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The Evolution of Chiefdom Development Planning on Swazi Nation Land - The SWADE Story

REPORT

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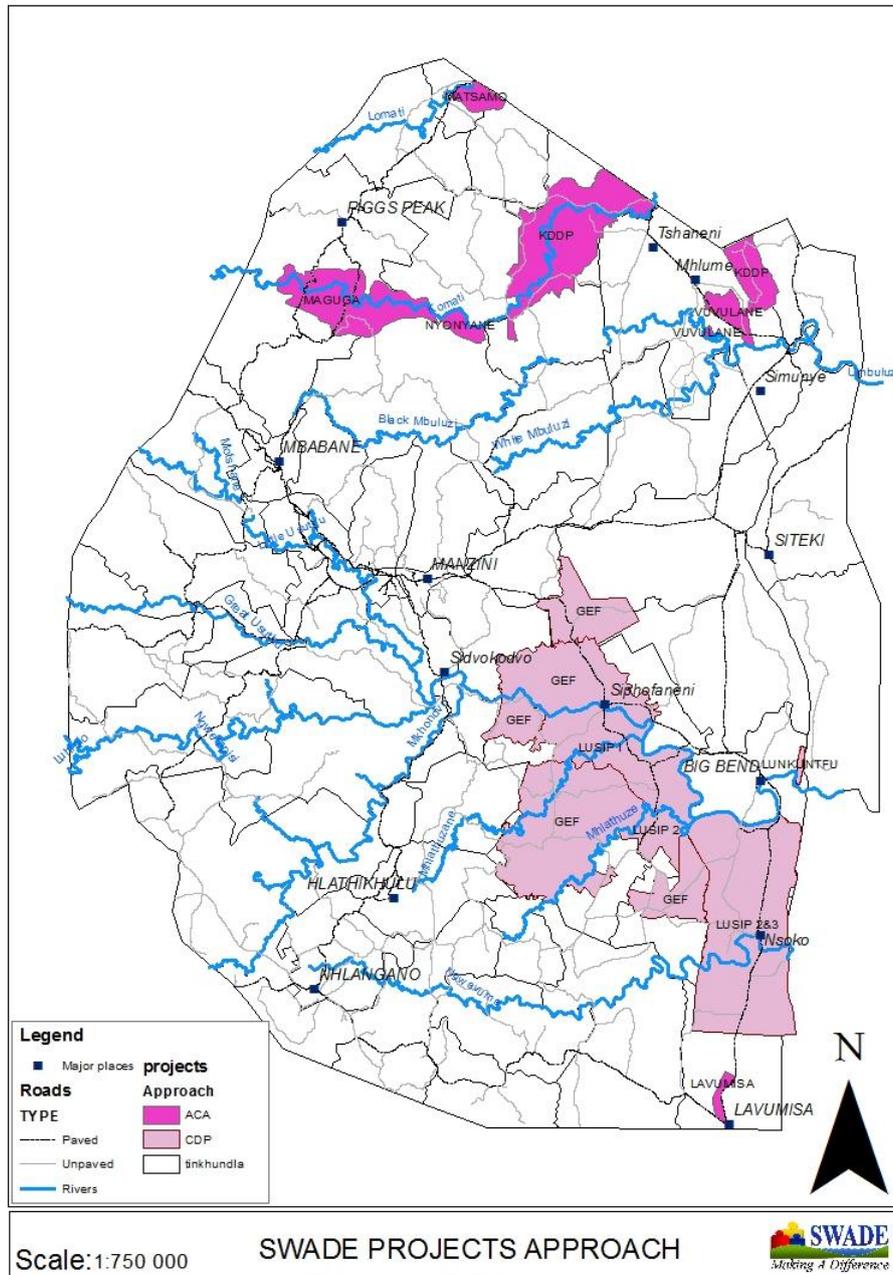
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Abbreviations and Acronyms

ADEMU	Agricultural Development and Environmental Management Unit
AfDB	African Development Bank
AWPB	Annual Work Plan and Budget
EIA	Environmental Impact Assessment
EU	European Union
FA	Farming Association
FC	Farming Company
GIS	Geographical Information System
IFAD	International Fund for Agricultural Development
LUSIP	Lower Usuthu Smallholder Irrigation Project
LUSLM	Lower Usuthu Sustainable Land Management
MEPD	Ministry of Economic Planning and Development
MNRE	Ministry of Natural Resources and Energy
MOA	Ministry of Agriculture
MTAD	Ministry of Tinkhundla Administration and Development
NGO	Non-Government Organisation
O & M	Operation and Maintenance
PCU	Project Coordination Unit
RDA	Rural Development Area
SKPE	Swaziland Komati Project Enterprise
SNL	Swazi Nation Land
SWADE	Swaziland Water and Agricultural Development Enterprise
SL	Swaziland Lilangeni (Emalangeni – Plural)
TDL	Title Deed Land
VIP	Ventilated Improved Pit (Latrine)
WUA	Water Users Association
WUG	Water Uses Group



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Executive Summary

This study seeks to capture the essential elements of the evolution of the Chiefdom Development Plan process and the associated issue of security for business enterprises operating on SNL. It is vital that the experience gained by SWADE since 1999 at KDDP and from 2005 in the implementation of LUSIP, is properly captured, analysed and presented in a manner that will support the initiatives of Government and its development financing partners in strengthening poverty reduction programmes and food security. In this regard the investment in a soundly based CDP process, although seemingly expensive, is a vital investment to ensure that development initiatives are valid at local level and are much more likely to be driven from within the chiefdom.

Based on the findings of this study, the second phase of the current EU supported consultancy is to develop an operational guideline that captures the experiences and lessons learnt over the past fifteen years. This will create the opportunity for key government agencies and civil society organisations to move ahead across the nation with chiefdom based planning that is soundly based, understands past experiences and is a consistent development planning and implementation methodology.

Adoption of/and leadership of the CDP process needs to be taken by MTAD at national level, with key attention being paid to establishing a consistent approach and for it to take on the quality assurance responsibility for all chiefdoms. Here, it is not envisaged that the MTAD will actually carry out the chiefdom based planning and implementation processes but rather oversee the processes by development agencies such as SWADE and civil society organisations. In this regard it needs to be recognised that this function is important for all aspects, including major infrastructure initiatives of development to be included in the community based development agenda.

What has evolved into Chiefdom Development Planning is a methodology that has been developed by SWADE through the implementation of rural development projects assigned to it by Government. A number of community development tools and models have been developed by SWADE over the years. A review of the rural development model used by SWADE was undertaken between 2007 and 2009 and this culminated in a SWADE Community Empowerment Policy Statement that was finalised, but never formally adopted, in April 2009. This policy encapsulated the previous lessons learnt and is expressed in the current methodology of Chiefdom Development Planning.

The CDP recognises that issues of land are integral to the success of the planning process. Therefore the draft national land policy and LAND bill should recognise the role of the traditional authority for access of land and security of tenure and will have an important bearing on the implementation of CDP based development planning.

CDP development is a process that empowers people in chiefdoms, both socially and technically, to holistically plan their own development. It further allows the chiefdom people to define their boundary (geographically) and through a social mapping and resource assessment exercise, determine the resources available for optimisation of their investments. A land use plan for the chiefdom is developed through a consultative and training process, and presented to traditional authorities for approval. Strategic development focus areas are identified by the people after an envisioning process informed by a vigorous training for transformation targeting all community members. Action plans for each of the identified focus areas are developed, costed and compiled into a document (CDP) that outlines and provides a development structure for the aspirations of the chiefdom people. One of the considerations of focusing on the establishment of farming companies/ farming association, an important cornerstone of the CDP, is that women are more likely to hold shares in a company than be assigned robust control over land. After its launch by the chief or Indvuna of the area it then becomes an official document to guide all chiefdom development activities and support from different partners.

The outstanding features of the CDP approach¹ are that it is centred on the aspirations of the beneficiaries, there is a consensus on the use of available resources for the benefit of the

¹ From A Case Study of the SWADE CDP process undertaken by the University of Zululand, 2012

community; it is holistic; and it involves multi-stakeholders, including households and traditional leaders, government institutions, development partners and the private sector.

The work carried out for chiefdom development planning has been critical, not only in ensuring that the emerging development activities are aligned with the communities and their traditional leaders but also to enable smallholder agriculture to be commercialised through the establishment of secure tenure.

There has been much debate about the time needed. In practice, in LUSIP I the time varied from 2 to 5 years. More recent experiences with the LUSIP community team, indicates that a reasonable planning estimate is 12 – 18 months. The investment cost of developing comprehensive participatory CDPs is around E 1,000,000 per annum. This figure needs to be taken in context. For irrigated agriculture the total investment per chiefdom can amount to around E200 million. Even for rain fed development and life sustenance the cost of carrying out properly conducted CDP based planning is a small proportion of the total development investment that needs to be made in any chiefdom. The costs allow for a multidisciplinary team to work for 24 months to ensure a patient process and adequate time for handover to the agribusiness teams which in LUSIP have mainly been for irrigated agriculture, land limited agribusiness, water users associations and potable water schemes.

The lessons learned from the CDP processes to date are being fed back into the CDP methodology, and it is now evident that there should be an increased focus on agri-business and access to rural finance to facilitate households to expand some of the interventions proposed under their CDPs to a commercial footing. Other vital lessons include the:

- i. Importance of early consultation with relevant stakeholders
- ii. Need to invest in the understanding and capacity of TAs, for them to appreciate the importance of participatory local (chiefdom) planning, implementation and monitoring
- iii. Inclusion of MTAD right from the beginning – in fact leadership of the CDP process in Swaziland needs to be led by MTAD
- iv. The importance of starting the planning process from the basic unit of society (Chiefdom)
- v. Recognition of key stakeholders especially social welfare and health that may be expected to play a role in key developmental areas of focus
- vi. Need for a multidisciplinary team.

It is important to recognise the need for continued broad based funding for the adoption of the CDP planning process on a national basis and to support the further review and adoption of the national Land Act and other necessary legislative instruments.

This study focuses deliberately on the process. The project completion reports for KDDP, LUSIP I and SHIP address the issues of performance and impact.

Table 1

The Evolution of Community based Development Leading to the CDP

Years	PHASE	Key Aspects	Challenges/Reasons for Evolution
The Early Years – KDPP			
1999	No Explicit Development Model	Water for farms, build farms and plug in people	Initially there was no development philosophy or model
2001	ACA emerged	A tool to emphasise the need to focus on attitude, competence and application, Strategic plans for Tinkhundla, Farmer Companies plans	Used for empowerment Lack of focus at Chiefdom level ,limited usefulness TA not specially engaged in their capacity building
The Years of Reflection – based on KDPP, Vuvulane and Lavumisa (lessons learnt)			
2006	Community Development Appraisal and Action (CDAA)	Focus on change in attitude and competence, establishing priorities and actions. Attention to sigodzi and chiefdom emerging	Origins at Lavumisa Focused on Tinkhundla rather than chiefdom. Very academic CDAA more of a SWADE model rather than a people model
2007/9	Largely academic debate, approach – Community Empowerment Policy emerged	LUSIP started using CDAA	Need to operate at the basic level – chiefdom and communities (sigodzi) Need for practical tools for LUSIP I that included CDPs, CMPs, resettlement plans etc.
The Emergence of CDP as the cornerstone of CDAA – LUSIP			
2009	a. The first model	Chiefdom level participation Land tenure for irrigated agriculture as a key focus Chiefs forum was active	Strong engagement with TAs Enhanced chief's letter developed. Tremendous range of responses by chiefdom hence very time consuming.
2011	b. Adaption to LUSIP II	Seeking efficiencies in time and cost of planning process	Pressure of budgets and early delivery but reduced ownership by communities
2014	c. Looking ahead	Lessons learnt by Community of Practice Focus on TA capacity and awareness	Process still emerging but process is less time bound and more contextual.

Introduction and Background

1. The Swaziland government has mobilised billions of Emalangeni (SL) over the years (1999-2014), from both international and local financial sources for sustainable rural economic development in designated (prioritised) poverty stricken areas, mainly in the eastern part of the country. Much of this investment has been managed by what is now known as SWADE. The Swaziland Komati Project Enterprises (SKPE) was registered, in 1999, as a public company, wholly owned by government with a mandate to facilitate the planning and implementation of the Komati Downstream Development Project (KDDP). Before registration it operated as a Project Coordination Unit (PCU) of the Ministry of Natural Resources and Energy (MNRE). In 2005 the organisation was renamed as the Swaziland Water and Agricultural Development Enterprise (SWADE) to incorporate development in areas outside KDDP. This included the Lower Usuthu Smallholder Irrigation Project (LUSIP), and any other large water projects that Government may assign from time to time. The organisation's role has been that of a facilitator rather than direct implementer of projects. This has ensured that involved communities actively participate in planning, implementation and monitoring of their development. SWADE's facilitation role has been evolving and has been informed by the lessons learnt over the years. Multi-disciplinary teams of advisors and trainers have been a key resource for the different projects under SWADE.

2. During its history, SWADE has implemented its projects using funds from many sources. With regards to the "human face" of the SWADE mandate, along with the core support of the Government, three international financiers the AfDB, IFAD and the EU have been the main financial and providers of implementation support. These resources have supported the evolution of the CDP process in Swaziland. Further, the EU currently supports the development of the Swaziland sugar industry by contributing to the National Adaptation Strategy (NAS) through the Accompanying Measures for Sugar Protocol Countries – the AMSP EC Adaptation Strategy 2006 to 2013 for Swaziland. Implementation has been done on the basis of six Annual Action Programmes (AAP). The current AAP 2011, whose operational implementation runs from March 2012 to March 2018, funds the Technical Assistance to support the Implementation of the National Adaptation Strategy (NAS TA – "the Project").

3. The *overall objective* of the NAS TA is to contribute to improving the competitiveness of the sugar industry while at the same time reducing poverty in the sugar regions of Swaziland. There are five hierarchy objectives or components for the NAS TA project. Component 4 of the project covers Institutional Capacity Building for SWADE. The *objective of this component* is the strengthened SWADE institutional capacity to initiate, programme and implement projects for water and agricultural development and other socio-economic initiatives.

4. The *specific objective* of this study is to capture the essential elements of the evolution of the Chiefdom Development Plan process and the associated issue of security for business enterprises operation on SNL. SWADE's 15 years of intensive experience of working with Traditional Authorities (TA) and communities that derive their livelihood from Swazi Nation Land (SNL) needs to be captured and the knowledge and associated information made available systematically to stakeholders. This will allow SWADE as a development agent not to lose this wealth of knowledge and be accredited for the rural development processes developed. This will support the initiatives of Government and its development financing partners in strengthening poverty reduction programmes and food security. This study has been financed by the NAS TA project.

5. The *outputs of the study* are two documents: (1) a comprehensive yet concise history and lessons learnt report and (2) guidelines for the use and application of CDP as a vital tool for mobilising SNL based development initiatives. The study was reviewed by two workshops: (i). a 1 day Peer Review Workshop and (ii) a 1 day visibility (Training and Dissemination) workshop.

6. What has evolved into Chiefdom development planning is a methodology that has been developed by SWADE through the implementation of all rural development projects assigned to it, by Government. The four current SWADE projects namely KDDP, LUSIP, LUSLM (LUSIP-GEF) and LUSIP II Extension target to develop a total of 20,300 ha under irrigated agriculture. It is planned that the Projects will impact a total of 94,400 beneficiaries. By the end of the 2013/14 financial year SWADE projects were impacting around 32,000 people, an increase of 8 % from the number in the previous reporting year. The projects continue to measure the quality of services provided, performance of the established business enterprises as well as how they are directly and indirectly positively impacting the communities.

7. A number of community **development tools and models** have been developed by SWADE over the years. These include the Attitude, Competence and Application (ACA) development process, Community Development Appraisal and Action (CDAA)² development process and the most recently adopted, the chiefdom development planning process. A review of the rural development model used by SWADE was undertaken between 2007 and 2009 and this culminated in a SWADE Community Empowerment Policy Statement, which was finalised, but never formally adopted, in April 2009. This policy encapsulated the previous lessons learnt and is expressed in the current methodology of Chiefdom Development Planning.

8. This key SWADE policy states that: “the enhancement of capacity of clientele, particularly the rural poor and disadvantaged, to take charge of their own growth, leading to improved quality of life on a sustainable basis is the core of its development philosophy. It entails the provision of opportunity for facilitation and animation. While facilitation involves assisting people to break practical barriers to action, animation involves assisting them to develop capacity to investigate, critically analyse and reflect on their social reality on their own, perceive self-possibilities for change, take initiatives and engage in critical reviews of their ongoing actions as a regular practice”.

9. SWADE’s philosophy of community empowerment recognises that, *unless people become the protagonists of their own development, no amount of investment or provision of technology will improve standards of living in a meaningful and sustainable way.* It acknowledges participation and self-reliance as convergent and inseparable processes of empowerment, in the sense that initiatives for self-reliance are undertaken within a collective framework of participatory decision-making and action. Participation is viewed as an active, rather than a passive process; as an instrument for self-reliant action and as key to achieving the agreed end result. An essential element of this process is focusing economic development activities around scarce resources to maximise the likely impact of these investments.

10. Realising the importance of localising development initiatives in such a way that the communities take full ownership of their destiny, SWADE had, by 2009 in the Lower Usuthu Irrigation Project, adopted the chiefdom development planning approach to enhance sustainability of improved quality of life of beneficiaries.

11. Chiefdom development plans have been successfully facilitated and launched in fourteen chiefdoms which include inter alia Madlenya 2, Ngcamphalala 1 and 2, Lubulini, Matsenjwa, Nkhonjwa, Mamisa, Zulwini, etc. All key stakeholders have been invited to the launch of such historic events for the different communities including government departments to achieve the following:

- i. get buy in from all stakeholders; and
- ii. solicit collaboration and support in implementing the plans

12. SWADE and her partners have been in talks with the Ministry of Tinkhundla Administration and Development (MTAD) on strengthening areas of collaboration especially in areas of community development and institutional development in the Project Development Areas (PDAs). The Ministry is committed to promoting the Tinkhundla system of governance through effective coordination and delivery of services to the people, whilst empowering them to develop; act as an entry point as well as a link to development initiatives to fully promote the participatory approach (MTAD Strategic Plan:2013-2018). It was noted during the discussions that there was scope for collaboration and a MoU needs to be drawn up. MTAD has the following departments responsible to deliver on its mandate: community development, Regional Administration, Tinkhundla Administration, Decentralisation and Rural Resettlement.

13. Going forward, SWADE has opportunities to learn from similar regional initiatives especially in Zambia and Tanzania. In Zambia, the Ministry of Chiefs and Traditional Affairs and its partners are helping local chiefdoms develop their strategic plans which are very similar to the plans facilitated by SWADE. Similarly in Tanzania, village development plans are a legal requirement for any development to occur. Learning initiatives have started; with two study visits by 20 Swazi Chiefs from the four regions having been carried out by the LUSLM Project in 2014.

² CDAA is fully discussed in the CDAA Framework for Development of Sustainable Large-scale Smallholder Irrigation Schemes in Swaziland Paper, 2014

Land Matters

14. The CDP recognises that issues of land are integral to the success of the planning process. Therefore the land policy and draft LAND act should recognise the role of the traditional authority for access of land and security of tenure, and will have an important bearing on the implementation of CDP based development planning.

15. Land issues³ “affect the everyday choices and prospects of poor rural women and men. Land access and tenure security influence decisions on the nature of crops grown – whether for subsistence or commercial purposes. They influence the extent to which farmers are prepared to invest in improvements in production, sustainable management, and adoption of new technologies and promising innovations. Success of future endeavours to promote new agricultural technologies for climate change mitigation and/or adaptation will be predicated by the security of tenure. Land also acts as collateral and thereby influences people’s access to financial services and their capacity to take advantage of markets.” Understanding and working with traditional authorities with regard to the many considerations, with land being the paramount one, has been the cornerstone of the evolution of the CDP.

16. Land is a finite natural resource and requires appropriate toolkits to ensure it is sustainably managed and equitably administered for the benefit of the people of Swaziland. It is an economic resource and an important factor in the formation of individual and collective identity and in the day to day organisation of social, cultural and religious life of the Swazi people. Land and its resources are fundamental to fulfilling basic needs of the people, especially those in rural areas. It provides a basis for their livelihood, food and shelter/ housing.

17. Swaziland has had a challenging history of land management, largely as a consequence of inheriting a colonial land administration system that did not recognise traditional methods of land allocation and ownership/usufruct Rights. In line with the National Development Strategy (NDS) a Technical committee was set up by Government, in 1997, for the purpose of drafting suitable post-independence land policy and government instruments. In 1999 the draft policy document was approved by Cabinet and referred to the Head of State. The Advisory council to His Majesty recommended that further action be held pending finalisation of the National Constitution, which was in the process of being developed at that time. It is only recently that active work has commenced for further modernisation of the land policy and the draft Land Act.

18. The guiding vision of the National Land Policy (draft) is to maximise benefits from land to all citizens on a sustainable basis. The following are the objectives in the policy:

- a. improved access to land and security of tenure, encouraging the rational and sustainable land use;
- b. improving productivity;
- c. income and living condition and alleviate poverty;
- d. reduction of land related conflicts; and
- e. developing an efficient and effective system of land administration.

19. These guiding principles of the draft national land policy need to be fully aligned to the vision and goals of the NDS. This will ensure institutional coherence/ alignment of land related agencies, community participation, accountability and transparency in land administration and gender equity. Further there needs to be a process of enabling land and property market to work properly, with optimal and sustainable use of land resources to facilitate food security.

³IFAD Land Policy

20. Issues of land access and security of tenure are of particular concern these days with population increase, HIV and AIDS pandemic, food prices increasing, climate change impacts and unstable trade regimes.

21. The Government of Swaziland through the LUSLM Project and its partners recently (2012/13) commissioned a study to review all existing SLMA related reports, policies and legislation as found and utilised across all government ministries and departments. The study was to sensitise stakeholders on prevailing SLMA policies and legislation and provoke dialogue, gather data and make relevant recommendations. These were to focus on the harmonisation of SLMA policies, laws and regulations with an ultimate view of creating an enabling environment for land management⁴ across Swaziland. Further it was required to assist in the development of draft land-related policy(ies) and legislation that best support sustainable land management and administration ensuring that such draft is in accord with the provisions of the Constitution of the Kingdom of Swaziland. The report was successfully compiled and approved by the LUSLM Project Steering Committee (Synthesis Report, 2012). The EU funded **Enhanced Capacity for Sustainable Land Management and Administration at National, Regional and Chiefdom Level project** that is expected to commence early in 2015 is one positive response to the findings of the study.

22. The study unearthed a number of land related issues which warranted the formulation of a draft Land Bill of 2013 that is currently under review by the relevant stakeholders. The Synthesis Report outlined the evolution of the land tenure system of Swaziland. The whole land area of Swaziland was cut into land concessions which were given to European settlers after the Anglo-Boer war. Indigenous Swazis had lost their land rights of ownership in their own land. A Concession Partition Proclamation of 1907 was used to divide the land into two land blocks (2/3- TDL and Concessions- to white settlers and 1/3- Swazi Areas- to indigenous Swazis). Some of the concession farms which were not converted into Title Deed Farms and those areas which were not occupied by the European settlers (classified as Crown/ Government Land) still exist.

23. In the context of this situation, the work carried out for chiefdom development planning has been critical not only in ensuring that the emerging development activities are aligned with the communities and their traditional leaders but also to enable smallholder agriculture to be commercialised through the establishment of secure tenure for the agribusiness that have been the core output of the process. This included the enhanced chief's letter, the letter renouncing land to the chief for farming entities and the proposed leasing model for chiefdom development areas. In KDDP the concept of the chief's letter was introduced to support the validity of tenure offered to the newly formed farming companies. Whilst a useful addition to the SWADE development tool kit, it was found necessary, under LUSIP, to strengthen the process – as a consequence the land renunciation and re-allocation process is now confirmed through the enhanced chief's letter.

The Evolution of Chiefdom Development Planning in Swaziland

24. SWADE's approach to development, implementation and management of projects, at the community level, has always been facilitative rather than taking on direct implementation. This has enabled project beneficiaries to largely control development in their respective areas. Multi-disciplinary teams have been constituted for all the assigned projects to ensure the development is holistic. The approach to community development has evolved over the years and this has enabled SWADE to be a "learning school" for both local and international agencies involved in similar development initiatives. The parastatal aims at creation of wealth, livelihood improvement, and improvement of infrastructure and attainment of sustainable development in the designated areas of development.

25. CDP development is a process which empowers people in chiefdoms, both socially and technically, to holistically plan their own development. It further allows the chiefdom people to define their boundary (geographically) and through a social mapping and resource assessment exercise determine the resources available for optimisation of their investments. A land use plan for the chiefdom is developed through a consultative and training process, and presented to traditional authorities for approval. Strategic development focus areas are identified by the people after an envisioning process informed by a vigorous training for transformation targeting all community members. Action plans for each of the identified focus areas are developed, costed and compiled

⁴for sustainable agro-ecosystems, biodiversity management, land settlement, tenure and utilisation (national land-use planning framework)

into a document (CDP) that outlines and provides a development structure for the aspirations of the chiefdom people. One of the considerations of focusing on the establishment of farming companies, an important cornerstone of the CDP, is that women are more likely to hold shares in a company than be assigned robust control over land. After its launch by the Chief or Indvuna of the area it then becomes an official document to guide all chiefdom development activities and support from different partners.

26. **The Early Years - KDDP (1999-2014)** ⁵In 2000 SWADE engaged a multi-disciplinary team of consultants who were responsible for assessing social issues, socio-economic surveys, field mapping, training for transformation, business and agriculture, engineering and environment training and technical support. SWADE's people centric approach developed a base on using water as a catalyst in the development of communities. It is aimed at "developing people to take care of their own destiny" in the domains of water and agriculture.

27. The approach initially encompassed "Attitude, Competence and Application (ACA)", which were key for the community empowerment process. The empowered communities were to develop businesses that serve as a vehicle for wealth creation and alleviating poverty. The process included the following steps:

- a. community mobilisation,
- b. community structure,
- c. group profiling,
- d. chiefdom and Inkhundla leadership development,
- e. farm boundary and field mapping,
- f. environmental compliance,
- g. land use rights/ chief's letter,
- h. social assessment and cohesion,
- i. legal entity selection,
- j. soil survey,
- k. securing a water permit,
- l. farm design and field layout,
- m. irrigation system selection,
- n. business plan development and loan acquisition,
- o. sugar quota,
- p. seed-cane acquisition,
- q. tendering and construction,
- r. farm and finance management,
- s. CMP certification,
- t. ongoing skills development and
- u. an HIV and AIDS campaign. Post farm development and the ongoing farm business management;

28. A weaning tool was developed to inform the decision to graduate the developed farmer companies to run on their own. Strategic plans were developed for most of the farmer companies before they were weaned. For an enabling environment in the KDDP, development of strategic plans

⁵ The ACA is explained fully in SKPE Training Support for Business Development at KDDP, January 2002

for Tinkhundla was also facilitated; Komati Farmers Federation and Emandla Ekuphila Water Users Association were formed and capacitated to support the KDDP businesses.

29. High-tech potable water supply schemes and sanitation facilities throughout the project area have been developed and launched. Owners have been intensely capacitated by a team responsible for this component and supported by engineering. KDDP seeks to empower farmers to create commercially, environmentally and socially sustainable farms; and holistically develop communities in the PDA. Support for the farming companies continues with support focused on sound management, tax compliance and dispute resolution (improved incomes does bring a different set of challenges).

30. The re-vitalisation of Vuvulane (2005-2007) was mandated by His Majesty the King (HMK) in 2004 with the objective being to train and organise the Vuvulane farmers (VIF) into a viable business entity, in a similar manner to the KDDP farmers. The instruction was to focus on formation of one farmer entity, investigate options to incorporate VIF employees into the development, investigate options for resettlement of farmers and establish clear boundaries of Vuvulane on a map. An intensive training for transformation program was developed for the people after a need assessment exercise was carried out. This training culminated with formation of one entity, Vuvulane Development Trust (VDT) out of the four that had evolved out the socio-economic conflicts. A subsidiary company, Vuka Vuvulane (Pty) Ltd was registered to administer all business and farm operations on behalf of farmers. Through training, there was a realisation that the farmers needed to form themselves into a water users association as well, Vuvulane Water User Association.

31. Vuvulane Farmers were further engaged through a training process on the options for resettlement and eventually three options were chosen for presentation to the authorities of the land. The following were challenges that slowed down SWADE's interventions: absence of land right⁶ and water permit for farmers; liquidator's interventions and lack of operational budget for the SWADE team on the ground. The ACA approach guided all the interventions.

32. Capacity Building For Lavumisa Irrigation – IWRM Project (2006-2009) was one of the five local level integrated water resource management SADC pilot projects supported by DANIDA. A step by step guideline⁷ was produced based on the experiences of the five participating countries. The primary aim of the development approach was to get, especially women, to actively participate in improving livelihoods of the very poor small scale water users. This approach emphasised capacitating communities to manage their water resources in an environmentally sustainable manner and to co-design and implement water infra-structure development according to their own needs and priorities. It became clear that ownership of infrastructure was the key to project sustainability (financial, institutional and environmental). Project steps followed in this local level IWRM pilot were:

- i. Mobilisation of support
- ii. Selection of communities
- iii. Understanding the community and building capacity
- iv. Creation of a Vision and selection of activities to fulfill it
- v. Compilation of detailed plans
- vi. Implementation of the action plans
- vii. Continuous participatory monitoring and evaluation and livelihood impact assessment for follow-up.

33. The experience of Lavumisa and Vuvulane Projects consolidated the intense learning of KDDP and also benefited from staff transferring from KDDP to these two projects, not only ensuring a consistent approach but also giving them important leadership experience.

⁶ The twenty year lease had expired and there was no mechanism for renewal

⁷ The Local Level IWRM in Swaziland, 2009 (Capacity Building for Lavumisa Irrigation Project –Process Documentation) fully discusses the process

34. **The LUSIP era** commenced in 2005. The LUSIP project aims to achieve household food security; increase household income; improve smallholder productivity, and integrate them into the market economy and has comprised of three clear phases:

- i. LUSIP I (2005-ongoing) – a smallholder irrigated agriculture and life sustenance project
- ii. LUSLM (2010-2014 – a new phase is expected to commence in 2015) – a sustainable (rainfed) land management project
- iii. LUSIP II Extension (2010-on-going subject to finance) – a smallholder and commercial irrigated agriculture project

35. From the CDP perspective, these three development initiatives have been undertaken by the core group of LUSIP community mobilisers. The continued maturing of the CDP model has been a seamless process with all three projects adding lesson learnt due to their particular situations.

36. In 2005 the Community Development Appraisal and Action (CDAA) approach was developed and adopted for the LUSIP communities. It was however more an institutional approach rather than a people centered intervention for social mobilisation and outreach. It did focus on change of attitude, competence and application during its training interventions (SWADE Empowerment Policy-2009). Through CDAA, people and communities were provided with inter alia resettlement options, field level irrigation delivery and systems and potable water.

37. The CDAA evolved to include chiefdom development planning in 2009. The first CDP was developed in 2009 and launched in 2010 kaGamedze 2. Other chiefdoms with plans include Ngcamphalala, Mamba (Mamisa), Shongwe, Mphumakudze, Gundvuni (Lesibovu); Chiefdom households actively participated in land use planning and were assisted by a multi-disciplinary team of experts. This assistance included training for change of attitudes, increase of knowledge and skills amongst targeted groups, an awareness of scarce community resources and the multifarious demands on these resources (including spatial planning) in the community. These groups included the traditional authorities (Inner Council, Princes, and Chiefs), CDCs, SDCs and other committees responsible for development components and the general populace.

38. A number of chiefdoms had already been mobilised in LUSIP I when the CDP approach was adopted. Certain decisions were compromised by the consultations and development that had already been established. This was a lesson learnt by the project implementers which influenced the LUSIP II and LUSLM development approach.

39. Communities are actively engaged together with their traditional authorities (chief, headman, inner council, etc.) in developing strategies which are anchored on a common vision shared by all in the communities. The product of this engagement is a chiefdom development plan which ensures authentic development. Julius Nyerere described such development “as development of the people by the people and for the people. It allows the people to be the drivers of their own development which guarantees that it meets their pressing needs”. The major driver of economic development in rural areas is largely agricultural production and this is dependent on sustainable management of natural resources like land and water. Communities are trained on resource assessment and land use planning which informs their development strategies identified for the chiefdom. The local development plan needs to address key issues like land use and administration, agricultural commercialisation, infrastructure development, education and training, health and social welfare, tourism and natural resources, food security, livestock development, potable water supply, governance, safety and security. The plan is an excellent tool which gets chiefdoms to take leadership on key issues through a people driven democratic process. It is a very concise and yet it aptly identifies the comparative advantages of chiefdom and the needs of its people. SWADE and IFAD decided to use local expertise to develop the CDPs during implementation hence avoiding the often damaging finance lag between planning and project action and it also led to greater institutional ownership.

40. For LUSIP II Extension facilitation of Chiefdom development plans was initially part of the external planning studies prior to project financing being secured. Here it was envisaged that three chiefdom development plans were to be delivered within 8 months before the infrastructure and technical studies were initiated. The experience has been that this was too optimistic – currently SWADE provides for 12 – 18 months for completion of a CDP as establishing ownership through

the community is a process not and event. Whilst this ensured that chiefdom development priorities were captured fully it has meant that there is a delay of 3- 4 years before irrigated agriculture will be delivered. To off-set this delay, initiatives including conservation agriculture, livestock enterprises, sanitation and potable water are being prioritised using Government budgetary resources.

41. A further important consideration highlighted by the AfDB is the need for individual chiefdom baseline studies to more precisely measure social and economic benefits. This should include a record of individual parcels of land within the chiefdom that should be a concrete outcome of the CDP planning process.

42. Since 2012, the Government and IFAD have been considering a further development investment that will continue to capitalise on the investments made in community planning and priority setting under LUSIP/LUSLM, with a focus on rainfed chiefdoms. The inclusive planning process that is CDP based has influenced the successes achieved under the work on rainfed sustainable land management and alternative livelihoods as well as for irrigated agriculture.

43. The proposed new project, the Smallholder Market Led Development Project (SMLPP) seeks inter alia to actively support the national adoption of CDP planning methodologies and further refinement of its framework. This CDP approach is being mainstreamed as a national development planning tool that will help target future public and private sector development investments at a local level.

44. It is hoped that IFAD and GEF 6 funding will be made available to expand the use and impact of the CDP approach and associated interventions to a national level. It is however important to recognise the need for continued broad based funding for the adoption of the CDP planning process on a national basis and to support the further review and adoption of the national Land Act and other necessary legislative instruments.

Assessment of Benefits of CDP based Rural Investments

45. During the implementation of the projects, SWADE has been acutely conscious of ensuing that the assessment of the CDP planning process, and, perhaps more importantly the development investments that have followed, be valid and reliable. As such KDPP and LUSIP I had base line surveys and completion surveys carried out. These are reported separately and are available. It was however considered necessary to investigate the validity of the CDP planning process. This was independently carried out through a case study undertaken by the University of Zululand (2013) on the CDP process in LUSIP⁸. It concluded that:

46. the outstanding features of the approach are that it is centred on the aspirations of the beneficiaries;

- i. there is a consensus on the use of available resources for the benefit of the community;
- ii. it is holistic; and
- iii. it involves multi-stakeholders, including households and tradition leaders, government institutions, development partners and the private sector.

47. The table below summarises the benefits accruing from CDP based development in Swaziland:

Table 2: The Benefits of the CDP Planning Process

BENEFIT	CDP Attribute	EFFECT ON DEVELOPMENT
a) Authentic development	Very participatory by nature, people driven and people centered.	People's development by the people for the people.

⁸ This is expanded in the Case study evaluating the process of CDP in LUSIP, Swaziland (2013)

		Households become agents of their own development.
b) Empowered decision makers	Through training, community members become critical thinkers and explorers of opportunities	People meaningfully contribute to their improved quality of life; enhances sustainability at local level
c) Accountability for community development or investment	Community members become more responsible for their actions: collectively implementing their CDP	Enhances improved quality of life for the people, sustainably.
d) Participatory based planning at chiefdom level	Mobilises traditional authorities and local people	A common vision is defined and endorsed by TA
e) Chiefdom with concrete land use plan endorsed by traditional authorities	Defines land suitability and planned uses for the chiefdom	Resources are optimally used to benefit the people
f) Capacity building at all levels/ structures of the chiefdom	Training for transformation helps in communication structure clarification, roles and responsibilities definition, etc.	All development initiatives are facilitated by TA through the CDC, this is to ensure accountability and ownership
g) Participatory monitoring of plan implementation	With clear communication/ leadership structure in the chiefdom, all parties are expected to play their roles	With effectively monitored CDP implementation, informed decisions are taken to improve on community investments
h) Funding the needs of the people "scratching where it itches most"	All financing partners get to know exactly what the people want help on.	Sustainability is very much enhanced. Duplication and waste of scarce resources is avoided.
i) Decentralisation policy implemented	CDP operationalises the government decentralisation strategy	Power to the people philosophy is tested.
j) Transformed subsistence to commercial scale producers	The intensive ongoing trainings transform individual farmers and FCs	Spin-off development initiatives from farming activities supported
k) Integrated development approach at chiefdom level	Different government departments, NGOs and private sector contribute during plan development and implementation	CDP has been used by other service providers to mobilise support to communities – education, health, potable water and sanitation, gender equality, environment, etc.
l) Risks and conflicts amongst service providers minimized	CDC coordinates service providers coming into the chiefdom and advise TA to adhere to the endorsed Plan	Communication amongst service providers working in chiefdoms is enhanced. Conflicting messages and approaches reduced.
m) A focused, organised and structured community championing its development	Bucopho links CDC and TA on chiefdom development matters presented at Inkhundla	More community schemes formed and financially supported from the RDF, Poverty Reduction Fund, etc.
n) Potential investors attracted to chiefdoms with CDPs	Tenure security on investment opportunities is enhanced – land use plan and enhanced chief's letter	Wealth creation at local level is enhanced and chiefdoms can partner with external investors
o) Development expedited and fully owned by the people	Communities are ready to take a lead and actively participate in the development	More projects efficiently implemented in a community. Attracts more financing partners
p) Environmental protection awareness raised(incorporate health &	Natural resources committees are elected to work with CDC on natural resources issues	Protected areas identified, Biodiversity protection

safety and disaster management)		enhanced and eco-tourism opportunities availed
q) Development impacts households directly	All interventions are at local level – all inclusive (men, women, youth, the vulnerable (disable, elderly, orphans)	The equitable sharing of benefits accruing from development is realised.

The Current Costs of Carrying out the CDP Process

48. Over the past fifteen years or so of the evolution of the CDP process much time and effort has been invested in developing and applying the CDP process with communities in the SWADE zones of influence. One key element that has been learnt is the importance of having a multi-disciplinary team working with the communities as well of course of not leaving the completed CDP in a financial vacuum. These teams and the time needed to develop a community owned CDP are the main expenditure drivers of the process.

49. There has been much debate about the time needed. In practice in LUSIP I the time varied from 2 to 5 years. More recent experience with the LUSIP community team indicates that a reasonable planning estimate is 12 – 18 months. The costs below allow for a multidisciplinary team to work for 24 months ensuring a patient process and adequate time for handover to the implementation teams that in LUSIP have mainly been for irrigated agriculture, land limited agribusiness, water users associations and potable water schemes.

50. The current costs are summarised in Table 3 below and presented in more detail in Appendix 2.

Table 3:

Summary Costs per CDP

Cost Element	Total - 2 years	Annual
Direct Costs	198,750	99,375
Staff & Operations Costs	1,814,000	907,000
Mgt Costs	161,020	80,510
Total	2,173,770	1,086,885

51. The investment cost of developing comprehensive participatory CDPs is around E1, 000,000 per annum. This figure needs to be taken in context. For irrigated agriculture the total investment per chiefdom can amount to around E200 million. Even for rainfed development and life sustenance, the cost of carrying out properly conducted CDP based planning is a small proportion of the total development investment that needs to be made in any chiefdom.

Lessons Learnt by SWADE since 1999

52. The lessons learned from the CDP processes to date are being fed back into the CDP methodology, and it is now evident that there should be an increased focus on agri-business and access to rural finance to facilitate households to expand some of the interventions proposed under their CDPs to a commercial footing.

- i. The recent establishment of the CDP Community of Practice within SWADE is an important initiative that needs further support and possible widening to include other stakeholders.
- ii. SWADE implementation tools to be formally adopted and shared amongst projects
- iii. The knowledge management and learning initiatives need to be intensified within SWADE and its partners to ensure that the following key lessons learnt are not lost:

- iv. Reviews of SWADE project implementation approaches must be more structured and coordinated
- v. Importance of early consultation with relevant stakeholders
- vi. Need to invest in the understanding and capacity of TAs to appreciate the importance of participatory local (chiefdom) planning, implementation and monitoring
- vii. Inclusion of MTAD right from the beginning – in fact quality monitoring and implementation of the CDP process in Swaziland need to be facilitated by MTAD
- viii. The importance of starting the planning process from the basic unit of society – here the chiefdom rather than the original approach of starting with the Tinkhundla as was done in KDPP (the Strategic planning process)
- ix. It is important to recognise the tremendous effort and time required to work with traditional authorities and rural communities with regard to land. Also, providing shared incentives across the community is an essential base for development with poor rural areas as it provides a basis for governance and responsibility. It should be recognised that support for decision making carries over into business processes and practices. Means for cross institutional learning and experience sharing should be provided.
- x. The need to have a formal mechanism for adoption of CDPs including land use plans that establish firm implementation guidelines that are respected by all stakeholders and for their inclusion in Inkhundla, regional and national development plans,
- xi. The importance of Traditional Authorities monitoring and respecting the implementation of the plan, especially matters relating to environment protection, need to recognise the validity of bodies including farming companies established as part of the CDP, and their sustainability
- xii. Adequate inception training for CDP planning staff
- xiii. Involvement with community members regarding meetings schedules , meeting fatigue and the need for early wins
- xiv. Recognition of key stakeholders especially social welfare and health that may be expected to play a role in key developmental areas of focus
- xv. Need for consistent availability of budget and of competent staff
- xvi. Need multidisciplinary team (core skills - community mobilisation/ rural sociology, planning, small holder agribusiness, rural engineering, technical agriculture especially livestock and rangeland and life sustenance⁹)
- xvii. The need for early inclusion of financial institutions
- xviii. Consultancy reports must be submitted both electronically and hard copies, registered in the library (physical and e-library) and a backup system built into this.
- xix. Establishment of on-going evidence based learning processes is vital –in SWADE we have suffered from a silo mentality, only recently established, was the organisation wide Community of Practice.

Key Challenges and the Way Ahead

53. This study has sought to capture the essential elements of the evolution of the Chiefdom Development Plan process and the associated issue of security for business enterprises operation on SNL. It is vital that the experience gained by SWADE since 1999 at Komati and from 2005 in the implementation of LUSIP, is properly captured, analysed and presented in a manner that will support the initiatives of Government and its development financing partners in strengthening

⁹ Including gender, health, welfare and environmental mitigation matters

poverty reduction programmes and food security. *It is worth noting that the Ministry of Tinkhundla Administration and Development (MTAD) has recently requested support from SWADE to help facilitate the adoption of the CDP planning and community mobilisation approach on a national basis.* In this regard the investment in a soundly based CDP process, although seemingly expensive, is a vital investment to ensure that development initiatives are valid at the local level and much more likely to be driven from within the chiefdom.

54. Based on the findings of this study the second phase of the current EU supported consultancy is to develop an operational guideline that captures the experiences and lessons learnt over the past fifteen years. This will create the opportunity for key government agencies and civil society organisations to move ahead across the nation with chiefdom based planning that is soundly based, understands past experience and is a consistent development planning and implementation methodology.

55. In this regard, adoption of leadership of the CDP process needs to be taken by MTAD at the national level with key attention being paid to establishing a consistent approach and for it to take on the quality assurance responsibility for all chiefdoms. Here, it is not envisaged that the MTAD would actually carry out the chiefdom based planning and implementation processes but rather oversee the processes by development agencies such as SWADE and civil society organisations. In this regard it needs to be recognised that this function is important for all aspects, including major infrastructure initiatives, of development to be included in the community based development agenda.

Appendix 1: The 2014 CDP Model

- 1. Introduction meetings (10 days)
- 2. Establishing Communication Structure (10 Days)
- 3. Community profiling – Census, Soil Surveys and Geo-referencing (80 days)

- 1. Introduction to Sustainable Dev.
- 2. Group formation
- 3. Group dynamic
- 4. Communication
- 5. Conflict Management
- 6. Leadership
- 7. Decision making
- 8. Gender equality in development
- 9. Socio-economic rights
- 10. Governance/ Constitution
- 11. Development Planning
- 12. Entrepreneurship
- 13. Management of meetings

- 1. Development of Vision by community (2 days per section)
- 2. Consolidation of Vision by CDC (1 day)
- 3. Presentation of Vision by CDC to TA (1 day)
- 4. Adoption by Chiefs and Princes (1 day)

Community Mobilisation (100 days)

Conduct Training for Transformation Level 1 – Community (5 days), TA (1 day), SDCs and CDC(5 days) (Total 36 days)

Envisioning (15 days)

Approved SDCs, CDCs and Communication structure
Key Stakeholders list endorsed by SDC's, CDCs and TA.

Trainees List and Certificates issued!
Training Report

Vision and Mission Statements; Values and Objectives Accepted by TA and Trainees List, elected Task Team

- 1. Prepare for Launch – agenda, venue, invitees and refreshments (1 day)
- 2. Prepare posters, CDP booklets, banners (2 days)

- 1. Workshop TA, CDC and SDCs on the Draft Plan (1 day)
- 2. Presentation to Chiefs and Princes (1 day)
- 3. Presentation of draft Plan to community (1 Day)
- 4. Design and print approved CDP document (7 days)

- 1. Train task team on Sustainable Local Economic Development (SLED) strategy (3 days)
- 2. Allocate resources – Land Use Planning (3 days)
- 3. Development of SLED strategy and prioritise (rank) strategic focus areas (14 days)
- 4. Workshop strategies to SDCs, CDC and Bucopho (10 days)

Facilitate Launching of CDP (3 days)

Facilitate Presentation of Draft Plan to TA for Approval (10 days)

Facilitate development of SLED strategy (30 days)

CDP Launched by Chief, Key stakeholders invited and booklets & brochures issued.

Approved CDP signed off by Inner Council/ Princes and Chief; Designed and printed

Trainees List, Land Use Plan Map, Strategic Focus Areas endorsed by SDCs, CDCs and

Facilitate marketing of launched CDP (2 days)

Strategic partners workshopped on the Plan

Total number of days is 196. This is dependent on size of chiefdom, number of sections and level of cooperation by community & leadership.

COMMUNITY EMPOWERMENT POLICY STATEMENT

The Vision of SWADE is to be the *leading facilitator of sustainable development in rural communities in Africa, using water as a catalyst*; and its **mission** is *to empower rural communities in designated areas to attain an improved quality of life and be able to sustain it*. With **core values** of innovation, integrity, responsibility, professionalism and empowerment, SWADE **aims** at wealth creation, livelihood improvement, sustainable development and infrastructure improvement for its clientele.

SWADE empowerment denotes the enhancement of capacity of clientele, particularly the rural poor and disadvantaged, to take charge of their own growth, leading to improved quality of life on a sustainable basis. It entails the provision of opportunity for facilitation and animation. While facilitation involves assisting people to break practical barriers to action, animation involves assisting them to develop capacity to investigate, critically analyse and reflect on their social reality on their own, perceive self-possibilities for change, take initiatives and engage in critical review of their ongoing actions as a regular practice.

The SWADE Community Empowerment Policy is an attribute of good governance that paves the way for quality preparation of the clientele of SWADE to take control of their development process. It is a statement of the commitment of SWADE to the empowerment function, through a coherent philosophy for service delivery that underscores the use of a common approach in empowerment interventions.

The SWADE empowerment philosophy recognises that, unless people become the protagonists of their own development, no amount of investment or provision of technology will improve standards of living in a meaningful and sustainable way. It acknowledges participation and self-reliance as convergent and inseparable processes of empowerment, in the sense that initiatives for self-reliance are undertaken within a collective framework of participatory decision-making and action. Participation is viewed as an active, rather than a passive process; as an instrument for self-reliant action and as an end in itself.

The Mission of SWADE provides a context for the creation of opportunities for people to build up capacities to move from the status of objects and passive victims of social processes to that of subjects and active beings. This is done through the use of methods that stimulate and enhance the active participation of clientele in their own development efforts. Capacity build-up for participation consists of three inter-related actions: development of intellectual skills and a knowledge base; development of mechanisms for self-organisation and management of development actions; and gaining access to material resources to develop the productive base.

SWADE outreach and training starts from where the clientele are and builds out of their own needs. In this context, SWADE uses Community Development Appraisal and Action (CDAA) as an intervention for social mobilisation and outreach, and focuses on changing attitude, competence and application (ACA) of clientele in its training intervention. Through CDAA, people and communities are provided with structures and mechanisms for identifying challenges to their development, developing action plans and making decisions to overcome such challenges in a bottom-up, participatory manner. Recognition that farming in a family enterprise involves social, economic (business) and technical subsystems, which are overlapping and interdependent, has led to adoption of intervention that focuses on *social /institutional training, business skills training and technical training*. The ACA focus seeks to transform the mindset of clientele from the status of objects to that of subjects, and from being guided or conditioned by external forces to being guided by their own consciousness.

Empowerment through learning is best facilitated through exposure of clientele to principles of adult learning and adult-oriented training methods. The SWADE community empowerment process hinges on: proper identification of clientele and their needs, appropriate motivation of clientele, regular development and review of programme content, appropriate orientation of SWADE staff, and participatory monitoring and evaluation of emerging experiences.

The SWADE community empowerment process culminates into the enhancement of people's capacity to take charge of their own growth, leading to improved quality of life on a sustainable basis. *This process must draw on an exit strategy that embraces progressive redundancy in the role of SWADE staff in communities and the phasing in of other "natural" role players from the public and private sectors and from civil society.* Thus, SWADE strives, at all times, to build strategic alliances with relevant role players to ensure assimilation, thorough grounding and practical adoption of empowerment efforts.

The administration and periodic review of the SWADE Community Empowerment Policy is vested in Project Directors/Project Managers through their training coordinators to ensure that it is consistently aligned with the reality of the clientele of SWADE.

Participatory CDP Annual Budget (for delivering 4 CDPs over a two year period)				
Participatory Chiefdom Development Plans developed and agreed upon/ launched	Unit	No	Unit Cost	Cost
1.1 Awareness workshop on the Chiefdom Development Planning Process	Workshops	2.00	7,500.00	15,000.00
1.2 Conduct chiefdom boundary mapping and produce maps	Maps	1.00	7,500.00	7,500.00
1.3 Conduct census surveys	Survey	1.00	200,000.00	200,000.00
1.4 Conduct soil surveys and produce maps	Workshops	2.00	10,500.00	21,000.00
1.5 Produce land capability maps	Maps	3.00	1,000.00	3,000.00
1.6 Establish Development Structures (SDCs, CDC, TA structure)	Meetings	4.00	2,500.00	10,000.00
1.7 Conduct training for transformation for development structures	Trainings	6.00	7,500.00	45,000.00
1.8 Conduct training for transformation for communities (depends on chiefdom size)	Trainings	6.00	2,500.00	15,000.00
1.9 Facilitate the developoment of chiefdom-specific visions	Workshops	2.00	2,500.00	5,000.00
1.10 Produce land-use maps	Maps	1.00	1,000.00	1,000.00
1.11 Facilitate the development of chiefdom-specific sustainable local economic development (SLED)strategies	Workshops	8.00	2,500.00	20,000.00
1.12 Produce CDP documents and brochures (100 copies of CDP and 250 brochures @ chiefdom)	Document	100.00	150.00	15,000.00
1.13 Conduct workshops to discuss the CDP product with community development structures (SDCs, CDC, TA)	Workshop	2.00	2,500.00	5,000.00
1.14 Facilitate launch of CDP	Lumpsum	1.00	20,000.00	20,000.00
1.15 Conduct stakeholders/potential implementing partners workshop to market CDP		2.00	7,500.00	15,000.00
Sub-Total Direct Costs				397,500.00
Staff and Operation Costs				
6.2.1 Staff wages and salaries	Monthly	12.00	150,000.00	1,800,000.00
6.2.2 Staff Development	Monthly	12.00	12,000.00	144,000.00
6.2.3 Office Maintenance	Monthly	12.00	15,000.00	180,000.00
6.2.4 Vehicles operations and maintenance	Monthly	12.00	12,000.00	144,000.00
6.2.5 Maintain office equipments	Monthly	12.00	10,000.00	120,000.00
6.2.6 Pay for telephone and leasing lines	Monthly	12.00	7,500.00	90,000.00
6.2.7 Pay for security services	Quarterly	4.00	60,000.00	240,000.00
6.2.8 Purchase stationery, toners, and cartridges	Quarterly	4.00	12,500.00	50,000.00
6.2.9 Purchase cleaning equipment and consumables	Bimonthly	6.00	20,000.00	120,000.00
6.2.10 Office groceries and staff recreation	Annually	-	-	-
6.2.11 Vehicles Rental	Monthly	12.00	20,000.00	240,000.00
6.2.13 Offices & Staff Accommodation Des+34:42igns (Manyonyaneni Farm)	Lumpsum	1.00	500,000.00	500,000.00
Sub-Total Staff and Operational Costs				3,628,000.00
SWADE Management Fee (8%)				322,040.00
Total Costs per annum whicl working on 4 CDPs				4,347,540.00
Cost per CDP over two years				2,173,770.00

LUSIP GEF have in their budget E150,000.00 per chiefdom that equates to the direct costs not total costs
LUSIP II have budgeted for about E200,000.00 per chiefdom that equates to direct costs not total costs

Appendix 4: Land Matters in Swaziland – Draft Policy and Draft Bill (10.09.2014)

1. In line with the NDS the Technical committee was set up by government in 1997 for the drafting process. In 1999 the document got cabinet approval and referred to the Head of State. The Advisory council to His Majesty recommended that it waits the finalisation of the Constitution which was in its development process at that time.

2. The guiding vision of the National Land Policy (draft) is to maximize benefits from land to all citizens on a sustainable basis. The following are the objectives in the policy: An improved access to land and secure tenure, Encouraging the rational and sustainable land use, Improving productivity, income and living condition and alleviate poverty, Reduction of land related conflicts, Developing an efficient and effective system of land administration.

3. The guiding principles in the draft national land policy - Access to land for all citizens, Integration of this NLP with the vision and goals of the NDS, Institutional Coherence/ alignment of land related agencies, Community participation, accountability and transparency in land administration, Gender equity, A process of enabling land and property market to work properly and Optimal sustainable use of land resources to facilitate food security.

4. The National Constitution (2005) came into force on the 8th of February 2006. Section 211 (1) From the date of commencement of this Constitution, all land (including any existing concessions) in Swaziland save privately held titled-deed land, shall continue to vest in *iNqwenyama* in Trust for Swazi Nation as it vested on the 12th April, 1973.

5. Land is a finite natural resource and requires appropriate toolkits to ensure its sustainably managed and properly administered for the benefit of the people of Swaziland in an equitable way. It is an economic resource and an important factor in the formation of individual and collective identity and in the day to day organisation of social, cultural and religious life of the Swazi people. Land and its resources are fundamental to fulfilling basic needs of the people, especially those in rural areas. It provides basis for their livelihood, food and shelter/ housing.

6. Issues of land access and tenure security are of particular concern these days with population increase, HIV and AIDS pandemic, food prices increasing, climate change impacts and unstable trade regimes. Equitable access to land and the security of land rights are central to socio economic development, food security and poverty reduction.

7. The Government of Swaziland and its partners recently (2012/13) commissioned a study to review all existing SLMA related reports, policies and legislation as found and utilised across all government ministries and departments; sensitise stakeholders on prevailing SLMA policies and legislation and provoke dialogue and gather data; make recommendations as to the harmonisation of SLMA policies, laws and regulations with an ultimate view of creating an enabling environment for sustainable agro-ecosystems, biodiversity management, land settlement, tenure and utilisation (national land-use planning framework) across Swaziland; and assist in development of draft land-related policy(ies) and legislation that best support sustainable land management and administration ensuring that such draft is in accord with the provisions of the Constitution of the Kingdom of Swaziland.

8. The study unearthed a number of land related issues which warranted the formulation of a draft Land Bill of 2013 which is currently under review by the relevant stakeholders. The Synthesis Report outlined the evolution of the land tenure system of Swaziland. The whole land area of Swaziland was cut into land concessions which were given to European settlers after the Anglo-Boer war. Indigenous Swazis had lost their land rights of ownership in their own land. A Concession Partition Proclamation of 1907 was used to divide the land into two land blocks (2/3- TDL and Concessions- to white settlers and 1/3- Swazi Areas- to indigenous Swazis). Some of the concession farms which were not converted into Title Deed Farms and those areas which were not occupied by the European settlers (classified as Crown/ Government Land) still exist.

9. As a result of the above; the following land tenure categories emerged:

SWAZI NATION LAND (SNL)	CROWN/ GOVT LAND	TITLE DEED LAND
Swazi Nation Areas (Ticintsi)	Crown Lands Proclamation of 1949, enabled the proclamation of 18 land areas as Crown Lands	This is land administered under freehold tenure
Purchased Farms (Labotsibeni Fund; Lifa Fund; Tibiyo and Tisuka; Concession Farms)	The total area of the proclaimed Crown Lands was 20832 morgen and 779 square roods.	It can be sold, purchased, leased, mortgaged etc.
Concessions that were not converted during this period are currently held by the occupiers at the pleasure and will of the iNgwenyama as per the Land Concession Order of 1973.	Crown Land vests in the King "Government Land"	Owners enjoy private property rights which are protected by the Constitution and the Country's statutes
	Crown Lands Disposal Act is a legal instrument used in the allocation of Crown Land to citizens	In 1907, 2/3 of total land area

10. The table below summarises the land matters in Swaziland

ISSUE/MATTER	COMMENT	EFFECT ON DEVELOPMENT
a) Lack of integrated National Land Use Plan	This integrated land use plan will ensure authorities responsible for land administration and management, both on Swazi Nation Land and Title Deed Land, work off the same plan, know and recognise what the other is doing.	Malkerns with best soils in Swd was declared a town. These two designations are at odds with each other and the one Ministry did it without consulting and/or getting consensus from the other. Shanty towns resulting from a lack of instrument to declare such areas as part of the urban area due to their close proximity to large urban centers in Swaziland.
b) Lack of legislation operationalising the Land Management Board	The legislation is to spell out clearly the powers and functions and jurisdiction of the board.	Other agencies involved in land administration and management get frustrated, relations strained with LMB and development slowed down.
c) Lack of effective and updated law endowing chiefs with power and authority	The <i>Khonta</i> system been abused on SNL and Chiefs lack an instrument supporting their interventions	Land use plans drawn in areas under their jurisdiction disregarded. Settlement in rangelands and strategic development areas been rampant.
d) Lack of a functional land policy and/or a land Act	The legislation should pave way for promulgation of other key land related policies and legislations in Swaziland.	The National Land Use Policy and Act and the Tinkhundla Administration and Development Bill are critical to chiefdom development planning.
e) The co-existence of dual land administration and management system	This has caused confusion and difficulty in handling litigations on land issues	Delayed settlement of land related disputes especially on SNL has affected implementation of much needed development projects
f) Incapacitated chiefs as traditional land administrators	Authority of chiefs been seriously eroded, largely due to weaknesses in	Aggrieved parties have successfully exploited the country's courts and tested the chief's institution.

	operative legal framework on SNL	
g) Fragmented, obsolete and outdated land related legislations	Most of the legislations/policies are administered by different ministries	Coordination has been difficult and has frustrated development initiatives at the different levels.
h) Lack of inclusivity at policy formulation and implementation	Stakeholders roles and responsibilities are not clearly defined	Collaboration has been weak within key players and delayed project implementation
i) Inadequate technical capacity on land administration among stakeholders/ players	Capacity is needed in formulation of technically appropriate policies and legislations	Socio economic rights, tenure security, gender related land issues, HIV and AIDS, Orphans, etc.
j) Inappropriate financing mechanism	Policies and legislations need finance for implementation and enforcement	A number of pieces of legislations have not been effective because of inadequately financed implementing institutions
k) Delayed installation of successors of demised chiefs	During the suspense period – mismanagement of land creeps in and causes confusion	Development is stalled, people settle anywhere, anyhow. Land use plans disregarded.
l) Misaligned or conflicting policies and legislations with National Constitution of 2005	LMB appointed without legislation operationalising it	There is need for a Land Affairs ministry or department to coordinate land issues in SWD.

“Land issues affect the everyday choices and prospects of poor rural women and men. Land access and tenure security influence decisions on the nature of crops grown – whether for subsistence or commercial purposes. They influence the extent to which farmers are prepared to invest in improvements in production, sustainable management, and adoption of new technologies and promising innovations. Success of future endeavours to promote new agricultural technologies for climate change mitigation and/or adaptation will be predicated by the security of tenure. Land also acts as collateral and thereby influences people’s access to financial services and their capacity to take advantage of markets.” Improving access to land and tenure security Policy, 2008.IFAD

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Appendix 7 Relevant Legislation and Policies

Policy Sector	Name of Policy/ Legislation	Year Approved or in Force	Responsible Ministry
Tinkhundla	The Tinkhundla And Regional Administration Bill,	2014	MTAD
Tinkhundla	The Decentralization Policy	2005	MTAD
Agriculture	National Food Security Policy for Swaziland	2005	MOA
Agriculture	Comprehensive Agricultural Sector Policy	2005	MOA
Agriculture	Swaziland National Irrigation Policy	2005	MOA
Agriculture	NAMBOARD Act	1985	MOA
Agriculture	National Agriculture Summit Action Plan	2007	MOA
Agriculture	The Comprehensive Africa Agriculture Development Programme (CAADP)	2010	MOA
Agriculture	The National Livestock Development Policy	1995	MOA
Multi-sectoral	Swaziland Poverty Reduction Strategy and Action Plan	2007	MEPD
Multi-sectoral	National Development Strategy – Vision 2022	1999	MEPD
Environment	The National Environmental Policy, 1999	1999	MTEA
Environment	Environmental Audit Assessment and Review Regulations, 2000	2000	MTEA
Environment	Environment Management Act,	2002	MTEA
Environment	<i>Swaziland National Trust Commission Act, 1972</i>	1972	MTEA
Natural Resources	Natural Resources Act 71/1951	1951	MNRE
Natural Resources	National Land Policy (draft), 1999	1999	MNRE
Natural Resources	The National Land Bill (draft) 2013	2013	MNRE
Water Resources	The Water Act, 2003	2003	MNRE
Settlement	The Swaziland Settlement Act No.1/1946	1946	King's Office
Administration	The Swazi Administration Order 6/1998	1998	King's Office
Administration	The Kings Order in Council of 1953	1953	King's Office
Administration	The National Constitution, 2005	2005	Prime Minister
Forest Resources	The National Forest Policy, 2002	2002	MTEA

Appendix 8 Glossary

Bucopho – an elected member from chiefdom who sits in the Inkhundla council representing development aspirations of his / her chiefdom

“Bandlancane” means an administrative council of a Chiefdom constituted in terms of Swazi Law and Custom for the administration of Chiefdom

Chief – the leader of a designated community or chiefdom; the footstool of iNqwenyama and iNqwenyama rules through the Chiefs; acts as a symbol of unity and a father of the community, does not take part in partisan politics; the head of Umphakatsi and is appointed by iNqwenyama after the chief has been selected by the lusendvo (family council) and shall vacate office in like manner.

Chiefdom – a geographically defined area with a group of people led by a chief; means a Local Administrative area established and regulated in terms of Swazi law and custom;

Chiefdom Development Committee – is composed of elected members of the chiefdom representing either sections or sectors of the society in championing development activities on behalf of the Inner council

Chiefdom Development Foundation/ Trust- is a financial mechanism that promotes the community driven approach in addressing rural poverty and pro-poor chiefdom development planning and management in partnership with government agencies and other stakeholders. It also provides technical support to CDC & TA on business development matters in the chiefdom. Administers subleases on designated areas for businesses in the chiefdom.

Chiefdom Development Plan – is a document produced after an intensive participative chiefdom development planning process in a particular community/ chiefdom

Community Development - is a process whereby community members come together to take a collective action to solve a common problem. The primary outcome of community development is improved quality of life.

Development - is a process in which a community of people strive to make it possible for all its members to satisfy their fundamental human needs and to enhance the quality of their lives (Anne Hope and Sally Timmel)

Economic Development - is ‘the process of developing and maintaining suitable economic, social, cultural and environmental conditions, in which balanced growth may be realized, increasing the wealth of the community and residents. (NEDA, 2006)’

Empowerment –it is the building of people’s capacity, through educational means, to enable them to take charge of their own growth, leading to improved quality of life on a sustainable basis.

Inkhundla Council of Chiefs – is composed of chiefs from that Inkhundla and responsible for facilitating Chiefdom conflict resolution at the Inkhundla level before it is referred to the Regional Council of Chiefs; facilitate the provision and use of resources for the development of the Inkhundla; and make bye-laws on Swazi law and custom matters for the Inkhundla and to regulate its own procedure. (MTAD Bill, 2014)

Local Economic Development – “Local economic development (LED) is a participatory process in which local people from all sectors work together to stimulate local commercial activity, resulting in a resilient and sustainable economy. It is a way to help create decent jobs and improve the quality of life for everyone, including the poor and marginalized.” (Promoting Local Economic Development through Strategic Planning, 2005)

Poverty - it is a state of being “in need of the basic necessities in life” like income sources, food, education, shelter, safe environments and equity.

Regional Administration - is the head of all development activities taking place within that region. The region is headed by a Regional Administrator who is appointed by the King on the advice of Minister responsible for MTAD, a political appointee who deals with political issues and chieftaincy issues.

Regional Development Committee – is composed of the Regional Secretary/ Director and heads of government departments, NGOs, Parastatals, etc. to coordinate and provide technical advice on regional development initiatives.

Regional Secretary – is effectively the director of the region and is under the political jurisdiction of the Regional Administrator. Acts as chairman of the regional development team, secretary of the regional development fund projects committee and approves disbursement of Tinkhundla empowerment fund.

Social Development - is about changing society for the better; unfortunately we live in a world where wealth, resources and opportunities are distributed unequally.

Sustainable Development - is development that meets the needs of the present, without compromising the ability of future generations to meet their own needs. (Steven Chu, 2012)

Swazi Nation Land – is tenure system, non-free-hold land held in trust by Ingwenyama to benefit the Swazi people

Traditional Authority – is composed of Chief of the area, Senior Headman, Inner Council and Princes and responsible for the general welfare of the people as per the Swazi Law and Custom.