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COORDINATION, HARMONIZATION AND RATIONALIZATION
OF FOOD SECURITY PROGRAMMES IN SOUTHERN AFRICA

ABBREVIATIONS

ASIP	Agricultural Sector Investment Programme
COMESA	Common Market for Eastern and Southern Africa
DESA	Drought Emergency in Southern Africa
DMC	Drought Monitoring Centre
ECA	Economic Commission for Africa
ESAMI	Eastern and Southern African Management Institute
FAO	Food and Agriculture Organization of the United Nations
FSTAU	Food Security Technical Advisory Unit
FSG	Food Studies Group
LAC	Logistics Advisory Centre
MAFF	Ministry of Agriculture, Food and Fisheries
MULPOC	Multinational Programming and Operational Centre
NGOs	Non-Governmental Organizations
ODA	Overseas Development Administration
PTA	Preferential Trade Area for Eastern and Southern Africa
RSA	Republic of South Africa
RDTF	Regional Drought Task Force
SADC	Southern Africa Development Community

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I. INTRODUCTION

(a) General

The Programme of Work and Priorities of the Lusaka-based MULPOC for the 1996-1997 Biennium as approved by the ECA Conference of Ministers in May, 1995 constitutes the mandate for this study. Apart from reviews of existing literature, a mission was undertaken to five member States, namely Lesotho, Malawi, Republic of South Africa, Zambia and Zimbabwe to collect additional information for the study.

During the mission, discussions were held with officials in the Ministries/Departments of Agriculture, Economic Planning, Agricultural Research Centres, and in some cases, relevant Non-Governmental Organizations in the member States visited. A lot of useful information and/or data was collected on this subject without which this study would not have been possible. Moreover, each host government was responsible for the mission's logistics in each country in collaboration with the UNDP Resident Representative, which gesture is greatly appreciated. In the same vein, the support of all institutions and individuals contacted during the course of the study is also acknowledged.

(b) Overview

Food security has continued to remain on top of the agenda of the member States in Southern Africa for a number of reasons. First and foremost is the trend of agricultural production in Africa and indeed in Southern Africa which has continued to decline ever since the seventies. ECA points out in its 1996 Economic Report for Africa that in 1995, the North, Eastern and Southern Africa Subregions recorded a negative growth of 0.7 per cent in agricultural output against 6.1, 1.1 and 3.0 per cent in 1994 respectively.

Secondly, the incidence of drought, coupled with civil strife in selected countries which had led to drastic reduction in food production in some countries inspite of good harvest in others. Moreover, drought disasters have the spiral effects which include the use of regular national resources for emergency food programmes, thereby retarding progress in planned development activities. The Food and Agriculture Organization observed that the incidence of drought in the third quarter of 1994 and the first quarter of 1995 precipitated famine conditions affecting some 10 countries in the North, Eastern and Southern African Subregion. The Southern Africa Development Community (SADC) observes that the 1992 drought was very severe in that it affected over 20 million people in all countries of the Southern Africa region.

It is significant to note that this study coincided with preparations for the World Food Summit which was held in November, 1996 in Rome, Italy. In spite of several regional and global initiatives, the problem of food insecurity continues to worsen in the subregion and in Africa as a whole. It is imperative therefore that member States of the Southern Africa region should develop measures together that will enhance their coordination, harmonization and rationalization of their food security programmes in order to reduce and/or alleviate poverty among the populace. For purpose of this paper, the terms coordination, harmonization and rationalization will be used interchangeably to mean the same thing. Hence, either the term coordination or cooperation will be used in this text.

After the introductory section, Section II outlines the conceptual framework, while Section III reviews the extent of food insecurity in Southern Africa. Section IV examines prospects for regional cooperation in agriculture to achieve food security while

Section V provides a case study for regional cooperation on drought management. The last Section provides the conclusions and recommendations of this paper.

II. CONCEPTUAL FRAMEWORK

Food Security as a concept has evolved over a period of a decade or so from an earlier goal for most member States of food self-sufficiency. In essence, food self-sufficiency entails "ensuring sufficient food supplies at the national level through a combination of production, stock holding and inputs" (PTA, 1994). However with time, the narrower goal, attractive though it may be, has proved unattainable by some member States which due to their natural features have continued to be deficit countries in cereal production for decades.

Hence the trend towards the broader goal of food security which ensures that "Food supplies are not only adequate, but are also accessible to all citizens". This implies that the problems relating to Food Security should be addressed on both the supply side and the demand side, both at national and household level. The study by the PTA Secretariat on the proposed Food Security and Programme of Action explains that national food security is assumed when a nation can feed itself on a sustained basis, including meeting national food needs in times of emergencies. It also defines household food security as the ability of households to meet their food needs regardless of their socio-economic status or location.

The converse of food security is food insecurity and it consists of two major types namely, "chronic food insecurity" and "transitory food insecurity". The former is the result of continued inability to either produce or purchase enough food. The latter however results from a temporary decline in access to adequate food supplies often due to short-term variability in production, incomes and prices (PTA, 1994).

All member States have elements of food security in their national food and agricultural programmes and/or policies. Often these activities are at different levels of development. Coordination, harmonization and rationalization will enhance the impact of these programmes in the region as a whole. For example, a food reserve agency situated at one point in a country that has sufficient food grain, will enhance food security in another by supplying food to adjacent areas in the latter country.

III. THE EXTENT OF FOOD INSECURITY IN SOUTHERN AFRICA

(a) Chronic Food Insecurity

Food production in most countries of the Southern African sub-region has remained static against a population that is growing rapidly at approximately 3% implying a downward food production and a concomitant drop in food availability in per capita terms. Table 1, below shows the food cereal production and per capita

Table 1. Trend rates of total cereal production and total calorie availability/caput/day/ in Southern Africa 1970-1992

Country	Trend Rates	
	Cereal Production	Calorie Availability
Angola	- 2.59	- 0.66
Botswana	- 2.63	- 0.27
Lesotho	- 1.40	- 0.42
Malawi	- 0.10	- 1.04
Mauritius	N/A	1.13
Mozambique	- 1.81	- 0.47
Namibia	- 1.57	- 0.10
Swaziland	0.48	0.61
Tanzania	6.00	1.02
Zambia	- 0.01	- 0.66
Zimbabwe	- 0.69	0.13
Average	-0.11	0.65

Source: Extract from Table 1, PTA Food Security Strategy and Action Programme for the Eastern and Southern Africa subregion.

daily calorie availability trend between 1970 and 1992 for the SADC Region (Excluding South Africa).

The table shows that food production in the Southern Africa region for the period 1970-1992 had a negative trend of -1 per cent while the calorie availability stagnated at just below 1 per cent. Furthermore, it will be noted that both the food production and the calorie availability for this region were far below the population growth estimated at 3 per cent per annum.

The situation regarding chronic food insecurity varies greatly from country to country within the region. Thus, on the one hand, there are a selected number of countries such as South Africa, Zimbabwe and Mozambique which are currently surplus producers, and on the other hand, there are other countries such as Botswana and Lesotho which are food deficit. At best the latter will produce 60 per cent of their food grain requirements in a good year.

The situation has since improved with respect to selected countries. In Malawi, due to favourable weather conditions in the 1996/1997 season, the national production of food grain (mostly maize) was expected to increase to 1,835,938 tones compared to 1995/1996 season. This compares with a consumption requirement of 1,980,000 representing a deficit of approximately 10 per cent.

In Zambia, however, food insecurity and hardship has tended to affect the urban dwellers who represent 50 per cent of the total population mainly as a result of the Structural Adjustment Programme. This is a combination of factors that lead to food insecurity in the country on the whole including falling incomes, lack of employment opportunities and increasing prices for maize, the staple food for increased Food Production and Food Security under the Agricultural Sector Investment Programme (ASIP).

A blue print prepared by Ministry of Agriculture, Food and Fisheries explains that although Zambia has untapped agricultural production potential, with only 14 per cent of total cultivable land currently cropped each year, the annual maize deficit for maize is projected at 625,350 mt. The corresponding figure for cassava, the second most important staple food crop is put at 132,000 mt, unless something is done to reverse the trend. Hence the Agricultural Sector Investment Programme (ASIP) which was launched to address these problems among other things MAFF, 1996.

South Africa produced its draft "Food and Nutrition Strategy for Southern Africa" in 1990. According to the draft strategy, maize and wheat were the most important staple food crops during the period 1980-1989 accounting for nearly 74 per cent of the total crop cultivation. There was evidence of substitution of maize by wheat towards the end of the decade with maize production declining in percentage terms from 53.3% in 1981/82 to a low of 46.7% in 1988/89. Wheat on the other hand, rose from a low of 20.6% in 1980/81 to a climax of 24.5% in 1988/89. Although maize production has tended to fluctuate largely due to climatic factors, the country is considered to be self-sufficient in terms of staple food. Table 2, shows an average production and consumption of selected Agricultural commodities in South Africa, 1985 - 1989.

The paradox of the chronic food insecurity is that even for those member States which appear to be self-sufficient in food, there are pockets of households suffering from chronic undernutrition. A clear example is South Africa where an estimated 44.8 per cent are reported to be below the minimum subsistence level. P.T.A. asserts that chronic food insecurity in the subregion is much worse at the household level, and that chronic undernutrition is widespread, estimated between 30 and 40% in the

Table 2: AVERAGE PRODUCTION AND CONSUMPTION OF SELECTED AGRICULTURAL COMMODITIES
IN SOUTH AFRICA, 1985-1989

Commodities	Imports	Exports	Production	Consumption		SSI***
				Total*	Human**	
(1 000 tons)						
Wheat	94	449	2 612	2 262	2 119	115,5
Maize (white & Yellow)	484	1689	7 422	6 127	2 615	121,1
Potatoes	5	8	1 042	1 039	872	100,3
Vegetables	4	27	1 739	1 717	1 545	101,3
Sugar	63	863	2 044	1 258	1 258	162,5
Beef	81	16	579	644	639	89,9
Mutton, goat meat and lamb	14	1	182	195	193	93,3
Pork	1	2	110	109	108	100,9
Chicken	3	0	521	524	519	99,4
Eggs	0	3	181	178	169	101,7
Deciduous & subtropical fruit	0	466	1 366	897	808	152,3
Daily products	35	58	2 344	2 321	2 321	101,0
Sunflower seed oil	14	1	84	96	85	87,5
Citrus (fresh & processed)	0	426	706	278	278	254,0

Source: RSA - Report of the Committee for the development of Food and Nutrition Strategy for Southern Africa.

Eastern and Southern Africa subregion. It adds that the number is much higher if malnutrition which is lack of access to adequate calories, proteins, vitamins and other essential micronutrient is considered.

Table 3, shows the population in South Africa and the TVBC countries below the subsistence level according to population group area, 1989.

(b) Transitory Food Insecurity

The majority of member States in Southern Africa suffered from the droughts of 1972-74; 1983-84; and 1992-93. PTA reported that in between, there were several but less severe droughts which have occurred, causing localized food shortage. It adds that seasonal food shortages during the "hungry months" are characteristic

features of small holder families in the COMESA Sub-region which largely reflects widespread low agricultural productivity the inability to produce enough food to last until the next harvest.

IV. PROSPECTS FOR REGIONAL COOPERATION IN AGRICULTURE AND FOOD SECURITY PROGRAMMES AMONG MEMBER STATES OF THE SOUTHERN AFRICA SUBREGION

(a) Overview

The World Food Summit, which took place from November 13 to 17, 1996 in Rome, Italy, had its objective: "To give renewed Impetus to the fight for food security by focussing attention on the root cause of food insecurity and adopting policies and strategies to overcome them" (FAO, 1996). A report to the 19th FAO African Regional Conference in Ougadougou earlier this year pointed out the need to revive agricultural growth as a priority in overall efforts towards economic growth in order to achieve significant reduction in poverty related insecurity in Africa. Indeed, the report stresses that a prosperous and productive agricultural sector would be a driving economic force "providing food, employment, savings, markets for goods from the Industrial Sector" (Ditto).

Hence, the need to focus on agricultural policies of member States which are crucial if the declining trend in agricultural production with its concomitant worsening food insecurity is going to be reversed in Africa and indeed in Southern Africa. It will be recalled that the FAO Regional Conference for Africa in its contribution to the Summit preparations, set its goals "to increase rapidly food supplies by at least 90 per cent by the year 2,010 for the region as a whole" (Ditto). In order to achieve this goal, the regional conference highlighted the need to expand high potential rainfed areas by some 20 to 30 per cent, and those under irrigation by at least 20 per cent as well as reclaiming most of the Savannah".

Table 3: PERCENTAGE OF THE POPULATION IN SOUTH AFRICA AND THE TBVC COUNTRIES BELOW THE MINIMUM SUBSISTENCE LEVEL ACCORDING TO POPULATION GROUP AND AREA, 1989

Area	Urban	Rural	Total
	%	%	%
Whites			
Metropolitan areas	1.1	--	1.1
Rest of South Africa	2.8	2.0	2.5
Total	1.5	2.0	1.6
Blacks			
Metropolitan areas	24.3	--	24.3
Self-governing territories	40.4	68.6	63.3
Rest of South Africa	47.7	67.9	62.3
Total	31.9	68.3	52.7
Coloureds			
Metropolitan areas	17.4	--	17.4
Rest of South Africa	33.0	45.0	38.2
Total	23.2	45.0	28.1
Indians			
Metropolitan areas	8.6	--	8.6
Rest of South Africa	6.0	45.0	20.1
Total	8.3	45.0	10.7
Total RSA			
Metropolitan areas	15.2	--	15.2
Self-governing territories	40.4	68.6	63.3
Rest of South Africa	30.3	58.9	47.5
Total	21.1	63.3	40.1
TBVC countries			65.1
TOTAL RSA AND TBVC COUNTRIES			44.8

Source: RSA - Report of the Committee for the development of a Food and Nutrition Strategy for Southern Africa.

It goes without saying therefore that cooperation of member States in agricultural policies is based on these guidelines, a must in Southern Africa, in order to achieve food security. It is also synonymous with cooperation of food security programmes, which is the main theme of this paper.

(b) **Selected areas of coordination, harmonization and rationalization of agricultural and Food Security Programmes in Southern Africa**

Cooperation in Agricultural Programmes in Southern Africa will have to take into account the goal set by the FAO Regional Meeting, together with the guidelines set by the same meeting in order to enhance food security. As already spelt out, these include:

- (a) Expanding the high potential rainfed areas by 20-30 per cent
- (b) Expanding irrigation areas by at least 20 per cent
- (c) Reclaiming the moist savannah
- (d) Increasing exporting capacity in order to meet import needs, accelerate sustainable agricultural and rural development among other things.

In its Subregional Food Security and Action Programmes, PTA recommended several areas of cooperation as part of its food security strategy, which are complimentary to those listed above. Some of these include:

- (e) Cooperation to combat food security risk due to natural factors such as drought or pest outbreak
- (f) Cooperation in cross-border trade
- (g) Cooperation in the use of common and shared natural resources, such as rivers, lakes, or even rangelands
- (h) Cooperation in areas which are subject to economies of scale. Examples include Agricultural Research Programmes and Training especially for those countries which share most agricultural problems applicable to the same agro-ecological zone.

A close look at a number of Agricultural Policies/Strategies shows that most member States are aware of these areas and would welcome their coordination, harmonization and rationalization. In its Agricultural and Livestock Development Strategy and Action Plan, Malawi has indicated that it is already an active participant in regional organizations such as COMESA, and SADC, and it is further interested in regional cooperation in areas of coordinated agricultural policies and strategies particularly in research, training and regional food security arrangements.

With its high population estimated to reach 12.1 million by the year 2002, Malawi's Agricultural and Livestock Development Strategy is four pronged. First, it plans to increase productivity and widen the range of food crops grown and marketed in order to release land available for cash crops. Second, it encourages more small farmers especially female headed households to grow high value cash crops such as barley and flue cured tobacco. Third, large estates are encouraged to diversify away from tobacco. Finally, it will expand the various livestock activities and integrate them into existing farming systems.

Similar approaches are evident in the food and agriculture programmes of other member States of the Southern Africa Development Community (SADC). It is imperative that as a follow-up to the World Food Summit fresh guidelines should be developed by SADC Secretariat along the lines proposed by the World Food Summit to enable member States adjust their individual policies accordingly at an earliest opportunity.

V. A CASE STUDY OF REGIONAL COOPERATION ON DROUGHT MANAGEMENT IN THE SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC) REGION

(a) Overview

The majority of member States in Southern Africa were badly affected by the drought of 1991/1992. Whilst most of the countries were forewarned by the SADC Regional Early Warning Unit in Harare, most member States particularly at political level ignored the warning and as such were ill prepared. It is with this background that the SADC Food Security Technical and Administrative Unit established a Regional Drought Management Unit in Harare to coordinate the Regional Drought Preparedness Management efforts of the SADC member States.

SADC confirms that the drought had a dramatic effect on agricultural production of 1991/92 growing season and an immediate and medium term impact on the national economies, food security and welfare of about 20 million people. Moreover, the extent of the drought covered the whole of the Southern Africa region. Thus, necessitating the importation of substantial quantities of food grains from other parts of the world.

In 1993, SADC launched a number of Drought Management Workshops, first at national level followed by a regional workshop. The Drought Management Workshops in Southern Africa Project was designed and implemented by the SADC Food Security Technical Administrative Unit (FSTAU) with technical support from the Food Studies Group (FSG) of Oxford University in collaboration with the Eastern and Southern African Management Institute (ESAMI) while funding was provided by the Overseas Development Administration (ODA) with additional funding from the Canadian Government and the United Nations Department of Humanitarian Affairs.

(b) **Objectives**

According to the Final Report of the SADC Drought Management Workshops in Southern Africa prepared by the FSTAU, the wider objective of this project was to enhance food security by: improving national capacity to manage droughts and mitigate impacts; improving regional coordination of the drought response and strengthening and developing long-term strategies to manage drought shocks (SADC 1994).

The immediate objectives were fivefold. First, to review the response by SADC member States, regional institutions and donors to the 1991/92 drought; to stimulate policy makers to assess and compare their experiences of drought management; to identify the constraints faced by agencies involved in the response to the drought including governmental, non-governmental organizations and the private sector; fourth, to identify gaps in knowledge and the need for further research into drought management; and fifth, to promote the preparation of national policies and strategies for managing future droughts and mitigating their impact.

(c) **Outcome**

The outcome of the workshops fall under several sub-themes.

(i) Drought Management in Southern Africa

The workshops identified two main concerns of drought management. First, was the short-term response to an identified emergency, especially to secure food supplies and avert famine. It was noted that emphasis during and immediately following the drought was on short-term and the immediate response. Second, there was the impact of drought shocks on long-term development. The workshop participants were unanimous that if the region was to become more self-reliant, and if the future droughts were to be managed using local resources, "then a more long-term view is essential".

(ii) Improving Regional Cooperation

The Regional Workshop made a review of the performance of the regional structures, particularly the Drought Monitoring Centre (DMC), the Logistics Advisory Centre (LAC) the Regional Drought Task Force (RDTF) and the Food Security Technical and Administrative Unit(Fs) had worked well. They noted that these institutions were particularly effective in the areas of: Coordination of information, especially early warning; the preparation of a regional appeal and the coordination of the DESA process; and the coordination of the logistics of importing and distributing large quantities of food grains. The workshop however recognized that there was likely to be an important regional role in strengthening preparedness, promoting more effective drought mitigation and the coordination of responses to future emergencies. (Annex II)

(iii) Developing National Drought Strategies

The National Workshops discussed Drought Management Strategies, during which some specific strategies were developed. The full list of recommendations on the proposed National Drought Strategies has been reproduced as annex III.

(iv) Institutional Capacity and Training Needs

The participants at both the national and regional workshops recognized the need for a substantial effort to strengthen institutional capacity and to provide training at a number of levels, based on the experience of member States from the 1992 drought. It was concluded that due to changes in many countries associated with economic reform, market liberalization and democratization imply that drought management should involve a variety of different agencies including central and local government, NGO's and private sector and community groups.

Furthermore, participants resolved that there was need to strengthen training capacity in all aspects of drought management and that all agencies involved, (and not just central government) should benefit from this support. The specific training needs which were identified are reproduced at annex IV.

(v) Filling the gaps in knowledge: A research Agenda

As regards the area of research, the workshops' participants noted that while there was already a considerable amount of information available through the region, much of it was not easily accessible and it had not been widely disseminated. It was therefore resolved that as a first step, relevant information should be identified and be made more widely available. Annex V gives the potential research areas which were identified in the national and regional workshops.

VI. CONCLUSION AND RECOMMENDATIONS

(a) **Conclusion**

In this paper, the specific theme of coordination, harmonization and rationalization of food security programmes in Southern Africa has been explored. Indeed given the negative agricultural production trend in the subregion and in Africa as a whole, the need to intensify joint efforts among member States is paramount. Possible areas of cooperation have been highlighted as well as a case study of Regional Drought Emergency Management. It concludes with recommendations of FAO and PTA on specific areas of cooperation in agriculture and food-security which if adopted could provide a basis of this cooperation.

(b) Recommendations

- (i) Given the ever declining trend in agricultural output, member States should resolve to identify specific areas of cooperation in agriculture and food security programmes as a further step to improve food security in Southern Africa.
 - (ii) A number of recommendations made by member States at international and global fora could serve as a basis for such cooperation. It is therefore suggested that SADC should review such recommendations from the World Food Summit, and the PTA Food Security Programme and prepare suitable guidelines for adoption by member States.
 - (iii) Member States should as much as possible utilize the services of the existing Regional Conservation Programmes such as the Regional Early Warning System and Drought Emergency Management in order to ensure maximum impact of such programmes.
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General Observations and Recommendations of the SADC
Drought Management Workshops in Southern Africa

- In General, governments, donors and the regional organisations gave much more attention to food needs than to other areas (for example, health, education, water and sanitation). While food needs were by and large met, at least in the aggregate, some non-food needs were not met in a timely manner.
 - The drought took the region by surprise; even though the national and regional early warning systems did provide early indications of possible problems, these were mostly ignored at the policy level.
 - The experience and knowledge gained during the management of previous droughts was not easily accessible. In most countries, the drought was treated as a crisis with new institutions being set up and ad-hoc procedures being established.
 - Although the drought affected almost all member States, initially there was very little sharing of experience between countries.
 - The impact of drought was greatest on the poor; even though famine was averted, the "normal" levels of mortality and malnutrition are still unacceptably high. Effective drought mitigation requires that vulnerability be reduced through programmes to alleviate poverty which can operate on a continuing basis.
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- The drought took the region by surprise; even though the national and regional early warning systems did provide early indications of possible problems, these were mostly ignored at the policy level.
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- Although the drought affected almost all member States, initially there was very little sharing of experience between countries.
- The impact of drought was greatest on the poor; even though famine was averted, the "normal" levels of mortality and malnutrition are still unacceptably high. Effective drought mitigation requires that vulnerability be reduced through programmes to alleviate poverty which can operate on a continuing basis.

- The impact of drought on the social sectors, especially basic education and primary health care was underestimated and unforeseen. There was little advance planning to deal with drought or its after effects, including epidemics.
- The economic effects of the drought were generally underestimated. Although some donor funds were made available to meet shortfalls in export revenue, structural adjustment programmes did not allow in advance for the impact of drought shocks.
- There was little preparedness for the disaster and this is an area where more attention is required in future.

Recommendations of the SADC Drought Management Workshops
in Southern Africa on Improving Regional Cooperation

- It is necessary to develop and strengthen the regional information systems, especially the coordination between the Regional Early Warning System (REWS) and DMC. In particular, attention needs to be given to producing reports which can be used to support action at the policy level.
- The design of the reports produced by DMC and REWS may need to be revised. In particular, it was felt that technical reports may well not have the desired impact at the political level because of the way they are presented.
- Coordination of the regional response to drought is currently the responsibility of the Food, Agriculture and Natural Resources Sector and is managed by FSTAU. It was felt that this structure places an emphasis on food needs and means that it may be more difficult to address non-food needs. In Southern Africa, drought is increasingly becoming a complex phenomenon and successful drought management requires a coordinated response from many sectors. While the RDTF was able to provide strong coordination between the agricultural and transport sectors, the present SADC structure makes it difficult to integrate the social sectors, especially health and water. Consideration should be given, therefore, to identifying ways in which the mandate of the task force can be broadened. It was reconsidered that this will need to be discussed at the level of the Council of Ministers and the SADC Secretariat.

- SADC regional organisations should continue to help coordinate approaches to donors in times of drought and other emergencies. To avoid unnecessary delay, caused by the need to wait for a detailed response from all the member States, consideration should be given to the preparation of a preliminary appeal. This would involve an early assessment of the situation, which may not be complete in all respects, but would be followed up by more detailed information.
- Donor assessments of the drought situation and the validation of national data should be undertaken in collaboration with the regional agencies. In this way it should be possible to improve coordination and to accelerate the response.
- SADC, through FSTAU, should hold discussions with key donors to identify ways in which support could be provided for specific preparedness and mitigation measures both at the national and the regional level.

Recommendations of the SADC Drought Management Workshops
in Southern Africa on Developing National Strategies

- Vulnerability to drought is mainly a function of poverty. Drought relief needs to be integrated with poverty alleviation programmes, which can be expanded and modified as and when the situation requires.
- There is need to move away from the free distribution of food as the main relief response to drought. The most important objective of a relief programme should be to sustain incomes which fall as a result of the drought shock.
- In order to do this, countries are interested in investigating the use of food-for-work and labour-based relief programmes. There is a need for research into the feasibility of using food coupons or direct cash transfers, rather than physically distributing food commodities.
- All countries are concerned to improve the efficiency of targeting and delivery of relief. There is general recognition that this will require the involvement of community organisations and NGOs and improved capacity in local government.

- In many countries it was felt that the systems for identifying recipients of relief needed improving; it is important to ensure that this process is adequately funded. In practice, simple methods of targeting, such as allocating resources on a geographic basis, may be more effective because they are simpler to operate. Complex targeting systems, while theoretically attractive, are difficult to implement in an emergency situation.
- Effective targeting has to be done in advance of drought emergencies and must be based on contingency plans. Targeting has to be undertaken within the framework of an overall policy for relief.
- While national early warning systems generally worked well, there is need to improve the reliability of the information as well as the presentation.
- More information is needed to assess the level of drought risk within countries. National meteorological services need strengthening to improve both their coverage and the analysis of the data.
- There is a need to strengthen the procedures that are implemented once an emergency has been declared. There was general support for legislation which would set out the role of institutions and which would also identify how resources were to be mobilised.
- It is important to ensure that all aspects of drought management are included in the response and in appeals for donor assistance. In particular, contingency plans and legislation should cover non-food needs, especially in the social sectors of health, education and water.

- In all countries, drought management involves a partnership between central government, local government, donors, NGOs, local communities and the private sector. The 1991/1992 response differed from earlier experience in a number of countries because of the much greater role accorded to the private sector and NGOs. To some extent, this reflects a general process of reducing the role of government within the context of structural adjustment and liberalisation. It also reflects, however, a growing realisation that the capacity of governments to deliver large scale relief is limited. As the involvement of the private and the voluntary sectors increase, there is a need for an overall policy which sets out the role of each partner. In particular, procedures need to be established to allocate responsibility for different tasks and for monitoring and evaluation. Capacity is still required in central government, but this needs to be directed more to policy coordination, monitoring and contract management.
- It is important to separate the distribution of relief from the political process. Systems for ensuring accountability at all levels need to be strengthened.
- Financial mechanisms are needed to help meet the cost of drought management and to spread the cost over time. At the national level, this could include government actions, to establish contingency funds which would be built up in good, non-drought years and drawn down in times of emergency. Consideration should be given to funding drought response through taxation or levies in normal or good years. Increasing the burden of taxation at the time of a drought when incomes and economic activities are already depressed, is likely to exacerbate the economic impact of the shock.
- Governments should be encouraged to bring together, store and disseminate research results relevant to drought management. At the regional level, FSATU should help identify and disseminate information on best practice.

Recommendations of the SADC Drought Management Workshops
in Southern Africa on Institutional Capacity and
Training Needs

- **Policy level (mainly for central government)**
 - policy analysis especially in relation to drought mitigation, the design of relief programmes and poverty alleviation;
 - training in the macro-economic analysis of the impact of drought shocks;
 - training in the analysis of markets and how they work when affected by drought shocks; and
 - training in contract management.

- **Information systems**
 - monitoring and evaluation;
 - strengthening early warning, especially the presentation of information;
 - training in the use of rapid and participatory appraisal techniques; and
 - training in the design of reporting and information systems for use in drought emergencies which provide information necessary for good management, but which do not generate unnecessary data.

- **Targeting and the delivery of relief**
 - training should include representatives from NGOs and the private sector as well as government;
 - training in targeting and identifying beneficiaries;

- training in accounting, record keeping and developing reporting systems;
- training in the identification and management of food-for-work and labour-based relief projects; and
- training in the management and storage of grain.

● **Strengthening local coping strategies**

- the emphasis should be on strengthening extension systems to deliver support to farmers and the community generally;
- training in risk management and the use of crop and livestock insurance; and
- training in crop diversification and land use planning.

● **Training needs at the regional level**

- transport coordination and logistics;
- the management of strategic grain reserves;
- health information systems; and
- regional support of national training efforts through the development of training material and its distribution.

Recommendations of the SADC Drought Management Workshops
in Southern Africa on Filling the Gaps in Knowledge:
A Research Agenda

Potential research areas which were identified in the regional and national workshops were as follows:

- **Research at the regional level:**
 - the costs and benefits of regional grain reserves and other mechanisms for stabilizing the supply of grains to member States;
 - regional trade and the potential for strengthening national food security;
 - understanding climate change and documenting drought risk in different parts of the region; and
 - improving the understanding of the relationship between drought, poverty and environmental degradation.

- **Community coping mechanisms and the impact of relief programmes:**
 - understanding the gender differentiated impact of drought and drought relief;
 - documenting local strategies for managing drought and understanding how these are changing as a result of drought relief programmes; and
 - understanding how local communities manage risk and the relationship with the level of investment to generate future income.

- **The design and delivery of relief:**

- measuring the costs and benefits of different ways of delivering relief, including free food, food-for-work, labour-based relief programmes, food stamps and cash interests;
- improving targeting and identifying beneficiaries; and
- evaluating and comparing the impact of different kinds of relief programme.

- **Drought preparedness and mitigation:**

- understanding and improving local storage and processing;
- identifying drought resistant crop and pasture varieties and livestock species;
- identifying the constraints on diversification of land use by different kinds of farmer; and
- investigating the potential for crop and livestock insurance.