

PN-ABY-598  
ISN 99365

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**PROPOSED RESTRUCTURE**  
**of the**  
**SWAZILAND MINISTRY OF**  
**AGRICULTURE AND COOPERATIVES**

**Contract No. 645-0229-C-00-9019**  
**Swaziland Commercial Agricultural Production**  
**and Marketing Project**

**Submitted to:**

**Ministry Of Agriculture and Cooperatives**  
**Mbabane, Swaziland**

**and**

**United States Agency for**  
**International Development/Swaziland**  
**Mbabane, Swaziland**

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**AUGUST 1994**

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## SECTION I INTRODUCTION

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### A. The Retreat

In May 1992, the Ministry of Agriculture and Cooperatives (MOAC) met at Pigg's Peak for a restructuring retreat with the objective of determining what organizational structure would best support the ministry's role as the primary facilitator of agricultural development in Swaziland.

The sequence of the retreat was, first, to determine the MOAC's mission, its objectives, and the programs necessary to achieve those objectives, and finally, the organizational structure needed to support the programs selected. The result was a recommended superstructure that MOAC officials concluded was conducive to facilitating the vertical and horizontal flow of information as well as decisions needed for feasible planning and reliable implementation. Proposals from individual departments and divisions, which had been prepared prior to the retreat, fleshed out the skeleton provided by the superstructure, and were presented in *A Report on the Restructuring Retreat for Senior Officials of the Ministry of Agriculture*, June 1992.

The purpose of this current report is to present to the central ministries the proposals for immediate structural changes in the MOAC in a form that explains, highlights the rationale for, and explores the implications of these changes.

The structure of the report follows for the most part the sequence of the retreat, i.e., clarification of MOAC's mission, its objectives, its programs, and lastly, proposals for structural changes. An attempt is made here to clarify the "physiology" of the proposed structure as well as its anatomy, by including focus on how the processes of planning, decision making, and supervision will be carried out within this new structure.

Emphasis is on immediate change. MOAC expect the sequence of events to be first, approval and implementation of the re-organised structure; next, approval of departmental subunits with new positions filled for the most part through reassigning current staff; and finally, approval and full staffing of positions, following, in some instances, programs of staff training and development. In this way, changes in the ministry's structure will take a top-down approach creating first its basic administrative/ managerial structure, then adding the substance of professional/technical staff.

Hopefully, in the case of established departments, like Livestock Development and Veterinary Services, the timing of these three stages will be only a matter of months. However, some features in the substructures of newer, less established departments may take longer to implement.

## **B. MOAC's Mission**

The primary role of the Ministry of Agriculture and Cooperatives is to act as a catalyst and promoter of agricultural development as Swaziland makes the transition toward a modern, commercial agricultural sector. This involves maintaining the elements necessary for the current level of agricultural production; making investments that will increase the country's capacity for greater agricultural production in the future; and making adjustments in the socio-economic contributions of the agricultural sector, for example in nutrition, income generation, and foreign exchange earnings.

## **C. MOAC Programs**

Specific areas of focus identified in the Agricultural Development Strategy of 1986 and reiterated in the 1993/94-1995/96 Development Plan include:

- achieving basic food self sufficiency
- improving nutritional levels
- increasing agricultural exports
- creating employment opportunities through promoting agribusiness
- boosting rural incomes
- conserving and developing soil and water resources

The Development Plan also identifies six broad program areas and gives the goals and strategies of each:

### **C1. Crop Production**

Goals include achieving self sufficiency in maize production; increasing fruit and vegetable production to raise rural incomes and nutritional levels; and encouraging cash crop production by small scale farmers.

The strategy for achieving these goals includes intensifying the production of existing crops such as maize, cotton, and tobacco, and introducing or reviving the production of crops like sorghum, wheat, and highly resistant fruits and vegetables through extension, home economics and agricultural education, research, and improved seed production.

### **C2. Livestock**

Goals include improving the condition and quality of the country's livestock; increasing the production and marketing levels of cattle, poultry, and dairy products (especially by Swazi Nation Land (SNL) farmers), to meet market demand and replace exports; preventing the overgrazing and degradation of land; and improving livestock marketing.

The strategy to achieve these goals focuses on improving technology, research, and extension. Emphasis is on better breeding and feeding techniques and practices, more effective disease control, better marketing facilities and information, and range management and rehabilitation.

### **C3. Forestry**

The goal in this area is to ensure that forestry resources are properly managed and conserved. This includes maintaining a forestry resource inventory and monitoring

deforestation through out the country; advising farmers on how to manage forest trees, livestock and crop production simultaneously; and conducting research. Activities also include planting woodlots and developing tree nurseries.

#### **C4. Fisheries**

The basic goal in this area is to encourage the use of fish farming as a means to raise income and improve nutrition, by providing technical advice to farmers on pond set up and maintenance; operating fish hatcheries; and conducting research on effective marketing strategies and appropriate species of fish.

#### **C5. Land Use and Development**

Goals are :-

- a) To conduct natural resources soil and water / surveys and also encourage conservation of these natural resources.
- b) To create small scale engineering designs such as earth dams, canals, small-scale irrigation schemes, access roads.
- c) To provide land use planning including resettlement for sustainable agricultural development.

#### **C6. Agricultural Research**

The fundamental goal of agricultural research is to provide information that will help increase the yields of farmers on SNL by conducting applied crop and livestock research, as well as socio-economic research in the agricultural context.

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## SECTION II THE RESTRUCTURING EFFORT

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### A. Reasons for Restructuring

In his report "Components for Restructuring the Ministry of Agriculture and Cooperatives," consultant Conrad Fritsch listed problems found in the current structure of the MOAC which negatively affected the ministry's performance. Many were related to lack of coordination, beginning at the Office of the Permanent Secretary, and trickle down to eventually undermine the ministry's technical performance, particularly in the areas of extension, research, and land use and development. Fritsch found also that some important programs, like range and pasture management, were obscured by their placement in the current structure.

At the retreat for restructuring, it was observed that the current structure features centralized decision making that in turn creates work congestion at senior levels and discourages both intra- and inter ministry coordination. The current structure, inter alia, demoralizes staff by providing too few opportunities for advancement, and by featuring what appears to be inequitable assignment of salary grades.

### B. Guidelines for Restructuring

During the retreat, some principles were formulated to guide the effort to develop a revised organizational structure. It is desirable for the ministry to be organized to:

- Provide contributions to agricultural production, growth and adjustment with primary emphasis on growth;
- Effectively integrate planning, budgeting, and implementation;
- Provide both for the administration of some programs, and for gathering and analyzing information relevant to programs not under its administrative control, that is, from other ministries;
- Stimulate and conduct differentiated development programs, region by region, to balance national, regional, and ministry considerations;
- Contribute to an optimum adjustment of various interrelationships between agriculture and other sectors of the economy, and between producers and consumers of farm products;
- Allow for a balance between autonomy and coordination of each of its departments, divisions, and offices;
- Not involve large spans of control;
- Facilitate the delegation of responsibility;
- Encourage upward communication;
- Encourage lateral consultation and;
- Provide for continuous staff development.

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## SECTION III THE PROPOSED NEW STRUCTURE

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The proposed new structure (see Organogram 1 on the following page) is designed to improve planning, budgeting and implementation, and to enhance the ability of the Principal Secretary to coordinate these activities. It includes three coordinating offices for *Planning*, *Administration* and *Agricultural Development Coordination*, and creates four new departments: Land Development and Management, Forestry, Research, and Home Economics.

### A. Coordinating Offices

#### A1. Rationale

The current and previous principal secretaries (PS) have complained that their office is congested because of the number of people whose activities they directly oversee. This has caused it to become a bottleneck, and forces the PS to handle relatively low level concerns at the expense of higher level tasks such as policy formation.

The proposed new structure would alleviate that problem as only exceptional cases are to be referred to the PS and most matters to be fully handled by the heads of the two coordinating offices.

#### A2. Description

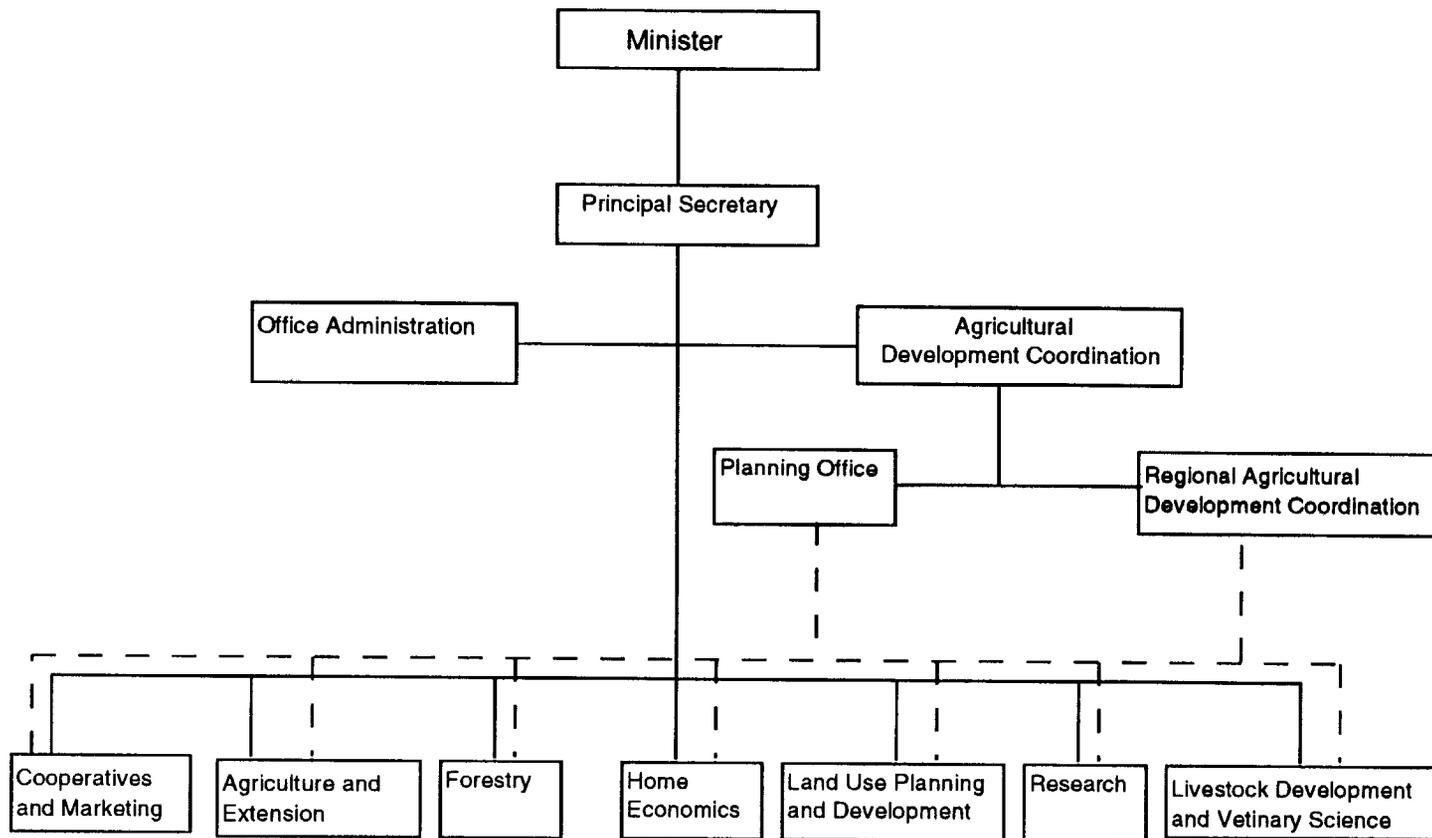
##### A2(a). Administration (Budgeting) Office

This branch of the MOAC would operate as before seeing the ministry's finance, personnel, and training functions under the direction of an Undersecretary of administration. It would be responsible for managing the ministry's recurrent budget, as opposed to the project budget, which would be managed by the Planning Office (see Organogram 2 on page 7).

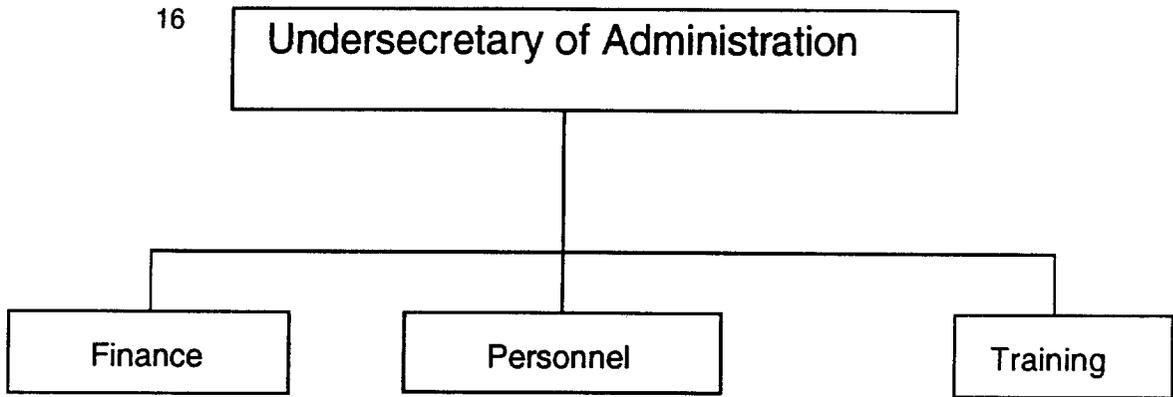
ORGANOGRAM 1

**MINISTRY OF AGRICULTURE AND COOPERATIVES**

**Departmental Structure**



## OFFICE OF ADMINISTRATION



## **A2(b). The Office of Chief Agricultural Development Coordinator**

The Office of Chief Agricultural Development Coordinator would oversee implementation. The focus of this office would be to ensure that coordination exists between departments and that relevant information about implementation, resource levels, departmental capabilities, etc. is fed back into the planning and policy formation processes. (As illustrated in Organogram 3.)

The Office of Chief Agricultural Development Coordinator would be headed by a person from the professional cadre. The actual disciplinary background of this person is not as important as his or her managerial ability.

As illustrated in Organogram 1, two divisions are suggested for the office of Chief Agricultural Development Coordinator. These are the Planning Office and the Regional Agricultural Development Coordinator.

This office would also perform the important function of coordinating the extension staff of the ministry's various departments, on a regional basis, through four Regional Agricultural Development Coordinators at grade 16 stationed in Hhohho, Shiselweni, Manzini, and Lubombo regions. These Coordinators would oversee the work of seven Regional Agricultural Officers, one from each department. The Regional Agricultural Officers at grade 14, would be the link between not only headquarters and the field, but also between their own and other MOAC departments. They would report to headquarter staff in their own departments on technical/professional matters, but to the Regional Agricultural Development Coordinators for scheduling of activities to ensure that their efforts combine with those of other departments to further the goals of specific projects. (See Organogram 3 for Regional Structure)

Some informants feel that the ministry's relatively poor capital implementation rate is due in part to planners overestimating the actual human and physical resource capabilities of MOAC's various departments. The Office of the Chief Agricultural Development Coordinator, by acting as the ministry's primary monitoring body, would be responsible for relaying analyses of program successes and failures to the Planning Office to encourage the formulation of realistic, feasible plans.

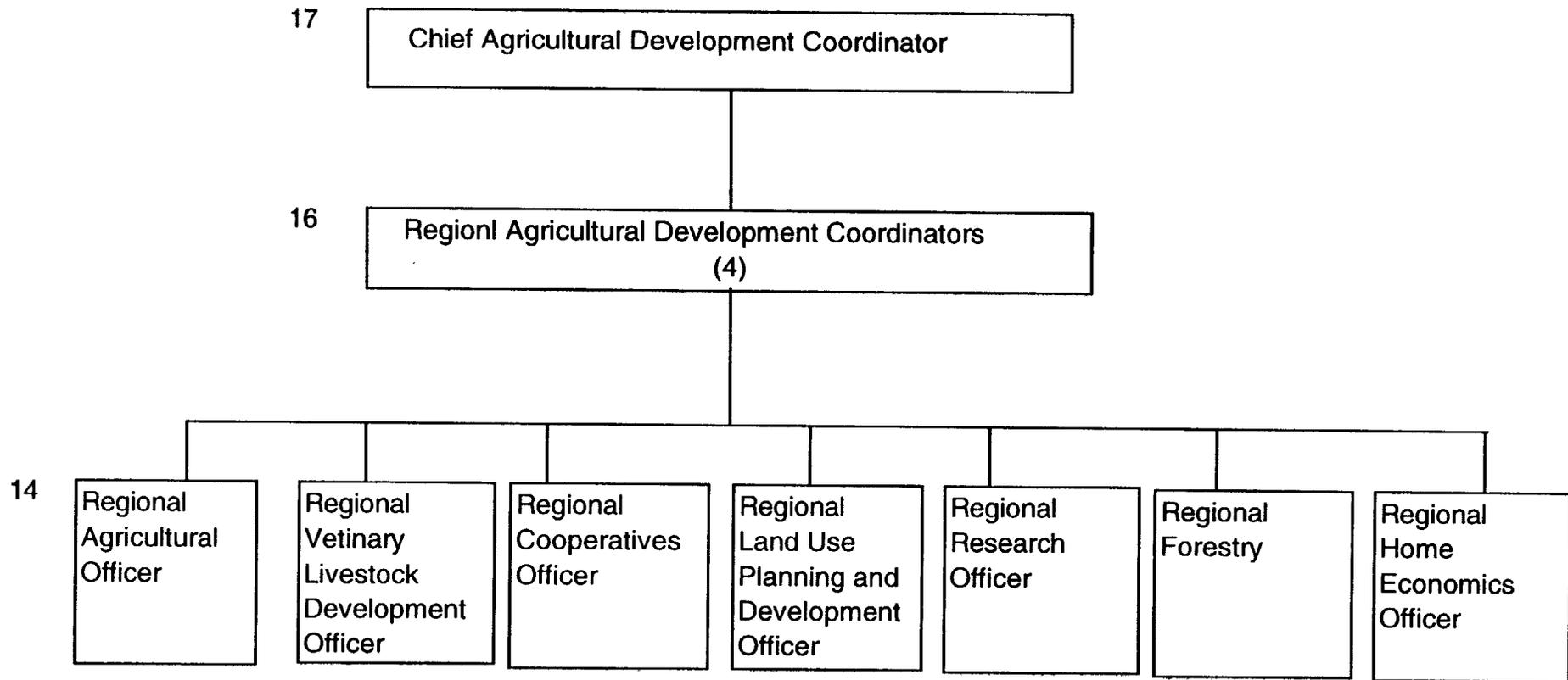
MOAC departments have had a tendency to plan and formulate policies in isolation of each other, sometimes resulting in directly conflicting plans.

Experience shows that where coordination is difficult, departments tend to design activities that do not require collaboration with those outside the department, thus compromising overall organizational effectiveness. The role of the Office of the Chief Agricultural Development Coordinator would be to ensure that collaboration is planned and coordination is facilitated where the involvement of two or more departments is necessary to further project and program objectives, either in the field or at headquarters.

Lack of supervision of MOAC's field staff, which undermines both the morale and effectiveness of extension workers, is a commonly heard complaint. The proposed new structure assigns the task of supervising extension staff to the four Regional Agricultural Development Coordinators, who would assign and coordinate extension work across departments.

ORGANOGRAM 3

REGIONAL STRUCTURE



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## **A2(c). The Planning Office**

This office would develop the ministry's project plans and allocate its capital budget. It would work closely with representatives of departments, field staff, and other ministries to develop project plans that reflect the actual capabilities and resources of MOAC departments. This office would also take the project plans drawn up by departments, which are typically stated in physical flows, and calculate the returns on investment ratios needed for government and/or donor approval.

The proposed person to head this office is a Principal Agricultural Economist at grade 16. A planner would have the expertise required, and unlike an administrator, would not be subject to transfer to another post or ministry. This person would also have a role in assisting the minister and principal secretary in formulating policy.

Five sections are suggested for the Planning Office as indicated in Organogram 4 on page 11.

**Policy Analysis and Formation.** This section would be responsible for creating broad objectives, policies and strategies as well as deciding on the broad instruments to be employed.

**Project Planning and Preparation.** This section will prepare programs and projects for submission for approval by the Ministry of Economic Planning and Development (MEPD). It will take the general policies and strategies formulated by the Policy Analysis and Formation Section and design projects.

**National Early Warning and Marketing Information.** This section would be a repository/ clearinghouse of information about the MOAC as well as the agricultural sector as a whole. It would collect and compile statistics to include in publications that it would generate, and as an input to other sections of the Planning Office, like Policy Formation and Analysis.

Like the current Market Advisory Unit, this section would provide information about prices, marketing, trends, and commodity levels in Swaziland and the region, and alert the government of critical food shortages under the Early Warning System.

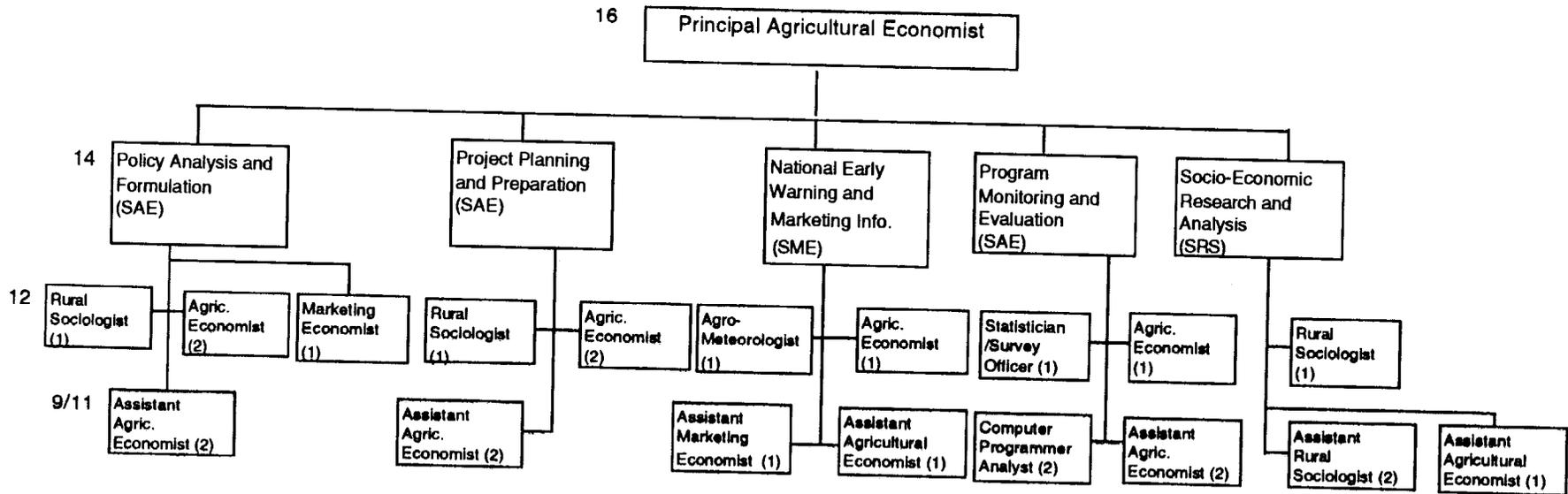
**Program Monitoring and Evaluation.** The primary function of this section is to evaluate the effectiveness of the ministry's projects and programs using data and appraisals from the various departments, the Office of Chief Agricultural Development Coordinator, and the National Early Warning and Marketing Information section. The assessments that it generates would be used as an input to planning.

Although the word "monitoring" is included in the title of this section, this function is secondary. Because monitoring essentially gives feedback on implementation, the ministry's strongest monitoring agent will be the Office of Chief Agricultural Development Coordinator.

**Socio-Economics Research and Analysis.** This section would provide analysis for program planning to MOAC departments, rather than having an economist assigned to each department to carry out this function. The Socio-Economics Research and Analysis section would analyze farmers' situation and calculate the costs and revenues associated with various programs or projects being considered.

ORGANOGRAM 4

PLANNING OFFICE



# SAE - Senior Agricultural Economist  
 # SME - Senior Marketing Economist  
 # SRS - Senior Rural Sociologist

## **B. Ministry of Agriculture and Cooperatives Departments**

The departments recommended at the restructuring retreat and presented in this report were reached after careful consideration of the MOAC mission and programs. Two criteria were used for upgrading sections to departments. The first was whether or not the function of the section was central to one of the ministry's program areas. The second was whether the section's contribution was being compromised by its placement under a department with a bias toward another disciplinary area, in much the same way that livestock extension has suffered by its coupling with crop extension under the Department of Agriculture and Extension.

Four additional departments are added in the proposed new structure. The Research Division is upgraded to a department, as are the Forestry and Home Economics sections. The Land Use Planning Unit and the Land Development Section are combined and upgraded to form the Land Development and Management.

Restructuring within departments involved upgrading or combining units and sections as seemed fit based on the range and importance of the programs and activities carried out by the department. New positions within sections were recommended where additional staff are needed for numbers or to provide missing technical or administrative functions.

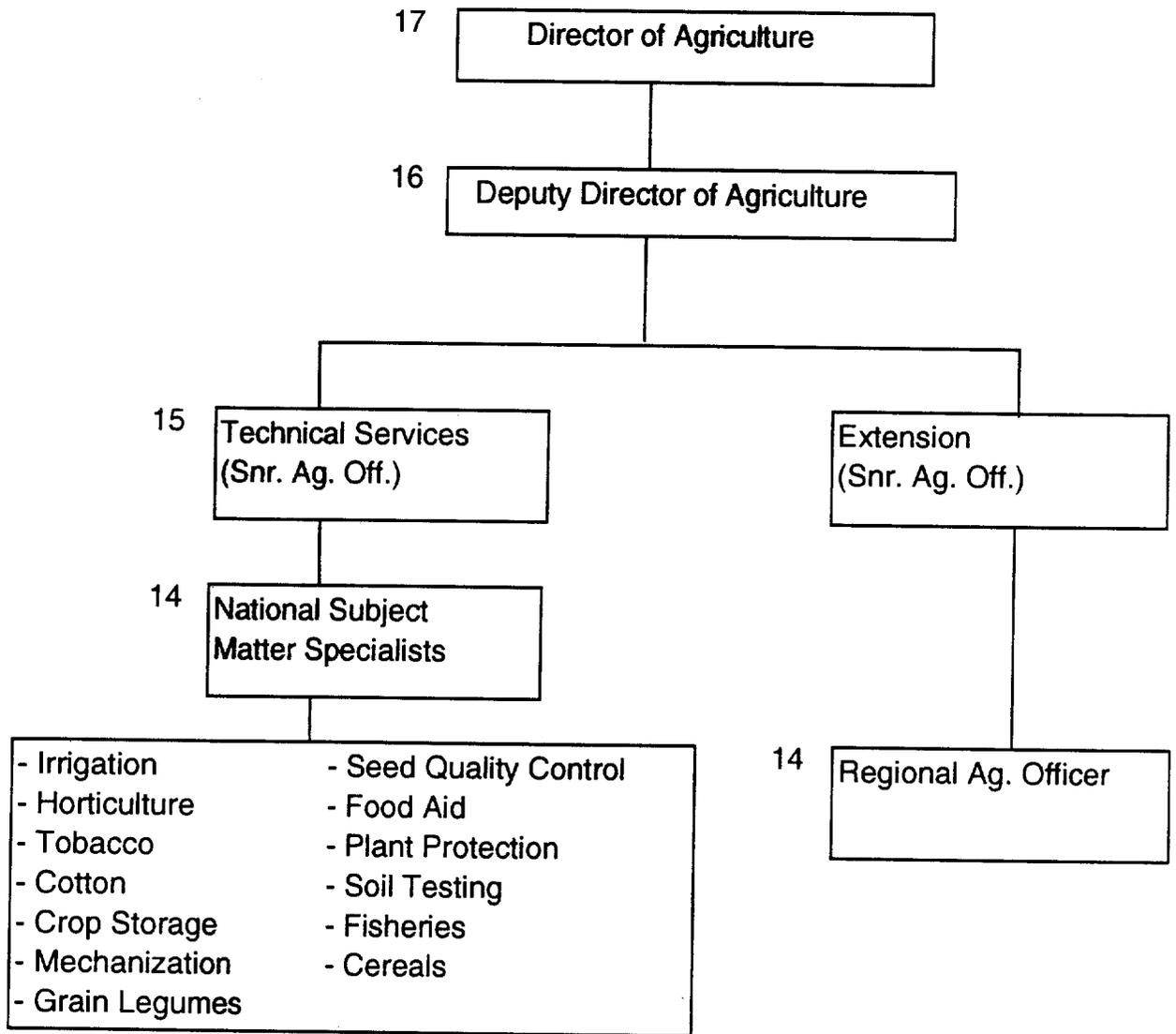
### **B1. Department of Agriculture and Extension**

The Department of Agriculture and Extension is streamlined in the proposed new structure. Some of its subunits, i.e., Land Development, Home Economics, and Forestry, are recommended to become departments. Formerly, the Department of Agriculture and Extension has shouldered most of the responsibility of implementing the Rural Development Areas Program (RDAP) established in 1970. The RDAP was the government's most comprehensive program for upgrading the quality of life in the rural areas, and had the objectives of increasing crop and livestock production, improving the living standards of rural people, and protecting natural resources. The MOAC was given the coordinating, managerial responsibility for the program that included not only agricultural, but also rural development. The responsibility for managing this program was further assigned within MOAC to the Director of the Agriculture and Extension. This resulted in a large number of widely varied, but individually very important sections being housed in the Department of Agriculture and Extension. Some have not received status or attention commensurate with their importance to rural development because of competition for attention and resources with other sections within the department. The proposed new structure spins off many of the important sections and places them in departments that are more technically compatible, or upgrades them into departments, either individually or in combination with other sections of the Department of Agriculture and Extension or other departments.

The proposed new structure of the Department of Agriculture and Extension as illustrated in Organogram 5 on the following page includes two divisions: *Technical Services* and *Extension*. Each is headed by a Senior Agricultural Officer (SAO) at grade 16.

ORGANOGRAM 5

DEPARTMENT OF AGRICULTURE  
AND EXTENSIONS



Reporting to the SAO of technical services would be twenty two National Subject Matter Specialists at grade 14 who would coordinate all of the technical commodity activities of the department and provide technical back stopping to extension personnel in irrigation, horticulture, tobacco, cotton, crop storage, mechanization, seed quality control, food aid, plant protection, soil treating and fisheries. These foci reflect the areas targeted in the current development plan.

The Extension Division of the Department of Agriculture and Extension would continue to have the primary responsibility in the ministry of ensuring the technical competence and professional performance of agricultural extension staff. A Regional Agricultural Officer (RAO) at grade 14 would report to both the Senior Agricultural Officer for extension and to the Regional Agricultural Development Coordinator in the Office of Chief Agricultural Development Coordinator. The SAO for extension would be concerned with the technical aspects of extension, while the Regional Agricultural Development Coordinator would be responsible for ensuring that the scheduling of extension activities carried out by this department meshes with the field efforts of other departments.

## **B2. Department of Livestock Development and Veterinary Services**

The proposal for restructuring the Department of Livestock and Veterinary Services focuses on upgrading the department's extension and research capabilities, and creating promotion opportunities for staff, especially meat inspectors. The proposed new structure of this department has four divisions: *Animal Health*, under which Veterinary Investigation Laboratories, Regional Veterinary Field Services, and an Animal Health Inspectorate section fall; *Livestock Development*, which is comprised of the range development and nutrition, extension development, livestock marketing and government farm and holdings sections; *Veterinary Public Health*, under which the Export and Domestic Abattoirs fall; and *Livestock and Veterinary Research*.

The proposed structure places all livestock extension services under the Livestock Development and Veterinary Services Department in an effort to enhance both planning and implementation. Additional benefits would include more effective communication and monitoring. Another suggestion for improving livestock extension in the country lies in upgrading the Veterinary and Farmer Training Center at Mpisi, and possibly linking it to the university. A technical advisor is currently working on improving the Center's curriculum.

The department proposes a generalists approach to beef, dairy, poultry, piggery, rabbit, range production, and animal health. Farmers would be assigned only one livestock extension officer to reduce confusion.

Most of the top positions suggested under the extension development and other sections proposed under the livestock development division can be filled immediately, with current staff. The strategy is to fill out the proposed structure in a top-down fashion, as staff is trained.

The department's research goals target livestock production packages and systems; animal disease control; range and pasture rehabilitation, conservation and management; pasture and fodder productivity, nutrition and ecological suitability; and management of small livestock enterprises. The department has commissioned a consultant to determine the specific units and staff required for a veterinary research center. The resulting recommendations were for the center to have four divisions: Livestock Production, Research and Animal Health, Administration, and Shared Services. The recommended sections under livestock production were animal nutrition, range and pasture, and animal breeding. Those suggested under animal health research are a veterinary investigation lab, microbiology protozoology, chemistry biochemistry and epidemiology/socioeconomics.

The buildup of the research capability of the Livestock Development and Veterinary Services Department would be gradual. Livestock research would incubate under the Livestock and Veterinary Department until such time that the Research Department is able to carry out this function.

Extensive training would be needed to produce the level of persons able to carry out research. Potential candidates have already been identified from within the department.

The strategy for developing the Livestock Development and Veterinary Services Department relies heavily on training. The proposed structure was designed to create promotional opportunities within and between divisions. Training would allow for both development and promotion. A veterinary education officer is proposed to oversee this function.

The current structure of the Veterinary Public Health Division has forced meat inspectors to remain at the same grade for most of their careers. The meat inspectors, who hold certificates, enter at grade 9, which is usually reserved for university graduates. Inspectors with many years seniority should to move to grade 11.

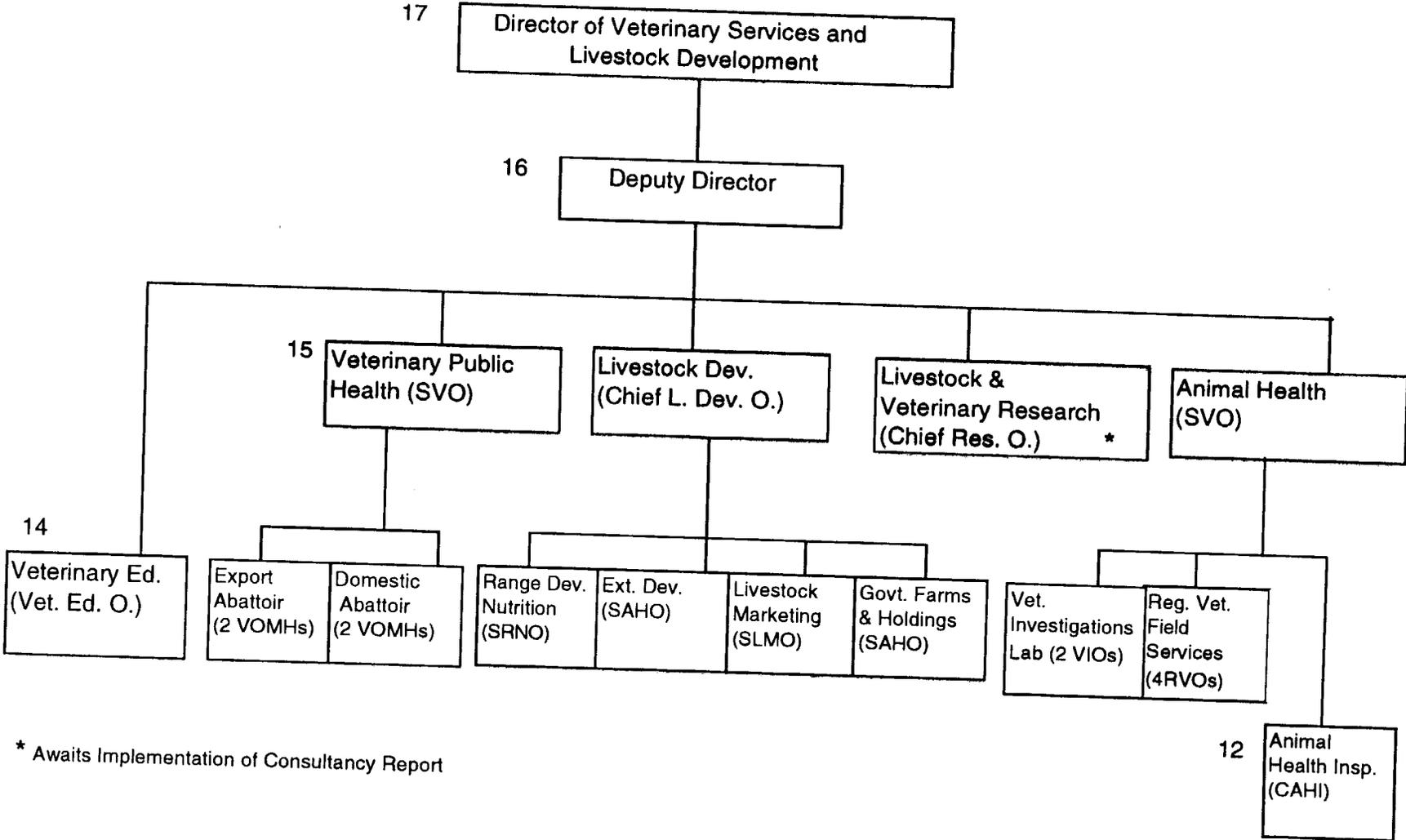
The proposed structure includes several junior meat inspector positions in both the domestic and export abattoirs. While these would not alleviate the frustration of present meat inspectors, those coming into the ministry would start at a more junior level and have room for promotion. This recommended structure is illustrated in Organogram 6 on the following page.

### **B3. The Agricultural Research Department**

Upgrading the Research Division to a department is recommended because of the primary role that research plays in agricultural growth. The progression of agriculture from

ORGANOGRAM 6

**DEPARTMENT OF LIVESTOCK DEVELOPMENT  
AND VETERINARY SERVICES**



\* Awaits Implementation of Consultancy Report

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one level of sophistication to the next depends on the development and use of improved inputs and techniques.

Research is at the foundation of the MOAC's efforts to the increase and improve crop and livestock yields to achieve self sufficiency in maize, and raise rural nutritional and income levels.

Four divisions are proposed under the Agricultural Research Department, as illustrated in Organogram 7 on the next page: *Crop and Production Systems*, concerned mainly with research on commodities; *Discipline Services*, which would conduct research on farming disciplines to support research on commodities and; *On-Farm Research*, which focuses on actual farm systems; *Training and Farm Development*, which would administer research stations, provide training and library services, and produce research publications; and, lastly, *Finance and Administration*.

The division concentrates primarily on crop research through five research stations located in the highveld, the middleveld, and the lowveld regions of the country. The professional research staff consult with national subject matter specialists (NSMS) from the Department of Agriculture and Extension to develop the overall MOAC extension program.

Research activity is organized around eleven disciplines: general agronomy, weed agronomy, dry land crop cotton, entomology, cotton breeding, soil fertility, soil chemistry, biometrics, rural sociology, agricultural economics, and animal nutrition.

The number of crops targeted for promotion requires a corresponding number of specialists conducting research to develop varieties and production techniques suitable for Swaziland. The proposed structure of the Agricultural Research Department allows for the increase of the numbers of crops and disciplines under research. These would help form a matrix in which research disciplines such as biometry and pest management are applied to various commodities like legumes, cereals, cotton, etc.

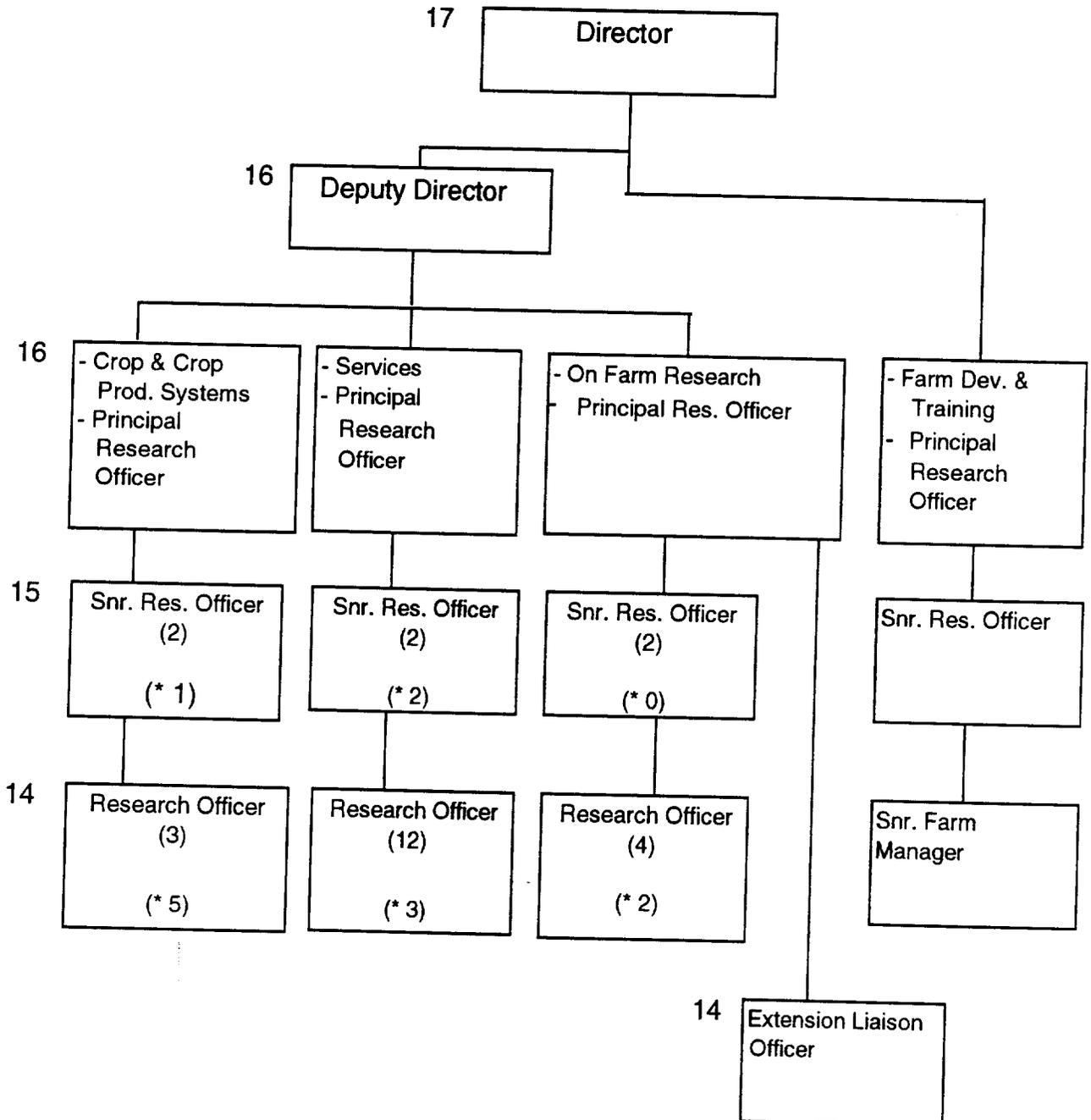
On-farm and on-station farming systems research is intensified under the proposed new structure. Four-person teams consisting of an agronomist, a social scientist, and two research assistants would be dispatched to work in the regions. The link between research and extension, which is currently weak, is strengthened by a section devoted to the liaison of the two.

The Departments of Livestock Development and Veterinary Services and the Department of Forestry would incubate the fledgling research programs in the Department of Agricultural Research until they have developed the capacity to conduct research within their own departments.

The proposed restructuring of this department is envisioned in three phases. An immediate problem is that the Chief Research Officer is responsible for supervising specialists,

ORGANOGRAM 7

AGRICULTURAL RESEARCH DEPARTMENT



The Restructuring exercise will be phased into two parts. The boxes marked with a "\*" indicate the additional phase II process and the additional staff required.

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program areas, and administrative services. He reports that he spends most of his time on administration and too little on directing specialist and program functions, which form the basis of the department's real contribution to development objectives.

The creation of ten new posts is recommended during the first phase. These include: a Director, who would direct overall research and liaise with national and international research bodies; a Deputy Director, who would supervise research activity; four Principal Research Officers, each heading a research division; a Principal Training and Farm Development Officer; an Information Officer/Librarian; a Research/Extension Liaison Officer; and two Personal Secretaries.

Phases two and three would involve a gradual expansion in the numbers of research officers and supporting junior staff conducting on-station and on-farm research. Some would strengthen current efforts, while others would introduce new research foci.

An important feature of the proposal to restructure this department is emphasis on developing, attracting, and retaining highly qualified staff, using three strategies: a strong in service training program that would allow research officers to obtain M.Sc. and Ph.D. degrees; an advancement scheme that offers positions for internal advancement to scientists; and a general upgrading of posts within the department.

#### **B4. The Department of Land Development and Management**

The Land Use Planning Section, currently under the Permanent Secretary, is a service unit and responds to requests from other MOAC departments and elsewhere in the government. Its major activities revolve around providing land use planning, design, and soil survey work to support irrigation projects, land resettlement projects, and other specific development activities. A continuing effort in this regard is preparation of resettlement plans to support the Government of Swaziland's program for repurchase of estate lands for conversion to Swazi Nation Land (SNL) and other economic development purposes. The Land Use Planning Section also conducts soil surveys for farm planning, tree planting under the Control of Tree Planting Act, resettlement planning, and irrigation development.

The Land Use Planning Section has become increasingly involved in regional programs supported by the Utilisation and Conservation of the Soil (SARCUSS). It is beginning to focus more specifically on national land use issues and expects to initiate work on a national land use plan.

Poor coordination between the Land Use Planning Section and the Land Development Unit, under the Department of Agriculture and Extension, which carries out small scale construction projects like land contouring, irrigation development, small earth dam construction and canal alignment, has resulted in duplication of effort, confused lines of responsibility, and poorly planned and executed projects. For example, the Land Development Unit has begun construction projects only to discover that the surrounding geography is not conducive to the type of structure undertaken, thereby wasting time and resources and frustrating the local communities. Determining the suitability of a proposed site would normally fall under the Land Use Planning Unit, but the placement of these sections in divisions with different foci impedes collaborative efforts.

Land is the primary input in agriculture, and improving the quality and productivity of land is fundamental to agricultural growth and development. Combining Land Use Planning and Land Development to form a single department creates a coordinated approach to land planning and development, which will in turn encourage more efficient use of land as a resource.

A Land Development and Management Department would have an added benefit of having a larger voice with which to present land development and conservation issues in inter ministerial and national forums, which may contribute to the development of a clear land policy in the country.

The proposed structure of the Land Development and Management Department has five divisions as shown in Organogram 8 on the next page: *Agricultural Engineering Services* and *Land Use Planning*. The Agricultural Engineering Services Division would undertake land contouring and small scale construction. Its sections would include Irrigation, Soil and Water Conservation, Farm Power, and Technology.

The Land Use Planning Division would conduct surveys and assessments; prepare project proposals for land purchase; prepare community land use and farm plans; formulate rural resettlement programs; and provide a forum for policy, planning, and scientific management of the country's land resources. This division would have three sections: Land Planning, Soil Services, and Cartography.

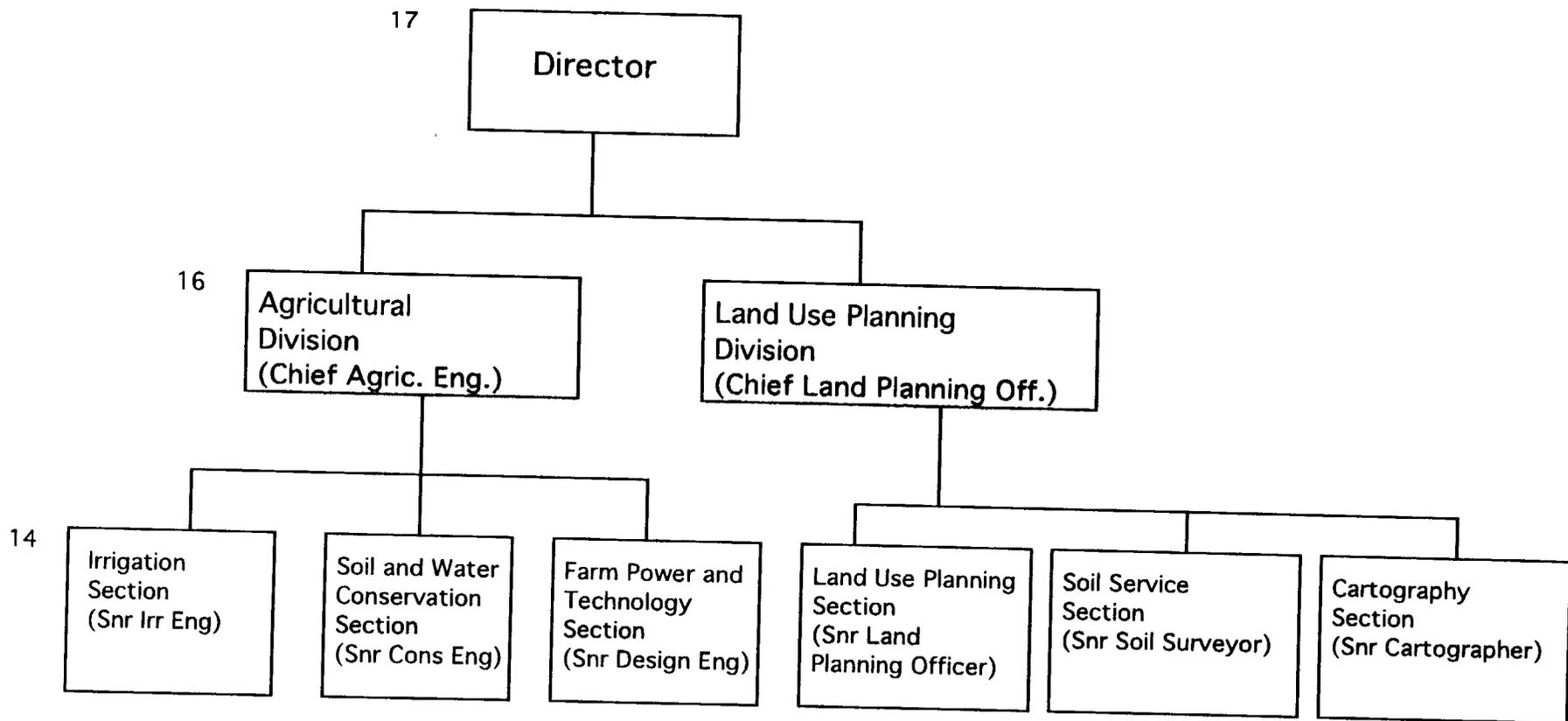
The Land Planning and Development Department would work in partnership with other MOAC departments. The department would conduct surveys and preliminary assessments, and design and aid in the construction of the projects. Whenever possible, the Agricultural Engineering Division would advise, assist, and supervise communities as they undertake the construction of their own small scale projects. After projects are complete, extension would have a role in helping community members with operation and maintenance.

#### **B5. Department of Cooperatives and Marketing**

The Department of Cooperatives was introduced in the MOAC in 1963 to sponsor farmer cooperatives and supply farm inputs. It was moved to the Ministry of Commerce in the late 1960s, but returned to the MOAC in 1977. Current functions of the department include the development and improvement of primary marketing of farm inputs and produce marketing.

ORGANOGRAM 8

DEPARTMENT OF LAND USE PLANNING AND DEVELOPMENT



The department is headed by a Commissioner who also serves as the registrar of cooperatives. He is assisted by a Deputy and two Assistant Commissioners, one for auditing and one for training. The Cooperative Development Center (CODEC), organized in 1976, is located under the Department and serves as the formal training institution for members, committees, managers, and other employees of cooperative societies. Some training is also provided to non-cooperative members.

The department, in addition to the commissioner, deputy commissioner, and two assistant commissioners, is supported at headquarters by a four member auditing staff and a publicity officer. Twenty Senior and Assistant Cooperative Officers are distributed among the four administrative districts. The marketing section is supported by four establishment positions, one in each region. A Senior Marketing Officer, maintained under the CDD establishment, is seconded to the Market Advisory Unit. (See Organogram 9 on the following page.)

Objectives for cooperative development for the current development plan period are to:

- Promote agricultural production by supplying input and marketing services to cooperative members
- Promote farm input marketing and consumer services to rural areas
- Provide services to members at low cost
- Provide education and training to Department of Cooperatives personnel and to members of cooperatives to improve effectiveness and efficiency

Priority activities include:

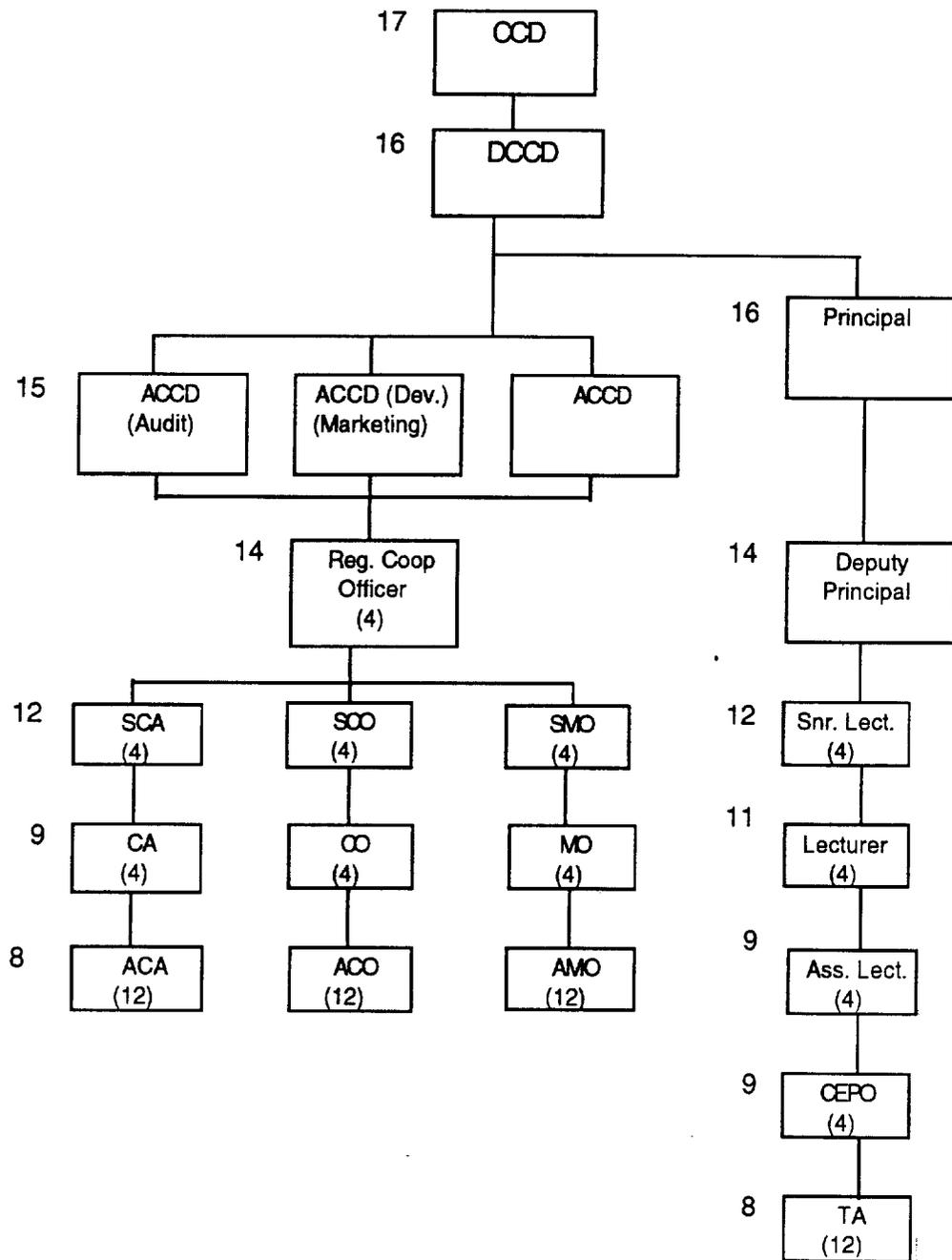
- Restructuring the cooperative network by reducing the number of primary cooperatives from 100 to 30, dissolving district unions, and restricting each RDA to one multipurpose cooperative society operating with branches, if necessary
- Providing a standardized accounting system to apply strict viability criteria prior to registration of new societies; and training 1,230 government officers, cooperative managers, and cooperative committee members at the cooperative development center

The emphasis of the proposed new structure for the Department of Cooperatives and Marketing is on additional legal, marketing, and training staff.

The Cooperative Commission is having difficulty overseeing the marketing of the increasing volume produced by agricultural cooperatives. An assistant commissioner for marketing at headquarters is suggested, as is a senior marketing officer and an assistant marketing officer stationed in the field.

ORGANOGRAM 9

DEPARTMENT OF COOPERATIVE DEVELOPMENT  
AND MARKETING



- |          |  |
|----------|--|
| CDC      | COMMISSIONER FOR COOPERATIVE DEVELOPMENT           |
| DCCD     | DEPUTY COMMISSIONER FOR COOPERATIVE DEVELOPMENT    |
| ACCD     | ASSISTANT COMMISSIONER FOR COOPERATIVE DEVELOPMENT |
| RCO      | REGIONAL COOPERATIVES OFFICER                      |
| SCA      | SENIOR COOPERATIVES AUDITOR                        |
| SCO      | SENIOR COOPERATIVES OFFICER                        |
| SMO      | SENIOR MARKETING OFFICER                           |
| Snr Lect | SENIOR LECTURER                                    |
| Ass Lect | ASSISTANT LECTURER                                 |
| CA       | COOPERATIVE AUDITOR                                |
| CO       | COOPERATIVES OFFICER                               |
| MO       | MARKETING OFFICER                                  |
| CEPO     | COOPERATIVE EDUCATION & PUBLICITY OFFICER          |
| TA       | TEACHING ASSISTANT                                 |

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The proposed new structure includes a Cooperative Legal Advisor at grade 16 to help interpret cooperative law and advise on the handling of cases. Currently, legal cases are referred to the attorney general's office, which is already overburdened. In addition to the delays that this creates, the staff of the attorney general's office are not always conversant with cooperative law. The number of cases is growing, and the inability of the commission to facilitate quick resolution creates bottlenecks and frustration. The Commissioner of Cooperatives estimates that the time he requests from the attorney general's staff already exceeds the workload of a full time person.

The Cooperative Education and Development Center (CODEC) grants certificates in cooperative management. By upgrading their training staff and liaising with the University of Swaziland, the Center would eventually be able to award internationally accepted diplomas. Toward this end an upgrading is recommended for the principal of CODEC, as well as eventual additional lecturer positions.

Grading in general is an issue in the Department of Cooperatives and Marketing. Grades in the Commission of Cooperatives tend to be lower than those of comparable positions in other departments. For example, the Commissioner of Cooperatives, the most senior person in the department, is at grade 16, while the directors of other departments in the ministry are at grade 17. For this reason, the proposals for interdepartmental changes include rises in grades.

#### **B6. The Forestry Department**

The forestry sector is Swaziland's second largest export earner representing 17 percent of the GNP, and employing 10 percent of the country's labor force. The forestry section of the MOAC has the mandate of safeguarding Swaziland's forests, but does not have the manpower, expertise, or stature to effectively regulate or supervise the forestry industry, which is, for the most part, privately owned.

Fears are that allowing forestry companies to operate largely unregulated could eventually result in later economic upheaval, if, for example, the forests are mismanaged and depleted, or if the leading forestry companies decide to leave Swaziland. "Worst case scenarios" aside, the government's policy is to encourage economic use of land and water resources, while ensuring the participation of Swazis as workers and managers in the forest industry. This policy, however, is rudimentary and is not supported by legislation. In any event, the government lacks suitably trained forestry officials to ensure compliance with such laws.

A major objective of the Forestry Department would be to develop foresters capable of drafting and enforcing forestry legislation. This drive may eventually lead to a forestry training facility in the country. The lack of training opportunities has been cited in some regionally and internationally produced reports as being the foremost limiting factor to forestry development in Swaziland.

Other objectives of the Forestry Department would be to:

- Monitor and evaluate deforestation of indigenous forests in the country
- Promote and develop community forestry to promote income generating activities
- Improve seed production and seed supply to meet the needs of local people for forest products
- Improve management of wattle forests for tanning, extraction and charcoal production
- Effectively implement and enforce the forest policy and forest legislation
- Effectively monitor and regulate the private industry to ensure that their activities conform to sound forest management practices

The proposal to upgrade the Forestry Section to a department has already been approved, and some of the posts for forestry professionals and technicians have been filled in anticipation of the section's gradual change in status.

The Department of Forestry proposal adds four new divisions: *Research and Utilization*, *Forest Management*, *Extension and Training*, and *Forest Economics* (see Organogram 10 on the following page). Additional management staff includes a Deputy Director; six Senior Forestry Officers, one to head each divisions; six Assistant Senior Forestry Officers, who would provide technical assistance to each of the Senior Forestry Officers and is responsible for the transfer of technical know-how from the specialist to the field.

#### **B7. The Department of Home Economics and Nutrition**

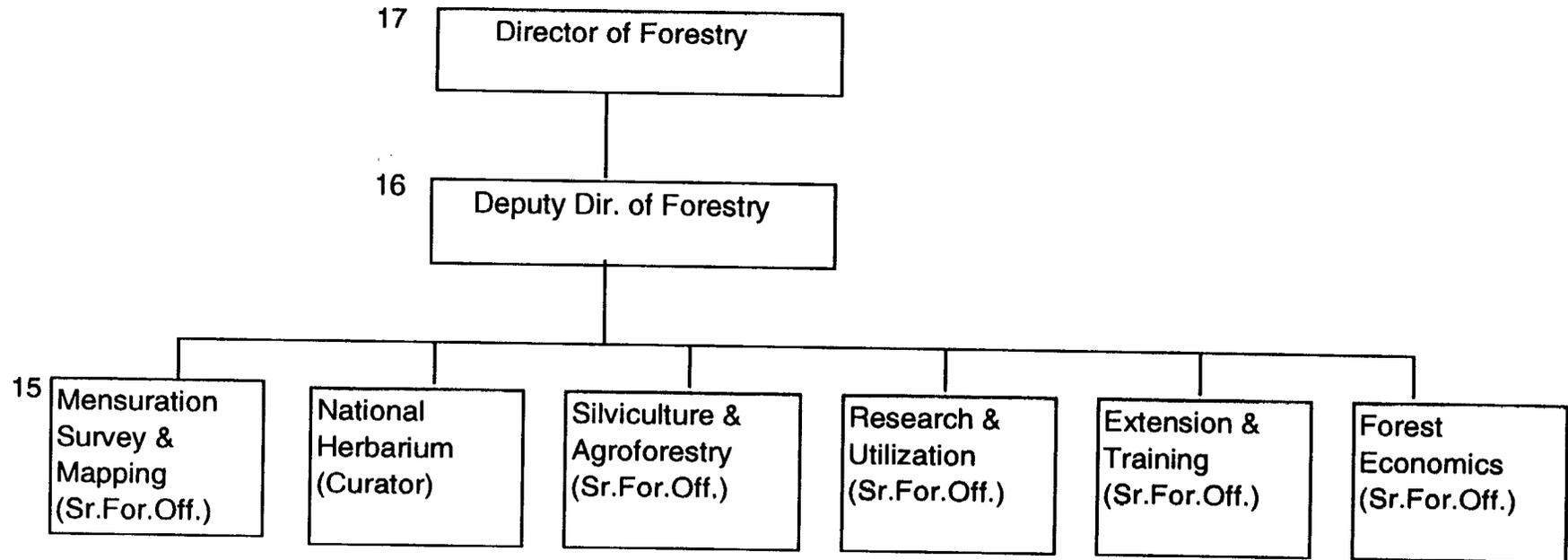
Many in the government, both in and outside of the MOAC, have expressed the opinion that the Home Economics Section, currently under the Department of Agriculture and Extension, be upgraded to a department.

First, Swaziland, unlike most developing countries, does not have a government agency dedicated exclusively to women's issues. A Home Economics Department within an established ministry could serve as such an agency. Second, efforts in community development tend to depend a great deal on the participation of women, and it has been the Home Economics Section that has had the best success integrating various development initiatives at the household and community level.

The proposed structure shown in Organogram 11 on page 27 includes five divisions: *Information*, responsible for research and development; *Nutrition*, responsible for household food security; *Extension and Training*, *Research and Development*, and *Income Generating Activities*, under which units for business management and vocational training would fall. Each would be headed by a Principal Economics Officer.

ORGANOGRAM 10

DEPARTMENT OF FORESTRY



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ORGANOGRAM 11

**DEPARTMENT OF HOME ECONOMICS  
AND NUTRITION**

