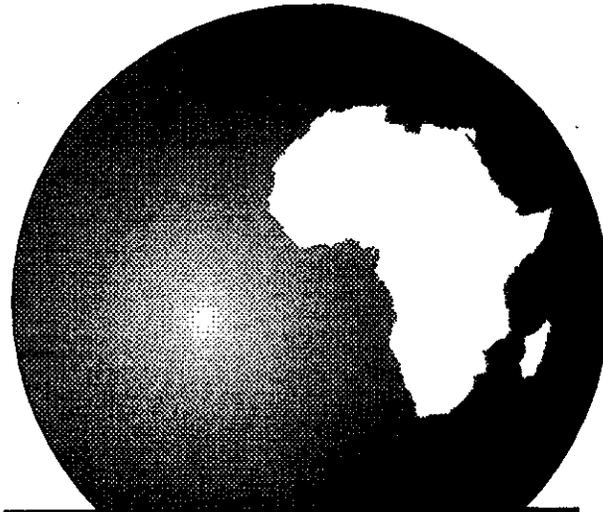




United Nations  
Economic Commission for Africa



Multidisciplinary  
Regional Advisory Group

REPORT ON A  
TECHNICAL ASSISTANCE MISSION TO  
COMESA ON AREAS FOR STRATEGIC PARTNERSHIPS  
IN FOOD SECURITY AND SUSTAINABLE DEVELOPMENT

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**UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA  
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**Addis Ababa  
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## I. INTRODUCTION

On January 15 1996, the Head of the Agriculture Division of the Common Market for Eastern and Southern Africa (COMESA) sent a request to the Executive Secretary of the Economic Commission for Africa asking for the services of the Commission's Senior Regional Adviser in Food and Agricultural Policy and Planning to assist COMESA in identifying areas for technical assistance collaboration in the area of food and agriculture and to draw up plan of action for ECA assistance for providing technical assistance to the member States of COMESA. Mr. George I. Abalu, the Commission's Senior Regional Adviser in Food and Agricultural Policy and Planning undertook a mission to Lusaka, Zambia from 5-14 June, 1996 in response to the request.

Furthermore, at the request of the Liaison Office of the Food and Agriculture Organization (FAO) to the ECA and the Organization of African Unity (OAU), the mission stopped over at the FAO's Sub-regional Office for Southern and Eastern Africa in Harare, Zimbabwe to hold consultations on the FAO's on-going and proposed activities in the subregion so as to ensure synergy between the outcome of the mission and the activities of the FAO, COMESA and, possibly, others as all the concerned organizations seek to achieve their common goals in the sub-region through shared efforts.

### **Terms of Reference**

The terms of reference of the mission were to:

1. In collaboration with COMESA and in consultation with other interested parties working in the region, identify the technical assistance needs of COMESA and its member States in the area of food and agriculture as well as in other related areas.
2. Jointly review ECA's new strategic directions, particularly those relating to Food Security and Sustainable Development; the work programme of the Lusaka MULPOC and for the sub-region; the work programme of COMESA with particular reference to food security and sustainable development; and the proposed and on-going activities of the FAO and other relevant organizations operating in the sub-region with a view to identifying common goals, areas for shared efforts, and opportunities for strategic partnership in meeting the technical assistance needs of COMESA and its member States.

3. Agree a practical and demand-driven plan of action involving ECA and COMESA and, possibly, others for addressing a selected number of these technical assistance needs within the framework, vision, and work programme of ECA and COMESA and other concerned organizations.

The mission was in conformity with the approved United Nations Regular Programme of Technical Cooperation for the 1996-1997 Biennium which calls for the provision of technical assistance to Inter-Governmental Organizations and member States in the formulation and implementation of appropriate policies, plans, and programmes relating to food security, and sustainable agricultural development.

### **Mission Activities**

The following activities were carried out during the mission:

1. Prior to the mission's departure from ECA a meeting was held with the Head of the Agriculture Division of ECA and his Chiefs of Section to review the terms of reference of the mission.
2. Consultations were held with the Sub-regional Representative of FAO's Sub-regional Office for Eastern and Southern Africa and with the Staff of the Policy Analysis Group at the sub-regional office to review their on-going and planned activities in the Sub-region. Consultations were also held with the staff of the ECA Lusaka MULPOC, the FAO Representation in Zambia, and selected officials and staff of COMESA Headquarters. A list of the people with whom the mission held substantive consultations is presented in annex to this report.
3. Relevant background documentations were consulted at the FAO offices in Harare and Lusaka, the ECA Lusaka MULPOC, and the COMESA Headquarters.
4. The food and agriculture goals, strategies, priorities, and work programmes of ECA, the Lusaka MULPOC, the FAO, SADC, IGADD and COMESA were reviewed and analyzed in order to identify areas of common interests and possibilities for shared efforts.

## **Mission Accomplishments**

The mission achieved all the goals it set for itself including:

1. Providing an objective assessment of the current status of implementation of the on-going and proposed work programmes of all the concerned organizations in the subregion in the area of food and agriculture.
2. Carrying out an identification and prioritization of possible areas of cooperation and collaboration between and among COMESA, ECA and others based on the objectives, priorities, and work programmes of all the concerned parties.
3. Preparing of detailed profiles for the planning, implementation, and follow-up of selected prospective technical assistance projects, including an analysis of the goals, the expected outcomes, feed back and follow-up mechanisms, role of all the parties involved, possible sources of funding and monitoring and evaluation mechanisms, for the consideration of ECA and COMESA authorities.

All of the above information are synthesized below for the consideration of ECA and COMESA and other interested parties. The report provides an overview of the technical assistance needs of COMESA and its member States, identifies a number of areas amendable to useful strategic partnerships between ECA and COMESA, makes recommendations on specific partnership arrangements between ECA and COMESA for the planning, implementation and follow-up of selected technical assistance activities, and draws up a plan of action for the implementation of the identified activities including an analysis of the role of ECA, COMESA, and possibly others and the sources and strategies for funding.

## **II. THE COMMON MARKET FOR EASTERN AND SOUTHERN AFRICA**

In 1981 a treaty was signed establishing the Preferential Trade Area for Eastern and Southern Africa (PTA). The PTA later became known as the Common Market for Eastern and Southern Africa (COMESA) in December 1994. The operational structure of COMESA comprises policy organs and a Secretariat. At the apex is the summit of Heads of State and Government, the supreme policy making organ of the Common Market. There is also a Council of Ministers made up of Ministers responsible for COMESA affairs. Under the Council of Ministers there is an Intergovernmental Commission of

Experts (ICE) made up of designated Permanent Secretaries who advise the Council of administrative and technical matters. The ICE is advised by sectoral Technical Committees, which are assisted from time to time by Specialist Committees. The Authority meets annually, the Council of Ministers and the ICE meet twice a year and the Technical Committees meet as necessary.

The Secretariat comprises four professional divisions ( Agriculture, Industry, Trade Customs and Monetary Affairs, Transport and Communications) and an Administration and Legal Affairs Division. It is headed by a Secretary General and has a professional staff of about 24.

### **Objectives of the Common Market**

The overall aims and objectives of the Common Market are to:

1. Attain sustainable growth and development of its member States by promoting a more balanced and harmonious development of their production and marketing structures;
2. Promote joint development in all fields of economic activity and the joint adoption of macro-economic policies and programmes to raise the standard of living of their peoples and to foster closer relations among them;
3. Cooperate in the creation of an enabling environment for foreign, cross border and domestic investment including the joint promotion of research and adaptation of science and technology for development;
4. Cooperate in the promotion of peace, security and stability among the member States in order to enhance economic development in the sub-region;
5. Cooperate in strengthening the relations between the Common Market and the rest of the world and the adoption of common positions in international fora; and
6. Contribute towards the establishment, progress and the realisation of the objectives of the African Economic Community.

COMESA operates under the following six programme areas:

1. Executive Direction and Management, including development of human capital, macro-economic analysis, statistics and tourism;
2. Cooperation in industry, energy, and environment, including technology, standardization, and quality control;
3. Cooperation in Agricultural Development;
4. Cooperation in the development of transport and communications;
5. Trade development and market integration; and
6. Development Finance and Technical Cooperation.

### **The Common Market Economies**

Initially comprising 18 members, the membership of the Common Market now includes 22 countries<sup>1</sup>. Twelve of the 22 members States are classified as Least Developed Countries (LDCs); eight of them (Burundi, Lesotho, Malawi, Rwanda, Swaziland, Uganda, Zambia and Zimbabwe) are land locked and two of them (Mauritius and Comoros), are islands. Most of these countries can be classified as rural with 70 to 85 per cent of the population living in the rural areas. However, many of them are characterized not only by high population growth rates averaging between 3 to 3.5 per cent per annum, but also by high rates of urbanization averaging 8 to 10 per cent per annum. These trends are commonly attributed to the deteriorating conditions in the rural areas resulting from decreases in rural incomes and the lack of food security.

COMESA has identified the following as some of the principal socio-economic problems and constraints faced by the countries of the sub-region:

1. High population growth rates which, in most cases, out-strip economic growth, industrial development and food production.

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<sup>1</sup>The 22 Member States of COMESA are: Angola, Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, Somalia, Sudan, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

2. Populations that are generally deprived of the basic needs of life such as adequate food, proper shelter and decent clothing and whose physical and social infrastructures are mostly poor and inadequate especially with respect to primary health care, education and social facilities.
3. Rigidities in production and distribution structures which lead to inefficiencies in resource allocation and economic management, low productivity, low returns on investment and low rates of economic growth.
4. Difficulties in devising effective macro-economic strategies that fully take account of the need to balance short term (crisis management) and medium to long term development concerns and in particular the absence of sustained success in addressing the persistent widespread poverty that affects over 70 percent of the population especially those residing in the rural areas and/or operate within the subsistence and informal sectors.
5. Difficulties in articulating, designing and implementing effective economic reforms that take into account the social and human aspects of development.
6. An absence of regional programmes designed specifically to enable the LDCs in the sub-region to participate fully in on-going economic integration efforts.
7. Lack of technical and managerial capacities resulting from inadequate attention in the past to the training and development of the manpower required to support national, regional, social and economic transformation efforts, resulting in generally low capabilities for development management and inadequate skills to maintain existing physical and social infrastructures, such as roads, railways, airports, schools, hospitals and other public utilities, with the consequent dependence on foreign technical assistance.
8. Inadequacy in development financing arising mainly from inappropriate strategies for domestic and external resource mobilization and management, exacerbated by significant declines in foreign direct investment as well as reduced inflow of official development assistance especially on concessional terms.

9. The growing debt service crisis accompanied by mounting debt stocks resulting from increased borrowing from overseas without adequate provisions for debt services or repayment.
10. Internal political problems which, in some cases, is disrupting or derailing the development process as a result of huge losses of life and property, the destruction of physical and social infrastructures and the inevitable diversion of resources away from economic development programmes.

### **The Agricultural Sector**

The agricultural sectors of the economies of many of COMESA's member States have been stagnating for quite some time. A recent analysis by COMESA concludes that at present about one-quarter of the total grain consumed in the sub-region comes from imports. The high level of food self-sufficiency witnessed in the sub-region in the 1960s and early 1970s as a result of good weather, low population and effective government interventions, have given way to ever increasing reliance on food imports. It has been estimated that between 1972 and 1983, the sub-region's share of cereal food aid to Africa increased from 12 per cent to over 50 percent. Between 1984/85 and 1991/92 the share was even much higher as a result of droughts and civil strife which are occurring much more frequently in the subregion.

COMESA summarizes the major constraints facing the agricultural sectors of its Member States as follows:

1. Low budgetary allocations to the agricultural sector ranging between 2 and 6 per cent as compared to the sector's contribution to the GDP of around 37 per cent on average;
2. Public policy which, in most cases, favours consumers rather than producers as exemplified by prevailing low agricultural producer prices;
3. Unfavourable international markets for the major cash crops and commodities such as coffee , tea and other products;
4. The persistent low precipitation cycles and protracted civil strife in many countries;

5. High population growth rates, coupled with unfavourable land tenure policies in most countries;
6. Weak delivery systems, inadequate research and extension and poor technology generation; and
7. Low yield in the crop and livestock sectors due to the low rate of adoption of new technologies.

To achieve its aims and objectives in the area of agricultural cooperation the Common Market has spelt out a number of specific undertakings to be carried out. These include:

1. Cooperation in the agricultural development of the subregion;
2. Adoption of a common agricultural policy;
3. Enhancement of regional food sufficiency;
4. Cooperation in the export of agricultural commodities;
5. Coordination of policies regarding the establishment of agro-industries;
6. Cooperation in agricultural research and extension; and
7. Enhancement of rural development.

#### **Scope of Activities of COMESA's Agriculture Division**

Since its inception, the work of COMESA's Agriculture Division has covered the following areas:

1. Staple food crops production;
2. Livestock development;
3. Fisheries development;
4. Forestry development;
5. Soil, water and wildlife conservation and development;

6. Agro-allied industries development;
7. Population, food production and rural development studies; and
8. Manpower training and development.

### **Staple Food Crops Production**

In the past COMESA concentrated on four main areas of activity relating to staple food crops production, namely: delineation of agro-ecological zones (food crop belts), identification of reference research centres, and project preparation for the prevention of food losses and the promotion of food marketing.

With regards delineation of agro-ecological zones, ten major staple food crops have been identified for all the countries of the subregion namely: maize, sorghum, millet, cassava, wheat, beans, sweet potatoes, rice, bananas and white potatoes. The areas most suitable for rainfed production of these crops have been delineated within the subregion as "crop belts" on the basis of agro-ecological conditions (soils, temperature rainfall etc.). Following the delineation of agro-ecological zones (food crop belts) high potential cereals and legumes producing countries have been identified and project documents prepared. The identified projects are in Ethiopia (wheat), Kenya (grain legumes), Malawi (rice and grain legumes), Tanzania (rice), Uganda (maize and grain legumes), and Zambia (maize and wheat).

A number of reference research centres for each of the zones were also identified to spearhead subregional research and training. The identified reference research centres are expected to provide the much needed research, training and technical support to food crop programmes in the different agro-ecological zones when they become fully equipped. Efforts to obtain the necessary technical and financial assistance for strengthening the reference research centres are under way although the response so far has been very slow.

The Common Market's project on the prevention of food losses is aimed at reducing food losses in order to improve food supplies. The former PTA Secretariat in conjunction with the Economic Commission for Africa (ECA) had undertaken a project identification study on the prevention of Post-Harvest Food Losses in Malawi, Somalia, Uganda and Zambia. The recommendations of the project for the different countries included the following:

**Malawi**

1. Improvement of small-scale farmers' storage structures;
2. Production and distribution of small power-driven flour mills; and
3. Establishment of food and inputs supply centres.

**Somalia**

1. Research in on-farm storage pits;
2. Improvement/rehabilitation of central grain storage;
3. Promotion of grain banks; and
4. Promotion of small-scale milling industry.

**Uganda**

1. Support to the proposed Food Quality Control Service;
2. Support to the Appropriate Village Technology Centre;
3. Support to small-scale farmers' food crop drying and storage activities;
4. Research and development for solar dehydration of plantains and roots and tubers;
5. Support to improved fishing and fish processing;
6. Improved production, conservation and consumption of legumes; and
7. Rehabilitation of Farmers' Training Centres.

**Zambia**

1. Improvement of small-scale and emergent farmers' grain storage;
2. Support to Provincial Cooperative Unions Food Marketing;

3. Promotion of natural fibre grain bag industry;
4. Improvement of traditional fish processing;
5. Strengthening Food Quality Control Laboratory; and
6. Promotion of Small-Scale Milling industry.

Not much follow-up has taken place on the implementation of the above recommendations although a number of projects on the prevention of food losses based on the recommendation of the above studies have been prepared and submitted for donor funding.

COMESA's activities in the area of food marketing have been aimed at improved food security through increased trade in food products. Project identification studies have been carried out in selected countries and a number of project documents have been prepared and submitted to prospective donors. A subregional study on food marketing covering seven countries representing food surplus, food deficit, land-locked and coastal states respectively, has been completed. The countries involved include: Ethiopia, Kenya, Malawi, Rwanda, Tanzania, Zambia and Zimbabwe. The study identified inadequate production and trade data as a major constraint to subregional trade in food. As a result, a project document has been formulated to establish a Food and Agriculture Trade Promotion Unit (FATPU).

#### **Livestock Development and Disease Control**

COMESA's livestock development programme is targeted at four areas namely, animal disease and pest control or eradication, genetic improvement, improved nutrition, and food loss prevention. The emphasis in the livestock diseases and pest control area is on inter-country collaboration to achieve control and eventual eradication of major animal diseases and pests. To this end, a number of national veterinary laboratories have been designated as collaborative reference research centres in the production and development of vaccines. Preliminary evaluation work on the capabilities of these centres has been done and the assessment concentrated on available and needed equipment and personnel. As with the crops reference research centres, prospective donors have been approached for funding but the response has also been very slow.

Two projects aimed at livestock diseases and pest control and eradication covering Djibouti, Ethiopia, Kenya, Somalia, Rwanda, Tanzania and Uganda, have been finalized. One project involving livestock pest control and covering Malawi, Mozambique, Tanzania, Zambia and Zimbabwe, and another involving tsetse and trypanosomiasis control training have also been prepared.

COMESA's work in the area of breeding and selection has concentrated on the identification of artificial insemination centres as subregional collaborative centres in providing high quality semen for the improvement of dairy and beef cattle. Genetic improvement of small ruminants and of other animals such as pigs and poultry also features in the objective of the programme. In this regard, a project on goat and sheep breeding and selection for Burundi and Rwanda was finalised and submitted for funding.

The Division has also carried out a study to identify projects to reduce losses in the livestock sector. Furthermore, the Division, in collaboration with its member States, has also identified common livestock diseases which hamper the productivity of the sector and hinder the exchange of genetic material either as semen or live animals. A project document on livestock diseases control aimed at the control and eventual eradication of livestock diseases and the improvement of the animal genetic stock for increased milk, meat and egg production covering Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, Sudan, Tanzania and Uganda has been finalised and submitted to the EEC for funding.

In the future, the Common Market plans to continue to mobilise resources: for livestock diseases control efforts; breeding and selection of indigenous livestock species to enhance their productivity; the development of a sound nutritional base and training of manpower especially for tsetse control programmes. Vaccine development is also an area which will be emphasized.

### **Fisheries Development**

COMESA's fisheries development programme is aimed at boosting fish production to attain self-sufficiency and promote trade within and outside the subregion. The focus is on four areas namely, improved fishing boats and gear, maintenance of fish stocks, research and training, and improved processing and marketing. Preliminary studies have been carried out to identify reference fisheries research centres. Several projects have also been prepared and submitted to prospective donors for funding. The ADB provided

a small grant for the conduct of sectoral development studies but the response from other donors is still awaited.

In the future the intention is to focus in the following areas:

1. Fisheries research for the purpose of carrying out fish stock assessment and rationalisation of the exploitation of fisheries resources to ensure their continued sustainability;
2. Aquaculture development by providing fish seed, training and financial support in the form of credit to fish pond owners;
3. Establishment of credit schemes for fishing communities to provide fishing inputs for effective exploitation of fisheries resources, shore-based handling, and processing and storage facilities for fish preservation;
4. Commercial exploitation of marine fisheries including Exclusive Economic Zones (EEZ) by providing equipment, expertise and surveillance service to control illegal fishing;
5. Training of artisanal fishermen in improved fish processing methods so as enable them benefit from existing technologies and research results;
6. Improving the methods currently used in the collection and processing of fisheries statistics and fish stock assessment to attain more coordinated fisheries management practices particularly in shared water bodies and setting up a Fish Trade Promotion and Technical Information Service Centre to improve the collection, analysis and dissemination of fish production and trade information data so as to produce fish and fish products that meet regional and international standards.
7. The promotion of shore based processing and storage facilities to reduce post-harvest losses and ensure a better distribution of fish products from surplus production areas to inland deficit consumption areas and the expansion of intra-COMESA trade in fish through the provision of regular market information on supply and prices and the availability of improved transportation and preservation systems and methods.

### **Forestry Development**

COMESA's focus in the forestry area has been on the promotion of forestry industries, marketing, afforestation and conservation. A project dealing with the development of plantations for forest based industries was initiated under technical assistance from UNDP. The four year project was concerned with forest resources identification/assessment, forestry-industries development/rehabilitation, and improved marketing and manpower development as a means of increasing subregional trade in forestry products, reducing overseas imports of forestry products and training forestry managers and planners.

Although not much work is presently being undertaken in the forestry area, COMESA would like to focus on the utilisation of manmade and natural forests in the production of timber, paper, pulp and chip-board, when and if resources become available. There is also interest to engage in wildlife development and management to protect endangered species such as rhinos and elephants, as a source of revenue and tourist attraction as well as an exploitable resource base for food.

### **Rural Development**

COMESA has been interested in rural development programmes which promote a package of measures aimed at increased production and productivity such as appropriate mechanisation, farmer training, agrarian reforms, strengthening extension services network in rural areas, improved nutrition and health programmes, improved water and fuelwood supply, rural electrification and promotion of agro-industries based on local raw materials. To this end, following the directives of its Policy Organs, COMESA has proposed a series of studies on population, food production and rural development for execution if and when funding is secured.

## **III. FOOD SECURITY PROGRAMMES IN THE COMESA REGION**

Most of the member countries of COMESA belong to several regional economic cooperation groups each pursuing a major food security programme of its own. In addition several regional and international organizations including ECA and the FAO carry out significant food security activities in the region. In this chapter we review the food security activities of these organizations and agencies.

## **COMESA**

Food security is one of the top priorities in work programme of COMESA's Agriculture Division. In addition to the focus provided to it in all of the programme activities that have been described above, the Division's thrust in this important area also includes programmes aimed at food production, marketing and storage, strategic food reserves, prevention of food losses, early warning systems, food imports and increased purchasing power of the people.

### **Promoting Improved Inter-State Food and Agricultural Marketing**

Because COMESA focuses on trade in food and other agricultural commodities the objective is to promote increased trade in these items through the creation of effective mechanisms for facilitating trade information flow to bring together food surplus and food deficit countries within the subregion. The plan is to encourage long-term purchase agreements between surplus and deficit countries in food and other agricultural commodities in order to sustain acceptability and availability of food and other agricultural commodities. In this regard, COMESA has been actively encouraging diseases and pest control, processing, quality control, standardization and storage as well as the promotion of production, marketing and export of non-traditional agricultural commodities. It also intends to encourage the local refinement of primary commodities so as to minimize the effect of price changes which are beyond the control of its member States.

### **Reduction of Post-Harvest Food Losses**

Food losses due to insect attacks and disease, poor harvesting techniques, poor handling, processing and storage are currently estimated to reach 10, 20 and 35 percent of the production of livestock, fisheries and crops, respectively. COMESA has identified a number of programmes aimed at the reduction of food losses in the sub-region such as improved off-farm, on-farm and national storage facilities; improved food harvesting, handling, and processing facilities for plants and animal products including modern abattoirs and fish handling facilities.

### **Establishing Effective Early Warning Systems**

An important part of COMESA's food security programme is the coordination of a subregional Early Warning System (EWS) involving intensified monitoring of weather and crop forecasts on a continuous basis. A number of national programmes have been established in many COMESA

countries with the assistance of the FAO. The plan is to strengthen, coordinate and expand their scope and coverage and work in collaboration with SADC, IGADD, FAO and the drought monitoring unit based in Nairobi, Kenya. The intention is to take advantage of existing satellite imagery techniques to improve weather forecasting and to disseminate the information collected to all COMESA member States to enable them take timely decisions and plan accordingly. It is also felt that early warning information will be further strengthened by the recently launched FAO satellite communication system (DIANA - Direct Information Access Network for Africa) which allows real time transmission of high volume ARTEMIS product data files to user terminals in Nairobi, Kenya; Accra, Ghana; and Harare, Zimbabwe. By relaying this information to national early warning units for follow-up action, the effectiveness of National EWSs could be greatly improved. This will, however, require support to national early warning units, both at the technical and policy levels in order to take advantage of the information provided by the regional and global systems.

#### **Monitoring Food Imports and Food Aid**

COMESA continues to monitor subregional food imports in collaboration with the World Food Programme (WFP) in order to give its member States the necessary information on the performance of the food sectors.

#### **The Southern Africa Development Community**

The Southern Africa Development Community (SADC), established in 1992, is the successor to the former Southern African Development Co-ordination Conference (SADCC) which was established in 1980 to shield the independent states of Southern Africa from the socio-economic problems of apartheid South Africa. It presently has a membership of 12, all of which overlap with those of COMESA.

Over the years SADC has built up credibility and experience in the design and implementation of practical sectoral programmes in the areas of: transport and communication, food, agriculture and natural resources; energy, mining; tourism, and human resources development, culture, and information.

Its Food, Agriculture, and Natural Resources Programme is one of the largest and presently contains over 90 projects which give priority to the following:

1. Food security which incorporates projects in areas such as early warning systems, the development of a regional food security and nutritional system, and the strengthening of migrant pest control;
2. Agriculture and natural resources which incorporates projects such as the SADC plant Genetic Resources Conservation programme and the Livestock Improvement Programme;
3. Environment and Land Management with projects related the Namib Plan of Action for the Kalahari and the Zambezi River System Action Plan and the protocol on Shared Water Systems in the SADC region;
4. Inland fisheries, forestry and wildlife with projects on; biodiversity conservation for Lake Malawi, improvement and strengthening of forestry colleges in the SADC region; community forestry development for fuelwood production, environmental conservation, and reclamation of degraded land; optimum management of watershed areas and the establishment of the Southern african Centre for Ivory management

### **The Inter-Governmental Authority on Drought and Development**

The Intergovernmental Authority on Drought and Development (IGADD) was established in January 1986 by the Assembly of the Heads of State and Government in Djibouti. The extent, gravity, and impact of the recurrent drought and other related natural disasters which were afflicting their respective countries prompted the Governments of Djibouti, Ethiopia, Kenya, Somalia, Sudan and Uganda to create IGADD in a concerted and coordinated effort to combat drought and other related natural disasters and their consequences and strengthen their cooperation in all fields to ensure the development of the sub-region.

Since its inception, IGADD has initiated a number of projects relating to food security and sustainable development.

The current IGADD food security and environmental protection strategies were adopted about the same time in 1990. The food security strategy emphasizes the procurement and provision of food of appropriate quality and quantity for healthy living. Adopted at a conference in Kampala in September 1990, its overall objective "is to provide food security thereby ensuring that every person in the IGADD subregion has sufficient food at all times for an active and healthy life." It calls for the provision of food of acceptable quality and quantity at the household as well as at the national levels. To achieve this objective, the Kampala Conference proposed specific actions to be undertaken at the national and subregional levels including boosting of food and livestock production, improving the efficiency of marketing systems, (protecting) and increasing food consumption as well as improving national and subregional food policy management. The core projects proposed by the Kampala Conference relate to agricultural research and extension, grain marketing, storage and reserve stocking, liberalization of food trade, while the non-core ones pertain to livestock development, management of labour intensive public works, drought relief charter, dissemination of results, etc.

The Strategy for Environmental Protection and Combating of Desertification focuses on the protection of the environment for enhanced and sustainable food production. Adopted in October 1990 at a Nairobi Forum, its objectives are twofold as follows:

1. To achieve optimal and sustainable use of natural resources of the subregion aimed at wise land use practices, protection of vulnerable ecosystems, public awareness and institution building; and
2. To maximize the use of the resources allocated for the subregion through subregional cooperation."

Eight elements (or principles) are listed in the strategy to guide in actions to be undertaken by the appropriate authority. They include:

1. Reduction of pressure on marginal lands;
2. Measures to counteract land degradation (soil conservation);
3. Increased biomass production (rangelands, forests);
4. Groundwater and surface water management;

5. Maintenance of biodiversity;
6. Strengthening of the human knowledge base;
7. Implementation of environmental assessment activities; and
8. Finding solutions to the environmental problems of refugees and displaced people.

IGADD has been experiencing some difficulties since the early 1990s in attracting donor support for the implementation of the projects it has identified and, as a result, many of the projects are yet to be implemented. A recent study suggests three reasons for this situation, namely, donor fatigue, the secretariat's lack of capacity, and the nature of the programmes themselves.

IGADD's Five Year Food Security Programme, 1992-1996," was an attempt to reformulate and prioritize the projects in its portfolio to make them more attractive to its member States and its development partners. A number of criteria were laid out to guide the selection of projects and activities in which IGADD should focus in the future. This fact notwithstanding, the new five-year programme included almost all the projects that were under consideration in the past. One thing that is, however, clear is that there is considerable overlap between the activities of COMESA and IGADD particularly in the area of food security and sustainable development.

### **The Food and Agriculture Organization**

The newly created Sub-regional Office for Eastern and Southern Africa of the FAO, as the name implies, is responsible for the organization's activities in the sub-region. Understandably, the Office is in the process of finalizing its vision and strategy for the sub-region. The Office has a Policy Assistance Unit and a Multidisciplinary Team of Specialists in agricultural education and extension, food security, farming systems, fisheries, nutrition, forestry, soils, water resources, plant production and protection, statistics, and investment analysis.

For the 1996-1997 Biennium, the Policy Assistance Unit plans to carry out the following activities:

1. Review the agricultural policies, strategies, programmes, and performance of the countries in the sub-region;
2. Undertake agricultural sector/sub-sector reviews;
3. Provide support to countries preparing for (or implementing the recommendations of) Round Tables, Consultative Group Meetings or other sectoral consultative meetings;
4. Formulate and backstop planning and policy assistance field projects;
5. Provide support to decentralized planning activities;
6. Provide policy support to SP-LIFDC activities;
7. Provide policy support to countries undergoing major socio-economic reforms and countries recovering from major emergencies;
8. Study specific agricultural policy issues of particular significance in the sub-region;
9. Engage in capacity building for agricultural policy formulation and planning;
10. Provide policy assistance to regional/sub-regional groupings; and
11. Provide assistance in the preparation and review of technical assistance programmes.

Furthermore, FAO has undertaken a number of studies in the sub-region including:

1. A study to provide research support for policy analysis for agricultural integration and development in the COMESA area covering:
  - a. Assessment of current unofficial cross-border trade;

- b. Construction of a matrix of official inter-state trade among the COMESA member countries for the year 1991; and
  - c. Analysis of key policy issues that must be resolved by the COMESA governments, individually and collectively, for agricultural integration and development in Eastern and Southern Africa.
2. A study carried in 1993/1994 to identify key policy issues affecting intra-national trade in food and agricultural products covering in the sub-region:
- a. National policies on the marketing and distribution of agricultural produce, particularly foodstuffs;
  - b. Structural adjustment programmes in general and trade liberalization policies in particular;
  - c. National food security strategies;
  - d. The role of the private sector in the production, marketing and distribution of agricultural produce;
  - e. Policies on the control or deregulation of agricultural commodity prices, including prices of agricultural inputs;
  - f. Institutional arrangements/mechanisms for agricultural marketing.
3. A study on trade policies in the COMESA region focusing on the key policy issues that need to be resolved by the different countries individually and collectively in pursuit of agricultural integration and development with descriptions of national agricultural policies and how they facilitate or hinder intra-COMESA trade.

The Unit has started building up a data base on the countries of the sub-region as a basis of its future work.

### **The ECA Multinational Programming and Operations Centre**

The Multinational Programming and Operational Centres (MULPOCs) were established in 1977 as the regional operational arms of ECA to assist in the promotion and implementation of operational programmes and projects. They operate in the various disciplinary areas as the parent ECA. In the area of food and agriculture, the MULPOC undertook the following activities in the 1994-1995:

1. Evaluation of sub-regional food security plans in Eastern and Southern Africa and ;
2. Assessment of the impact of land use policies on poverty alleviation and food security in Eastern and Southern Africa;
3. The conduct of a training seminar in food security.

The following activities are planned for implementation during the 1996-1997 Biennium:

1. Harmonization and rationalization of agricultural policies to achieve food security in the region;
2. Symposium on food security including the development of food processing projects to promote women entrepreneurship;

The MULPOC has identified a number of areas for possible cooperation with COMESA during 1996-1997. These include:

1. Irrigations development and river basins management;
2. Food security;
3. Agro-industries, particularly on crops fisheries and forestry development;
4. Training activities in the areas of crops development and fish quality maintenance; and
5. Workshops to finalize COMESA's food security strategy and work programme.

In addition to the above mentioned activities, ECA Headquarters, in collaboration with the Lusaka MULPOC, has had a project in the sub-region since the mid-1980s whose objective was to establish a Sub-regional Maize Research Network for Eastern and Southern Africa. Research activities were started in a number of countries and some networking activities did take place. However, because of funding limitations and a number of organizational difficulties the network never did quite take off. A new project dealing with the development of a Rural Development Support Communications Network for Africa was later initiated within the frame work of the Maize Network. The objective of the project was to address the problem of poor communication between researchers , extensionists, and small-scale farmers. Again here, the key component of this one year project dealing with the establishment of a regional information network could not be fully implemented due to a number of reasons including high turn over of local staff, difficulties with logistic support and financial limitation. A proposal has been made for the second phase of the project although funding is still a major problem.

The Commission, with Netherlands assistance, is in the process of initiating a project to assess the status, potentials, and feasibility of a shrimp farming industry in eastern Africa. The objective of this first phase of the project is to promote shrimp farming industries in Kenya and Tanzania along the lines of shrimp farming activities already in operation in Madagascar and Mozambique.

#### **IV. TECHNICAL ASSISTANCE NEEDS OF COMESA AND POSSIBILITIES FOR COLLABORATION**

It is difficult to authoritatively assess the present priority areas of technical assistance needs of the member States of COMESA in the area of food and agriculture without a through and comprehensive needs assessment study. The record, however shows that a large number of studies have already been undertaken by COMESA and others in the past to ascertain the needs of the countries of the sub region. There is no reason to believe that these needs have changed much over the years.

##### **General Areas of Need**

A recent COMESA study has identified a number of priority areas for technical assistance. The first priority identified was to strengthen the framework for cooperation and development in the sub-region. The overriding concern was that the deteriorating social and economic conditions in most of the member States was a matter of grave concern since many of

their deep and serious economic and social crisis arise from their inability to redress the growing mass poverty, rural degradation, frequent food shortages, high debt burdens and internal political problems. Hence the need for COMESA, with the assistance of its strategic partners, to find adequate and lasting solutions to these problems.

The second priority area highlighted is to devise special programmes to assist the Least Developed Countries (LDCs) in the COMESA subregion to reduce poverty. The study felt that it was a matter of concern that no less than twelve of its member States are classified as LDCs and that without properly defined technical assistance, these countries will not be able to adequately take advantage of the institutions of COMESA to engender real economic and social transformation. The report concludes that COMESA should be assisted to become an institution that can truly propel its LDCs towards real economic and social advancement.

The third priority area mentioned in the report is capacity building. The report suggests that COMESA should focus on developing its own skills and competence in all fields. In this regard, the foremost attention should be placed on quickly addressing the deficiencies in the Common Market's capacity for macro-economic analysis and regional programming. Another capacity building area identified is on developing capabilities for management of the environment and the need to rehabilitate, repair and maintain existing capital equipment, factories, ports and harbours, roads, railways, airports and social infrastructures and to operate them efficiently. The report calls for special attention to be given to the building of the capacity of women to articulate, design and implement their own programmes in trade, business and industry. The report also calls for technical assistance to COMESA in the establishment of a Technical Cooperation Programme. The essence of such a programme is to ensure that those member States with superior technical know-how in various fields, but especially in the maintenance of infrastructures, can assist others to become self-reliant over time. The report calls for special emphasis to be placed on developing capabilities for the maintenance of capital equipment (e.g. plant and machinery, buildings and construction), physical infrastructures (e.g. schools, hospitals and primary health care units) and public utilities as well as on the development of capacities for establishing basic industries (e.g. engineering, metal and chemical industries) as a basis for the provision of goods for the common market and the transformation of the economies in the market from primary commodity dependents to more diversified export structures.

The fourth priority area is to devise new technical assistance programmes that will directly assist in the full integration of women in all aspects of COMESA programmes. The report recognizes that women constitute the backbone of economic activities in the rural areas of the sub-region and that they are playing an increasingly crucial role in the modern sectors. Consequently, many of COMESA's programmes may not have the intended impact if women are not fully integrated in the formulation and execution of the programmes.

The fifth area of focus is in private sector participation in the development of the subregion. The report recognizes that smooth operation of market forces constitutes a critical element in intra-COMESA trade and that this is linked to the availability of the needed technology for the development of the economies of the sub-region. Hence the need to create the necessary "enabling environment" for the private sector to be an integral and important part of the development of the Common Market.

The sixth area of focus calls for technical assistance to develop adequate capacities for macro-economic analysis and policy formulation at the COMESA level especially analysis of the effects of economic reforms (or structural adjustment programmes) on regional economic cooperation and integration.

### **Areas of Need in Food Security**

The Common Market aims to achieve regional food security and national agricultural production within its jurisdiction through cooperation. It has stated clearly that in the area of food security, its central need is in promoting complementarity, specialisation, and sustainability of the national agricultural programmes of its member States with a view to ensuring:

1. A common agricultural policy;
2. Regional food sufficiency;
3. An increase in the productivity of crops, livestock, fisheries and forestry for domestic consumption, exports within and outside the Common Market and as inputs to agro-based industries; and
4. Replacement of imports on a regional basis.

Specific undertakings of cooperation in the different areas of the agricultural sector in which technical assistance may be required are outlined below.

**Agricultural Development**

1. The harmonisation of agricultural policies of the member States with a view to having a common agricultural policy;
2. Research, extension and the exchange of technical information and experience;
3. The development of agro-meteorology and climatology;
4. The production and supply of food-stuffs;
5. The coordination of the export and import of agricultural commodities;
6. The coordination of bulk purchases of imports of essential agricultural inputs;
7. The control of animal and plant diseases and pests;
8. The development and utilisation of land and water resources, particularly shared river and lake basins;
9. The exploitation and surveillance of the exclusive economic zones with regards to marine fisheries development; and
10. The marketing and stabilization of prices of agricultural commodities bearing in mind internal agricultural and exchange rate policies in individual member countries.

**Supply of Staple Food**

1. Ensure adequate supply and availability of food by the promotion of agricultural development that would lead to the production of surpluses in food, the establishment of adequate storage facilities and strategic grain reserves;
2. Promote cooperation in the production of foodstuffs which are rich in protein such as meat, fish, dairy products and legumes;

3. Ensure the prevention of pre- and post-harvest losses; and
4. Establish a Common Market Early Warning System to assess and supply information regarding the food security position within the member States and the Common Market.

### **Export of Agricultural Commodities**

1. Coordinate policies and activities relating to the export of crops, livestock, livestock-products, fish and fish-products and forest-products;
2. Harmonize policies in relation to international commodity agreements for the export of crops, livestock and livestock-products, fish and fish products and forest-products;
3. Cooperate in solving specific problems relating to the export of crops, livestock, livestock-products, fish and fish-products and forest products;
4. Harmonize policies and regulations relating to phytosanitary and sanitary measures without impeding the export of crops, plants, seeds, livestock, livestock-products, fish and fish-products;
5. Harmonize agreements granting concessions for the exploitation of agricultural resources especially fisheries and forest products by third country nationals.

### **Agro-Industries**

1. Promote on-farm processing of crop, livestock, fish and forest-products so as to enhance the value and availability of finished or semi-processed products and to increase employment of incomes;
2. Endeavour to consult one another concerning the establishment of large scale agro-industries so as to avoid under-utilisation of existing and planned processing capacities;
3. Cooperate in jointly establishing any large-scale agro-industrial processing complexes where such collective processing of agricultural commodities is synergistically advantageous for the Common Market;

4. Coordinate national agro-industry development policies and programmes so as to achieve balanced agro-industries development in the Common Market in line with the comparative advantages enjoyed by the individual member States;
5. Coordinate policies and activities regarding the production of raw materials to sustain agro-industries within the Common Market; and
6. Coordinate policies regarding the importation of raw materials which can be produced within the Common Market.

**Agricultural Research and Extension**

1. Give priority to research on food crops;
2. Strengthen and effectively utilise existing national agricultural research and extension institutions on a network basis for the benefit of the Common Market;
3. Exchange pertinent research findings and research and extension expertise for the benefit of the farming community within the Common Market;
4. Strengthen extension services in order to establish effective liaison mechanisms between research systems and farmers; and
5. Establish data banks and journals for the dissemination of research and extension information within the Common Market.

**Drought and Desertification Control**

1. Agree on appropriate policies on the utilisation of fragile lands in order to prevent land degradation;
2. Institute appropriate measures to contain the effects of droughts by developing irrigation programmes, improved techniques in dryland farming and the use of drought-tolerant crops; and
3. Cooperate in the exchange of information and expertise regarding drought and desertification management.

**Rural Development**

1. Appropriate mechanisation;
2. Improved water supply;
3. Health services;
4. Improved nutrition;
5. Improved rural access roads and means of transport and telecommunications;
6. Rural electrification and supply of wood fuel;
7. Educational services;
8. Rural resettlement to facilitate the rational utilisation of land; and
9. The development of rural industries.

**Farmers Participation**

1. The utilisation of farmer organisations as effective mechanisms for the marketing and processing of agricultural produce;
2. The provision of essential services to members of farmer organisations at the regional level;
3. The fostering of collaboration among the farming community by means of inter-regional visits, exchange of ideas and information, and trading;
4. Training on risk management practices and promoting the development of agricultural insurance schemes and other loss minimisation measures within the Common Market; and
5. The promotion of rural insurance.

**Management of Natural Resources**

1. Take necessary measures to conserve natural resources;
2. Cooperate in the management of natural resources for the preservation of the eco-systems and arrest environmental degradation;
3. Adopt common regulations for the preservation of shared land, marine and forestry resources;
4. Adoption of common policies for the conservation and management of natural forests industrial plantations and nature reserves;
5. Exchange of information on natural forests and industrial plantations development and management;
6. Joint promotion of a common forestry practice within the Common Market;
7. Joint utilisation of forestry training and research facilities;
8. Adoption of common regulations for the preservation and management of all catchment forests within the Common Market;
9. The establishment of uniform regulations for the utilisation of forestry resources in order to reduce the depletion of the natural forests and avoid desertification within the Common Market;
10. Establishment and adoption of common regulations for the better management and development of marine parks, reserves and controlled areas;
11. Adoption of common policies for the conservation, management and development of fisheries resources; and
12. Establishment of uniform fisheries investment guidelines for inland and marine waters.

**Management of the Environment**

1. Develop a common environmental management policy that would preserve the eco-systems of the member States, prevent, arrest and reverse the effects of environmental and industrial pollution, declining bio-diversity, loss of genetic diversity and land degradation;
2. Develop special environmental management strategies to manage forests, terrestrial marine resources, water resources, atmospheric emissions, water and hazardous toxic substances;
3. Accede to the UNCED Agreements relating to the Conventions on climatic change and biodiversity;
4. Accede to the UNEP Convention for Eastern and Southern Africa on water and marine resources;
5. Take measures to control trans-boundary air and water pollution arising from mining, fishing and agricultural activities;
6. Adopt common environmental control regulations, incentives and standards;
7. Develop capabilities for the assessment of all forms of environmental degradation and pollution and the formulation of regional solutions;
8. Encourage the manufacture and use of biodegradable pesticides, herbicides and packaging materials;
9. Discourage the excessive use of agricultural chemicals and fertilizers;
10. Adopt sound land management techniques for the control of soil erosion, desertification and bush encroachment;
11. Promote the use of ozone and environmental friendly chemicals;
12. Promote the utilisation and strengthen the facilities of training and research institutions within the Common Market;

13. Adopt common standards for the control of atmospheric industrial and water pollution arising from urban and industrial development activities;
14. Exchange information on atmospheric, industrial and other forms of pollution and conservation technology;
15. Adopt common regulations for the management of shared natural resources;
16. Adopt measures and policies to address the existing unsatisfactory demographic profiles such as high growth rates and fertility rates, high dependency ratio and poor social conditions in order to mitigate their adverse impact on environment and development; and
17. Adopt community environmental management criteria.

**Capacity Building**

1. Coordinate human resources development policies and programmes;
2. Adopt a regional plan for the joint development and exploitation of human resources in terms of knowledge, skills, technological inventiveness and entrepreneurial abilities;
3. Promote the development of a critical mass of well-trained personnel in all sectors relevant to the Common Market;
4. Jointly utilise existing regional education and vocational training facilities in the Common Market and, where necessary, establish new ones;
5. Harmonise the curricula of training institutions in the Common Market;
6. Encourage technical and student exchange programmes among the member States;

7. Develop a pool of national expertise and capabilities to support the implementation of regional programmes funded from the regular budget and provide counterpart project personnel for donor-funded projects;
8. Develop a regional roster of all expertise, know-how and skills available in the region including those national experts not resident in the area;
9. Design a mechanism for mobilising and effectively utilising national expertise in the member States in the conceptualisation, design, implementation, monitoring and follow-up of regional projects approved by the member States;
10. Provide readily available resources for financing technical cooperation programmes in the member States related to regional programming and the implementation of common projects;
11. Provide resources to enable national experts from one member State to assist other member States to acquire skills and capabilities in specified areas related to regional cooperation; and
12. Enable the Common Market to tap and attract national experts residing outside the region to participate in cooperation programmes.

### **Possible Areas of Technical Assistance Needs in Food Security**

In compliance with the directive of the Eleventh Meeting of the Authority (January 1993, Lusaka, Zambia), COMESA requested the assistance of the FAO to prepare a food security strategy and plan of action for the sub-region. The study proposes a food security programme for the sub-region which, it is hoped, would:

1. Enhance sub-regional food security in the short-run through improved exchange of information, increased food trade and better preparedness;
2. Significantly contribute to medium-term food security through enhanced human capacities and strengthened institutions; and

3. Ensure long-term food security through improved utilization, management and conservation of natural resources for food production.

Four component programmes were identified under which 59 actions are to be undertaken. The distribution of the 59 actions among the four programmes are presented below.

### **Food Production and Resource Management Programme**

#### **Research**

1. Coordinated planning and implementation of agricultural research programmes.
2. Resource base inventory.
3. Comparative advantage study.
4. Food policy analysis.
5. Research information exchange and networking.

#### **Policy Coordination**

1. Coordinated pricing policies for staple food commodities.
2. Coordinated policies for the production of selected inputs.

#### **Range Development**

1. Coordinated water development.
2. Coordinated pasture improvement.
3. Joint exploration of underground water resources.
4. Joint determination of water use rights.

**Fisheries Development**

1. Coordinated planning and implementation of fisheries research programmes.
2. Coordinated fisheries training.
3. Joint assessment of fish stocks.
4. Coordinated fish conservation.

**Water Resources and Irrigation Development**

1. Joint policy and action on catchment areas.
2. Coordinated policies on water resource utilization.
3. Joint monitoring of water levels and usage.
4. Coordinated water pollution control.

**Food Losses Reduction**

1. Coordinated assessment of food losses.
2. Coordinated development and assessment of technologies for food loss reduction.
3. Joint control of plant and animal diseases and pests.

**Information and Trade Development Programme**

**Early warning**

1. Coordination of agro-meteorological services.
2. Coordinated data collection for crop forecasting.
3. Coordinated pest and disease monitoring.
4. Joint food security information dissemination.

**Trade Promotion**

1. Coordinated planning and development of transport and communication infrastructure.
2. Coordinated collection, analysis, and dissemination of food market information.
3. Coordinated exchange rate policies.
4. Coordinated reduction of food trade barriers.
5. Coordinated policies and joint position on food aid.
6. Facilitating Intra-regional Food Trade.
7. Facilitating border trade.
8. Coordinated positions on access to international markets.
9. Joint export promotion.
10. Joint fish trade promotion.
11. Coordinated food quality standards.

**Safety Nets and Food Diversification Programme**

1. Coordinated disaster preparedness planning.
2. Coordinated strategic food and/or fund reserves.
3. Coordinated action for vulnerable transnational nomadic populations.
4. Common policy and coordinated action for food security of refugees and host communities.
5. Promotion of wildlife resources management by local communities.
6. Coordinated development and promotion of food processing technologies.
7. Coordinated diversification of fish products.

8. Joint appeals during emergencies.

**Capacity Building, Institutional Support and Technical Cooperation Programme**

**Capacity Building**

1. Joint development of needed specialized skills.
2. Joint development of food security and policy analysis capacity.
3. Joint in-service training programmes for policy makers, implementors, extension, and research staff.

**Institutional Support**

1. Technical and logistical support to NARS.
2. Technical and logistical support to Faculties of Agriculture.
3. Support to National Food Security Information Units.

**Technical Cooperation**

1. Promotion of exchange of experiences in research.
2. Promotion of exchange of experiences in extension.
3. Promotion of exchange of experiences with special action programmes (e.g. women's programmes).
4. Promotion of exchange of experiences in food trade, marketing, and food reserve management.
5. Promotion of experiences with food security safety nets.
6. Promotion of exchange of experiences in the identification and targeting of food insecure groups.
7. Facilitating exchange visits among scientists, technicians, and food reserve managers.

Resource Mobilization

1. Coordinated resource mobilization for food security.

Each one of the 59 activities represent areas in which COMESA would need technical assistance not only in further developing the ideas contained in them into bankable projects but also in implementation and follow-up.

**Probable Areas for Strategic Partnerships with ECA**

It is obvious from the above analysis that there are a large number of activities being undertaken and/or being proposed in the area of food and agriculture for the member States of COMESA. Obviously not all of these activities will be implemented nor are implementable. With regards to the involvement of ECA in the region, this would have to be in line with the Commission's own vision for the future and its new strategic directions. Given the renewal process that is presently taking place at ECA, it goes without saying that the probable areas of strategic partnership in the area of food and agriculture between ECA and COMESA and possibly others must be informed by this vision and new strategic directions.

The Commission's vision and new strategic directions entails three guiding principles:

1. Excellence, where the Commission aims to achieve high quality and high impact;
2. Cost Effectiveness so as to make the best use of the Commission's resources; and
3. Partnership, to create the needed alliances, gather political and financial allies, and work together for maximum impact.

At the heart of the renewal process is the restructuring and streamlining of the Commission's programmes. From 21 programmes involving nine themes, the programme structure has been reduced to five themes and two cross-cutting issues. The emphasis is on careful focus for maximum impact.

The five themes are:

1. **Facilitating Economic and Social Policy Analysis**, where the focus will be on longer term social and economic policy issues with a heavy emphasis on the alleviation of poverty and the propagation of best interest.
2. **Ensuring Food Security and Sustainable Development**, with the focus on an integration of food security, population, and sustainable development.
3. **Strengthening Development Management**, where the focus is on fostering an effective public sector, promoting private sector development, and promoting popular participation in development.
4. **Harnessing Information for Development** with the emphasis on further development of information systems, statistical development, dissemination of work within Africa and promoting information on Africa's development in Africa and abroad.
5. **Promoting Regional Cooperation and Integration** with a focus on the implementation of the Abuja Treaty, collaboration with the sub-regional organizations, and fostering of linkages in transport and energy.

The two cross-cutting issues relate to:

1. **Gender to enhance women's participation in economic development** with a focus on the implementation of the Beijing Plan of Action in Africa.
2. **Capacity Building.**

The Commission's operations will strive to improve ECA's position as:

1. **A think Tank for Africa.**
2. **A Clearing House for Best Practices in Africa.**

3. A policy integrator that brings together the best minds in Africa to find solutions to the continent's socioeconomic problems.
4. A Catalyst for People with good ideas.

The focus of ECA's new strategic directions for promoting food security and sustainable development is on the cluster of issues that interlinks food security, population and the environment. Population poses the greatest challenge in efforts to address the nexus issues. Without proper harmonization and integration of population factors into development planning, national and regional efforts to reduce poverty, improve food security, and conserve the environment will be difficult. This is intertwined with the food security challenge facing Africa. The food and agricultural sector must grow enough food and raw materials for the continent's rising population and new industries without damaging the environment; produce exports that will earn the foreign exchange needed to purchase essential machinery and equipment and service foreign debts; and, as productivity increases, release labour and capital for the other sectors. It has been estimated that, to meet this challenge, African agriculture must grow at a minimum average annual growth rate of 4.0 percent in a sustainable manner during the next 20 to 25 years. Environmental degradation caused by soil erosion, desertification, deforestation and unwise agricultural practices also come to bear in an important way. This degradation is now seriously undermining the very resources on which many African farmers and their families must depend for increasing their agricultural productivity. Environmental constraints are already posing serious limitations to food security in several African countries particularly in areas where population densities are increasing rapidly. Today, virtually no inhabited area of Africa is unaffected by environmental degradation of one sort or another. All of these have serious and important implications for the incidence of food insecurity and poverty particularly in the rural areas.

Because the attainment of food security and sustainable development involve an integrated use of natural resources, namely, soil, water, climate, and biological diversity and is centred around a complex web of integrated and interdependent component parts, as the system is destabilized beyond some limit of tolerance, it is often thrown apart resulting in a cumulative endangering effect on the functional viability of the entire system. There is now increasing awareness that, unless the efforts of African countries to achieve food security and sustainable development are accompanied by sound population policies and effective environmental management practices, success will continue to elude much of Africa.

The Commission, therefore, intends to pursue an integrated approach to determine how best to achieve overall growth, reduce the high fertility rates, reduce the high levels of food insecurity, provide adequate shelter for the increasing levels of homeless and inadequately sheltered people and alleviate the overall level of poverty in the region while maintaining the ecological integrity of the continent's resource base. The application of this approach will require a number of new orientations. First, it will require moving away from the old practice of treating each of the nexus issue or the sector involved separately and towards dealing with all them in a holistic way. Second, it will require new agricultural practices and systems that focus as much on people as they do on technology, as much on resources as on production, and as much on the long-term as on the short-term. Third it will require population planning practices that in line with the requirements of optimal agricultural and economic growth, maintain the environmental integrity of the resource base, and are consistent with Africa's demographic realities. Fourth, it will require the promotion of public awareness and capacity building, particularly on emerging environmental issues such as environmental resource valuation, environmental economics, legislation, project formulation and implementation management as well as environment related mobilization of resources. Fifth, it will require the application of environmentally sound and appropriate technologies. Six, it will require a coordinated approach to human settlements development.

ECA's future focus would, therefore, be on the following:

1. Capacity building at both ECA and the member states
2. Advocacy
3. Policy analysis with emphasis on the nexus issues
3. Networking
4. Selected strategic studies relating to the nexus problems and issues

#### Capacity building

The focus here will be on assisting its member States to build the capacities needed to better understand and manage the nexus issues so as to achieve overall growth and reduce food security while conserving and protecting the resource base. This focus will take the following form:

1. Reinforcing the Commission's own capacity to carry out the tasks.
2. Developing and/or adapting and testing the appropriate analytical and management tools.
3. Building the capacity of member States to use the tools to analyze and manage the nexus issues.

The emphasis would be on developing the capacities at both ECA and the Member States to integrate and harmonize population, food security, environmental, as well as other related policies into workable and effective national and regional development planning and policies. Emphasis on related areas of the nexus such as: policies for better water management for increased food production; harmonization of regional food security policies and programmes; policies to further the advancement of women in the rural areas; and the application of science and technology policies, particularly as they relate to the translation of research and development into practical solutions to the problems of the nexus, would be highlighted as appropriate.

Specific activities will include:

1. Developing the technical knowledge to enhance the analysis and management of the nexus issues;
2. Providing the needed technical knowledge for the development and maintenance of human and institutional skills required to manage the nexus issues;
3. Ensuring effective participation in the exchange of information and experience between and among development workers, institutions, external and non-governmental organizations in African countries as well as in other Developing countries on the nexus issues;
4. Ensuring effective utilization of existing technical talents in each country to build up the desired "critical mass" in the analysis and management of the nexus issues.
5. The development and testing of tools, methodologies, and mechanisms for analyzing, monitoring and evaluating the implementation of the nexus aspects of national programmes of ECA's member States based on the recommendations of various

national, regional, and international frameworks on food security, population, and the environment (e.g. the KPA, WPPA, DND and ICPD, UNCED, WSSD, CA, 2020 Vision of IFPRI, FWCW, the Policies and Plan of Action for Universal Food Security of the World Food Summit). ECA plans to follow-up on the nexus activities in the member States with the aid of these tools.

### Advocacy

High level dialogue will be fundamental to raising awareness to the nexus issues. This will go hand-in-hand with efforts to institutionalise government capabilities for dealing with the nexus issues through training, peer learning on how to organise effective government policies, and by monitoring and reporting government actions on the nexus issues.

### Networking

The networking thrust of ECA will create the capacity and favourable environment and mechanisms that would enable African countries to work together to address the nexus issues in a comprehensive manner by enabling them to learn from each other's successes and failures. The objective, therefore, is to better inform those who are charged with managing the nexus issues by creating a communications and dissemination system among them. The intention here is to gather and transmit a vast array of food security, population, environment, and gender information between and among various countries throughout Africa.

### Policy Analysis

Policy instruments are used by Governments to achieve many objectives such as overall economic growth, poverty reduction, food security, and distribution of consumption and production resources. Given the limited resources faced by many African countries, policy instruments aimed at achieving one objective often draw resources away from others. In some cases, the achievement of one objective may be at the expense of others. As a result, competition and inconsistencies of policies relating to the nexus issues are a major problem. These usually result in policy "flip-flops" often imposed by external actors and inconsistencies between and among various policy objectives. The existence of these inconsistencies point to a critical precondition for rationalizing and reconciling the major policy objectives of Government relating to the nexus: the need for a locally-based process of analytical input into policy making capable of discerning inconsistencies and finding practical solutions. In short, to attain acceptable

levels of food security, African countries need to create and maintain appropriate levels of policy analysis and management capacities. ECA, working in close collaboration with others such as the World Bank, the International Food Policy Research Institute, and other national, regional, and international, organizations, intends to carry out a number of selected policy analysis in targeted areas of the nexus. The focus here would be to carry out policy analyses that would properly diagnose critical operating nexus problems so as to have them well understood and appreciated by the generality of the society including agricultural administrators, government planning officials, and the farmers and rural dwellers themselves and to then present alternative strategies for overcoming the diagnosed problems in a clear and unambiguous manner. The ensuing policy recommendations will specify courses of action to be pursued by the government to achieve their food security and sustainable development objectives as well as the appropriate policy instruments to be applied - the means for achieving the stated policy objectives.

Since policy decisions are aimed at changing resource allocations in the economy, a critical requirement for good agricultural performance is the existence of a cadre of people in the country who have a good understanding of the design of policies and the pattern of resource utilization and productivity. Because policy instruments also aim to move the economy from one resource allocation position to another, these cadre of people must also develop the capacity to clearly understand where the country is at any given time in order to know the best way forward to a new position. ECA will assist African countries to create and maintain appropriate levels of policy analysis and management capacities at all levels.

## **V. CONCLUSIONS AND RECOMMENDED AREAS FOR TECHNICAL ASSISTANCE AND STRATEGIC PARTNERSHIPS**

### **Main Conclusions**

The main conclusions of the mission are as follows:

1. The problems of the sub-region in the various areas have been exhaustively diagnosed.
2. The vision for the future is clear.
3. Good strategies and projects have been identified, The remaining problem is one of implementation.
4. Their need to focus on a few critical and implementable areas

### **Problems and Needs Identification**

COMESA has over the years commissioned a number of studies to identify not only its own technical assistance and other needs but also those of its member States. There, therefore, exists at both the COMESA headquarters itself as well as elsewhere, a large number of documents that provide details on the problems of the sub-region, their causes and how to go about solving them. Many of these documents are of a high quality and it would be futile and are still very useful. With the exception of a few cases where there may be need to reconcile the findings of the studies involved through short reviews, these documents do serve as a good bases for delineating the problems and constraints still being faced by COMESA and its member States.

### **The Vision for the Future**

While the direction that needs to be followed for the development of the countries of the sub-region do vary somewhat from the point of view of the key players involved, there is considerable similarity in their plans and vision for the future. Consequently, there is need to ensure consistency and coherence through dialogue and coordination. In this regard, the technical assistance efforts of COMESA in the sub-region should be coordinated with the existing strategies and efforts of all the other sub-regional organizations. Past difficulties in attracting donor support and existing scarcity of resources would suggest that the preferred strategy for the provision of technical assistance would be to concentrate on advocacy, networking, and facilitation rather than on direct involvement in implementation and economy-building.

### **Project Identification**

COMESA is presently full of different project ideas, profiles and proposals waiting for funding and implementation. Indeed a number of these are follow up to projects that have already been completed. Many address important problems of the sub-region and many more address burning contemporary issues. The problem, however, is that they are not attracting the attention and interest they deserve both from the point of view of the member States themselves and the donor community. It would, therefore, appear that what is needed is not really new projects or even new project ideas but rather how to better repackage the most promising of the projects and project ideas on the shelves to make them more bankable and more attractive to the member States and the donor community. This is an area in which ECA can play a useful role and in which the present mission will concentrate.

### **The Need for Focus**

The enormity of the socio economic problems facing the countries of the sub-region has led to a shopping list of projects and programme activities to be carried out by COMESA and others in the sub-region. The sheer number of projects and activities involved is overwhelming. COMESA needs to engage in a serious review process to prioritize and refocus on a selected number of areas and projects which are not only attractive but also implementable. COMESA needs to sharpen its focus and streamline its thrust areas. This focus should be guided by two important considerations:

1. How best to repackage the existing project ideas for increased bankability; and
2. How to attract increased donor interest and financial commitment.

On the part of ECA, the suggestions and recommendations for technical assistance partnerships made below is guided by its strategic directions and focus as identified above.

### **Recommended Areas for Technical Assistance Partnerships**

Major opportunities present themselves for strategic partnerships between COMESA and ECA in the area of food security and sustainable development. Indeed, ECA's focus on the nexus issues will be greatly facilitated through the creation of solid partnerships with regional organizations such as COMESA. This way the Commission will be able to fully exploit its comparative advantage as a synthesizer of information and an organiser of forums where it can draw upon and use the weight of influential African opinion and perspectives.

Given the new thrust of the Commission, the identified technical assistance needs of COMESA and its member States, the proposed and on-going activities of all the key players in the sub-region, and the available human and financial resources, the areas for possible technical assistance partnerships recommended by the mission are as follows:

### **General Partnership Areas**

1. Reactivation of the Conference of Ministers of Agriculture (Ministers Responsible for Food Security and Sustainable Development) which was constituted in a meeting in Harare on 14-15 April, 1994, as a permanent Policy Organ for food security and sustainable development in the sub-region.

2. Assistance in the conduct of a comparative advantage studies and other related studies on measures to reduce food trade barriers.
3. Joint training programmes to build policy analyses capabilities to tackle the nexus issues as well as coordinated training programmes on various aspects of the nexus.
4. Research and policy analysis information exchange and networking including the promotion of exchange of experiences with implementation and coordination of food security and sustainable development polices and programmes.
5. Joint policy analysis and formulation on river basin and catchment areas and water utilization.
6. Joint food security information dissemination including support to and networking of national Food security Information Units and National Environmental Action Programmes
7. Promotion of exchange of experiences with food security safety nets and experiences in the targeting of food insecure groups.

The list is intended for the benefit of the new Food Security and Sustainable Development Division. When it becomes fully operational it could follow up on some of these areas in line with its identified areas of focus.

#### **Areas for Immediate Partnership Activities**

The Commission is, in a position to start providing technical assistance to the Common Market through its Regular Programme of Technical Cooperation. Areas in which the Commission can be involved immediately through this technical assistance programme are:

1. Creation and operation of a Sub-regional Food Security and Sustainable Development Research Network for eastern and southern Africa.
2. Capacity building (including networking) of middle-level agricultural administrators in the analysis and management of agricultural polices particularly as they relate to the nexus issues.
3. The conduct of studies on comparative advantage in the different agro-ecological zones of eastern and southern Africa (in collaboration with on-going efforts if possible).

A brief profile of the objectives, justification, and implementation strategy for each of them is sketched out in the rest of this section.

**Sub-Regional Food Security and Sustainable Development Research Network for Eastern and Southern Africa**

**Development Objective**

The central objective of the proposed Network is to promote and facilitate cooperation and communication between and among individuals in the eastern and southern African sub-region who are conducting research aimed at increasing food and agricultural production, reducing poverty, managing population growth, and conserving the natural resource base. This cooperation, coordination, and enhanced communication would provide effective opportunities for backstopping national and regional efforts to attain food security and sustainable development through exchange of information and experiences, research methodology and results, and training leading to increased food security and better conservation of the natural resources base.

**Short-term Objectives**

The specific objectives of the Network during the short-term are to:

1. Provide and maintain an inventory of institutions, programmes, projects, and individuals engaged in food security and sustainable development research activities in the eastern and southern Africa sub-region.
2. Provide hands on training throughout the sub-region on the design and implementation of food security and sustainable research in an integrated framework.
3. Improve the success of the implementation of food security and sustainable development research through:
  - a. Exchange of information through the organization of meetings and symposia;
  - b. The creation and use of an electronics communications and dissemination network between and among individual researchers and research institutions in the sub-region to exchange the mass of information needed to learn from each others success and failure;

- c. Publication and distribution of a newsletter, brochures, and other documents to exchange information and promote success in food security and sustainable development endeavour;
- d. Organization of thematic and information exchange workshops;
- e. Collection, processing, and dissemination of relevant research results dealing with the inter-linkages between and among food security, poverty, population growth, and environmental degradation.

### **Medium-term Objectives**

The medium-term objectives are:

1. To achieve more successful implementation of national food security and environmental action programmes.
2. Facilitate the evolution of coherent and consistent national and regional frameworks and channels for the identification, funding, and coordination of national and regional research on food security and sustainable development.
3. Serve as a reliable and consistent catalyst for stimulating collaborative research on problems and issues relating to food security and sustainable development.

### **Long-term Objectives**

The long-term objectives of the Network are:

1. To operate as a generally recognised focal point and information centre for most activities relating to research on food security and sustainable development in the sub-region.
2. To operate an enhanced, flexible, and up-to-date system of collaborative planning and evaluation of food security and sustainable development research activities in the sub-region.

### **Justification**

The inter-linkages among poor food insecurity, rapid population growth, and environmental degradation are now clearly confirmed in many African countries. However, the cluster of issues that interlinks food security,

population and the environment in Africa has eluded effective public policy for quite some time. Following the Rio Conference on the environment and the Cairo Conference on Population and Development African Governments committed themselves to take bold decisions and actions aimed at managing demographic changes and population pressures, achieving food self-sufficiency and food security, ensuring efficient and equitable use of water resources, securing greater energy self-sufficiency, conserving endangered species and ecosystems and preventing and/or reversing desertification. There have, however, been several constraints to the successful attainment of these laudable objectives. These have included lack of clear direction on critical food security and natural resource management issues, difficulties in establishing genuine partnership at the grassroots level in the formulation and implementation of resource management initiatives, limited capacity by governments to absorb and administer the aid on offer, and limitations on human, institutional, and infrastructural capacities.

Fortunately many African Governments and their development partners now recognize the fact that their future food security efforts will require significant modifications in existing mechanisms for research planning and implementation. This Network will establish a self-sustaining mechanism for the countries of the sub-region to learn from each other while they are progressively building their capacities for the design and conduct of integrated research on food security and sustainable development through collaboration, consultation, cooperation, and exchange of information throughout the sub-region.

### **Membership**

All individuals in all institutions, ministries and agencies who are actively involved in food security and sustainable development research activities in the sub-region would be eligible to be members of the network. The final decision on membership of the Network would be determined during the inaugural organizational workshop.

### **Country Representatives**

The network will have country representatives in each country nominated appropriately by the country. These representatives who would normally be actively involved in an official and/or leadership capacity on food security and sustainable development research activities would serve as the requisite links and provide the needed liaison services between national activities and the network.

### **Steering Committee**

The network will be guided and supervised by a Steering Committee which will carry out advisory, management, and monitoring and evaluation functions. The exact make up of the Steering Committee will be agreed at the inaugural organization workshop of perspective members of the Network.

### **Network Secretariat**

The Network will have a secretariat which will serve as the hub and focal point of its activities. The secretariat will house the coordinator and his staff and its offices. The location of the secretariat would be the COMESA Headquarters in Lusaka, Zambia.

### **Network Coordinator**

The Network will be managed on a day to day basis by a Coordinator/Facilitator who would implement its policies and programmes as set and approved by the Steering Committee and the general membership. Details about the qualification, job description, and other aspects of the position of the Coordinator/Facilitator would be agreed at the inaugural organizational workshop.

### **Workshops**

The network will organize three types of workshops as follows:

1. General network symposia held every two or three years during which topics, issues and themes, which are of relevance to the participating member countries, would be discussed;
2. Smaller sized problem-specific workshops directed at exchanging ideas and finding solutions to current and specific nexus research problems of national, sub-regional or subregional nature;
3. Training workshops in collaboration with relevant national and international institutions and organizations to meet the training needs of individual countries or groups of countries.

### **Network Publications**

Regular production and distribution of a network newsletter and possibly a journal represent important means for achieving the objectives of the network. The secretariat, through a simple but regularly produced newsletter, would serve as a hub for receiving and disseminating information

throughout the region on the results of research on food security and sustainable development problems. The target audience of the newsletter would be actual food security and sustainable development practitioners operating in the subregion, and its primary aim would be to provide a continuous facilitating role by putting them in touch with new experiences and ideas and in generating support for network activities. The coordinator of the network would serve as the editor of the newsletter and the country representatives would serve as contributing editors from their respective member countries.

### **Expectations**

The end results of the activities of the network are expected to include the following principal outputs:

1. An indigenous food security and sustainable development research cooperating and coordinating organization accepted and recognized by all countries in the sub-region and external donor institutions as the hub of activities relating to food security and sustainable development research in the subregion would be established;
2. A modest but efficient secretariat with professional staff capable of carrying out organizational, administrative and information activities in support of effective networking in the subregion would be established;
3. A clearly defined and realistic research and training agenda, dedicated to finding solutions to widely shared nexus problems in the subregion, would be gradually evolved;
4. A regularized process for collecting, collating and exchanging ideas and experiences that address the research peculiarities of each country in the subregion would be evolved;
5. A process of pro-active cooperation and coordination of activities between practitioners, agricultural administrators and external research and donor institutions operating in the subregion would be developed;
6. Wasteful duplication of efforts in the subregion would be minimized,, thus, promoting a more optimum utilization of available resources in the service of food security and sustainable development activities. The organization of a general symposium at given intervals as well as thematic and training worksnops as dictated by demand would become a routine. A

network newsletter and, later on, a scientific journal, would be produced on a regular basis.

### **Funding**

Funding for the network and its activities will be sought in three phases. The first phase of the funding will support an organizational workshop in which all relevant food security and sustainable development research practitioners, agricultural administrators, international researchers and donor organizations will be invited to participate. During this organizational workshop, details concerning the network would be agreed upon, and a steering committee would be formed and charged with drawing up detailed proposals for the actual funding of the network.

The second phase of the funding of the Network, which will be drawn up by the Steering Committee, with assistance from the Economic Commission for Africa and COMESA, will support the activities of the network and its secretariat for an initial period of two years, at which time, it is expected that these would have become fairly well established. Funding be sought for a further two years, after which it is expected that the network would have become fully institutionalized and its funding would then be taken over by the member countries themselves.

### **Backstopping**

ECA and COMESA will provide the necessary backstopping for the organization and servicing of the workshop. ECA will also be available to provide the needed technical assistance for the creation and successful operation of the Network.

## **Capacity Building for Improved Food Security and Sustainable Development Policy Analysis and Planning in Eastern and Southern Africa**

### **Objectives**

The objectives of this project are:

1. To enhance and broaden the conceptual and analytical framework used by agricultural administrators and rural development managers in addressing national and regional food security problems;
2. To improve their skills in the design, analysis management of sustainable food security policies and programmes;

3. To develop a capacity for applying practical analytical tools to the solution of food security problems; and
4. To enhance the quality of dialogue and negotiation between agricultural and rural development planners and administrators, on the one hand, and other government departments and development partners, on the other hand over, issues concerning the planning, analysis, and management of food security projects and programmes.

### **Justification**

No set of issues have defied effective public policy in Africa for so long as those related to the inter-linkages between and among food security, population growth, and sustainable development. As a result, national and regional policies to address these issues have often been confusing with frequent policy flip-flops imposed by outsiders. Yet, through sound analysis and a process of effective economic management significant improvement, in the performance of public policies on these issues can be achieved. This project is aimed at addressing this problem by building locally based capacities for quality analytical input into food security policy making that is capable of discerning and finding practical solutions to real life problem situations.

### **Focus**

The focus of the project will be on the design and analysis of food security programmes and natural resource management policies, economic and social evaluation of the impact of food security and the design of policy instruments. Hands on exercises will involve: computer simulation and sensitivity analyses, the use of analytical tools and methodologies for food security policy analysis, and analytical tools for gender and environmental impact analysis. It will combine lectures with case studies, small-group work and computer modelling.

### **Participants**

The course will be open to all individuals responsible for agricultural and rural development planning and/or agricultural and rural development policy analysis and negotiations. The course will, therefore, be of interest to middle- to senior-level staff in:

1. The Planning Departments of Ministries of Agriculture;
2. The Agriculture Departments of Ministries of Planning;

3. The Agricultural Research Departments of Central Banks;
4. Agricultural and Rural Development Projects including river Basin Development Projects;
5. Lecturers in Faculties and colleges of Agriculture offering a policy-oriented course in agricultural and rural development; and
6. Private organizations involved in agricultural and rural development including IGOs and NGOs.

### **The Teaching Staff**

The teaching staff for the course will include staff from ECA and other specialized United Nations agencies including FAO, ADB, UNDP and possibly, the World Bank. Principal staff will include specialists in the political economy of food security in Africa, the design of macro-economic policies with special emphasis on food security programming and planning; and agricultural trade and pricing policy as they relate to food security. Each teaching staff will have requisite experience and expertise in the integration of population, environmental and gender issues into related food security policies. The teaching staff will also include individuals with expertise on a variety of related topics including micro-computer use in policy analysis, the design and use of analytical tools and methods for population, environmental, and gender analysis, and familiarity with innovative methodologies for incorporating these issues into food security policy analysis and planning.

The Food and Agricultural Organization of the United Nations will be requested to provide the necessary technical back-stopping for the training activities, including assistance with the preparation of training activities, including assistance with the preparation of training materials, the provision of Resource Persons to help prepare and handle special course modules and the provision of related advisory services as appropriate. This will be complimented with the use of experienced locally based personnel.

### **Duration**

The course which will be demand driven and tailor made to serve the needs of groups of countries will last normally for one month. It is envisaged to have two courses per year involving 10 to 15 countries for a three year period.

**Comparative Advantage Study for Trade and Food Security in Southern and Eastern African**

**Objective**

The objective of this study is to assess the impacts of evolving global, regional and national trade and agricultural policies on agricultural productivity and food security in the COMESA sub-region. The analysis generated will be used to inform policy makers and encourage appropriate policy responses to achieve national and regional objectives concerning trade, agricultural productivity and food security. The study will use a Comparative Economic Advantage Analysis (CEAA) to assess the potential of different food security options in the sub-region. For each participating country the study will:

1. Evaluate the CEAA of alternative (food security production) activities in the various agro-ecological zones and under different technology levels and land tenure systems in the different countries of the sub-region;
2. Analyze the potential impacts of removing existing price and policy distortions on the economic efficiency of alternative productive uses of the country's resources;
3. Identify points of policy, technology, and institutional intervention to enhance economic efficiency and direct agricultural resources to their best food security;
4. Build the country data that will be needed for conducting sub-regional analysis of CEAA and trade in food and agricultural commodities in the sub-region.

**Justification**

Many reform programmes currently underway in the sub-region are expected to lead to crop diversification as well as more open economies. The danger is that many of the countries of the sub-region are likely to diversify into the same commodities thereby affecting the overall availability of particular commodities as well as the potential for overall economic growth and, hence, food security. Similarly, different infrastructure development strategies such as those relating to investments in transport routes will affect the relative comparative advantage of different agro-ecological zones in the sub-region. The results of the study will inform policy makers and encourage appropriate policy responses to achieve national and regional trade, agricultural productivity and food security objectives.

### **Study Framework**

The proposed study to be carried out under the auspices of COMESA and ECA will analyze comparative agricultural advantage of different agricultural commodities in different agro-ecological zones in the COMESA member countries to determine: (a) the extent to which existing policies and programmes will affect comparative advantage over the medium term, (i.e., next 3 to 5 years),; (b) the extent to which different transportation routes and costs will affect comparative advantage and competitiveness of different agricultural commodities in different agro-ecological zones; and (c) the extent to which investment flows could affect comparative advantage. Implications would be drawn for changes in the relative comparative advantage of different commodities in different agro-ecological zones in the sub-region as a result of the economic and political liberalization taking place especially the implications for changes in investment flows, agricultural production, regional trade and food security.

### **Methodology**

Domestic Resource costs (DRC) analysis techniques will be used to calculate economic and social efficiency. Geographic Information Systems techniques will be used to analyze and simulate the impact and implications on economic and social efficiency of different biophysical conditions, differences in the levels of technology and production systems, differences in market conditions and the patterns and distributions of infrastructures and differences in resource endowments.

### **The Study Team**

The researchers involved in the study will be selected from universities, ministries of Agriculture, Agricultural Research Institutes, and other institutions in each of the participating countries. This will not only promote the chances that the outcome of the studies will be accepted and used by the countries involved, it will more importantly build and institutionalize the local capacities needed for carrying out and utilizing the results of these types of studies.

In each country the researchers involved will work in close collaboration with each other and with the other country teams. The researchers involved will carry out the following tasks:

1. Agree on the different agro-ecological zones and commodities that are to be studied in the sub-regions and arrive at a common methodology and review data availability and need for additional data to be collected;

2. Analyze the information outlined above to establish the relative comparative advantage of major agricultural commodities across agro-ecological zones in the sub-region;
3. Delineate the main transportation routes presently used in the sub-region and the impact on trade on the utilization of these routes;
4. Collect and analyze costs of moving cargo along these routes by size of vehicle, type of good, weight, etc., per kilometre or destination as is commonly practised, as well as how these costs could change with different investment strategies;
5. Rank the major commodities by agro-ecological zones/countries in the sub-region, according to their competitiveness highlighting commodities and areas where countries have a specific advantage over others in the sub-region;
6. Estimate investment flows that could take place as a result of adjustment programmes in the region and the implications this might have for changing comparative advantage;
7. Analyze implications of investment flows for changes in agricultural production, comparative advantage, regional trade and food security.

### **Outputs**

The expected output of the project would be a series of country reports as well as a synthesis report that covers the following topics:

1. Comparative advantage of major agricultural commodities by agro-ecological zone within each country and the sub-region;
2. Transportation costs for the sub-region broken down by country;
3. Implications of transportation costs for changing comparative advantage and food security in the sub-region;
4. Analysis of investment flows in the sub-region as a result of changing economic and political conditions.

In addition it is expected that the involvement of local researchers in the project will help build and institutionalize the needed capacity for carrying out these type of studies.

**Follow-up Activities**

The recommendation of the mission is to use the outcome of this mission as the point of departure for initiating strategic partnerships with COMESA in the provision of technical assistance in the area of food security and sustainable development to COMESA and its member States. This fits in well with the Commission's on-going process to forge strategic partnerships with the major sub-regional organizations.

To achieve this goal this mission proposes the following follow-up actions:

1. Consultations at ECA (mid-June, 1996);
2. Draft mission report, recommendations, and proposal to be sent to COMESA for comments (by early July);
3. Final draft report to be sent to COMESA and ECA for action (by early September 1996);
4. consultations with prospective donors and solicitations for financial support (by December, 1996); and
5. Start of successful projects (by June 1997).

**ANNEX I. MISSION TO COMESA: LIST OF PERSONS MET**

1. **Ms. Victoria Sekitoleko**  
Sub-Regional Representative  
Sub-Regional Office for Southern And Easter Africa  
FAO  
Harare, Zimbabwe
2. **Mr. E. P. Pallangyo**  
Policy Officer in Charge of COMESA  
Sub-Regional Policy Assistance Group  
Sub-Regional Office for Southern and Eastern Africa  
FAO  
Harare, Zimbabwe
3. **Mr. Weldeghaber Kidane**  
Policy Officer  
Sub-Regional Policy Assistance Group  
Sub-Regional Office for Southern and Eastern Africa  
FAO
4. **Ms. Kabi**  
Officer In Charge  
Lusaka MULPOC  
Lusaka Zambia
5. **Mr. Victor T. Kachoka**  
Economic Affairs Officer  
Lusaka MULPOC
6. **Mr. Lombe**  
Economic Affairs Officer  
Lusaka MULPOC
7. **Mr.**  
Director of Administration and Officer in Charge  
COMESA  
Lusaka
8. **Dr. E. A. Mohammed**  
Senior Agriculture Expert and Officer in Charge  
Agriculture Division  
COMESA

9. Mr. P. T. M. Mutiwanyuka  
Agriculture Expert  
COMESA
10. Mr. Rabson Matipa  
Fisheries Expert  
COMESA
11. Mr. George K. Mburathi  
Resident Representative  
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Lusaka, Zambia