

**AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT**



**SWAZILAND**

**COUNTRY DEVELOPMENT  
STRATEGY STATEMENT**

**FY 83**

BEST AVAILABLE

January 1981

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
WASHINGTON, D.C. 20523

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SWAZILAND  
COUNTRY DEVELOPMENT STRATEGY STATEMENT  
PROGRESS REPORT ON STRATEGY IMPLEMENTATION  
FY 83

January 28, 1981



EMBASSY  
OF THE  
UNITED STATES OF AMERICA

January 28, 1981

The Honorable W. Haven North  
Acting Assistant Administrator  
Bureau for Africa  
Agency for International Development  
Washington, D. C. 20523

Dear Haven:

You will recall that the FY 82 Country Development Strategy Statement for Swaziland, dated December 20, 1979, was approved by AID/Washington in April 1980. Based on the excellent quality of this document, USAID/Swaziland was exempted by AID/Washington from the preparation of a full-fledged CDSS document for FY 83. Therefore, USAID/Swaziland has prepared the enclosed paper, entitled "Swaziland - Country Development Strategy Statement - Progress Report on Strategy Implementation", which will provide AID/Washington with an overview of the progress made over the past year in implementing our development strategy for Swaziland.

This paper is divided into three major sections. The first section, entitled "Analysis", describes the socio-economic research studies which have been completed or are in the process of being carried out. The information received from these research studies has already contributed a great deal to our understanding of Swaziland's socio-economic setting and has further substantiated many of the conclusions reached in the FY 82 CDSS document. The second section of this paper, entitled "Strategy Implementation in 1980", details progress made over the past year in implementing programs which address each of the four inter-related problem areas of rapid population growth, high under-two mortality, low agricultural productivity and rising unemployment contained in the strategy statement. Finally, the last section of this paper, entitled "Strategy Implementation Planned in 1981", provides an overview of activities USAID/Swaziland proposes over the next year to implement further its strategy for Swaziland.

The Honorable W. Haven North -2-

January 28, 1981

After a year's experience of designing new projects, reviewing various assumptions and carrying out further socio-economic research, the Embassy and USAID/Swaziland remain convinced that the analysis and strategy sections of the FY 82 CDSS document are valid. Nevertheless, we plan to conduct a continuous review of this document with a view toward making additional refinements as necessary in the FY 84 CDSS submission.

I would appreciate your considering this letter to be an integral part of this CDSS submission and that it be circulated as such.

Sincerely yours,



Richard C. Matheron  
Ambassador

Enclosure

"Swaziland - Country Development Strategy Statement -  
Progress Report on Strategy Implementation"

SWAZILAND  
COUNTRY DEVELOPMENT STRATEGY STATEMENT -  
PROGRESS REPORT ON STRATEGY IMPLEMENTATION

The FY 82 Country Development Strategy Statement (CDSS) for Swaziland stated that the USAID/S strategy is directed toward helping Swaziland attain its goal of self-sufficiency and meeting the basic human needs of its people by attacking four key inter-related problem areas as follows: rapid population growth, high under-two mortality, low agricultural productivity and rising unemployment. Within this strategy, USAID/S noted that heavy focus would be placed on human resources development.

AID/Washington approved the FY 82 CDSS document for Swaziland in April 1980 and exempted USAID/S from the need to prepare a revised FY 83 CDSS document. After a year's experience in carrying out further economic and social analyses, and designing new projects to implement this strategy, USAID/S is convinced that its analysis of Swaziland's development situation and its strategy for overcoming the major problem areas remain valid. Therefore, the purpose of this paper is to provide AID/Washington with an overview of the progress achieved over the past

year in further substantiating the analysis contained in the FY 82 CDSS and in implementing the USAID/S approved strategy.

## I ANALYSIS

During the past year, USAID/S has continued to fund research activities to further its understanding of Swaziland's social and economic setting. The principal research activity, completed in May 1980, was a study entitled, "Changing Marriage Patterns and Conjugal Roles: An Analysis and Policy Implications", which was conducted by Gary P. Ferraro of the Department of Sociology of the University College of Swaziland. Some of the major conclusions reached in this study, which are supportive of the conclusions reached in the CDSS "Analysis" section regarding Swaziland's social setting and the role of women, are as follows:

- There has been a gradual increase in the incidence of statutory marriages over traditional marriages during the last three decades.
- The average marriage age for men (30 years) and women (24 years) has been lengthened for both in recent

times as a result of the economic pressures on males to raise their lobola (bride price) and the availability of greater educational opportunities for females.

- The practice of polygyny in Swaziland has declined in recent years, but not as dramatically as previously thought.
- The most pronounced change in conjugal roles in Swaziland in recent years has occurred in the area of mate selection, for most young Swazis today accept the idea of mate selection based on mutual affection.
- Women with secondary or higher education are having fewer children than women with less education.

USAID/S has also funded a rural income and expenditure study, "The Rural Homestead Survey", which is now nearing completion under the direction of Dr. Fion de Vletter of the University College of Swaziland. This survey is assessing the nature of rural life in Swaziland by evaluating income-expenditure patterns, livestock holdings and other assets, distribution of tasks within the homestead, patterns of decision making, migration and remittances,

nutrition and dietary patterns, and other characteristics of rural homesteads. The report, when completed, will significantly broaden USAID/S' knowledge of life in the rural areas and is expected to provide a wealth of information for future strategy refinement and project design.

## II STRATEGY IMPLEMENTATION IN 1980

Over the past year USAID/S has made substantial progress in implementing the strategy contained in its FY 82 CDSS document in each of the four inter-related problem areas of rapid population growth, high under-two mortality, low agricultural productivity and rising unemployment as detailed in the following sections.

### A. Rapid Population Growth

The FY 82 CDSS stated that Swaziland had a population growth rate of between 2.8 and 3.2 percent per year (Recently, the GOS officially established a population growth rate of 3.4 percent.) and fertility rate of 6.9 births per mother. Major constraints identified in the FY 82 CDSS to achieving a reduction in population growth rates in Swaziland were: a lack of knowledge of modern contraceptive methods by the majority of the population, a cultural environment where family planning is

not a "legitimate" topic of conversation, and a lack of awareness on the part of Swaziland's leadership of the negative impact of rapid population growth. This last constraint is the primary focus of the USAID/S strategy for reducing population growth through 1984. By bringing about attitudinal changes which would encourage many more Swazis to take advantage of existing family planning services, USAID/S and the Government of Swaziland (GOS) hope to begin reducing the birth rate. The following activities were undertaken over the past year to implement this strategy:

1. Population Awareness

In 1980, USAID/S took advantage of the AID centrally-funded Resources for the Awareness of Population Impact on Development (RAPID) project, which provides a computer-assisted presentation on the effects of population factors on social and economic development. The draft presentation was completed and reviewed by upper- and mid-level GOS personnel who provided comments and suggestions for inclusion in the final presentation. This draft presentation is already serving as a catalyst for discussions regarding the establishment of a population policy for Swaziland. The model's projections in a number of fields, such as agriculture, education and health services,

are providing valuable resource information for future planning exercises of the various technical ministries. As another activity in population awareness, USAID/S sent three traditional leaders to Kenya, Mauritius and Zambia to observe family planning programs.

## 2. Family Life Education

The Family Life Association of Swaziland (FLAS) is a private voluntary organization founded in 1979 by a group of Swazi citizens to promote better family living through population and family planning education. In order to augment local financial support for the organization, USAID/S requested \$15,000 through the Special Population Assistance (SPA) fund from AID/Washington in 1980 to enable FLAS to establish a counseling center and purchase a vehicle. FLAS activities are directed toward reducing cultural sensitivities to family planning and providing family planning counseling and population education. Specific programs include counseling and referral services for family planning, education for teachers, outreach programs to provide family planning information to community organizations and groups, and outreach programs directed to males. FLAS also distributes contraceptives.

### 3. Maternal-Child Health/Family Planning Training

In order to assist the Ministry of Health in strengthening Maternal-Child Health/Family Planning (MCH/FP) services through better supervision and training of primary health care workers, USAID/S has utilized the services of two AID centrally-funded population projects, CEFPA (Center for Population Activities) and INTRAH (International Training in Health).

During 1980, the two organizations conducted three workshops in Swaziland. The first two-week workshop was a "Training of Trainers" activity for 15 public health nurses (PHNs) who serve as trainers for Rural Health Visitors (RHVs). The RHVs are paramedical personnel who provide primary health care and education in their home communities. As a follow up to this workshop, CEFPA assisted the trainers in conducting a refresher workshop, primarily devoted to MCH/FP skills, for 28 RHVs. Another workshop, for 5 Public Health Nurses and 10 Clinic Nurses, concentrated on techniques of supervision for RHVs. These activities have stimulated the nurse trainers and supervisors to initiate local sessions to teach RHVs how to utilize their skills more fully in MCH/FP areas. The success of these activities and the enthusiastic response of the RHVs have encouraged the Ministry of Health to

consider the feasibility of permitting the RHVs to distribute oral contraceptives to women who have initially been seen in clinics and to distribute condoms.

B. High Under-Two Mortality

The FY 82 CDSS pointed out that Swaziland has a low life expectancy of 46 years, which results principally from the extremely high under-two mortality rate of 192 per 1,000 live births. The major causes of this high childhood mortality rate were identified as resulting from infectious diseases, early childhood malnutrition and closely spaced births. The major constraints to reducing high under-two mortality in Swaziland are a lack of knowledge by Swazis of proper techniques of child spacing, nutrition and protection from and treatment of infections; a poorly planned and administered health system that has a strong curative bias rather than a preventive health education oriented one; and inadequate potable water and sanitation facilities. USAID/S activities over the past year directed at overcoming these constraints include:

1. Health Manpower Training

The five-year Health Manpower Training project (645-0062) is establishing a GOS school of nursing and is strengthening health administration. Nursing curricula are being designed to specifically address Swaziland's

basic health needs by placing emphasis on teaching nurses how to treat and prevent the diseases that contribute to under-two mortality and by offering training in the provision of family planning services. The training program is now into its third year of curriculum design. The project also provides training for RNs working in rural clinics. Sixteen nurses completed the one-year course last year and a second class of 16 has begun training. This training is allowing the Ministry of Health to offer clinical family planning services and improved pediatric services in the majority of Swaziland's rural clinics.

One of a number of important health administration improvements being made under the project is a more efficient clinic record system, which is expected to improve patient care and collection of health statistics. It is particularly valuable for very young children because the record system allows for much better follow up of an individual child's basic health condition: height, weight, immunizations, treatment for various illnesses, etc. Each child's parents receive a record which lists all of these items and can be taken from one area to another as the family moves.

## 2. Nutrition

Consultants from the Center for Disease Control (CDC) visited Swaziland in 1980 to review current

efforts in nutrition and to advise the GOS on what types of nutrition activities could strengthen programs to reduce under-two mortality. The CDC consultants proposed an under-five nutrition survey to determine the nutritional status of young children in Swaziland and to provide guidelines for nutrition interventions to improve health. The consultants also made suggestions for strengthening nutrition surveillance of young children by rural health personnel.

### 3. Rural Water Borne Disease Control

A contract was recently signed with the Academy for Educational Development to implement the Rural Water Borne Disease Control project (645-0087). This project is concentrating on providing health education and environmental sanitation programs for primary health care and other extension workers to control water related diseases such as diarrheal and parasitic diseases, which are major causes of under-two mortality.

#### C. Low Agricultural Productivity on Swazi Nation Land

The FY 82 CDSS showed that agricultural productivity on Swazi Nation Land, which is land held in trust by the King for the use of the Swazi people, is extremely low with residents earning less than \$50 per capita annual

income from agriculture. Over 60 percent of Swazi Nation Land homesteads have at least one family member working off the homestead in jobs that offer higher wages. This leaves the homestead without sufficient labor to work the land intensively and grow higher-value labor-intensive cash crops. If agricultural conditions can be sufficiently improved to the point where labor can earn a return on the Swazi Nation Land farm sufficient to keep it employed on the farm, the income and employment opportunities of this poorest segment of the population can be significantly increased.

The major constraints to increasing agricultural productivity noted in the FY 82 CDSS were: rapid population growth, the land tenure system, environmental degradation, reliance on rain-fed agriculture, scarcity of agricultural labor, and lack of appropriate agricultural research and extension services. USAID/S' progress in helping the GOS to slow its rapid population growth rate has been described above. While the FY 82 CDSS identified land tenure as a major constraint, no specific programs were proposed in the strategy statement to overcome this constraint. USAID/S concluded at that time that the existing tenure system was so deeply rooted in Swazi cultural tradition that there was little interest or will

on the part of Swaziland's political leaders to attempt reforms that could lead to better development and utilization of agricultural land. Conclusions in this regard have not proven to be entirely correct. Recent public and private statements by the Prime Minister and other high-level GOS officials indicate a rapidly growing recognition of the urgent need for changes in the traditional land tenure system. The Prime Minister stated in his 1981 New Year's Address to the Swazi people that:

We have a duty to safeguard the interest of both present and future Swazi generations by introducing a scheme of land utilization that will enhance the productivity of both our agriculture and pastoral land. . . It is thus the intention of His Majesty's Government in the New Year to procure the services of independent consultants to look into the problems of land settlement in this country and to advise us on the most effective approach to this problem and the most efficient system of land utilization that can suitably be applicable to our local conditions.

An improved land tenure system would impact positively on the USAID/S supported efforts to increase agricultural productivity on Swazi Nation Land.

As described in the FY 82 CDSS, the USAID/S strategy for this problem area is to increase agricultural productivity by attacking environmental problems and by striving for a significant increase in on-farm income.

The latter would be addressed by taking advantage of Swaziland's abundant water resources and converting many Swazi Nation Land farms from dryland to irrigated farming in the mid-1980s. This would allow double or triple cropping and higher yields per crop. In preparation for a major irrigation effort, USAID/S is encouraging a variety of conservation measures, has funded a water resources study, and will support cropping systems research to provide basic cost/effectiveness data that will indicate optimal cropping patterns. USAID/S also plans to help upgrade the quality and size of the agricultural extension service. Activities carried out over the past year to implement this strategy include:

1. Water Resources Inventory Study

At the request of the GOS, USAID/S funded an eight-man team of U.S. Army Corps of Engineers experts who worked in Swaziland during a two-month period in 1980 to prepare a water resources inventory study. The study represents the first step in the development of a comprehensive water use plan that will identify potential costs and benefits of moving into widespread irrigation. The study indicates that the development of large-scale irrigation has the potential for making significant contributions to GOS goals and objectives in alleviating problems

such as unemployment, lack of government revenue, lack of foreign exchange earnings and environmental degradation. Based on this study, the team has estimated that Swaziland has the natural resources and potential to add an additional 154,000 acres to its irrigated land area subject to the completion of more detailed feasibility studies. The study also has provided valuable water resources planning information for the GOS' use in negotiations with the Republic of South Africa and Mozambique in order to arrive at equitable riparian agreements among these countries.

## 2. Environmental Degradation

USAID/S has made significant progress under its Rural Development Areas (RDA) Infrastructure Support project (645-0068) in helping the GOS establish conservation systems on arable land. Terracing and grass strips were established on approximately 20,280 acres of Swazi Nation Land by the end of 1980. Heavy earth-moving and support equipment financed under the RDA project was received during the past year and will permit the GOS to establish conservation measures more rapidly in future years. In order to assist in improving GOS land use planning capabilities, which is an essential element both in moving toward irrigated farming and in halting environmental

degradation, USAID/S is funding a technical assistance team in land use planning and development. Seven of the nine members of the team arrived in the latter part of 1980. A four-man technical assistance team was also fielded to build up the capacities of the Land Development Mechanical Workshop.

3. Cropping Systems Research and Extension Training

The PID for the Cropping Systems Research and Extension Training project (645-0212) was approved during 1980. Under this project, USAID/S and the GOS hope to improve the quality of the extension service and attack the constraint posed by the scarce supply of on-farm labor by greatly increasing on-farm earning capabilities through the development and use of improved production practices. The project is expected to provide recommendations for the most economical, efficient methods of producing a variety of crops under both dryland and irrigated conditions through the use of a variety of mono-cropping, intercropping and multi-cropping techniques.

D. Rising Unemployment

The FY 82 CDSS document pointed out that visible unemployment in Swaziland is estimated at seven percent of the labor force of 197,000 and is rising rapidly. Major

constraints to ending rising unemployment were identified in the CDSS as rapid population growth rates, inappropriate wage structure and a formal education system which is not preparing Swazis for the types of jobs -- primarily in agriculture and in manual trade skills -- that the economy is expected to generate. By starting population programs and working to increase wages in the agricultural sector, the first two constraints are being addressed as described in other sections of this paper. The progress achieved in these areas is expected to have a significant impact on the unemployment problem. USAID/S is attacking the third constraint by assisting the GOS to direct the development of its manpower resources toward the employment opportunities the Swaziland economy is able to generate in the foreseeable future. Specifically, this is being accomplished by significantly improving and structurally changing the first seven years of the formal education system, which has been biased toward formal academic training, to provide far more students with agricultural and vocational skills and to emphasize the social and economic benefits of such fields of study. In addition, in-service and pre-service teacher training programs are a major thrust of this strategy as are manpower and educational planning. USAID/S is assisting the GOS to upgrade

the administrative, management and technical skills of its employees through in-country training programs and through participant training programs in other parts of Africa and in the United States. Progress made over the past year in implementing this strategy includes the following:

1. Primary Curriculum Development

In order to improve and redirect the educational system, the Primary Curriculum Development project (645-0009) was designed to develop and put into operation systems for producing and distributing curriculum materials. During the past year, the project has continued to generate new curricula materials, established a pilot system to improve the distribution of education materials and implemented a pilot instructional workshop on the use of new curricula. The project's work is linked to efforts by UNESCO to assist the GOS in revising its junior secondary curricula.

2. Teacher Training

The Teacher Training project (645-0214) will be one of the major elements of the USAID/S effort to assist the GOS in combatting rising unemployment through reform of the educational system. A PID for this project was submitted and approved in 1980. The project

will seek to improve and expand the capacity of Swaziland's teacher training institutions to train and support new and in-service teachers for the primary and junior secondary school levels. It will also seek to ensure that the new curricula being developed for the primary and junior secondary school levels will be effectively incorporated into the Swazi educational system by teachers fully trained in their utilization.

### 3. Manpower Planning and Training

The Department of Economic Planning and Statistics has responsibility for manpower planning. Recently, this Department received a Manpower Planning Advisor from the Commonwealth Fund for Technical Cooperation. USAID/S plans to complement this advisor through the training of Swazis and the possible use of short-term consultants under the Southern Africa Manpower Development project (645-0069). USAID/S has also been asked by the GOS to provide two OPEX technicians to the Department of Establishments and Training to improve manpower planning, training and utilization in the public sector. In addition, 49 Swazis began training under USAID/S financing in a variety of long- and short-term programs in the United States and third countries in 1980. About 120 Swazis took part in USAID/S-financed in-country training programs.

#### 4. Educational Planning

USAID/S, with the assistance of REDSO/EA, cooperated with the European Economic Community (EEC) during 1980 to provide the Department of Economic Planning and the Ministry of Education with the terms of reference for a comprehensive education sector survey. More recently, USAID/S has been requested by the GOS to supply two short-term consultants to carry out the survey itself in cooperation with GOS officials and advisors supplied by the EEC, Canadian Government and the United Kingdom. The results of this survey are expected to focus on improving internal efficiency, teacher training and the relationship of formal to non-formal education in Swaziland.

### III STRATEGY IMPLEMENTATION PLANNED IN 1981

USAID/S plans to carry out a number of activities in Calendar Year 1981 to implement its FY 82 CDSS strategy in each of the four inter-related problem areas as follows:

#### A. Rapid Population Growth

- Complete and present Resources for the Awareness of Population Impact on Development (RAPID) program to GOS

cabinet, traditional leaders and other high- and mid-level policy making officials.

- Provide consultants from the Program for International Training in Health (INTRAH) to assist the Family Life Association of Swaziland to conduct four workshops in 1981 to train public teachers to develop family life education activities for junior secondary and secondary school pupils.
- Provide consultants from INTRAH to assist the Ministry of Health to include more Maternal Child Health/Family Planning in the curriculum of Rural Health Visitor training programs and in the supervisory training programs of the Public Health Nurses.

B. High Under-Two Mortality

- Assist in establishing an under-five nutrition surveillance program to determine the nutritional status of this population grouping.

- Complete the third and final year of the Institute of Health Sciences curriculum for nurses.
- Begin full implementation of the Rural Water Borne Disease Control project.
- Develop within the Ministry of Health, through a Private Voluntary Organization, the capability to more effectively plan and administer a health delivery system.

C. Low Agricultural Productivity on Swazi Nation Land

- Finalize and present Water Resources Inventory Study to GOS.
- Develop and implement land use plans for specific areas under the Rural Development Areas program.
- Begin implementation under the Rural Development Areas project of a re-structured environmental education program for agricultural extension workers, school teachers, pupils and the residents on Swazi Nation Land.
- Complete the final project design of the Cropping Systems Research and Extension Training project under a Title XII Contract.

D. Rising Unemployment

- Introduce new primary curriculum materials for science and siSwati for grade two; mathematics for grade one; social studies for grade three; and arts and crafts for grades one and two.
- Complete the final project design for the Teacher Training project.
- Provide two Operational Expert (OPEX) technicians to the Department of Establishments and Training to improve manpower planning, training and utilization in the public sector.
- Provide two experts, in cooperation with other donors, to carry out a comprehensive education sector survey.
- Complete a survey on the size, nature, costs, and benefits of on-going non-formal adult education programs in Swaziland.
- Send 25 participants to the U.S. and third countries for training in management, administration, agriculture, human resources development, health and other technical fields.