# USAID'S COORDINATED RESPONSE TO IGAD'S PROJECT PROFILES

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# Table of Contents


I. EXECUTIVE SUMMARY . . . . . i

II. GENERAL COMMENTS . . . . . 1

A. APPROPRIATENESS OF A REGIONAL APPROACH TO PROPOSED PROJECTS . . . . . 1

B. SOUNDNESS OF PROJECTS FROM A DEVELOPMENT PERSPECTIVE . . . . . 2

C. RELATIONSHIP TO EXISTING OR PLANNED ACTIVITIES IN THE REGION . . . . . 3

D. COMPLEMENTARITY TO USAID'S GREATER HORN OF AFRICA INITIATIVE . . . . . 5

E. PROJECTS REFLECTING STRONGEST INTEREST AND COMPARATIVE ADVANTAGE OF USAID . . . . . 5

III. SPECIFIC COMMENTS ON IGAD'S PROJECT PROFILES . . . . . 7

A. INFRASTRUCTURE . . . . . 7

B. FOOD SECURITY AND ENVIRONMENT PROTECTION . . . . . 11

C. CONFLICT PREVENTION, MANAGEMENT AND RESOLUTION AND HUMANITARIAN AFFAIRS . . . . . 23

## EXECUTIVE SUMMARY

USAID has reviewed with interest the 17 project profiles presented by IGAD at its revitalization launch in late November 1996. The following comments represent the coordinated USAID response to the profiles, which reflect IGAD's expressed priorities in its operational region:

1) IGAD is to be recognized for the commendable effort made in the development of the project profiles. It is evident that considerable work and collaboration between Member States went into this effort.

2) While USAID feels the projects represent a highly ambitious agenda, we believe they reflect an important prioritization of development issues. USAID concurs with IGAD in its analysis that most of the projects address regional issues and do not duplicate existing activities. However, many of the projects relate closely to current or planned activities in the region and care should be taken to ensure that the proposed projects build on and are complementary to existing activities.

3) USAID is strongly interested in working with IGAD on projects in Priority Area B (Food Security and Environment Protection) and Priority Area C (Conflict Prevention, Management and Resolution and Humanitarian Affairs). Based on its comparative advantage, historical investment in the region, and the evolving strategy of President Clinton's Greater Horn of Africa Initiative (GHAI), USAID would particularly be interested in working with IGAD on the further development of the following projects:

| | |
|---|---|
| Project 5.1/2 | Establishment of an Integrated Information System |
| Project 6.1 | Promoting Sustainable Production of Drought Tolerant High Yielding Crop Varieties through Research and Evaluation |
| Project 6.2 | Transboundary Livestock Disease Control and Vaccine Production |
| Project 8.1 | Capacity Building in Integrated Water Resources Management |
| Project 8.2 | Promotion of Community Based Land Husbandry |
| Project 9.1 | Conflict Prevention, Management and Resolution |
| Project 10.1 | Alleviation and Mitigation of Humanitarian Crises |

4) The development of the profiles is a positive first step. While several of the profiles will need to be developed in more detail before a firm commitment can be made on the level of project funding, USAID is willing to utilize resources from its Horn of Africa Support Project (HASP) to facilitate the implementation of some or all of the above listed seven profiles. Decisions about additional investments by USAID and other USG agencies, beyond those to be made under the HASP, can only be determined after the profiles and sub-projects

within them are developed in more detail and the level of support to be provided by other donors is further clarified. IGAD is encouraged to consider the technical comments provided by IGAD's donor partners, including those in this document from USAID, as it further develops the profiles into more detailed funding proposals.

5) USAID is also very interested in supporting IGAD in the implementation of its charter mandate related to policy harmonization as stated in Article 13A. As a regional organization made up of the respective governments in the Greater Horn of Africa, IGAD is uniquely positioned to address policy harmonization issues. For many of the project profiles to succeed and be sustainable, USAID believes it is also essential that an enabling policy environment be developed throughout the region.

6) USAID considers it vital that IGAD give attention and strike an appropriate balance in the participation, roles and responsibilities of the public, private and civil sectors of society in the GHA region. Although it is recognized that IGAD is composed of nation states, it is in the long-term development interests of the region for all sectors of society to be supported and utilized. USAID's support for IGAD will be targeted in a manner that encourages better analysis and use of expertise and resources available in sectors that extend beyond the public sector.

7) USAID supports the revitalized IGAD in its efforts to plan and monitor the implementation of regional activities that address priority development issues. USAID sees IGAD as an important regional African partner in the Greater Horn of Africa (GHA) and considers the development of the project profiles to be an important step toward coordinating international efforts in the region. USAID looks forward to working jointly with IGAD and its partners to further develop and implement the profiles.

# GENERAL COMMENTS

## A. APPROPRIATENESS OF A REGIONAL APPROACH TO PROPOSED PROJECTS

All of the projects respond to issues in which there is value-added by addressing them on a regional basis. Although one overarching concern is that in their entirety the 17 project profiles represent a highly ambitious agenda, in most cases, the activities within a specific profile reflect approaches that are supportive of and appropriate for the concept of regionalism.

However, a commitment to the concept of regionalism points to an important area that is addressed well in IGAD's charter and strategy, but less so in the project profiles - policy harmonization. In fact, by reading the project profiles in isolation without the benefit of the other documents, it is not clear that IGAD intends to work on policy issues in a significant way. Clearly, these issues can best be addressed at a regional level by an organization such as IGAD. Although the projects may serve as a vehicle for policy dialogue among IGAD member states, the relationship between the projects and a regional policy harmonization process needs to be more strongly clarified.

**RECOMMENDATIONS:**

That IGAD provide more information to donors about its plans to act on its charter mandate to work toward the harmonization of policies in areas including trade, transport, communications, agriculture and technology transfer, and environmental management; and clarify the relationship between this process and the project profiles. USAID understands that IGAD is in the process of developing an Operational Plan which may help clarify this relationship.

That IGAD continue to review the development of other regional programs, such as SADC, COMESA and East Africa Cooperation Secretariat to determine the value-added which these regional organizations have created.

## B. SOUNDNESS OF PROJECTS FROM A DEVELOPMENT PERSPECTIVE

Most projects are sound and address priority development challenges facing the region. They reflect a comprehensive approach that is appropriate for a regional organization based in a historically-crises prone region. USAID supports IGAD's primary focus on long-term development, with linkages between relief and development emphasized, and a readiness to strive to prevent and resolve crises and conflict where needed.

The level of detail provided in the profiles is adequate for an expression of initial interest on the part of donors. However before project or activity funding can be considered, specific project and sub-project proposals will need to be more thoroughly developed.

In particular, not enough detail is provided to evaluate whether the timeframe and funding level proposed are appropriate. It is not clear how the estimated budgets were calculated. More information is needed regarding some of the specific approaches to be taken. For example, with the Project 6.1, the timeframe and budget will be significantly affected by whether the project will work only with existing crop varieties or new ones; and whether the project will focus on selective breeding and/or genetic engineering. Further examples are presented in the Specific Comments Section of this document which contains a set of detailed comments for each project profile.

In some instances, projects could be stronger from a technical and substantive perspective. USAID would be willing to work with IGAD on further developing the strategy and technical approaches suggested for project profiles 5.1/2, 6.1, 6.2, and 9.1. In these cases, it is felt that serious substantive issues exist in the project design. More information is provided on this in the Specific Comments Section of this document. It would therefore be appropriate for each project profile to undergo a preliminary design phase to address these questions.

Many of the projects complement each other. However, the synergistic value is more likely to be realized if those projects with the strongest links are integrated in both design and implementation. For example, the Livestock (6.2), Water Resources Management (8.1), and Land Husbandry (8.2) projects have the potential for being linked at the design and implementation levels; as do the Conflict Prevention (9.1) and Mitigation of Humanitarian Crises (10.1) projects, and the Telecommunications Development (4.1) and Information System (5.1/2) projects. Although the existence of these linkages is recognized by IGAD in its strategy document, the specific design and implementation links are not clearly described in the project profiles.

Some of the long-term development programs may not be appropriate for those countries within IGAD's sub-region that are experiencing complex emergencies. For example, in Somalia, it is felt that only programme areas 5, 6, 9 and 10 apply in most cases.

USAID feels that private sector and NGO involvement is not given adequate attention. Although they are mentioned as potential partners in IGAD's strategy, as well as in the justification sections of some of the profiles, neither are given specific mention in relation to the activities and institutional frameworks presented in the profiles. In general, it is felt that striking an appropriate balance between the roles and responsibilities of the government, private sector, NGOs, and civil society should be a very important part of IGAD's planning process and the donor consultative process. As the profiles become more detailed in their design, it is essential that the roles of the private sector, indigenous African NGO community, and the broader civil society (i.e. the users of services and ultimate beneficiaries of IGAD's development initiatives) become more explicit.

Little attention is also paid to gender-related issues. For example, there are important gender components to environmental resource use and degradation issues. Where they are evident in the IGAD sub-region, we suggest they be incorporated into project design and implementation.

It is difficult to understand with many of the projects which outputs and results IGAD would be responsible for, and which the Member States would be responsible for. Since IGAD's role is to plan, facilitate, coordinate and monitor, can it be assumed that IGAD will be accountable for all the results and outputs presented or will donors need to hold Member States directly accountable for those activities they directly implement? It is also important to note that the role of IGAD, in relation to that of its partners, is clearest when reading the IGAD charter, strategy and profiles together. Without all three documents, IGAD's role is confusing. This needs to be more strongly clarified in the profiles if they are to be read as stand alone documents.

**RECOMMENDATION:**

That IGAD take into account the above comments and prepare a response as it relates to those specific projects of interest to the USAID.

## C. RELATIONSHIP TO EXISTING OR PLANNED ACTIVITIES IN THE REGION

USAID concurs with IGAD that most of the projects do not duplicate existing activities. However, many of the projects relate closely to current or planned activities in the region and care should be taken to ensure that the proposed projects are complementary to existing activities. We believe this can be done if the profiles are implemented in a manner that builds on lessons learned and involves close collaboration and partnership with existing organizations in the region.

The profiles would be stronger if they reflected more contact with other African organizations involved in a particular issue. For example, the objectives of Project 6.1 are in large part those of the Association for Strengthening Agricultural Research in East and Central African (ASARECA) and the National Agricultural Research Institutes (NARIs) in the region, and much of the research proposed by IGAD has already been done. In this case, IGAD's role may more appropriately be one of regional research policy harmonization, so that technology can easily move across the region than one of research and technology transfer. Additional examples of possible duplication are given in the Specific Comments Section of this document.

Capacity building efforts also need to be done in the context of what is already going on in the region. This is acknowledged in the profiles, with IGAD planning to undertake needs assessments before designing specific training or capacity building activities. The attached list of existing programs and organizations in the region, many of which are managed or funded by USAID, is provided to assist IGAD in developing a comprehensive knowledge base of what is either planned or already going on in the region that relates specifically to the project profiles.

Information on select model programs outside the IGAD region may also be useful for learning lessons and avoiding the dilemma of 'reinventing the wheel'. A few of these that seem relevant are also listed in the attached.

**RECOMMENDATION:**

That the attached list represents only a partial inventory of existing programs and organizations that are contributing to the priority needs identified by IGAD. USAID would strongly encourage IGAD to gather as much information as possible about what is already going on through existing government agencies, bilateral and multilateral donors, NGOs, and research institutions before undertaking specific activities.

That USAID further encourage IGAD to develop formal partnerships with some of these programs and organizations so as to ensure complementarity of work and promote the continued organizational development of a wide-range of institutions in the region.

## D. COMPLEMENTARITY TO USAID'S GREATER HORN OF AFRICA INITIATIVE

Many of IGAD's projects profiles fit within the parameters of the President Clinton's Greater Horn of Africa Initiative (GHAI). The initiative focuses on two goals: food security and conflict prevention and mitigation; and operates under five principles: African ownership; strategic coordination; regional approaches; linking relief and development; and promoting stability through change. These goals and principles are well reflected in the project profiles of the newly revitalized IGAD.

The draft GHAI strategy, which will soon be completed, specifically mentions the importance of the USAID supporting activities similar to, or mutually reinforcing of, many of those in IGAD's projects 5.1, 6.1, 6.2, 8.1, 8.2, 9.1, and 10.1.

**RECOMMENDATION:**

That IGAD consider other activities that fit within the objectives of its 17 project profiles including: encouraging regional regulatory and policy harmonization to facilitate trade and economic integration; supporting for the development of a "Code of Conduct on Food Aid in the Context of Food Security" that would build upon the actions agreed to at the World Food Summit; facilitating the re-establishment of traditional livestock trading routes and patterns across borders; supporting the private sector to transfer agricultural inputs and technology across borders; supporting regional agricultural policy harmonization; enhancing the role of the private sector in identifying opportunities in the food sector by providing market and investment information; and determining whether instruments of international law can be used more effectively to resolve and mitigate conflict in the region.

## E. PROJECTS REFLECTING STRONGEST INTEREST AND COMPARATIVE ADVANTAGE OF USAID

Based on its areas of expertise, historical investment in the region, and the evolving strategy of President Clinton's Greater Horn of Africa Initiative (GHAI), the USAID would particularly be interested in working with IGAD on the further development of the following projects:

| | |
|---|---|
| Project 5.1/2 | Establishment of an Integrated Information System |
| Project 6.1 | Promoting Sustainable Production of Drought Tolerant High Yielding Crop Varieties through Research and Evaluation |
| Project 6.2 | Transboundary Livestock Disease Control and Vaccine Production |
| Project 8.1 | Capacity Building in Integrated Water Resources Management |
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| | |
|---|---|
| Project 9.1 | Conflict Prevention, Management and Resolution |
| Project 10.1 | Alleviation and Mitigation of Humanitarian Crises |

USAID remains committed to responding to IGAD's request for donor coordination and respects the importance of keeping in mind the areas of expertise and comparative advantage of each of the donor organizations as the coordination process evolves. USAID looks forward to discussing in greater depth the issues presented in this document at future joint meetings on the project profiles between IGAD and interested donors.

## SPECIFIC COMMENTS ON IGAD'S INFRASTRUCTURE PROJECT PROFILES

Although other donors may be stronger candidates for support in this area since the USAID does not have a strong comparative advantage in infrastructure, it is USAID's belief that the projects proposed are important from a regional perspective and do not duplicate existing or planned activities. Cross-cutting comments on the set of infrastructure project profiles include the following:

1) Telecommunications and transportation infrastructure are two critical factors in the development of any region. This is even more so in regions that are in the process of developing their capacity to function as a cohesive region, since cohesion depends to a large extent on the abilities of people within a region to exchange information and goods, and therefore link their economies.

2) The development of maintenance plans and activities is critical for the success of these projects. This is appropriately identified as a result in most of the infrastructure projects, but not all. In addition, it is not clear if there is a commitment at the member state level to cover the costs of needed ongoing maintenance activities. Perhaps this should be a precondition for funding.

3) Recognizing that infrastructure activities are important, USAID has a particular technical advantage and interest in working closely with IGAD on policy harmonization activities which will be complementary to the objectives as the infrastructure projects: promotion of sustainable economic development; creation of reliable and efficient transport and communication systems; efficient utilization of existing resources; and the fostering of good neighborliness in the region.

In many instances, policy harmonization activities may have more immediate impact, at less cost. For example, recent studies in the transportation sector conducted by USAID have shown that 40% of transport costs can be reduced through policy and regulatory changes alone. The harmonization of policies, regulations and protocals in the transport, trade, and communication sectors, as well as within macroeconomic frameworks, will lead to substantial savings in the region in the short-term. This will facilitate increased demand by users of these services in the region which may in turn promote further infrastructure developments.

4) The role of the private sector in the infrastructure projects needs to be further clarified and promoted. This could include specification of appropriate points for private sector entry into the transportation and communications sectors; as well as inclusion of activities aimed at compliance and consistent enforcement of regulations.

5) With IGAD's role defined as coordinator and monitor of these projects, it may appear to put IGAD in the position of 'general contractor'. IGAD's comparative advantage is more in the area of coordinating and supporting member states' activities. Although this distinction may be clear to IGAD, it needs to be further explained in the profiles. Also, it is not apparent that costs related directly to IGAD's rôle (i.e. mobilizing financial and technical assistance; and coordinating, monitoring, and evaluating member states' activities) are sufficiently included in all of the infrastructure budgets.

## Comments on Individual Project Profiles

### 1.1 Missing Link on Nairobi-Addis Ababa Highway (Isiolo-Moyale Road)

Building this road can lead to significant reductions in transportation costs in the region. According to a recent study conducted by USAID, the average transport cost per ton on the completed side of the highway (from Addis to Moyale) is $50/ton while the costs from Moyale to Nairobi are $170/ton.

As stated in the profile, the road will be designed for a lifespan of 20 years. This is also true for the Ethiopia side of the highway which was built 22 years ago. In order to obtain the development objectives envisioned, it may be important that the Ethiopia side of the highway be upgraded to the same standard as the Kenya side. This is important since this stretch of highway is not included in the 10-year Road Sector Development Program of Ethiopia.

USAID's Tranport Sector Studies, mentioned above, could provide an analytical framework and point of reference to not only further justify the importance of certain infrastructure improvements, such as the completion of the Nairobi-Addis Ababa Highway; but also support IGAD in underscoring the importance of focusing attention on regulatory and policy changes in the transportation sector. These changes can lead to significant cost reductions and, in many cases, have more immediate impact at less cost than large scale infrastructure undertakings. USAID's technical experts in transportation would look forward to the opportunity to work jointly with IGAD on these issues.

### 1.2 Gonder-Humera-Barentu/Gedarif Road

The Ethiopian Government has requested donor assistance for a section of this road (from Gonder to Humera) as part of its 10-Year Road Sector Development Program. To avoid duplication of funding, it is important to clarify whether donor pledges have already been made for this stretch of the road.

## 1.3 Upgrading the Existing PANAFTEL Links in the IGAD Sub-Region

The profile correctly identifies the vital role of telecommunications in the region and targets key regional links for improvement. Telecommunications investments are known to have the greatest impact in the least developed countries and such investments in IGAD's sub-region can significantly enhance economic development. In addition, this project is integrally linked to Project 5.1/2: Establishment of an Integrated Information System, since any effort in the region to tackle information constraints needs to address the region's telecommunications constraints as well.

However, despite the compelling need in the region to dramatically increase the level of telecommunications services, important issues need to be addressed before the project could be supported by the USG:

1) The proposal is not sufficiently aggressive in addressing the telecommunications issues of the region. Although refurbishing the PANAFTEL links has the potential to generate a certain level of social and economic impact, it may not be enough to address the need.

The level and vintage of the current infrastructure is both a handicap and an opportunity for the region. The opportunity, from both engineering and business perspectives, is that the existing stock of infrastructure presents no real constraint to the region moving directly to the most modern of telecommunications networks. It is therefore not sufficient to take as a given that the existing infrastructure framework will best serve the development needs of the IGAD sub-region nor that it is sufficient only to upgrade the existing infrastructure. More thought should be given to identifying the most appropriate network, and future investments should be geared toward that.

2) The formulation of the activity does not adequately incorporate *modern realities* about appropriate public and private sector roles. Rather than using donor funds to contract for telecommunications development, funds could be used to support planning and policy and feasibility studies which would leverage considerably greater development through private sector investment. Approaching the project as an investment decision is also more likely to result in the most appropriate regional network design and technology. This could in turn lead to broader private sector solutions to telecommunications needs throughout the region.

Therefore, it is the belief of USAID that the most appropriate role of the public sector is to plan, make the transition to a conducive investment environment, and regulate. IGAD's role, with the support of donor governments, could be to provide technical assistance and transaction support (e.g. for policy studies, design and feasibility studies) that would help member states do this.

3) Although the profile makes reference to activities related to three key implementation issues (i.e.. engineering feasibility, sustainability, and human resource development), each of these issues needs to be addressed in more detail in a preliminary design phase. Related to sustainability issues, provisions need to be made to ensure accessibility so as to support a broad user base, and adequate training needs to be provided so that service providers and users can operate and maintain the technologies available.

# SPECIFIC COMMENTS ON IGAD'S FOOD SECURITY AND ENVIRONMENTAL PROTECTION PROJECT PROFILES

## 5.1/2 Establishment of an Integrated Information System for the IGAD Sub-Region

This project is well conceived and important. The proposed sequence of activities follows best practice for establishing information systems.

Information systems are critical, strategic resources for all countries and regions. By developing and centralizing existing information, IGAD and its member states can further a regional analytical perspective and decision-making. Monitoring the impact of development efforts will also be improved since information is key to charting progress. Redundancies in existing programs can also be reduced.

In addition, IGAD has made an important prioritization by beginning with the development of information systems in the areas of early warning, food security and environment issues. These issues are prominent in the region and a good information base is a prerequisite for tackling them.

IGAD has some historical experience in this area. This experience should be built upon since it is commensurate with IGAD's role that it be in the information business. With IGAD's emphasis on concepts like coordination, institution building, strategic planning, and regionalism, its effectiveness depends on the effectiveness of its communication among an extensive group of diverse stakeholders, including member states, donors, the private sector, NGOs, and academic and other regional institutions. The core issues in IGAD's mandate are also complex. Good information is critical to understanding these problems and identifying solutions.

However, even with IGAD's previous experience this area, there is currently neither the institutional capacity nor the technical connectivity to begin applying the powerful information and communication tools of the Internet to the conflict resolution and food security needs of the region. Strengthening IGAD's ability to use information and communication strategically and providing it with the necessary technology is therefore essential and could achieve significant results.

Since many member state countries and other organizations in the region are establishing their own information systems, both on a national and sectoral level, IGAD's comparative advantage may be in developing and collating information that is particularly relevant to the cross-border, transboundary, and regional aspects of food, early warning and environmental

issues. Focusing on what is going on in one country that may affect another is an area not sufficiently covered by existing information systems.

One area not clear in the profile is how the information will be made available given the poor communications systems in the region, particularly the lack of Internet access which would greatly facilitate information exchange.

Another issue is accessibility. The set of users for the Regional Integrated Information System (RIIS) should extend beyond certain ministries of member states and the Secretariat itself. Early warning information is of value to the private sector and donors. Other user groups could also be targeted.

Depending on the target user groups agreed upon, the focus and scope of the information may also need to be reclarified, with a balance struck between what is feasible and what is ideal. For example, the kinds of problems requiring attention mentioned by IGAD at the beginning of the profile go well beyond the contents proposed for the Early Warning Food Information System (EWFIS) or the Environment Information System (EIS). In fact, a large number of the other IGAD profiles make direct reference to information needs or information systems not explicitly discussed in this profile. This pattern of information components across so many of the project profiles suggests that information is a central theme of the mandate of IGAD and that the RIIS should incorporate a broader set of information as it develops (such as information on trade levels and regulations, investment opportunities, etc.). Indeed information is a recurrent theme throughout so many of the profiles, that it should not be treated as merely a question of developing databases for this or that purpose, but instead should be treated as a tool for developing institutions.

In fact it is important to emphasis that efforts to build up IGAD's information and networking capabilities will benefit the institutions involved and the sub-region as a whole, only if work is undertaken on a demand driven basis. This will require a clear idea of the appropriate applications and corporate culture issues that can serve as barriers to successful use. If approached as an equipment drop or a connectivity problem, years of experience in this field have shown that technology transfer fails or does harm if implemented in a supply-driven fashion.

As acknowledged by IGAD, it is important not to reinvent the wheel in establishing a regional integrated information system. Linkages need to be made with existing systems, and lessons can be shared about useful reporting and dissemination methods from those already in the information business including:

1) FEWS III: This food and early warning system project of USAID is building databases in each of the countries in which it operates (Ethiopia, Kenya, Somalia, Sudan (southern), and Tanzania) and is seeking to strengthen its own regional perspective on food security issues.

2) FAO Global Information and Early Warning System (GIEWS): Although FAO has worked closely with IGAD in the past, the profile does not mention future IGAD-FAO collaboration.

3) MSU/MEDAC Grain Market Information Systems in Ethiopia

4) UNDHA: They are involved in coordinating and sharing early warning data.

5) Leland Initiative: This USG initiative seeks to bring Internet connectivity and other Global Information Infrastructure (GII) technologies to up to 20 African countries. Additional objectives of the initiative include creating an enabling policy environment; creating a sustainable Internet service provider industry; and enhancing user applications for sustainable development.

USAID would be interested in collaborating with IGAD on the further development of this project through an assessment of current technical and institutional capacity; the development of a consensus strategy; preparation of a consensus action plan; and support for implementation of key elements of the action plan. This approach has the potential to lead to the establishment of an integrated information and communication system and development of the capacity to operate and manage it.

From a technological viewpoint, the USG has a comparative advantage in supporting this project with strong capabilities in GIS and FEWS. The Leland Initiative also offers opportunities for enhancing the capacity of the region to use information and capitalize on the benefits of new information technologies. Assistance can also be provided in the area of policy analysis so that barriers to the introduction of new technologies and broadening the user base can be overcome.

### 6.1 Promoting Sustainable Production of Drought Tolerant High Yielding Crop Varieties Through Research and Extension

This project is generally relevant to the challenges facing the region and can make a contribution to both food security and conflict prevention. Dryland and drought tolerant crops are key to increased household coping capacity in a sub-region susceptible to drought. A lack of resilience in these areas can exacerbate competition for natural resources, resulting in greater likelihood of conflict and destabilization. However, there is a high potential for

duplication of effort given that organizations exist within the region that are working on the issues raised.

In particular, the objectives of this project match the objectives of those of the Association for Strengthening Agricultural Research in East and Central Africa (ASARECA) and the National Agricultural Research Institutes (NARIs). Several agriculture networks also already exist under the auspices of ASARECA.

ASARECA is a newly restructured, vibrant African regional research and technology coordination organization, that USAID has been involved with for some time. ASARECA's Technical Working Groups, made up of African scientists and specialists, have been engaged in a process to identify priority agricultural concerns and develop strategies. Cereal crop production has been identified as one of the priorities for the region. As a result, ASARECA plans to coordinate three crop research networks related to wheat, maize, and sorghum.

It is recommended that IGAD work closely with ASARECA on the further development of this profile. IGAD should not create a parallel mechanism for the accomplishment of its objectives, but rather support the existing mechanism in which ASARECA provides overall coordination to research and technology transfer networks; the International Agricultural Research Centers (IARCs) manage the technical aspects of regional networks; and implementation occurs through the national NARIs.

IGAD's role might be most supportive by concentrating on regional policy harmonization so that surplus commodities in the region and new agricultural technologies can easily move across borders within the region. IGAD could also strive to help its Member States understand and support the contributions made by the private sector to food security. In both of these areas, USAID has already supported promising initiatives. For example, in Uganda, USAID has funded a dynamic process aimed at bringing leaders within the private sector together with key policymakers to discuss policies in agriculture and the food sector and make them more conducive to private sector development and investment. USAID has also developed strong links with the business community throughout IGAD's sub-region and has undertaken analysis aimed at better understanding and supporting the private sector's role in food security. USAID's technical experts in private sector development would look forward to the opportunity to work jointly with IGAD on these issues.

Although the profile states that IGAD will collaborate with ASARECA, there seems to have been little consultation with ASARECA on the development of the profile. It would be worthwhile to involve ASARECA and the NARIs in the development of a more detailed design of this project. In addition, since a lot of research has already been done in the region, ASARECA can work with IGAD to avail the technology already on the shelf.

Finally, ASARECA is in the process of developing a strategic plan and would look forward to working closely with IGAD in linking the strategic plans of both organizations.

The above points to questions about the need for the particular research envisioned in this profile. Fortunately, substantial research progress has already been made in adapting higher yielding crop varieties to stressful conditions: It may not be necessary to undertake some of the research proposed if the technology can already be accessed through the NARIs, or the CGIARs including CIMMYT, ICRISAT, and ICARDA of which several IGAD member states are members.

For example, two major cereals and a tropical root crop are of particular note:

1. Sorghum is a highly productive cereal adapted to the drier conditions found in the Greater Horn region. USAID has invested in INTSORMIL (a collaborative research program of U.S. universities) and in ICRISAT (a CGIAR center) and this work could provide a strong program base from which to move.

2. CIMMYT (a CGIAR center) has developed new maize lines that are far more tolerant of drought than traditional types. These lines not only yield more under dry conditions, they are far less prone to crop failure in drought.

3. IITA (a CGIAR center) researchers working in the Greater Horn region have developed drought and virus resistant cassava varieties which provide a secure source of food to people in marginal areas. The roots are resistant to locusts and are able to withstand long periods without rain. They also increase household resiliency since they can remain in the ground and be harvested when needed.

The above examples represent substantial institutional and program resources that could be accessed in partnership with ASARECA. ASARECA has identified each of the above areas as being of high priority for greater investment in the region. .

USAID agrees with IGAD that integration and coordination between agricultural research and extension or technology transfer needs to be improved. Various governments in the region have tried to reinforce this linkage with little success. Perhaps by sharing lessons on a regional basis, and learning from other regions in Africa and elsewhere, greater success can be had. The project proposes the "transfer of technology on the basis of participatory involvement of farming communities." A useful model for this is the "farmers schools" approach to introducing integrated pest management, as first developed in Indonesia and now implemented in other parts of Africa.

There is also concern about maintaining a focus on vulnerable farmers. With an emphasis on 'high yield', rather than 'consistent yield', resource-poor farmers in arid and semi-arid lands

(ASALs) may not be best served. Hybrids requiring annual replacement of seeds are not appropriate for these farmers.

Centralized production of seeds is also needs to be questioned unless done by the private sector. An alternative might be to emphasize on-farm contracts for seed production of non-hybrid varieties for local resale on a decentralized basis. This would result in some loss in quality of seeds produced, but pilots have shown that farmers can obtain 90-95% germination on seed stock that they sell and get even better rates on what they keep to replant themselves. This is particularly helpful for women farmers since they retain control over the technology and the investment.

Environmental sustainability of sedentary agriculture in ASALs is also not adequately acknowledged in the profile. It is important to approach the problems of agriculture on marginal lands in as holistic a manner as possible. Synergistic value may be realized if this project is integrated with the land husbandry project. For example, field tests of drought-resistant crop varieties could be facilitated while also implementing land use practices that may themselves further increase yields and lesson resource degradation (such as integrated pest management, polycultures, and indigenous agroecosystems). In some areas, improvement in current pastoral practices to increase livestock productivity and make them more environmentally friendly may be more appropriate than encouraging crop agriculture.

ASARECA and USAID technical staff could assist IGAD in the rewrite of this proposal. The experience that ASARECA has had on strategy planning and identifying priority areas should be taken into account by IGAD.

### 6.2 Transboundary Livestock Disease Control and Vaccine Production

This project is timely and important from a development standpoint. It represents a critical regional concern both as a development investment and a disaster mitigation measure.

Livestock disease control relates strongly to regional food security and human health. People and livestock share many diseases. With the dairy market in the IGAD sub-region undersupplied, human as well as animal populations are at negative health risks. Livestock are also important as hedges against drought, famine, monetary inflation, and civil strife.

Overall, the proposal covers most of the important bases for an animal health control project: early warning information exchange systems, vaccine production and distribution, and community-based approaches to animal health service provision. Implementation of these activities also seem feasible since there are cadres of qualified and competent local animal health specialists available in the region, who only lack financial and moral support to practice animal health control.

The project can be complementary to several existing activities and organizations in the IGAD-subregion. IGAD should collaborate with and clarify its role in relation to existing livestock control activities in the region. Although the following list represents only a partial list of USAID-supported livestock projects in the region, it provides some indication of the need for IGAD to further clarify its comparative advantage and value-added in this area, as well as ways that it might build upon or support earlier investments already made in the region:

1) Livestock Collaborative Research Support Program (Livestock CRSP) funded by USAID. The IGAD proposal would serve to stimulate the commercialization of the CCPP vaccine, which has been successfully produced under this program. The CRSP Project has also involved the production of a recombinant (cocktail) vaccine which has the potential to address a number of important livestock diseases in a single administration. Depending on FY98 funding levels, the Livestock CRSP proposes to regionalize the technologies developed under the CRSP (particularly commercial vaccine production, distribution, and marketing). In a regional meeting in Uganda last year, IGAD representatives participated in defining regional priorities in the livestock sub-sector for future CRSP interaction. The activities outlined in this proposal match well with the future plans of Livestock-CRSP.

2) Tufts University Animal Health Project funded by USAID fields veterinarians to crisis locations as coordinators of vaccine campaigns and trainers of paravets. The program has also successfully developed a heat stable vaccine.

3) Uganda and Kenya Dairy Development Projects: USAID has funded work at both the producer and processing levels.

4) International Livestock Research Institute (ILRI), is a key international organization based in the GHA region and supported by numerous donors, that should not be overlooked as an important partner and resource. ILRI has recently submitted a proposal to ASARECA for the establishment of a Livestock Network in the IGAD sub-region, which has been approved by the ASARECA Governing Board. The Network will have a strong focus on feed, health and dairy issues in drought-prone areas, where livestock are critical to households' ability to adapt to the vagaries in climate, markets and services.

5) Pan-African Rinderpest Campaign (PARC) which is led by OAU/IBAR. This project could provide important lessons and is actively involved in addressing the recent rinderpest epidemic in the region.

IGAD should build upon the success of these programs, which could reduce the need for certain infrastructure and investment on the part of IGAD. IGAD needs to be careful to identify its specific comparative advantage relative to existing national and regional programs. Some services proposed such as Result 3.4 or 4.3 might be better done at the

national level or by existing institutions. There may also be a need to focus less on working with governmental owned vaccine production centers, and more on working through the private sector and other institutions, since these centers have historically had difficulty in producing adequate supplies of vaccine.

Concern also exists around the feasibility of establishing quarantine centers and creating sanitary cordons. Livestock owners may be opposed to this. Since livestock need to move, often across boundaries, according to the availability of food and water, veterinary cordon fences along country boundaries will disrupt historical migratory patterns of pastoralists (not to mention wildlife). This could be a recipe for disaster, both ecologically and socially, and illustrates the importance of including environmental concerns into project design. In some places, the carrying capacity of ASALs is an issue due to the bulk of livestock found. Activities related to improved animal husbandry also need to be linked to this project.

In addition to animal health issues, a regional livestock project should address cross-border livestock market development and value-added production opportunities that would be created by an expanded regional market. In fact, at a regional workshop convened by the SR-Livestock CRSP Project held to identify the top ten priorities in the GHA region, animal health did not come out as one of the highest priorities. Further discussions with the CRSP Project people, ILRI, ASARECA, and others who attended the workshop would be useful in pursuing needs beyond animal health.

### 7.1 Promoting Environmental Education and Training

The promotion of environmental education is a worthy investment, however it is important to target policymakers as well as school children. In certain instances, it may also be more important to encourage a more direct approach, such as soil and water conservation interventions, as opposed to education and training only.

### 7.2 Strengthening Environmental Pollution Control

The proposal identifies important areas of environmental concern. However, since most countries in the region have relatively low levels of industrialization and low use levels of agricultural chemicals, USAID does not consider this to be as high a priority as some of the other project profiles.

USAID has, however, worked closely UNEP, UNIDO, and the USEPA in other parts of the world on pollution prevention and control. Based on this experience, it is suggested that waste reduction be given greater emphasis. This is particularly important in relation to industry. Identification of recycling, material substitution, and processing changes can result in not only reduced pollution emissions but also cost savings, making voluntary pollution reduction more attractive to industry. Failure to incorporate pollution prevention into the

regulatory framework can result in the imposition of needlessly costly pollution control measures. In the absence of strong environmental controls, as is the case in the IGAD sub-region, it is may be best to reduce industrial impacts through pollution prevention methods and to stress engagement with industry itself to help address environmental impacts.

### 8.1 Capacity Building in Integrated Water Resources Management

The goal of this project is worthwhile for IGAD to pursue as coordination of water resources issues needs to occur at a regional level.

The vision for establishing a hydrological database which will span national boundaries is impressive. This could contribute to lessons for other regions to learn from, particularly if IGAD's efforts include dispute resolution.

The project also is complementary to a few existing activities in the region, as well as to activities in other parts of Africa.

1. Soil Management Collaborative Support Program (Soil Management CRSP) funded by USAID endeavors to improve agro-ecosystem performance by resolving the integrated soil-nutrient management constraints of water deficiency, acidity, nitrogen deficiency, phosphorus-deficiency, and soil erosion and degradation. Institutions in several West and East African countries work collaboratively under this program to develop tools for integrated soil-nutrient management, to improve agricultural productivity through biological nitrogen fixation and legume management, and to increase women farmers' access to fertilizers. The technologies produced under these projects are applicable to the IGAD states and can be made available to them.

2. The International Irrigation Management Institute (IIMI) has instituted a new water resource management initiative in Africa, which has been developed based on extensive involvement of NGOs focused on individual and collective management of water resources.

3. The Ethiopian Government's recent sponsorship of the Nile 2000 meetings

4. USAID's and the World Bank's work on water hyacinth control in Lake Victoria. As a further example, Ethiopia may particularly benefit from the type of assistance described in the proposal since the negotiation of water use rights is integral to the implementation of Ethiopia's new food security strategy. The strategy has a large emphasis on increasing areas under irrigation and water resources required come from rivers whose water use rights involve other countries in the region.

Undertaking a needs assessment seems vital, especially collecting information on other projects planned or underway, as capacity building needs to be done in the context of what is

already going on in the region. A study done in the Southern Africa region by Stanley Consultants for the Zimbabwe USAID Mission might be a good model related to undertaking a needs assessment. Broadening the scope of the needs assessment beyond capacity building may also be appropriate. For instance, having a result related to installing a specific type of data collection network seems premature. Any such recommendation should come out of the needs assessment.

A natural environment component to the study also warrants attention. This may be a significant oversight given that water problems in the region, particularly in The Sudan and Ethiopia, are intimately related to land use and desertification. To consider distribution and supply of water in the absence of an ecological context would be a mistake. It is therefore suggested that additional experts be added to the team of specialists proposed, including an aquatic ecologist and a livestock/agricultural systems expert. Hydrologists are familiar with watershed processes but focus more on physical, than the biological or social, aspects of water resources issues.

Although building capacity is necessary and appropriate for a regional entity like IGAD, the level of investment (36 man-months equal to 3 full-time people for a year) would lead a donor to expect outcomes that are more applied. For example, rather than only identifying institutions that are suitable for training, IGAD could conduct trainings and implement awareness creation programmes. USAID's Washington DC-based Water Team would be interested in providing IGAD with further technical support in relation to this profile.

### 8.2 Promotion of Community Based Land Husbandry

This project is important and addresses serious land degradation problems that exist in the region which negatively affect agricultural production and food security. IGAD and its member states have been important players in both the negotiation and interim activities of the Intergovernmental Negotiating Committee (INC) for the Elaboration of an International Convention to Combat Desertification (CCD) in those countries experiencing serious drought and/or desertification. The majority of IGAD members have become parties to this Convention, which came into force on December 26, 1996. Further development of this profile, as well as several of the other related profiles, could make use of the existing governmental agreements to various provisions of the Convention as a way of introducing concepts and themes important to implementation of this profile.

USAID has been a leading supporter of community-based natural resource management (CBNRM) in Africa and would be interested in collaborating more closely with IGAD on this project. In particular, USAID has funded or managed the following projects in Africa:

1) The Participatory Environmental Resource Management Program (PERM) in Tanzania

2) The Action Program for the Environment in Uganda
3) The Development Through Conservation in Uganda
4) The Coastal Resource Management Project involving several countries
5) The Conservation of Biodiverse Rich Areas (COBRA) Project in Kenya
6) The Campfiire Program in Zimbabwe
7) Soil Management Collaborative Research Support Program (Soil Management CRSP)
8) BASIS Collaborative Research Support Program (BASIS CRSP)

The Soil Management CRSP endeavors to improve agro-ecosystem performance by resolving the integrated soil-nutrient management constraints of water deficiency, acidity, nitrogen deficiency, phosphorus-deficiency, and soil erosion and degradation. Institutions in several West and East African countries work collaboratively under this program to develop tools for integrated soil-nutrient management, to improve agricultural productivity through biological nitrogen fixation and legume management, and to increase women farmers' access to fertilizers. The technologies produced under these projects are applicable to the IGAD states and can be made available to them.

The BASIS CRSP is planning a collaborative program in the Greater Horn region. The program will address rural land, labor and financial market constraints to improved agricultural productivity and incomes, with a particularly focus on key factor market constraints among pastoralists, and between pastoralists and agriculturalists, including transboundary land issues.

From USAID's experience there are several lessons that have been learned related to the success of CBNRM programs:

The adoption by governments of policies that are conducive for CBNRM is critical. This has been addressed quite effectively under the PERM program in Tanzania which has a strong focus on creating an enabling policy environment which allows communities to adopt CBNRM. One of IGAD's primary roles should be to help its member states adopt appropriate policies.

Natural resource management occurs best at the community-level. Even the Convention to Combat Desertification repeatedly refers to the need for 'bottom-up' planning and implementation. Members of IGAD who have signed the Convention have already committed themselves to the preparation of national action programs which includes " . . . undertaking an identification and review of actions, beginning with a locally driven consultation process, involving local populations and communities and with the cooperation of local administrative authorities, developed country partners, and intergovernmental and non-governmental organizations." USAID would be interested in working with IGAD and its Member States on the follow-up of CCD actions and policies at the national and sub-regional levels which promote such community-based processes.

One approach to a 'bottom-up' approach involves working through model farmers as team leaders, as is proposed by IGAD, which can be an excellent vehicle for environmental education and the promotion of sound techniques. However, the farmers need to be compensated for their work if this is to be effective. This is to be expected since instituting new farming techniques involves a certain amount of risk and teaching fellow villagers takes time away from their own activities.

If FFW is to be used to support Pilot Land Care Groups' activities, it is important to think about sustainability of such interventions. Communities should carry out conservation activities in the framework of land use planning rather than based on the amount of food available for conducting conservation activities.

Attention needs to be paid to gender related issues as there are important gender components to environmental resource use and degradation issues. Where these are evident in the IGAD subregion, they should be incorporated into the project's design and implementation.

However, further clarification is needed on the value-added of a regional entity like IGAD coordinating community-level activities and pilots projects (such as the Pilot Land Care Groups). Additional resources may be needed only for promotion of the concepts of CBNRM at the national level, with members states responsible for redirecting existing funds for natural resource management to more community-based approaches such as the PLCGs.

# SPECIFIC COMMENTS ON IGAD'S CONFLICT PREVENTION, MANAGEMENT AND RESOLUTION, AND HUMANITARIAN AFFAIRS PROJECT PROFILES

## 9.1 Capacity Building in the Areas of Conflict Prevention, Management, and Resolution

This represents an area where IGAD has a significant comparative advantage, and represents a logical follow-up to the commendable step made by IGAD's member states to enlarge the mandate of IGAD to include conflict prevention, management and resolution. The objectives and proposed results also complement the efforts of UNDOS, the EU, and the USG under its GHAI.

In the long-run, development of conflict management capacity in the region (both to prevent and resolve conflict) and a network of people who can work effectively on these issues will be exceedingly beneficial, since at this time there is quite limited capacity in the region to work on these important issues.

However, the profile could benefit from more definition. What types of conflicts will be focused on? How are conflict prevention, management and resolution activities each defined? What type of activities would be monitored by the early warning system and what type of response could be expected as a result of disseminating this information to decision-makers? A more detailed action plan to address the current crises in Somalia (as already agreed to by IGAD), rather than a plan for capacity building to address future crises, might better illustrate the approach to be taken.

Even without this level of detail, though, the USG agrees at this stage that some up front investment is required. As the proposal appropriately recognizes, without developing a meaningful level of regional capacity, IGAD and its member states will not be sufficiently prepared to meet the operational challenges they will be called upon to assume in this important area.

An important result that is missing from the profile, however, is the development and formalization of a specific 'mechanism for action' to guide member state action related to IGAD's formal conflict-prevention and peace-maintenance mandate. The member states have already committed themselves, as part of the new charter mandate, to establish an effective "mechanism for consultation and cooperation" and this needs to be explicitly presented as a result under this project. As an example, a Contract for Peaceful Cooperation could be prepared between member states that clearly states the processes and principles for cooperation; member states' responsibilities; and the possible repercussions from other

member states if any one violates the agreed upon responsibilities and principles (based on the Universal Declaration of Human Rights, the Banjul Declaration and whatever the UN and OAU have learned from Rwanda, Bosnia, etc.) Given the importance of full commitment and participation by all the member states if this project is to be successful, a demonstration of specific commitment such as this should be forthcoming.

The profile also discusses the importance of working with community leaders, civic organizations and NGOs to participate in the conflict prevention and peace-making activities. However, there is no reference in the activity section about their involvement nor possible role. NGOs should be supported to monitor the early signs of failure by governments to protect minority rights and be encouraged to bring grievances to the attention of IGAD. Using NGOs to resolve and heal conflicts at a local level is another possibility, but this should be recognized as a separate exercise since a more primary role is to prevent conflicts from happening through an active early warning system.

It is also critical for IGAD's stakeholders to keep in mind that due to the importance and magnitude of this work, the results of this project should not be measured in too short of a period..

### 10.1 Alleviation and Mitigation of Humanitarian Crises in the IGAD Sub-Region

The objective is sound and the activities are appropriate There is a need for a proactive, coordinated initiative designed to find sustainable solutions to existing refugee issues in the region and enhance capacity in disaster management.

The USG is particularly interested in refugee issues in IGAD's sub-region. This is well reflected in the USG's GHAI strategy. The USG is willing to support joint efforts between IGAD and UNHCR to address regional refugee issues, as well as the management structure proposed by IGAD, known as the Joint Support Unit. A similar structure was used in Central America with reasonably good effect, although one important word of caution is to ward against creating too many layers of management. The USG also believes coordination and flexibility of multilateral and bilateral aid mechanisms needs to be discussed and reviewed as part of the regional Plan of Action. Finally, the USG would encourage the IGAD and UNHCR to focus initially on the repatriation and reintegration of Somali and Eritrean refugees.

Concerning the disaster management component of this project, the proposed activities are complementary in principle to USAID's funded projects in disaster management capacity building in Ethiopia, in which the Ethiopian Government's Disaster Prevention and Preparedness Commission (DPPC), together with NGOs, are working on similar activities. This component is also complementary to activities and priorities of many UN agencies, other bilateral donors, and NGOs.

However, it is important that care be taken to avoid duplication of the efforts of others, since there are a multitude of players in the humanitarian assistance field in the IGAD sub-region. Special attention needs to be paid to the work of UNDHA, WFP, OFDA, UNHCR, ECHO, SACB and the NGO community.

Prevention, in addition to mitigation and management, is also vital for both components of the project and not emphasized enough. Concerning prevention of refugee flows, there is a need to identify potential refugees and internal displaced persons (IDPs) and provide assistance prior to the movement of large populations. Also in order to prevent repeated movements of people, linkages between rehabilitation and development projects at the point of refugee return are not enough. There is also a need a) for efforts to target actual refugees and IDPs rather than only formal refugees and IDPs; and b) for refugees to return home voluntarily, in safety and dignity, which requires serious efforts to resolve the underlying political instability that leads to most refugee outflows. The USG therefore sees a strong link between this project and IGAD's Project 9.1: Capacity Building in the Areas of Conflict Prevention, Resolution and Management.

Although disaster management capacity building is important, capacity building around preventive mechanisms also needs to be a undertaken. Humanitarian assistance experience has demonstrated that preparedness and mitigation activities are cost-effective measures relative to emergency response. However, the project focuses on managing disaster response only. Given the prominence of fluctuations in regional agricultural and food production levels, improved information on production levels, trade and regional prices, along with accompanying measures to ensure the flow of commodities from surplus to deficit areas, might be a cost-effective disaster prevention measures. Regional stocks on the other hand have not proven successful for many commodities. For example, SADC has attempted repeatedly to establish regional grain reserves. Improved information on regional linkages for effective commodity flows is more important. IGAD's Project 5.1/2 addresses this issue and could be linked to this project.

Several programs involving disaster prevention and mitigation represent models for IGAD to review: CILSS, SADC, the Disaster Preparedness and Mitigation Project in Niger, and UNDP's proposed assessment of disaster mitigation capacity in sub-Saharan Africa under the Drought and Desertification Agreement.