they play a strong role in defining the priorities and designing the programs and activities to which their funds are applied. The coordination among development partners and the alignment of their work to national policies and programs is rated AMBER. This could improve if, for example, there were a deliberate effort to establish a Donor Committee on Agriculture and Food Security similar to that existing among donors in other countries, such as Malawi.

### 4.9. Summary

Despite the SNAIP currently undergoing peer review and the fact that it is yet to be implemented, the institutional landscape for its implementation will include the MoA as the lead institution among state and nonstate actors and development partner organizations. As elaborated by the Minister of Agriculture during the launch of the JSR process in March 2015, the approach is participatory. The study has established that the coordination of SNAIP within government institutions is weak and requires intervention for a smooth takeoff. The lead institutions lack technical capacities and personnel. For instance, the MoA is negated by the government’s position regarding personnel costs. Also, there is persistent pressure from the International Monetary Fund for the government to reduce the civil service wage bill. Overall, there is a lack of clarity in terms of how program implementation will be aligned with nonstate actors to ensure proper sequencing of activities during SNAIP implementation. Table 4.1 assesses the various policy dimensions of the institutional landscape for the SNAIP.

**TABLE 4.1: SUMMARY OF RATINGS OF INSTITUTIONAL DIMENSIONS IN SWAZILAND**

Policy Dimensions	Traffic Light Rating
Coordination within government institutions	 Red
Participation of nonstate actors in policy and program formulation	 Amber
Participation of nonstate actors in policy and program implementation	 Red
Institutional alignment with the SNAIP and institutional gaps	 Amber
Institutional implementation capacity	 Red
Coordination among development partners	 Amber

Source: Authors, based on review of literature and stakeholder consultations.  
 Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

## 5. REVIEW OF KEY FINANCIAL AND NONFINANCIAL COMMITMENTS

### 5.1. Introduction

The focus of this section is to review key financial and nonfinancial commitments made by various key stakeholders (government, development partners, private sector, and farmer organizations, among others). This includes budgetary allocations, investments, financial support, capacity building, and organizational commitments made by governments, donors, and nonstate actors. Furthermore, the review includes key agriculture sector targets (e.g., growth, productivity) and other major results that are defined in the Swaziland CAADP Compact, the SNAIP, and other policy and strategic documents. The realization of financial and nonfinancial commitments is critical for the country to achieve its agriculture sector growth and development targets.

### 5.2. Key Financial and Nonfinancial Commitments by Government

#### 5.2.1. Inventory of Government Budget and Other Financial Commitments

The Government of Swaziland is making efforts to advance implementation of the CAADP agenda, although the pace has been very slow since the signing of the CAADP Compact in 2010. The costing of the programs identified in the SNAIP is currently being completed, and the CAADP business meeting planned for the end of 2015. Therefore, the commitments of the government toward implementation of the SNAIP programs are not presented here. The government, however, has made various financial commitments toward implementation of agriculture sector programs, as illustrated in Table 5.1. The rating here is **AMBER**.

**TABLE 5.1: SWAZILAND GOVERNMENT FINANCIAL COMMITMENT AND EXPENDITURE**

National Agricultural Investment Plan Program Area or Subarea	Time-frame	Expenditure Estimate or Commitment (in U.S. dollars)	Progress (up to 2015)	Commitment Gap/ Excess
Food supply and reducing hunger: food availability, access, and utilization; climate-smart agriculture	2014-15	600,000	Ongoing	No gap identified yet; project ongoing
Food supply and hunger reduction: food availability, access, and utilization; High-Value Crop and Horticulture Project	2015-19	16,620,000	Ongoing	No gap identified yet; project ongoing
Sustainable natural resource management: Water harvesting and irrigation	2011-15	185,000,000	Ongoing	No gap identified yet; project ongoing, but behind schedule
Sustainable natural resource management: 1.1 water harvesting and irrigation (Lower Usuthu Smallholder Irrigation Project (LUSIP II))	2015-21	10,716,000	Ongoing	No gap identified yet; project ongoing
LUSIP I: night storage dam	2015-16	1,755,000,000	Ongoing	No gap identified yet; project ongoing
LUSIP I: community mobilization/farmer training	2015-25	11,660,000	Ongoing	No gap identified yet; project ongoing
Rehabilitation of Mpatheni, Nhletjeni, and Nkhungwini packhouses and farmhouses	2013-15	400,000	Ongoing	No gap identified yet; project ongoing, but behind schedule
Establishment of nursery for Ntondozi	2013-15	400,000	Starting	Not expended
National livestock identification	2013-15	50,000	Starting	Not expended
Innovative beef value chain schemes	2013-15	300,000	Starting in 2015	Not expended
Promotion of sustainable feed and fodder production and utilization	2013-14	70,000	Success in upscaling vegetable production (130 hectares); conversion of irrigation system	Need to expand this project
Agricultural promotion and extension	2013-16	200,000	Improved income generation and food security	Need to include communities adjacent to Ntondozi
Establishment of Maguga Dam fish hatchery	2011-14	132,000	Ongoing	Need a dissemination mechanism
Land development	2013-15	700,000	Implementation ongoing at LUSIP area	Huge gap (E0.7 million) to cater for expansion
Water and irrigation development at Sigangeni, Mpuluzi, Gege, Ngcoseni, and Nyamane	2013-15	600,000	Completed	No sustainability plan
Food security project	2013-19	11,100,000	Smallholder farmers' support, community potable water, network lease lines, among others	This is not adequate

Source: Constructed by the authors from MoA (2007) and MoA (2015).

Note: E = emalangeni.

## 5.2.2. Inventory of Government Institutional and Capacity Development Commitments

As discussed in Section 3 under the policy review, the Swazi government has made various policy and capacity development commitments to advance agricultural growth and transformation. Table 5.2 summarizes some of the policy objectives and commitments to policy, institutional, and capacity development, and assesses the progress made toward their implementation. Progress has been made in the formulation of the National Agricultural Research Policy, together with the National Agricultural Research Bill, which paves the way for the research legislation. The legislation will be instrumental in establishing the National Research Authority, and will set the stage for demand-driven research that will lead to innovations and promote value chains and economically and socially attractive improvements. The revamp of agricultural research stations has not been successful in Bigbend and Nhlanguano. Improvements have been made in the Malkerns Research Station, however, although it still lacks the necessary personnel and equipment. Despite the seed policy not having been reviewed, the regulations of the Seed Act have been successfully reviewed to align them to the SADC Protocol on Seed Security. In the same vein, the Plant Health Protection Act was passed by Parliament as part of the alignment process.

Through the SADP, a livestock identification program was launched and remains in progress as part of the implementation of the Livestock Identification Act, 2001. On the other hand, a training needs assessment was conducted for extension and research staff, although it is not clear whether the training program was eventually developed. The MoA was also expected to develop and implement a performance management system for extension staff, which did not occur because of delays in the finalization of the extension policy. The extension policy was eventually developed and remains in draft form. Finally, the provision of sufficient transport for extension staff remains a challenge for the MoA, as fewer vehicles are available for extension work. The rating here is **AMBER**.

**TABLE 5.2: SUMMARY OF INSTITUTIONAL AND CAPACITY DEVELOPMENT COMMITMENTS AND PROGRESS MADE TOWARD THEIR IMPLEMENTATION**

Policy Objective	Institutional/Capacity Development Commitment	Time-frame	Progress Made	Traffic Light Rating
Develop demand-driven technologies, knowledge, and information that (i) lead to innovations, (ii) promote value chains to encourage economically and socially attractive improvements in productivity diversification' and (iii) generate and promote poverty reduction	Enact the National Agricultural Research Bill.	2012	Bill is at an advanced stage, ready to be passed by Parliament into an Act	Amber
	Establish legal and institutional framework that provides enabling environment, leading to establishment of National Agricultural Research Authority.		National Agricultural Research Authority is not in place yet and is dependent on the passing of the National Agricultural Research Bill into Act	Amber
	Revamp agricultural research stations for improved research output.		Staffing has been improved through recruitment and capacity building; however, physical infrastructure and systems seriously lagging behind	Amber
	Establish a land policy for the country to support the agriculture sector and stimulate agricultural production	2020	Land Policy remains in draft form, pending approval by Cabinet.	Amber
	Review the Seed Policy and Seed Act regulations by March 2011	March 2011	Seed Policy was not reviewed. Regulations for Seed Act are being reviewed by Auditor General's Office, to be submitted to Cabinet and Parliament for approval.	Amber
Strengthen livestock disease control and enhance livestock anti-theft measures in the country	Design a National Livestock Identification and Traceability System in Swaziland	2013	Livestock Identification Act enacted in 2001. A livestock identification program was launched under the Swaziland Agricultural Development Programme (SADP)	Green
	Prepare regulations to guide the implementation of the Livestock Identification Act, 2001		No data yet	Red
	Educate the public and raise awareness on the Livestock Identification Act, 2001	2008	Awareness raised as part of the launch of the program	Green
Align seed and plant policies, legislation, and regulations to the Protocol on Seed Security of the Southern African Development Community	Develop Plant Protection Health Act and related regulations	June 2011	Plant Health Protection Bill has been passed into an Act of Parliament	Green
	Review Seed Act regulations		Seed Act regulations have been reviewed and revised	
Reform the extension system to achieve improved management, performance, quality, and cost-effectiveness of extension and advisory services	Build the capacity of farmers, extension workers, and research staff	December 2013	Needs assessment for extension and research staff was conducted under SADP	Amber
	Provide transport for extension workers		Transport remains a challenge for extension workers because of insufficient vehicles	Amber
	Put in place a performance management system for extension staff		A performance management system has not been developed because of delays in the finalization of the extension policy	Red
	Develop an appropriate extension policy for the Ministry of Agriculture		The Agricultural Extension Policy has been drafted. Cabinet approval is pending	Amber

Source: Reconstructed by the authors from MoA (2007) and MoA (1999).

Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

### 5.3. Commitments by Nonstate Actors

The SNAIP does not yet provide a clear picture regarding the commitments of nonstate actors in supporting its implementation and overall agriculture sector development. This is largely because this JSR assessment was conducted before the business meeting had been hosted to deliberate on the commitments from different stakeholders, including nonstate stakeholders in the agriculture sector. In general, private institutions have committed to contribute to agricultural development through research, capacity building, and finance. Recent years have seen Swaziland's sugar mills spending millions of Emalangeni in expanding their capacity following the establishment of LUSIP I and LUSIP II, which resulted in an increase in the area cultivated for sugarcane production. Similar contributions or better are dully anticipated in the SNAIP for the subsequent 10 years to further develop the sector.

Furthermore, NGOs have committed over the years to support the development of the agriculture sector through capacity building and technical and financial support, at least, according to the SNAIP. There is no clarity on commitments made by other institutions, such as academia and farmers' organizations (Swaziland National Agricultural Union, Swaziland Farmers' Cooperative Union) on the CAADP Compact or the SNAIP. It is not clear whether these organizations were invited to make commitments, particularly because the SNAIP has just been costed and a business meeting is yet to be hosted. Nevertheless, the University of Swaziland conducts a number of agricultural research activities that are expected to continue. The proposed establishment of the National Agricultural Research Authority will make the university's contribution more visible. Farmers' organizations, on the other hand, will work on mobilizing farmers and encouraging them to use the latest agriculture technologies, including climate-smart agriculture. They will also continue to play a pivotal role in ensuring that farmers have access to finance, and that their voice is heard in policy formulation and implementation, including resource mobilization. The rating here is **AMBER**.

### 5.4. Commitments by Development Partners

#### 5.4.1. Inventory of Each Development Partner's Nonfinancial Commitments

The Swaziland CAADP Compact indicates that the African Union, New Partnership for Africa's Development and Coordinating Agency, Common Market for East and Southern Africa, SADC, and Southern African Customs Union (SACU) have pledged varying support to CAADP by establishing programs that would allow Swaziland to meet the objectives of CAADP. This support includes mobilization of political, financial, and technical support. The rating is amber.

#### 5.4.2. Inventory of Each Development Partner's Financial Commitments

Since 2010, development partners have contributed approximately US\$178 million in funding to various programs in the agriculture sector, the majority of which related to poverty reduction and increased agricultural production, market access, irrigation infrastructure, climate-smart agriculture, and high-value horticulture. Table 5.3 summarizes commitments made by different development partners in supporting agricultural development programs in the country. A number of development partners have collaborated with the government through the MEPD, committing millions of dollars in support of the agriculture sector. Examples include the EU—in partnership with the Food and Agriculture Organization of the United Nations through the Swaziland Agricultural Development Programme

(SADP)—for which more than US\$18 million has been pledged since 2009. This program was a direct response to the Agenda for Action from the NAS. The EU, through the European Development Fund, has also funded in recent years the National Adaptation Strategy, LUSIP I, and LUSIP II, as well as many other projects in the sector, including dairy development. Other development partners include the International Fund for Agricultural Development; Taiwan, China; and the African Development Bank, to name a few. The rating is **AMBER**.

**TABLE 5.3: SUMMARY OF DEVELOPMENT PARTNERS' FINANCIAL COMMITMENTS**

Ministry of Agriculture Project/Program	Donor(s)	Status	Dates		Total Budget (in U.S. dollars)
			Starting	Ending	
LUSIP I: Irrigation development: 3,550 hectares (ha)	European Union (EU), Government of Swaziland, Ubombo, local development financial institutions	Ongoing	2015/04/01	2017/03/31	41,574,899
LUSIP II: Main conveyance system: 50 kilometer canal	African Development Bank	Starting	2015/04/01	2020/03/31	106,455,900
LUSIP II: Distribution system, including pumping station: 7,217 ha	European Investment Bank	Starting	2015/04/01	2020/03/31	42,577,000
LUSIP II: Irrigation development: 7,217 ha	Kuwait Fund, Banque Arabe pour le Développement Économique en Afrique, African Development Bank	Anticipated	2018/04/01	2021/03/31	64,604,200
Fish hatchery	Taiwan, China	Ongoing	2015/04/01	2021/03/31	132,000
Development of water harvesting	Government of Swaziland/EU	Ongoing	2015/04/01	2021/03/31	17,100,000
Smallholder market-led production	International Fund for Agriculture Development (IFAD)/ Government of Swaziland	Anticipated	2016/04/01	2021/03/31	8,800,000
Smallholder market-led production	IFAD/Government of Swaziland	Anticipated	2016/04/01	2021/03/31	9,100,000
Innovative beef value chain project	IFAD	Ongoing	2015/04/01	2021/03/31	700,000
EU technical support to Ministry of Agriculture	EU	Ongoing	2015/04/01	2021/03/31	2,101,400

Source: MoA (2015).

### 5.5. Summary

With the SNAIP still under review and the business meeting still to be conducted, existing commitments for the sector are largely from the National Agricultural Summit (NAS) Agenda for Action, the National Adaptation Strategy for the sugar industry, the LUSIP, and the Poverty Reduction Strategy and Action Plan. Most of the target dates in the Agenda for Action from the NAS have not necessarily been met, with a number of the programs bearing the “ongoing” tag. Commitment gaps are not easy to track, however, since the sector does not yet have an M&E system in place. Once the M&E system is in place, tracking progress will be easier and implementation will be more closely monitored and enhanced. The overall rating here is **AMBER**.

Government commitment has been largely programmatic, mostly from the Agenda for Action from the National Agricultural Summit, which targets irrigation, policy development, and poverty reduction. There is no evidence that the government supports the achievement of targets when it comes to poverty reduction. Policy development has taken place, although outside the time targets, with some policies remaining drafts to date. An **AMBER** rating has been given on this commitment.

Whereas it is difficult to gauge the level with which development partners have lived up to their commitments, in general, projects sponsored by development partners have progressed well, including LUSIP (although in partnership with government), the Smallholder Irrigation Project, National Adaptation Strategy, SADP, among others. Development partners have made strides in such areas as irrigation, capacity building, and food security. The sugar industry has been the leading beneficiary from development partners, particularly the EU, through the National Adaptation Strategy. An **AMBER** rating is given here, purely due to the fact that tracking with confidence has been close to impossible.

Even though tracking has been difficult, NGOs have continued to provide technical capacity building and support the implementation of food security programs. The sugar industry has benefitted from cooperation and commitments made by the private sector through production capacity building. An **AMBER** rating is given here. Table 5.4 summarizes the ratings of honoring of commitments by different actors in the agriculture sector.

**TABLE 5.4: SUMMARY OF RATINGS OF HONORING COMMITMENTS BY DIFFERENT ACTORS**

Area of Commitment	Traffic Light Rating
Government living up to its financial commitments	 Amber
Government living up to its nonfinancial commitments	 Amber
Nonstate actors living up to their financial commitments	 Amber
Development partners living up to their financial commitments	 Amber
Development partners living up to their nonfinancial commitments	 Amber

Source: Authors, based on review of literature and stakeholder consultations.  
 Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

## 6. AGRICULTURE SECTOR PERFORMANCE BASELINES

### 6.1. Introduction

This section assesses the performance of Swaziland’s agriculture sector. Data were collected on key indicators—share of annual government budget for agriculture, sector growth, poverty rates, nutrition status, and trade—for the period 2010-14 to serve as a reference base for future JSRs and other assessments. This includes input, output, and outcome targets defined in the SNAIP and other policy documents. The assessment of the performance of the sector is monitored here against the CAADP framework since the SNAIP has not yet been enacted and the MoA does not have an M&E framework. The performance of the sector is analyzed through a presentation of a series of trends of key indicators comprising the following:

- public-sector investment in agriculture against the 2003 Maputo Declaration target of 10 percent of the national budget;
- crop and livestock production performance against CAADP targets;
- land and labor productivity;
- total agricultural trade performance (agricultural imports and exports and food imports); and
- poverty trends (Global Hunger Index (GHI) and cereal production per capita) (AU 2014).

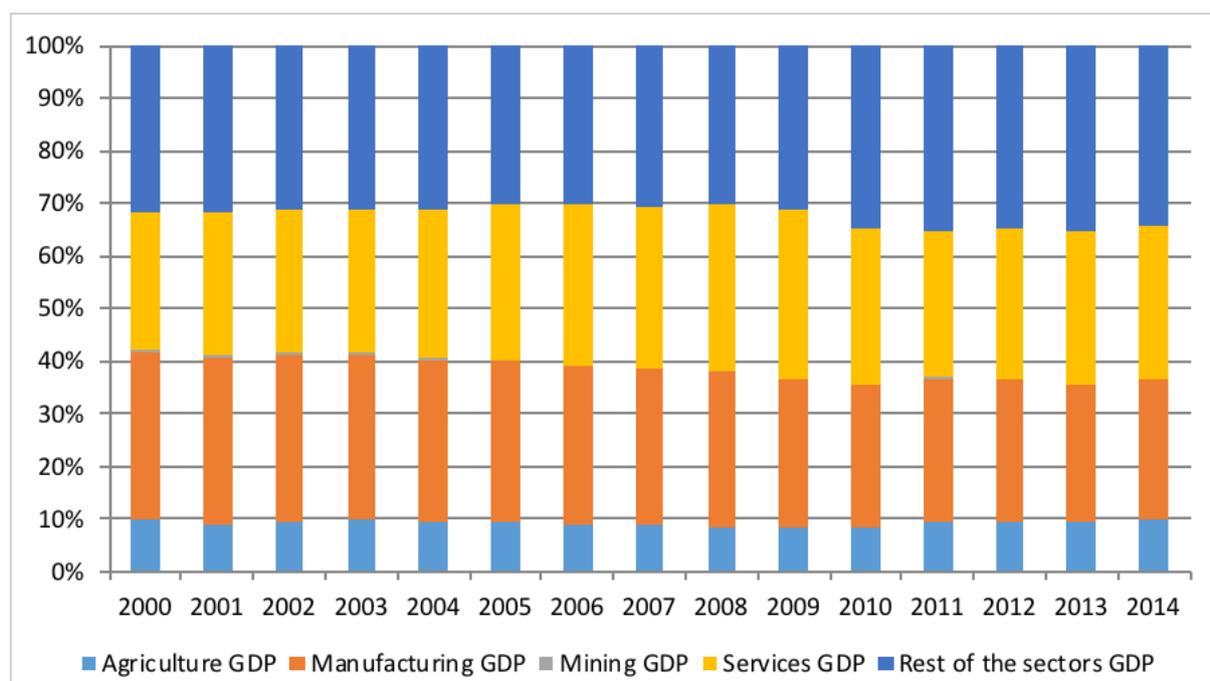
### 6.2. Structure of the Swaziland Agriculture Sector

The agriculture sector is divided into four main subsectors: crops, livestock, forestry, and fisheries. The crops, livestock, and forestry subsectors are the mainstay of the agriculture sector, since they contribute more than 95 percent to the agriculture GDP. Fisheries play a very minimal role, since the sector is still rudimentary. Despite the fact that Swaziland is among the middle-income countries in the region, agriculture plays a huge role, contrary to the norm that these countries are dependent on minerals and industrialization. In Swaziland, the agriculture sector’s contribution to the country’s GDP stood at 8.6 percent in 2013, down from approximately 12 percent in 2000, with the sector’s growth rate recording a decline of 0.3 percent in 2013 (Central Bank of Swaziland 2014).

The sector’s main outputs include maize, cotton, citrus, sugar, forestry, and livestock. The performance of the sector, however, is mainly influenced by the value of sugar exports, which account for more than 70 percent of the value of agricultural production. Sugar, citrus, wood pulp (forestry), and beef are the main export earners for the sector, bringing in approximately E 4.3 billion in export revenue in 2012—specifically, sugar, E 2.9 billion; wood pulp, E 480 million; canned fruit, E 180 million; citrus fruit, E 88 million; and meat and meat products, E 32 million (MoA, SNAIP, 2015). Sugar remains the highest export earner for the sector, responsible for 70 percent of the country’s value of agricultural production. This, in essence, implies that the crops sector contributes more than 75 percent to agricultural GDP if the contribution of sugar cane and citrus is taken into account.

The contribution of agriculture to total national GDP has been decreasing over the past 15 years, with an increasing share of Swaziland’s economy being contributed by the manufacturing and services sectors (Figure 6.1). This may be attributed to the African Growth and Opportunity Act (AGOA) that the country was part of until mid-2014. AGOA immensely benefited the manufacturing sector—the textile industry, in particular, which has had the most notable growth.

**FIGURE 6.1: GROSS DOMESTIC PRODUCT OF EACH ECONOMIC SECTOR IN SWAZILAND, 2000–14**



Source: ReSAKSS (2014).

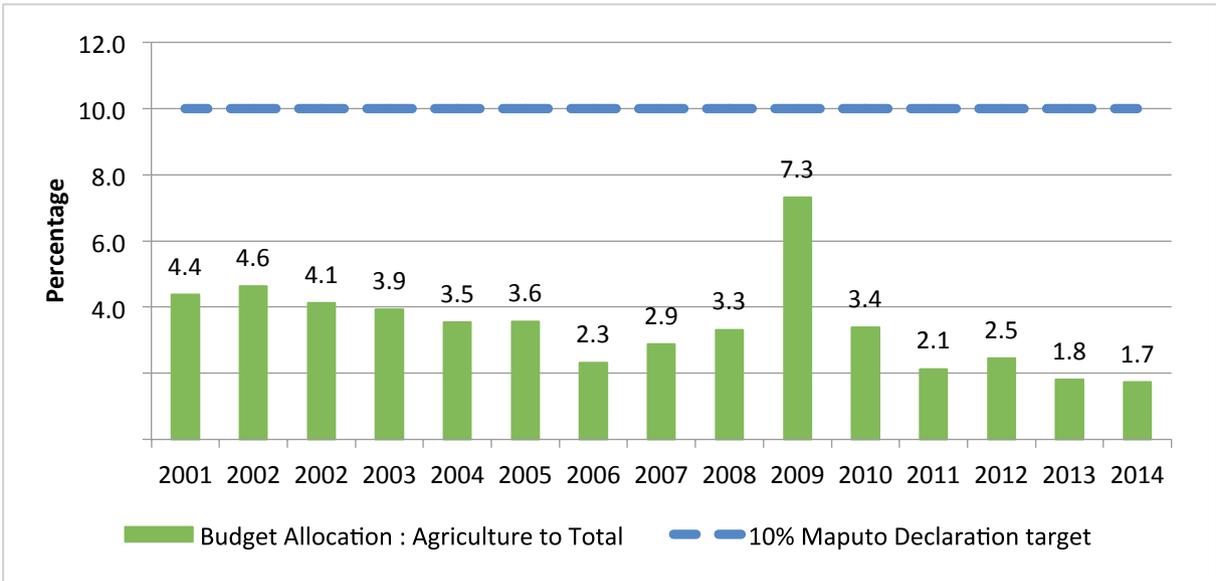
## 6.3. Performance of the Agriculture Sector in Swaziland

### 6.3.1. CAADP Targets for Agricultural Development

The country's agriculture sector continues to receive a small share of the national budget, falling short of the Maputo Declaration's target of 10 percent (AU 2014). In 2009, the sector received a budget of 7.3 percent of the total national budget, which was the highest allocation in the last 14 years. From 2010 going forward, the budget allocated to agriculture has not been close to 6% (Figure 6.2). The invariable low share of the agriculture budget as a component of the total national budget stems from various reasons, including poor budget execution rates by the MoA which, in turn, prompts budget cuts in subsequent years. The other reason is unstable earnings from the SACU, which makes up the largest proportion of the country's revenue (Central Bank of Swaziland 2012).

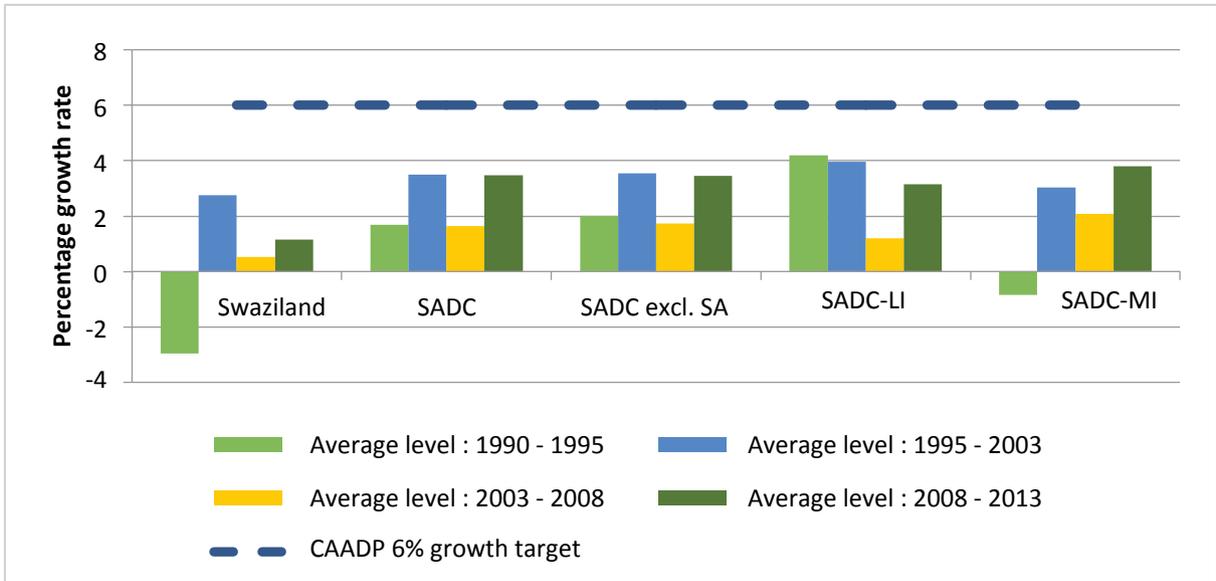
Figure 6.3 illustrates Swaziland's agricultural GDP growth rate and the country's performance toward achieving the CAADP target of 6 percent growth. This figure also draws comparison with other SADC member countries. Not attaining the 10 percent Maputo Declaration budget target has hindered Swaziland's chances of achieving the 6 percent Maputo Declaration agricultural GDP growth target. It is also worth noting that agricultural GDP growth in Swaziland is below that of the average middle-income and low-income countries in the region—effectively lower than that of the entire region. Progress in this indicator is rated as **RED**.

**FIGURE 6.2: AGRICULTURE SHARE OF TOTAL NATIONAL BUDGET IN SWAZILAND, 2000–14**



Source: ReSAKSS (2014).

**FIGURE 6.3: SWAZILAND’S AGRICULTURAL GROSS DOMESTIC PRODUCT GROWTH RATE, 1990–2013**

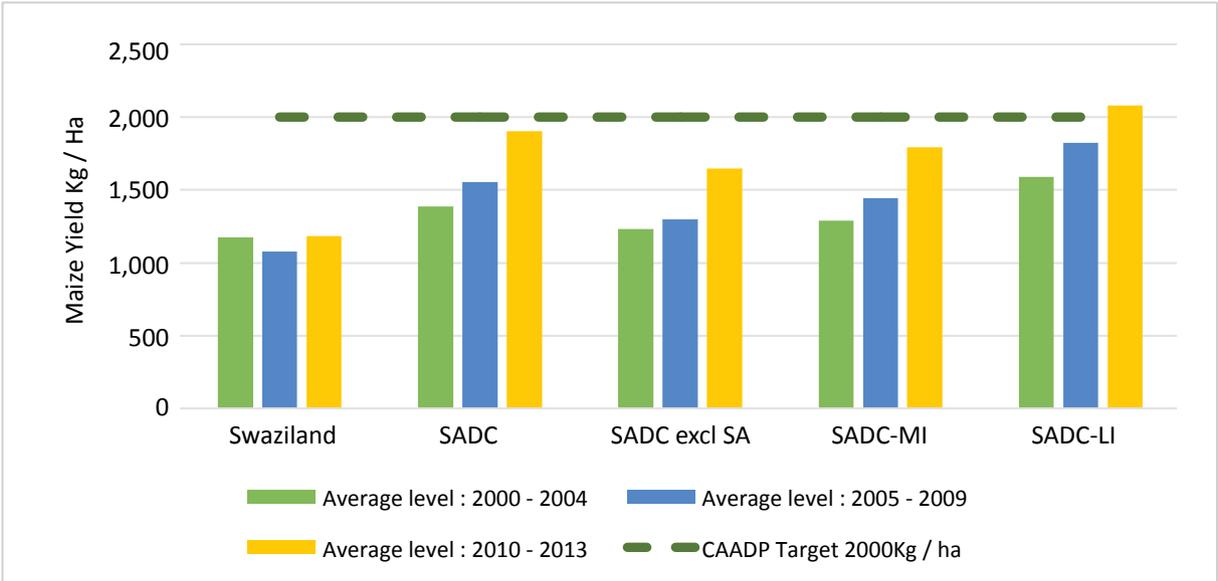


Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income; CAADP = Comprehensive Africa Agriculture Development Programme.

The lack of adequate public investment in the agriculture sector can also be noted by Swaziland’s failure to achieve the 2,000 kilograms per hectare (kg/ha) SADC Regional Indicative Strategic Development Plan (RISDP) maize yield target over the past decade (Figure 6.4), which may be caused by the sparing use of improved maize seeds and chemical fertilizer. Significantly more chemical fertilizer is used in sugar production in Swaziland than on maize. What is even more concerning is that maize yields have been stagnantly low (approximately 1,181 kg/ha) over the 2000–13 period. This has implications for Swaziland’s food security and hunger index, since its population is increasing. Progress in this indicator is rated as **AMBER**.

**FIGURE 6.4: MAIZE YIELDS IN SWAZILAND. 2000–13**

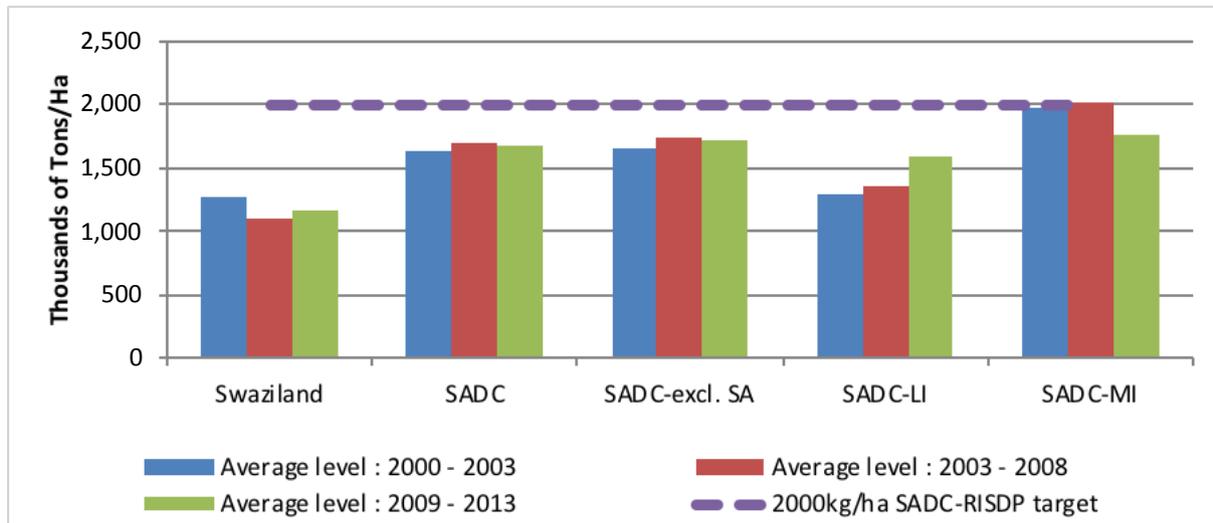


Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; **LI** = Low Income ; **MI** = Middle Income; CAADP = Comprehensive Africa Agriculture Development Programme.

It is also worth noting that cereal yields, overall, have not come close to meeting the 2,000 kg/ha SADC RISDP target, as depicted in Figure 6.5. This may be attributed to the farmers’ shift from producing subsistence crops, such as maize, to commercial crops (i.e., sugar cane). Progress in this indicator is rated as **AMBER**.

**FIGURE 6.5: TOTAL CEREAL YIELDS IN SWAZILAND, 2000–13**

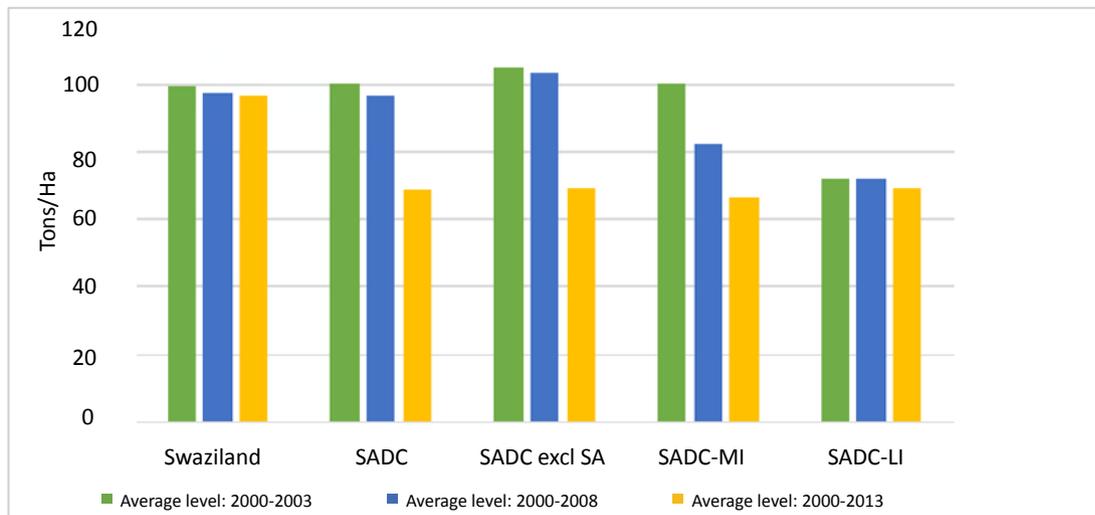


Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income; RISDP = Regional Indicative Strategic Development Plan.

Sugar cane—often referred to as “Swazi gold”—is the mainstay of Swaziland’s agriculture sector. Over the years, land under sugar cane production in the country has been increasing, and the yields have also been growing. Figure 6.6 reflects that Swaziland’s sugar yields are significantly above the region’s average, even above the lower and middle income country regional averages. Yields per hectare, nevertheless, have been on a downward spiral. Despite the plummeting prices of sugar in world markets, Swaziland has continued to enjoy Most Favored Nation benefits from the EU and those of AGOA from the United States. Progress in this indicator is **RED**.

**FIGURE 6.6: SUGAR CANE YIELDS IN SWAZILAND, 2000–13**

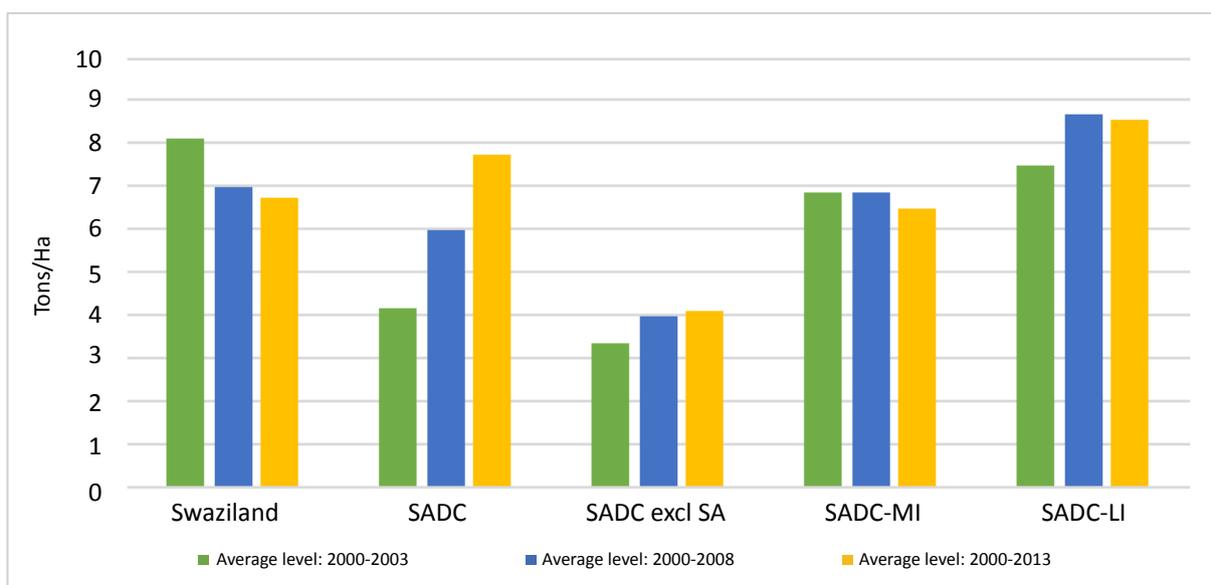


Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

Citrus has also contributed immensely to Swaziland’s economy, bringing significant income into the country. Swaziland’s citrus subsector is doing relatively well compared with its neighbors in the region; however, its average yields are lower than those of the SADC middle-income countries (Figure 6.7). Progress in this indicator is rated as **AMBER**.

**FIGURE 6.7: CITRUS YIELDS IN SWAZILAND, 2000–13**

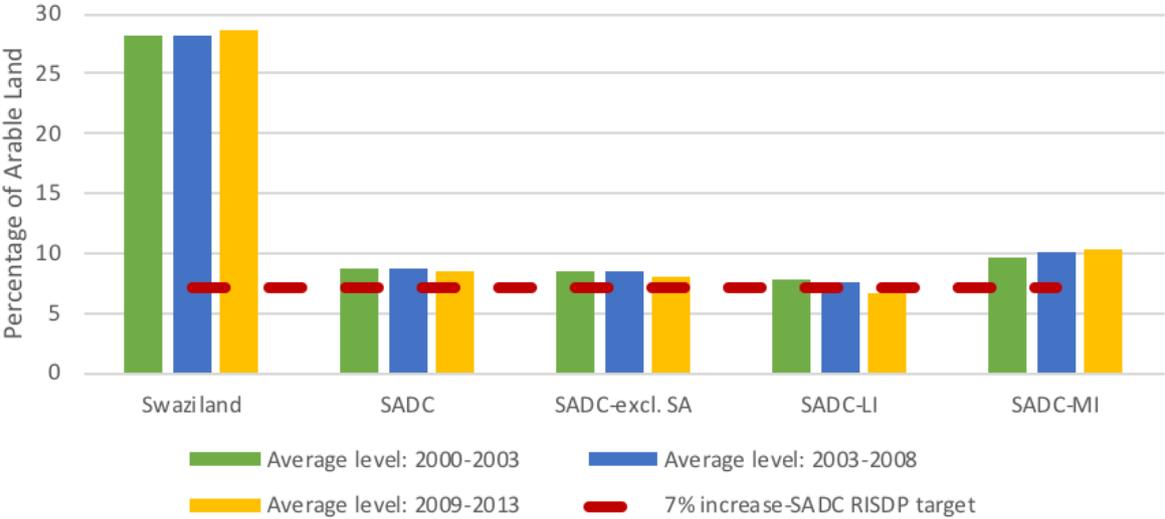


Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

Swaziland has managed to double the land under irrigation over the years due to investments in irrigation aimed at bringing more land under sugarcane production in the country. There is also a considerable amount of land irrigated under horticultural production, which is clearly depicted in Figure 6.8. The increase in land under irrigation has had a positive bearing on the yield of sugar and citrus; however, it is apparent that most of the cereals, particularly maize, are not being irrigated, but rather are rainfed. Swaziland has roughly triple the share of land under irrigation compared with that of the entire region. Progress in this indicator is rated as **AMBER**.

**FIGURE 6.8: PERCENTAGE OF ARABLE LAND IN SWAZILAND WITH IRRIGATION EQUIPMENT, 2000–13**

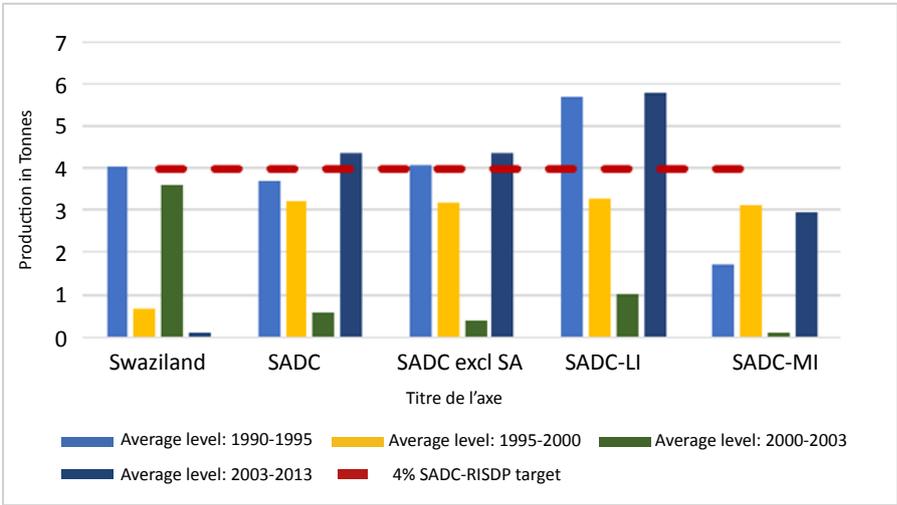


Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income; RISDP = Regional Indicative Strategic Development Plan.

Figure 6.9 shows livestock production against the set SADC RISDP 4.0 percent livestock production growth. Swaziland was able to attain this target between 1990 and 1995 although, due to foot and mouth disease, the country’s production dipped in subsequent years. It also did not help that the country lost its EU market quota for beef during the 2003–13 period. The global economic crises also have had a hand in deterring the growth in this sector. Progress in this indicator is rated as **AMBER**.

**FIGURE 6.9: GROWTH OF LIVESTOCK PRODUCTION IN SWAZILAND, 1990–2013**



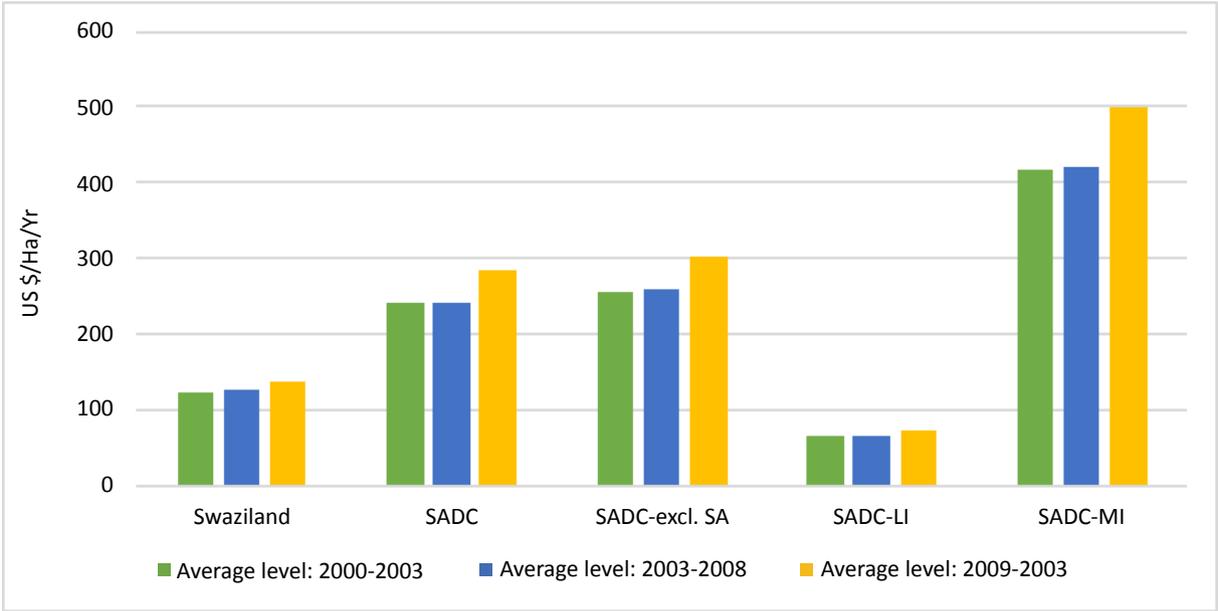
Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income; RISDP = Regional Indicative Strategic Development Plan.

### 6.3.2. Land and Labor Productivity

Figure 6.10 shows that from 2000 to 2013, land productivity in Swaziland was quite low (US\$138/ha/year) compared with the average for SADC middle-income countries of US\$500/ha/year. This may imply that the country continuously needs to adopt more land-saving technologies, such as chemical fertilizers and improved seed varieties. Since Swaziland’s population is also growing considerably, more of the land is being converted to residential use; hence, the remaining land under production has to produce enough food for the growing population. Progress in this indicator is rated as **AMBER**.

**FIGURE 6.10: LAND PRODUCTIVITY IN SWAZILAND, 2000–13**

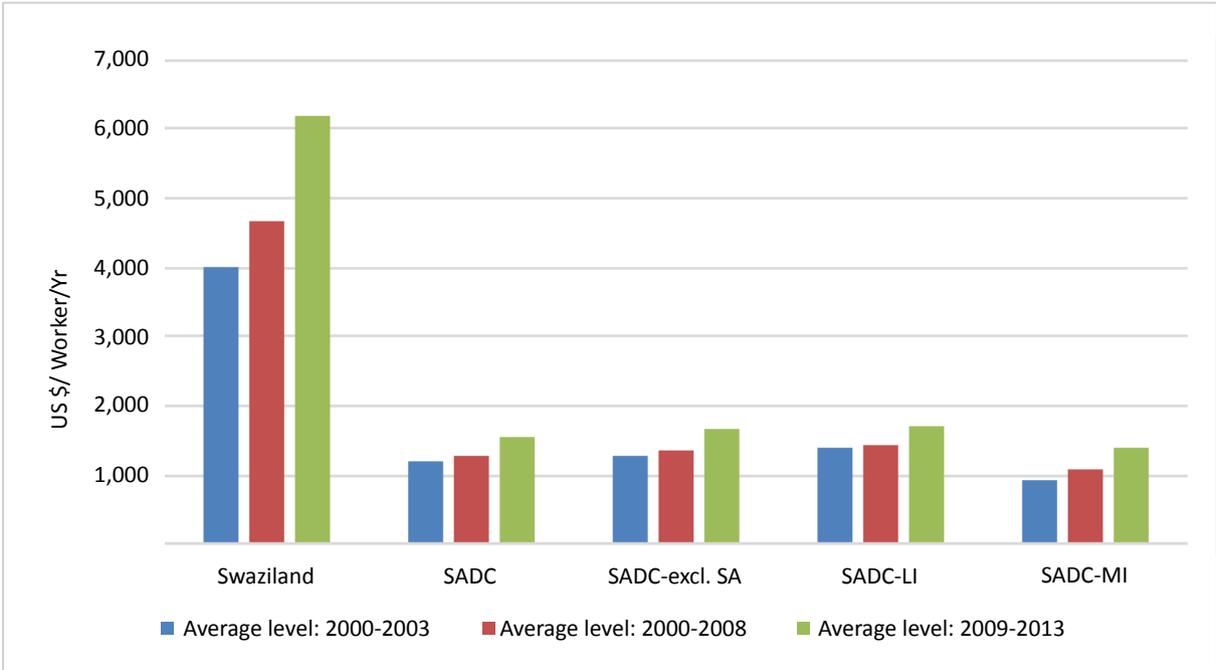


Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

Despite the fluctuating growth rate, the sector’s labor productivity remains the highest in the SADC region, recording US\$6,000 per worker per year by 2013 (Figure 6.11). The region, as a whole, recorded its highest average labor productivity of US\$1,556 in 2013. Swaziland’s sugar industry has led the rest of the subsectors in adopting technological innovations which, in turn, has contributed to its increased labor productivity, followed by the citrus industry, which has enjoyed increasing prices over the last five to 10 years. The effect of this is an increase in the ratio of produce value to the value of labor contribution. Progress in this indicator is rated as **AMBER**.

**FIGURE 6.11: LABOR PRODUCTIVITY IN SWAZILAND, 2000–13**



Source: FAO (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

### 6.3.3. Agricultural Trade Performance

Swaziland’s agriculture sector remains a net importer when sugar exports are removed from the country’s balance of trade. As shown in Table 6.1, the trade balance of products—apart from sugar—has remained steadily negative since 2005, with the situation improving slightly in 2006 owing to a slight increase in maize production, together with decreased demand for imports for maize, apples, pears, leguminous vegetables, potatoes, and other crops compared with 2005.

**TABLE 6.1: SWAZILAND'S AGRICULTURAL TRADE BALANCE (EXCLUDING SUGAR EXPORTS), 2005-13**

Crop Product Imports and Exports	2005	2006	2007	2008	2009	2010	2011	2012	2013	Average	% Change
<b>Total Exports</b>	<b>49.2</b>	<b>54.3</b>	<b>79.7</b>	<b>97.3</b>	<b>68.8</b>	<b>48.7</b>	<b>79.9</b>	<b>71.9</b>	<b>154.2</b>	<b>78.2</b>	<b>213</b>
Citrus	38.0	39.0	49.0	60.2	44.7	38.7	55.3	48.4	120.1	54.9	216
Bananas	3.4	4.2	5.1	9.5	6.1	2.1	7.5	12.3	14.0	7.1	312
Maize	2.8	6.0	12.2	9.1	6.6	4.1	5.5	3.2	4.1	6.0	46
Other crops	5.1	5.2	13.4	18.4	11.2	3.8	11.7	7.9	15.9	10.3	215
<b>Total Imports</b>	<b>253.4</b>	<b>221.9</b>	<b>532.0</b>	<b>428.9</b>	<b>458.2</b>	<b>430.7</b>	<b>304.1</b>	<b>482.1</b>	<b>422.7</b>	<b>392.7</b>	<b>67</b>
Maize	116.2	99.5	345.9	211.9	191.0	315.5	110.7	206.1	177.1	197.1	52
Rice	55.2	60.9	77.5	107.3	98.8	11.2	103.5	139.3	120.6	86.0	119
Apples and pears	20.6	13.3	20.6	27.6	40.9	27.0	19.7	28.3	24.8	24.4	20
Leguminous vegetables	12.8	8.7	13.3	14.8	25.9	3.5	15.3	32.6	25.1	16.9	96
Potatoes	14.0	11.3	17.0	18.1	24.0	34.2	12.4	13.9	17.9	18.1	-1
Other crops	34.6	28.2	57.7	49.2	77.8	42.4	42.6	57.9	61.2	50.2	77
<b>Trade Balance</b>	<b>-204.2</b>	<b>-167.6</b>	<b>-452.3</b>	<b>-331.6</b>	<b>-389.5</b>	<b>-382.0</b>	<b>-224.2</b>	<b>-410.2</b>	<b>-268.5</b>	<b>-314.4</b>	

Source: Swaziland Revenue Authority (2014).

On the other hand, sugar exports increased steadily between 2011 and 2014. This is shown in Table 6.2.

**TABLE 6.2: SUGAR EXPORTS IN SWAZILAND**

(in tons)

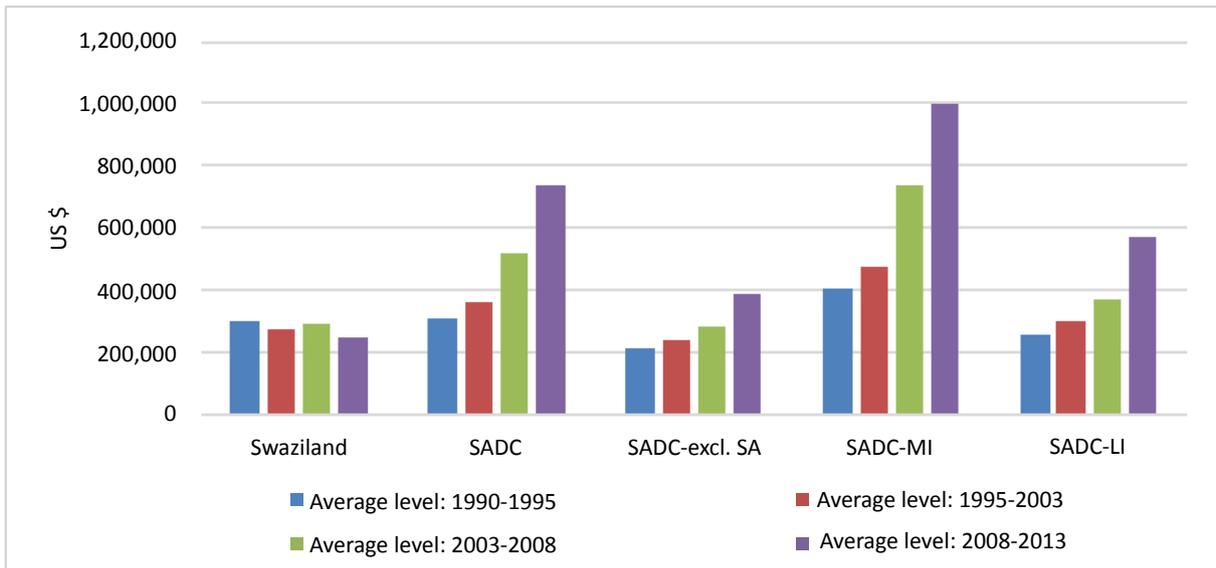
Year	Southern African Customs Union	European Union	United States	Total
2011-12	309,985	315,427	0	625,412
2011-13	309,985	315,427	0	625,412
2011-14	330,000	350,000	10,000	690,000

Source: Swaziland Sugar Association (2014).

Figure 6.12 and Figure 6.13 show that Swaziland is a net importer of agricultural products, since the trade averages depict that the trade balance is slightly negative, despite enormous sugar exports. The major causes for the negative balance may be the plummeting of international sugar prices and the loss of foreign income generated from the forestry industry as a result of the forest fires the country experienced in 2007.

Swaziland exports mainly processed or intermediary products (i.e., sugar, timber, canned fruits, and beef) to the EU, and less of its raw materials. The value addition allows the country to fetch a higher price than it would for raw materials alone. Swaziland's trade is mainly through SACU, with South Africa being the largest trade partner in the region. Imports and exports are significantly below the regional averages; food imports are high, because Swaziland produces mainly cash crops.

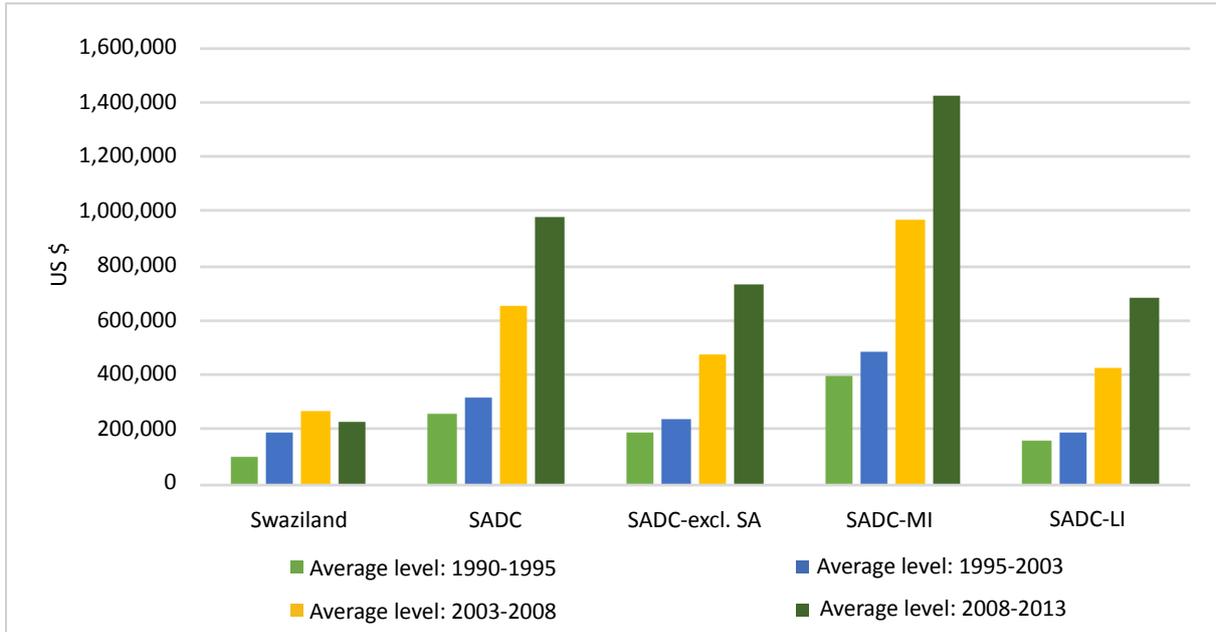
**FIGURE 6.12: VALUE OF TOTAL AGRICULTURAL EXPORTS IN SWAZILAND, 1990–2013**



Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

**FIGURE 6.13: VALUE OF TOTAL AGRICULTURAL IMPORTS IN SWAZILAND, 1990–2013**



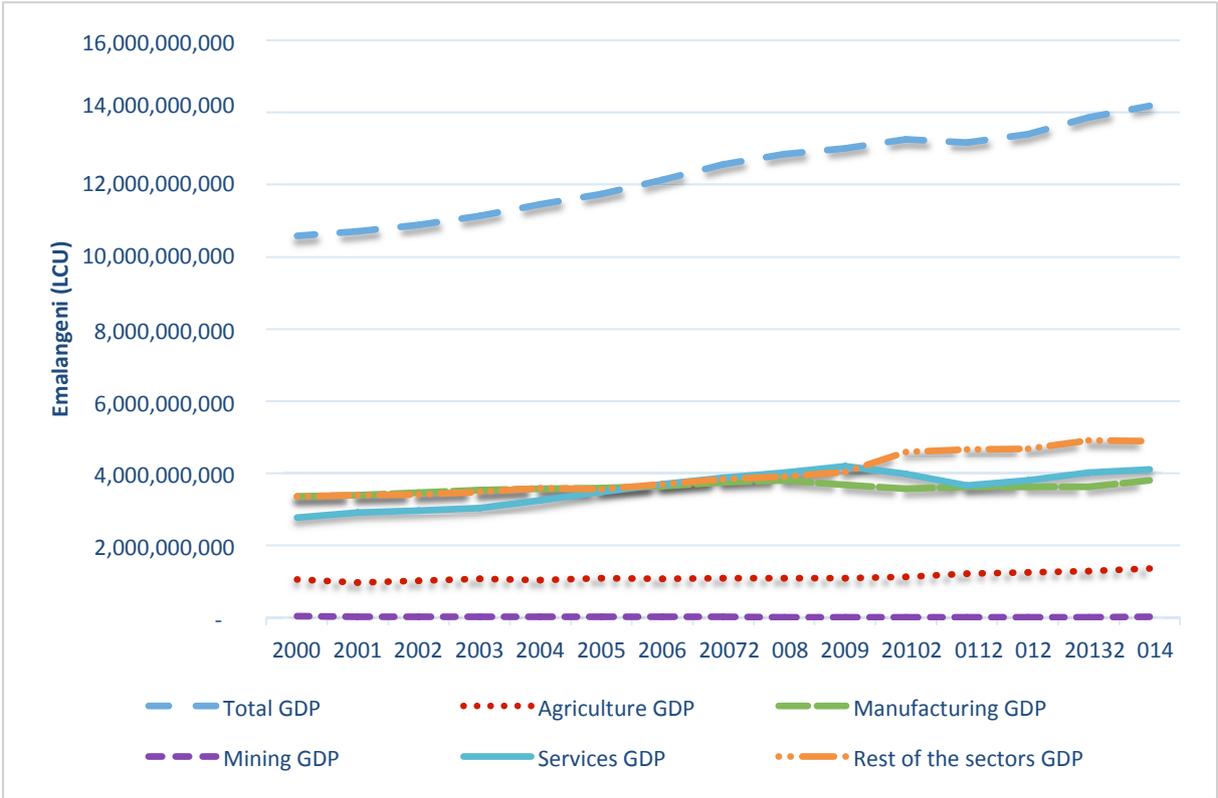
Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

### 6.3.4. Development Results

Figure 6.14 shows that agriculture is the economic sector that is making the second-lowest contribution to Swaziland’s total GDP. The figure does not illustrate, however, the sector’s significance as an employer of more than 70 percent of the country’s labor force, which has a significant bearing on the country’s food security and ability to alleviate poverty. In developing countries, agriculture should be a key driver for economic development, but that does not seem to be the case in Swaziland.

**FIGURE 6.14: COMPOSITE OF SWAZILAND’S TOTAL GROSS DOMESTIC PRODUCT, 2000–14**



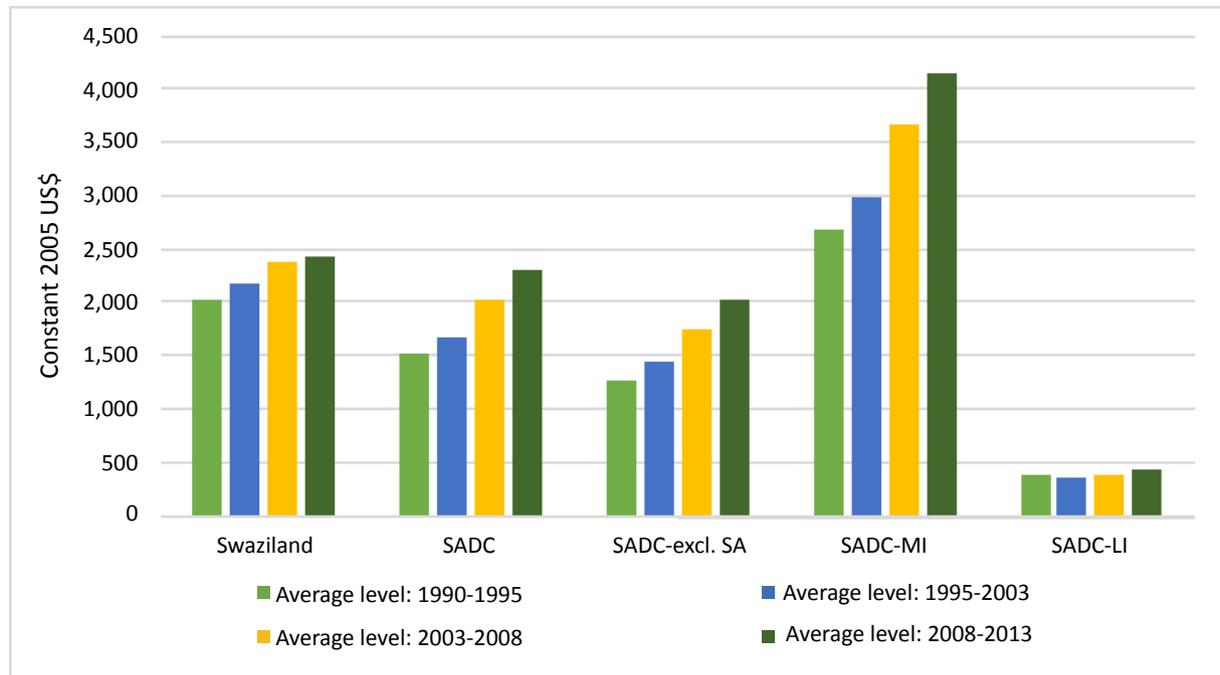
Source: ReSAKSS (2014).

Notes: LCU = Local Currency Units

Given that Swaziland is striving to be a First World country by 2022, its per capita GDP should be growing at a higher rate to meet and surpass that of other SADC middle-income countries in the region. At present, Swaziland’s per capita GDP is quite low (Figure 6.15), but is at par with that of the SADC region. The standard of living in Swaziland has been rising, implying that poverty is being alleviated, albeit at a slow rate.

**FIGURE 6.15: PER CAPITA GROSS DOMESTIC PRODUCT IN SWAZILAND, 1990–2013**

(in constant 2005 U.S. dollars)



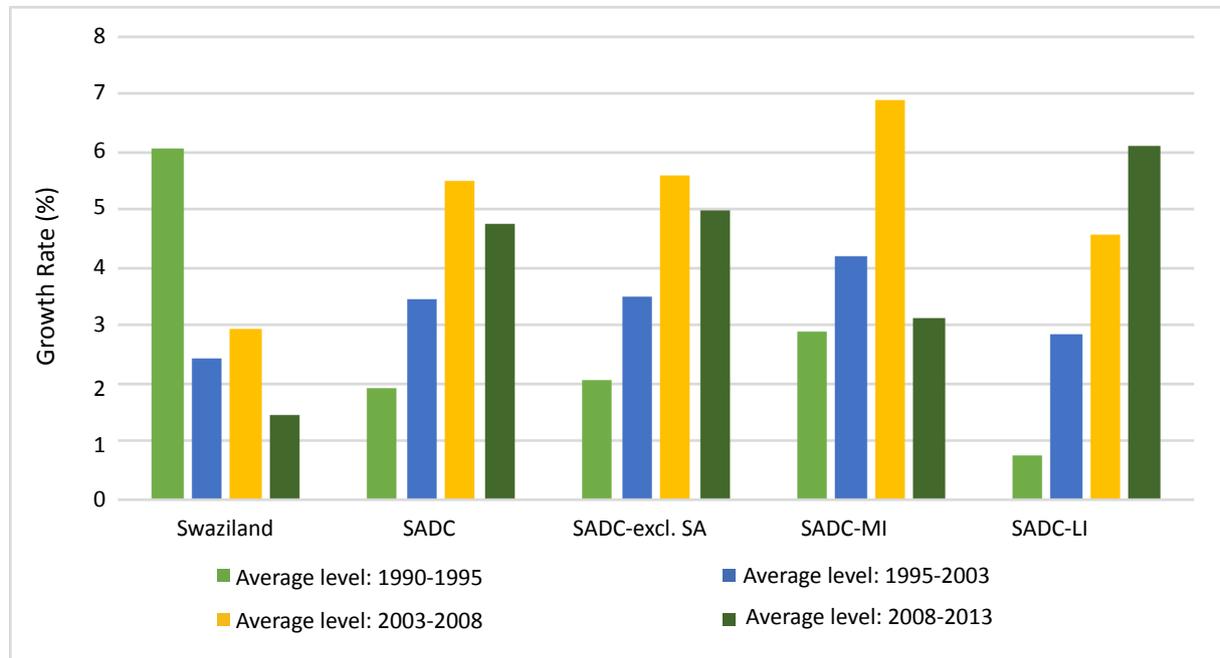
Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

Swaziland’s annual GDP growth decreased from 6.0 percent between 1990 and 1995 to 1.4 percent between 2008 and 2013 (Figure 6.16). This decline can be attributed to global economic crises, lower earnings from SACU, and the loss of AGOA and other preferential markets abroad. This decrease has adverse implications for the country’s poverty alleviation and food security. Progress in this indicator is rated as **RED**.

**FIGURE 6.16: GROWTH OF ANNUAL GROSS DOMESTIC PRODUCT IN SWAZILAND, 1990–2013**

(in constant 2005 U.S. dollars)

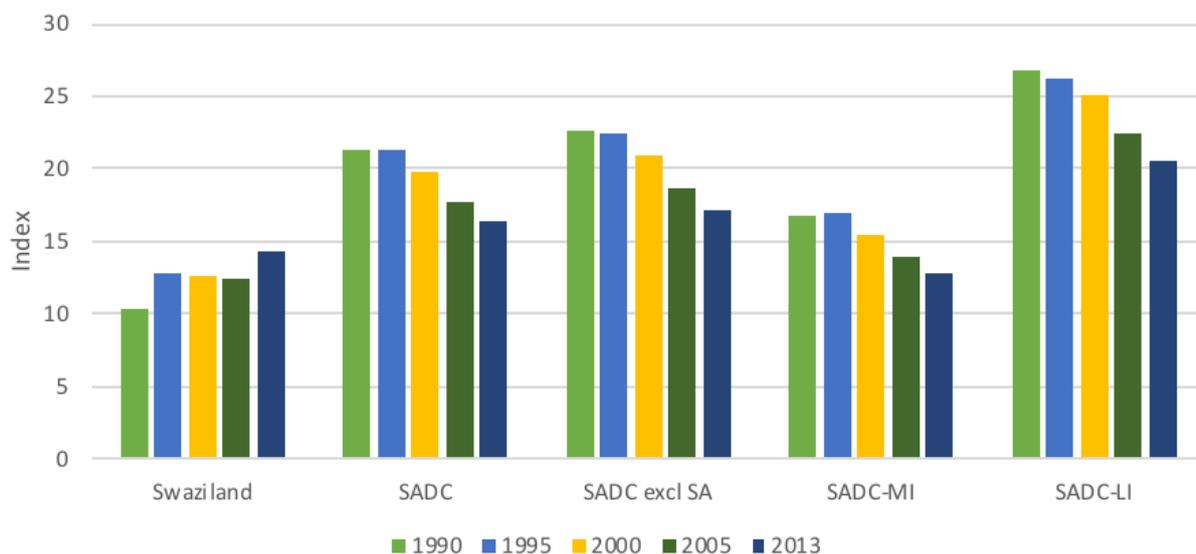


Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

The GHI ranks countries on a 100-point scale. Zero is the best score (no hunger) and 100 is the worst, although neither of these extremes is reached in practice. The GHI for Swaziland has consistently been below 15, suggesting that the country does not have a serious hunger problem relative to the situation in other countries in the region (Von Grebmer et al. 2010) (Figure 6.17). What is concerning, however, is that while the GHI is decreasing in the region, it is increasing in Swaziland. Progress in this indicator is rated as **RED**.

**FIGURE 6.17: GLOBAL HUNGER INDEX IN SWAZILAND AND THE REGION OF THE SOUTH AFRICAN DEVELOPMENT COMMUNITY, 1990–2013**

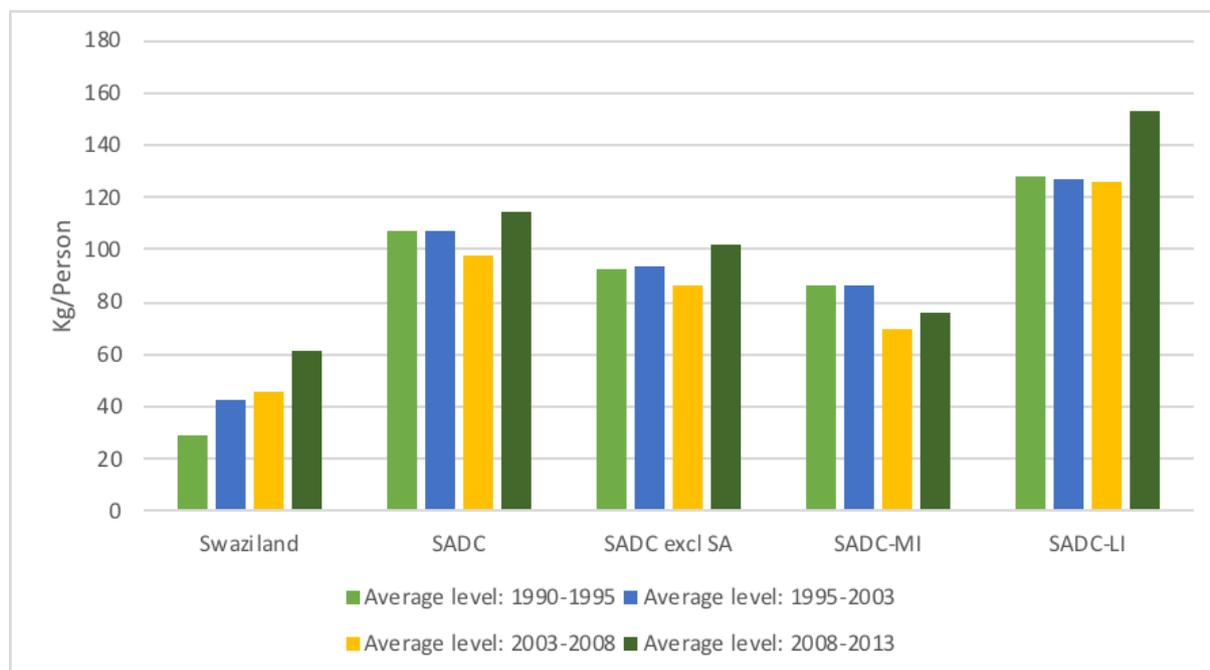


Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

While cereal production per capita in Swaziland increased to 61.6 kg/person between 2008 and 2013, this was still significantly below the regional average of 114 kg/person and that of SADC middle-income countries of 101.5 kg/person (Figure 6.18). Swaziland needs to adjust its priorities and income distribution patterns to ensure food security meets the needs of its population.

**FIGURE 6.18: CEREAL PRODUCTION PER CAPITA IN SWAZILAND, 1990–2013**



Source: ReSAKSS (2014).

Notes: SADC = Southern Africa Development Community; SA = South Africa; LI = Low Income; MI = Middle Income.

## 6.4. Summary

Agriculture is no longer the backbone for economic development in Swaziland; other economic sectors now contribute more to the national GDP than does agriculture. This is also illustrated by the government's reluctance to increase the annual budget allocation for agriculture, which contributes to low production of such staples as maize and, consequently, relatively low cereal production per capita. Swaziland has thus been relying on other economic sectors to boost its per capita GDP. Nevertheless, the country is thriving in its production of cash crops and their value addition, causing the economy to be dependent on sugar, citrus, and forestry products. Efforts to starve off hunger and poverty in Swaziland through agriculture have been greatly enhanced by the commercialization of smallholder farmers in the sugar industry. Overall, the agriculture sector has made substantial progress toward achieving the CAADP, SADC RISDP, and MDG targets—albeit minutely on the MDG targets. Table 6.3 summarizes the rating of Swaziland honoring its commitments by different actors in the agriculture sector.

**TABLE 6.3: SUMMARY RATING OF AGRICULTURE SECTOR PERFORMANCE IN SWAZILAND**

Performance Indicators	Traffic Light Rating
Agricultural budget as percentage of the total budget	● Red
Growth in agricultural gross domestic product (GDP)	● Amber
Maize yields	● Amber
Cereal yields	● Amber
Sugarcane yields	● Red
Citrus yields	● Red
Proportion of land under irrigation	● Amber
Livestock production (annual growth)	● Amber
Land productivity	● Amber
Labor productivity	● Amber
Annual GDP growth	● Red
Global Hunger Index	● Red

*Source:* Authors, based on review of literature and stakeholder consultations.

*Note:* Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

## 7. CONCLUSIONS, LESSONS LEARNED, AND RECOMMENDATIONS

The development of the SNAIP implies that Swaziland is forging ahead with its CAADP agenda, which has brought together all the stakeholders in the agriculture sector. The CAADP process has been ably steered by the MoA. Implementing the SNAIP requires that a review be conducted from time to time to assess the progress being made by all stakeholders toward achieving the set targets. Swaziland's completion of its first JSR assessment will provide vital lessons for conducting future JSRs.

This JSR assessment has yielded the following conclusions:

- The lack of comprehensive consultation of stakeholders during agriculture sector reviews in Swaziland transgresses the principle of mutual accountability.
- Swaziland's policy development in the agriculture sector has been successful, although the same cannot be said about the implementation and M&E of these policies.
- The SNAIP is one of the key plans for the successful attainment of the sector's development goals, but there is lack of coordination within the MoA and between the MoA and the stakeholders to facilitate proper policy implementation and M&E.
- The ad hoc process of gathering the commitments made by the stakeholders during the Job Creation Summit and the NAS lacks pragmatic ways of conducting thorough scrutiny. The lack of an M&E system to track these commitments is resulting in numerous gaps.
- The lack of proper implementation of the policies in the agriculture sector has negatively influenced the sector's performance. Moreover, the sector's overall performance has been hampered by the lack of investment, especially from the national government.

Based on these conclusions, it is paramount that the Government of Swaziland implement the following recommendations:

- Develop a comprehensive M&E plan for MoA;
- Establish a sector-wide working group that will conduct comprehensive JSRs; and
- Develop implementation strategies for each policy that is enacted, after conducting a cost-benefit analysis of each policy.

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## APPENDIX: STRENGTHENING MUTUAL ACCOUNTABILITY THROUGH AGRICULTURE JOINT SECTOR REVIEWS – THE 2014 PROCESS IN SWAZILAND

**TABLE A.1: SUMMARY OF STAKEHOLDER VIEWS ON KEY ASPECTS OF THE JOINT SECTOR REVIEW PROCESS**

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from best practice?	What actions are needed to achieve best practice?
1.	Set up a JSR Steering Committee (SC)	SC provides strategic direction for the establishment and operation of the JSR. It is usually chaired by the Ministry of Agriculture (MoA) and includes as members leading donors and three to four other representatives of key stakeholder groups.	No JSR process yet	Weak strategic direction	Put in place a JSR Steering Committee
2.	Establish a JSR Secretariat	Secretariat coordinates activities and operations of the JSR and SC. It can be made up of core staff from MoA's Planning and Monitoring and Evaluation (M&E) Unit.	Ad hoc coordination	No M&E tool	Prepare an M&E manual
3.	Develop terms of reference (TORs) for the JSR	TORs should lay out JSR objectives, state and nonstate stakeholders and their roles, roles of the SC and Secretariat, operating principles, structure and frequency of JSR meetings, follow-up and implementation of actions, among others. TORs may also need to be developed for consultants hired to conduct JSR studies.	Undefined	Substandard	Develop and execute TORs
4.	Mobilize resources	Human and financial resources need to be mobilized to support JSR operations.	Dormant	Lack of support	Have stakeholders make pledges/commitments
5.	Have SC/Secretariat invite a broad and inclusive group of state and nonstate actors/stakeholders to participate in the JSR (with clear objectives, expected outcomes, and roles of different actors)	A key aspect of the JSR is that it allows a broad group of state and nonstate stakeholders to influence overall policies and priorities of the sector by assessing how well they have implemented their commitments stipulated in the CAADP Compact, National Agriculture and Food Security Investment Plan, and related cooperation agreements, such as under the New Alliance for Food Security and Nutrition.	Nonexistent	Substandard	Create a mechanism for multi-stakeholder participation in the planning, implementation, and M&E of the Swaziland National Agricultural Investment Plan

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from best practice?	What actions are needed to achieve best practice?
6.	Assess existing agricultural policy dialogue and review processes, along with data quality and analytical capacities	An assessment of existing agricultural policy dialogue and review processes, data quality, analytical capacities and tools, networks, and existing knowledge systems is key to identifying any gaps and developing ways to fill gaps and enhance capacities, tools, and processes through the JSR.	Ad hoc	No M&E	Prepare an investment plan for each policy
7.	Commission JSR studies	Consultants may need to be hired and supervised by the SC to conduct JSR studies. Consultants may come from think tanks, universities, or private companies, and should work closely with staff from the MoA Planning Unit, and the JSR SC and Secretariat.	Started	On course	Maintain a routine JSR process
8.	Establish a JSR Review Team	A team made up of a multistakeholder group (state and nonstate actors) with technical expertise should review and comment on various JSR studies and reports and ensure outputs of reviews are implemented.	Nonexistent	Substandard	Establish and activate a multistakeholder team
9.	Prepare a JSR report	A report should be prepared, based on relevant, high-quality studies and reports on the JSR content areas. To be an effective mutual accountability process, the JSR report will need to be grounded in high-quality data and analysis, as well as transparency and inclusive stakeholder participation.	Ad hoc	Deviated	Put in place a system for mutual accountability
10.	Conduct a JSR meeting	A one- to three-day meeting, using various formats (plenary, small groups, field visit, etc.), will allow stakeholders to discuss and verify the evidence and recommendations presented in the JSR report. This can be done at different levels (national and subnational). The process should assist in identifying sector priorities and policies and specific actions for the different stakeholders to put in place. These would be captured in a JSR Aide Memoire.	Upcoming	Yet to be tested	This will take place every time there is a JSR task

N°	JSR Building Blocks	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from best practice?	What actions are needed to achieve best practice?
11.	Follow up on JSR meeting actions	The implementation of recommendations and decisions of the JSR meeting (embodied in the JSR Aide Memoire) needs to be closely monitored. Groups that meet more regularly, such as the Agriculture Sector Working Group, can assist with follow-up and monitoring. The monitoring forms the basis of the next JSR cycle.	Upcoming	Yet to be tested	Meeting actions will now be followed up by the JSR Secretariat
12.	Share the JSR experience with other countries	As many countries continue to establish their JSR, it is essential to share lessons learned, best practices, and experiences to further strengthen country JSRs. Such fora, as the CAADP Partnership Program and ReSAKSS annual conference, provide an opportunity toward this end.	Despite the fact that JSR is in initial stages, the unique processes can be shared	Previously, Swaziland did not have a clear JSR process until 2015, following the JSR assessment	The JSR process for Swaziland, compiled in the assessment report, will be shared with the African Union Commission

**TABLE A.2: LIST OF KEY PEOPLE INTERVIEWED**

Stakeholder Group/Organization	Key Informations
European Union	Ms. Maphalala
Food and Agriculture Organization of the United Nations	Reports
Federation of Swaziland Employers and Chamber of Commerce	Mrs. Ntando Bonfire Mr. Celani Dlamini
Economic Development Commission for Southern Africa	H. E. Mr. Mpendulo Dlamini
Coordinating Assembly of Non-Governmental Organisations	Mr. Emmanuel Ndlangamandla
Ministry of Agriculture	Dr. Robert Thwala Mr. Freddy Magagula Mr. Howard Mbuyisa
Ministry of Economic Planning and Development	Mr. Betram Steward
Ministry of Natural Resources and Energy	Report Mr. Celani Dlamini
Aid Coordination and Management Section	Ms Sibongile Dube
Ministry of Finance	Report (Estimates Book)
Farmers' organizations	Reports
Finance institutions	Reports

**TABLE A.3: TOTAL STAKEHOLDERS INTERVIEWED, BY GROUP**

Stakeholder Group	Number Interviewed
European Union	2
Food and Agriculture Organization of the United Nations	1
Federation of Swaziland Employers and Chamber of Commerce	2
Economic Development Commission for Southern Africa	2
Coordinating Assembly of Non-Governmental Organisations	1
Ministry of Agriculture	5
Ministry of Economic Planning and Development	2
Ministry of Natural Resources and Energy	1
Aid Coordination and Management Section	2
Ministry of Finance	1
Farmers' organizations	10
Finance institutions	3
<b>Total</b>	<b>33</b>

**TABLE A.4: STUDY INCEPTION MEETING ATTENDANCE LIST**

Name	Organisation
1. Hon. Moses Vilakati	Minister of Agriculture
2. Dr. Robert Thwala	Principal Secretary – Ministry of Agriculture
3. Phetsile Dlamini	Ministry of Agriculture
4. Evert Dlamini	National Curriculum Centre
5. Cebile Dlamini	Council of Swaziland Churches
6. Sikhumbuzo Dlamini	Swaziland Sugar Association
7. Mpendulo Dlamini	Economic Development Commission for Southern Africa
8. Thulasizwe Dlodlu	Consultant
9. Christopher Fakudze	Consultant
10. Thembinkosi Gumedze	Ministry of Agriculture
11. Freddy Magagula	Ministry of Agriculture
12. Brian Magongo	Swaziland Skills Centres
13. Phuza Maseko	Ministry of Agriculture
14. Tony Maseko	Swaziland Standards Authority
15. Similo Mavimbela	Chief Research Officer, Ministry of Agriculture
16. Eric Maziya	Ministry of Agriculture
17. Bhekizwe Maziya	SwaziBank
18. Siphesihle Mbatha	Economic Development Commission for Southern Africa
19. Gugulethu Mgabhi	Swaziland Economic Policy Analysis and Research Centre
20. Sipho Mngomezulu	Nedbank, Swaziland
21. Charles Nhemachena	Regional Strategic Analysis and Knowledge Support System for Southern Africa
22. Sibusiso Nhlengethwa	Regional Strategic Analysis and Knowledge Support System for Southern Africa
23. David Reudall	National Adaptation Strategy for Sugar—technical assistance (European Union)
24. Victor Shongwe	University of Swaziland
25. Collin Tsabalala	Ministry of Agriculture
26. ZethuTsabedze	National Curriculum Centre
27. Susan Vilakati	Council of Swaziland Churches

**TABLE A.5: STUDY VALIDATION MEETING ATTENDANCE LIST**

Name	Organization	Position
1. Hon. Moses Vilakati	Minister of Agriculture	Minister of Agriculture
2. Siphon Robert Thwala	Minister of Agriculture	Principal Secretary
3. Colani Mkhabela	Ministry of Agriculture	Soil and Water Conservation Engineer
4. Collin Tsabalala	Minister of Agriculture	Principal Agricultural Economist
5. Freddy Magagula	Minister of Agriculture	Senior Agricultural Officer - Fisheries
6. Phetile Dlamini	Ministry of Agriculture	Minister's Personal Assistant
7. Xolisile Simelani	Ministry of Agriculture	Senior Home Economics Officer
8. Enock Dlamini	Africa Cooperative Action Trust	National Director
9. Mpendulo Simelane	Africa Cooperative Action Trust	Acting Field Manager
10. Magalela Ngwenya	Agri-Business Ltd.	Principal Secretary
11. Lwazi Mavuso	Agro Consortium	Director
12. Theophilus Dlamini	Agro Consortium	Economist
13. Timothy Simalenga	Centre for Coordinating Agricultural Research and Development in Southern Africa	Executive Director
14. San Gama	Channel Swazi	Journalist
15. Michael Msibi	College of Technology	Research Officer
16. Willam Dothi	Common Market for East and Southern Africa	M&E Expert, Comprehensive Africa Agriculture Development Programme
17. Bayandza Mbatha	Economic Development Commission for Southern Africa	Project Administrator
18. Mpendulo Dlamini	Economic Development Commission for Southern Africa	Head of Mission
19. Nolwazi Masuku	Economic Development Commission for Southern Africa	Agricultural Economist
20. Tanele Mnisi	Economic Development Commission for Southern Africa	Agricultural Research Officer
21. Steven Wright	European Union	Business Development Advisor
22. Khanyisile Mabuza	Food and Agriculture Organization of the United Nations	Assistant Representative
23. Ian Dlamini	Farmer	Farmer
24. Maxwell Mkambule	Farmer	Farmer
25. Mfundo Dlodla	Farmer	Farmer
26. Jan Van Kamp	National Adaptation Strategy for Sugar—technical assistance (European Union)	Team Leader
27. Evart Dlamini	National Curriculum Centre	Curriculum Developer
28. Zethu Tsabedze	National Curriculum Centre	Curriculum Developer – Agriculture
29. Mancoba Mndzwele	Nutr-Africa	Researcher
30. Siphephiso Mashaba	Nutr-Africa	Researcher
31. Bathabile Dlamini	Pan African Development Institute	Economist
32. Ezrome Magagula	Pan African Development Institute	Executive Director
33. Greenwell Matchaya	Regional Strategic Analysis and Knowledge Support System for Southern Africa (ReSAKSS-SA)	ReSAKSS Coordinator
34. Charles Nhemachena	ReSAKSS-SA	Regional Researcher

Name	Organization	Position
35. Cyprian Dlodlu	ReSAKSS-SA	National Expert
36. Sibusiso Nhlangehwa	ReSAKSS-SA	Research Officer
37. Nomfundo Zondi	Shiselweni Forestry	Economists
38. Mbekezeli Mabilisa	Swaziland Broadcasting & Information	Journalist
39. Sive Kunene	Swaziland Economic Policy Analysis and Research Centre	Research Fellow
40. Brian Magongo	Swaziland Skills Centres	Executive Director
41. Sikhumbuzo Dlamini	Swaziland Sugar Association	Economist
42. Bheki Sibanyoni	University of Swaziland	Student
43. Christopher Fakudze	University of Swaziland	Lecturer
44. Micah Masuku	University of Swaziland	Dean
45. Thabo Mashaba	University of Swaziland	Student
46. Treasure Dlamini	University of Swaziland	Student
47. Brian Dlamini	Youth	Youth
48. Knowledge Mndzebele	Youth	Youth
49. Nompulelo Hlophe	Youth	Youth
50. Sakhile Nsibande	Youth	Youth

**TABLE A.6: SWAZILAND BASELINE FOR AGRICULTURAL PERFORMANCE**

Indicator	Source of Target	Baseline from Source Document			Suggested Baseline Period (2010-13; for cross-country comparison)			End Target			Current Status		
		Year	Value	Unit	Year	Value	Unit	Year	Value	Unit	Year	Value	Unit
Public agriculture expenditure	CAADP	2010	536	E' million	2013	515	E' million	2015	1,426	E' million	2014	544	E' million
Total public expenditure	CAADP	2010	10,338	E' million	2013	10,423	E' million	2015	544	E' million	2014		E' million
Public agriculture budget	CAADP	2010	370	E' million	2013	232	E' million	2015	1,426	E' million	2014	247	E' million
Total public budget	Government of Swaziland	2010	10,954	E' million	2013	12,850	E' million	2015		E' million		14,258	E' million
Public agriculture expenditure (% of total expenditure)	CAADP	2010	34	%	2013	4.9	%	2015	10	%	2014	3.5	%
Public expenditure (% of GDP)	Government of Swaziland	2010		%	2013	1.8	%	2015		%			
Public agriculture expenditure (% of agriculture value added)	CAADP	2010	102	%	2010	292	%	2015	ND	%	2014	ND	%
Share of cultivated area irrigated (%)	NAS Agenda for Action	2010	28	%	2008	28	%	2015	ND	%	2013	28.6	%
Agriculture value added (Constant 2005 US\$)	CAADP	2010		%	2010		%	2015		%			%
Agriculture value added (% of GDP)	NDS	2010		%	2010		%			%			%
Per capita GDP growth rate (%)	NDS	2010	2.4	%	2008	2.9	%	2022	6	%	2013	1.4	%
Prevalence of undernourishment (% of population)	NDS/PRSAP	2010	12.5	%	2010		%			%	2013		%
Agriculture GDP growth rate (%)	CAADP	2010	4.88	%	2010	3.3	%	2015	6	%	2013	1.5	%

Source: Authors, based on review of literature and stakeholder consultations. Note: Red = Poor/Does not exist; Amber = Progress made; Green = Good/Exists.

