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FY 2010 Implementation Plan

U.S. Government Working Document

The Feed the Future (FTF) FY 2010 implementation plans are working documents outlining U.S. government planning for the first year of the Global Hunger and Food Security Initiative. These plans represent a transition towards the development of multiyear strategies and are targeted at investments that lay the foundation for a new country-level and coordinated approach with a diversity of partners. Multiyear strategies are under development that will span development and diplomatic actions across multiple USG agencies.

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Abbreviations and Acronyms

ACT	African Conservation Tillage network
ACTS	African Center for Technology Studies
ACTESA	Alliance for Commodity Trade in Eastern and Southern Africa (COMESA)
AFR-SD	Africa Bureau, Office of Sustainable Development (USAID)
AFSTA	African Seed Trade Association
AGCI	African Growth and Competitiveness Initiative (USAID)
AGRA	Alliance for a Green Revolution in Africa
APHIS	Animal and Plant Health Inspection Service (USDA)
ARS	Agricultural Research Service (USDA)
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
AU	African Union
AU/IBAR	African Union/Interafrican Bureau for Animal Resources
AusAID	Australian Agency for International Development
CAADP	Comprehensive Africa Agriculture Development Program
CBO	Community Based Organization
CGIAR	Consultative Group on International Agricultural Research
CMAM	Community-Based Management of Acute Malnutrition
COMESA	Common Market for Eastern and Southern Africa
COMPETE	Competitiveness and Trade Expansion Project (USAID/EA)
COMRAP	COMESA Regional Agro-inputs Program
COPE	Center of Phytosanitary Excellence (Nairobi, Kenya)
CRSP	Collaborative Research Support Programs, of the US Land Grant Universities
DCHA	Bureau for Democracy, Conflict, and Humanitarian Assistance (USAID)
DFID	Department for International Development (UK)
DH	Direct Hire
EAC	East African Community
EAGC	Eastern Africa Grain Council
EAPIC	East African Phyto Sanitary Information Committee
EASCOM	Eastern Africa Seed Committee (AFSTA/ASARECA)
ECSA-HC	East, Central, and Southern Africa Health Community
EGAT	Economic Growth, Agriculture and Trade (USAID)
ESAMI	Eastern and Southern Africa Management Institute
EU	European Union
FANRPAN	Food, Agriculture, and Natural Resources Policy Analysis Network (SADC)
FAO	Food and Agriculture Organization
FAS	Foreign Agricultural Service (USDA)
FEMCOM	The Federation of National Associations of Women in Business (COMESA)
FEWSNET	Famine Early Warning Systems Network
FOSTER	Food Security, Sustainable Trade and Environmental Resilience (website)
FSN	Foreign Service National
FY	Fiscal Year
GBTI	Global Business, Trade and Investment (IQC)
GDA	Global Development Alliance
GDP	Gross Domestic Product
GFSR	Global Food Security Response
GHFSI	Global Hunger and Food Security Initiative (USAID)

HDRs	Humanitarian Daily Rations
ICRAF	World Agroforestry Center
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics (CGIAR)
IEHA	Initiative to End Hunger in Africa
IFAD	International Fund for Agricultural Development
IFDC	International Fertilizer Development Center
IFPRI	International Food Policy Research Institute (CGIAR)
IGAD	Intergovernmental Authority on Development
ILRI	International Livestock Research Institute (CGIAR)
IQC	Indefinite Quantity Contract
IT	Information Technology
IUCN	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
KEPHIS	Kenya Plant Health Inspectorate Services
LSGA	Limited Scope Grant Agreement
MDG	Millennium Development Goals
MIS	Market Information System
MLI	Market Linkages Initiative
MOU	Memorandum of Understanding
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organization
NRM	Natural Resource Management
NTB	Non-Tariff Barriers
OFDA	Office of Foreign Disaster Assistance (USAID)
P4P	Purchase for Progress program (World Food Program)
PAAP	Policy Analysis and Advocacy Program (ASARECA)
PASA	Participating Agency Service Agreement
PDI	Program Development and Implementation office (USAID/EA)
PIO	Public International Organization
PMP	Performance Monitoring Plan
PSC	Personal Services Contractor
RAAO	Regional Acquisition & Assistance Office (USAID/EA)
RATES	Regional Agriculture and Trade Expansion Program
RATIN	Regional Agricultural Trade Information Network
RCMG	Regional Conflict Management and Governance Office (USAID/EA)
RCQHC	Regional Center for the Quality of Health Care
REC	Regional Economic Community
REGI	Regional Economic Growth and Integration (USAID/EA)
RELPA	Regional Enhanced Livelihoods in Pastoral Areas (USAID/EA)
Re-SAKSS	Regional Strategic Analysis and Knowledge Support System (CGIAR)
RFMC	Regional Financial Management Office (USAID/EA)
RFTOP	Request for Task Order Proposals
RHH	Regional Health and HIV/AIDS Office (USAID/EA)
RLA	Regional Legal Office (USAID/EA)
ROADS II	Roads to a Healthy Future, Phase II
RTA	Regional Trade Association
RUFORUM	Regional Universities Forum for Capacity Building in Agriculture
SADC	Southern African Development Community
SFSA	Support for Food Security Activities (IQC)
SIDA	Swedish International Development Agency

SOAG	Strategic Objective Agreement
SPS	Sanitary and Phytosanitary Standards
TIFA	Trade and Investment Framework Agreement
TSBF	Tropical Soil Biology and Fertility Program (CGIAR)
TTCA	Transit Transport Coordination Authority of the Northern Corridor
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USAID/AFR-SD	USAID Africa Bureau, Office of Sustainable Development
USDA	United States Department of Agriculture
USG	United States Government
USPSC	United States Personal Service Contractor (USAID)
WRS	Warehouse Receipt System

I. INTRODUCTION

The countries in eastern Africa have some of the highest poverty and hunger rates in the world. In a number of countries (Burundi, DRC, Eritrea, Kenya, Madagascar, Malawi and Rwanda), the proportion of the population living on less than one dollar a day has increased since 1990.

Although national economic growth in many countries has been positive, the average poverty rate in the region of 20 countries increased from 51.4% in 1990 to 55.8% in 2008.¹ Of the approximately 200 million people in Kenya, Ethiopia, Uganda, Rwanda, and Tanzania, about 78 million, or 40%, were classified as poor in 2008. In Burundi, DRC, Eritrea, Kenya, Madagascar, Malawi, Rwanda, and Zambia, more than half of the population lives below national poverty lines and are chronically food insecure. In addition, acute food emergencies requiring food aid and other kinds of safety nets to deal with acute malnutrition have been occurring more frequently over the past two decades, affecting increasing numbers of people.

Agriculture is a core economic sector for all of the countries in eastern Africa, contributing at least 30% of GDP and employing over 60% of the population.² The largest numbers of the poor are in rural areas, their incomes limited by low productivity and poor market access.³ Many poor rural households are characterized by a low asset base, small farm size, depleted soil fertility, limited investment in improved inputs, and very limited access to services and information.

Large areas in the region are semi-arid, where a total of approximately 20 million people depend on a mobile, pastoral livestock production system as an essential livelihood and way of life.

This sub-group is disproportionately affected by food emergencies caused by drought, conflict, and other factors. Nevertheless, they provide regional markets with a large share of total meat and other animal products and there is significant potential for reducing market barriers to improve incomes and food security.

Global climate change is a major threat to sustainable growth and economic development in Africa and to the attainment of the Millennium Development Goals (MDGs) and is dramatically affecting agriculture and water availability.

Many pilot trials and projects have demonstrated that improved technologies can double yields or do even better. Such innovations include pest-resistant varieties, improved seeds, better soil management, increased use of fertilizers, and improved health care for livestock. Techniques such as conservation farming, low- or no-till methods, organic farming, agroforestry, and holistic rangeland management improve soil moisture retention, protect soil surface from erosion and improve soil organic matter⁴.

Available technologies and best practices urgently need to be adapted and made widely available in appropriate agro-ecological zones throughout the region. A regional platform can achieve economies of scale, identifying multiple partners at the national level, and moving technologies and knowledge to potential users more efficiently than could be done on a country-by-country basis alone.

Poor access to markets for agricultural products and inputs and uncertainty about production and harvest prices are major factors that limit investments in improved practices by farmers. Investments by public sector institutions, donor projects, and private companies in distribution and delivery of improved seeds, fertilizers, and other inputs are

¹ Re-SAKSS. East and Central Africa: Overview. <http://www.resakss.org/>.

² Re-SAKSS. East and Central Africa: CAADP Targets. <http://www.resakss.org/>.

³ The World Bank. (2007) *World Development Report 2008: Agriculture for Development*.

⁴ David J. Spielman and Rajul Pandya-Lorch (2009). "Fifty years of progress." In *Millions Fed: Proven Successes in Agricultural Development*. David J. Spielman and Rajul Pandya-Lorch, eds. IFPRI

inadequate and poorly coordinated, in part because individual country markets are too small.

Regionally managed alliances of public and private partners can help open up markets. For example, following seed sector liberalization, Kenya has many vibrant private seed companies competing to make improved varieties available to farmers,⁵ and Uganda's seed sector is developing rapidly. Bringing these benefits to smaller countries like Rwanda can be accelerated by focused partnerships to encourage private investments.

Kenya has many vibrant private seed companies, and Uganda's seed sector is developing rapidly. Bringing these benefits to smaller countries like Rwanda can be accelerated by regional partnerships to encourage private investments.

Increasing regional trade and opening up an integrated regional market for staple foods in eastern Africa will have multiple benefits. Variable weather conditions and other factors mean that output in any given country fluctuates, leading to food shortages

in certain areas in some years and, simultaneously, surpluses in other areas. Regional food balance sheets show that some countries face food crises in years when there is more than enough food in the region as a whole. For example, in 2009, Kenya, Tanzania, and Ethiopia were facing maize shortages, whereas Uganda and Malawi had surpluses⁶. In recent years, Tanzania and Ethiopia have had surpluses, whereas Malawi has been in deficit. Open regional trade and investments in trade infrastructure to move the grain would permit countries and areas within countries to take advantage of regional diversity and different harvest periods for the same and/or substitute

crops and livestock products by moving staple foods from surplus to deficit areas.^{7,8}

Despite recent growth in intra-regional trade, it accounts for only 5% of total trade for the COMESA countries⁹.

COMESA member states spend a combined total of \$19 billion on food imports annually, and yet intra-region trade in all agricultural products is only \$3 billion per year. Reliable access to larger, more predictable markets creates incentives for investments in more efficient value chain services such as storage, warehouse receipt systems, market information, agro-dealer and input supply networks, more efficient delivery of improved technologies, and other services that stimulate increased productivity.

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Harmonized safety standards building on the internationally recognized *Codex Alimentarius* will protect consumers and provide clear standards for producers to meet. An integrated market-led strategy will increase the reliability of food supplies, buffer fluctuations across seasons and years, reduce dependence on imports from outside of the region, and accelerate agricultural growth. This in turn will stimulate and support broader economic growth and decrease poverty.

A recent study by Diao et. al. (2008) at the International Food Research Institute (IFPRI) uses an economy-wide multi-market model to

⁵ Seed Trade Association of Kenya (STAK).

⁶ Calculated by COMPETE from data supplied by the Eastern Africa Grain Council, the Malawi Agricultural Commodity Exchange, and the FAO.

⁷ ASARECA, CGIAR and Re-SAKSS. (2008) *Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action*. ASARECA, Entebbe.

⁸ BIZCLIR (Business Climate Legal and Institutional Reform Project) (2009). *Cross-border trade in East African countries: Shared issues and priorities for reform*. USAID, Washington.

⁹ Re-SAKSS, (2007) *Regional Trends Report for the Common Market for Eastern and Southern Africa (COMESA)*.

assess the likely impacts of doubling African staples production and improving regional market integration¹⁰. Production is doubled by realizing achievable increases in crop yields and a modest increase in cropped area, and improved market integration is achieved through elimination of tariff and non-tariff barriers to trade and improved transportation networks. The benefits are broken down into those arising from growth in production only and those arising from more integrated regional markets. The model projects that a significant reduction in poverty, increased staple production, and enhanced market integration will reduce the number of people living in poverty by 6.1 million in Kenya, by 15.5 million in Ethiopia, and by 22.4 million in the rest of eastern Africa.

In eastern Africa as in most of the continent, women provide 70% of the agricultural labor, 90% of the hoeing and weeding work, 60% of harvesting and marketing activities, and 80% of food storage and transport from farm to village. They also provide 90% of household water and fuel wood, and nearly 100% of household food preparation.¹¹ Nevertheless, they have little control over farming decision-making, resources or income¹². In order to have significant impact on household-level food security, it is critical that interventions address gender roles and relationships and monitor changes.

There are large numbers of young people in rural Africa, and growth in agricultural production alone cannot generate enough employment. While increased investments in value chains will create jobs, improved market systems may actually reduce low-paid casual work for tasks such as manual drying of grain in the sun, loading and unloading trucks, etc. Agricultural development programs must

actively encourage job creation as they promote increased investments along value chains.

The natural resource base upon which agriculture depends is threatened not only by climate change extremes and poor management, but by increasing population pressure and lack of clear land and resource ownership and rights. Plot sizes get smaller as family sizes expand, pastoralists become more restricted in their mobility, women especially are adversely affected by lack of access and control over land and other resources, and employment options for young people are also affected.

Through two Regional Economic Communities (RECs)—COMESA and the East African Community (EAC)—African governments have committed themselves to increasingly integrated regional markets, and are moving from Free Trade Areas to Customs Unions. Private sector investors, traders, transporters, warehouse operators, banks and other lending institutions, agro-dealers, and others involved along regional value chains operate without adequate knowledge and coordination. Regional trade associations are proving their value, providing the coordination required to upgrade value chains and advocate for a better regional policy and business environment.

African institutions and firms operating at the regional level employ many capable people. However, a wide range of specific skills is needed to scale up programs and activities to reduce hunger and improve food security.

The expanding USAID/EA regional program will build upon ongoing support for African regional partners, led by COMESA, to meet key challenges in agriculture and food security. African regional organizations are the equivalent of the national governments for country-led processes at the bilateral level

The approach complements and adds value to country-level activities supported by national governments, with development assistance from the United States and other countries. The results will contribute to the Africa-led Comprehensive Africa Agriculture

¹⁰ Diao, X et al. (2008). *Accelerating Africa's Food Production in Response to Rising Food Prices – Impacts and Requisite Actions*. Re-SAKSS Working Paper 3.

¹¹ ASARECA (2009). *Gender mainstreaming strategic plan*, Entebbe, Uganda, quoting FAO sources.

¹² Muhato, W. (2009) *Gender and food security*, report prepared in support of this implementation plan.

Development Program (CAADP), a framework for coordinated, evidence-based, strategic investments in the agricultural sector designed to significantly reduce chronic hunger and poverty by stimulating broad-based economic growth. Key constraints have been the low productivity of many smallholders, poor market access and inadequate market services for farmers and pastoral livestock producers, barriers to trade within the region, and inequitable participation of rural women and youth.

The key objective of the USAID/EA regional program in support of the Global Hunger and Food Security Initiative (GHFSI) is *Increased Availability and Access of African-grown Staple Foods in Regionally Integrated Markets*. The program has four key investment areas that will:

- Focus on opening up regional markets for staple crops and livestock products that are produced by millions of farmers, most of whom are smallholders, which are consumed very widely as the basis for food security;
- Reduce barriers to trade within the region for agricultural products as well as for seed, fertilizer, and other inputs;
- Work to increase the productivity of targeted staples; and
- Focus on increasing the capacity of key regional African institutions and firms, institutionalizing regional networks for sharing knowledge and best practices.

USAID/EA's expanded regional program will complement and support the programs of the bilateral missions. The regional mission will organize programs to overcome barriers to regional trade that cannot be addressed bilaterally, such as harmonized policies, regulations, standards and procedures; regional market information; and simplified, streamlined procedures at borders. Sanitary, phytosanitary, and quarantine issues will be harmonized through regional forums and capacity-building. The regional program will integrate global climate change throughout, by promoting

successful adaptation practices and embracing an ecological landscape approach.

Strengthened with new senior staff, USAID/EA will take a leadership role to provide regional coordination and knowledge management services, linking the bilateral missions and offices of USAID and the other agencies working towards shared objectives in the region. Coordinated information gathering and analysis by specialized regional partners will guide the type and location of investments to complement each other and achieve the objectives of the broader initiative.

2. FY 2010 OBJECTIVES

A key objective of the GHFSI framework is to “increase sustainable market-led growth across the entire food production and market chain, from the lab to the farm and from the market to the table¹³.”

USAID/EA has defined the specific objective for its region as *Increased Availability and Access of African-grown Staple Foods in Regionally Integrated Markets*. Four core investment areas have been identified under this market-led framework:

- Improved regional market systems;
- Reduced barriers to trade;
- Increased productivity of targeted staples; and
- Increased capacity of key African institutions and firms.

Table 2 shows indicative five-year results of these investment areas against the following seven key areas for investment identified by Secretary of State Clinton for the evolving US

¹³ US Department of State, 2009. Global Hunger and Food Security Initiative, Consultation Document. Washington. <http://www.state.gov/s/globalfoodsecurity>

Government Hunger and Food Security initiative.¹⁴

- Increase agricultural productivity and expand access to quality seeds and fertilizers, other technologies and knowledge, credit, and training;
- Stimulate post-harvest, private sector-led growth by investing in infrastructure to improve access to markets;
- Support women and families in agricultural development;
- Maintain natural resources and take into account the impact of climate change on agricultural development;
- Expand knowledge and training, including investing in research facilities;
- Increase trade flows so small-scale farmers can sell their crops far and wide; and
- Support an enabling policy environment and good governance.

Similar principles were endorsed by the leaders of the G8 countries and a range of African leaders at their meeting in L'Aquila, Italy in July, 2009.¹⁵ These principles were endorsed at the G20 meeting in Pittsburgh and were then incorporated into the Rome Declaration at the World Summit on Food Security in November 2009 (Re-SAKSS).¹⁶

2.1. COMPREHENSIVE STRATEGY LED BY AFRICAN REGIONAL ORGANIZATIONS

USAID/EA will build on its experience and will continue to play a lead role working with COMESA, the EAC, other Regional Economic Communities (RECs), multilateral organizations,

private sector regional organizations, farmer organizations, and civil society. For the regional program, African regional organizations are the equivalent of the national governments for country-led processes at the bilateral level.

In FY 2010, USAID/EA will work with the RECs and other regional partners and donors to formalize a shared comprehensive plan for regional activities in support of agriculture and food security, linked with the CAADP. The Mission will contribute to the development of a system for monitoring and analyzing the outcomes and impact of regionally planned activities.

2.1.1. Consultative Process

The regional portfolio and this implementation plan are based on consultative processes with the RECs, which set priorities and implement programs for regional integration on behalf of their member states. These programs are articulated in a series of regular meetings at various levels: Permanent Secretaries, Ministers, and Heads of State. USAID/EA is based in Nairobi, headquarters for many UN and USG entities which are regularly consulted on regional program planning.

Regional trade associations—the Eastern Africa Grain Council (EAGC) and others—advocate for the interests of the private sector whose representatives meet at regular intervals. The Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA) is governed by a Board comprised of representatives from national and international research and extension institutions, universities, and NGOs. Its strategic plan is based on a systematic ex-ante analysis of the potential regional growth linkages of increased productivity of specific commodities¹⁷. ASARECA has organized a series of meetings with stakeholders to set its

¹⁴ Secretary of State Hillary Clinton, 2009. Presentation at World Food Prize Award Ceremony, June 11, 2009.

¹⁵ G8 Secretariat (2009) “L'Aquila” Joint Statement on Global Food Security: L'Aquila Food Security Initiative (AFSI).

¹⁶ FAO (2009) Declaration of the World Summit on Food Security. Rome.

¹⁷ Were Omamo, Stephen, et. al. (2006) *Strategic Priorities for Agricultural Development in Eastern and Central Africa*. Research Report #150. IFPRI, Washington.

priorities, as has the Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA).

Over the past year, USAID/EA has consulted with bilateral missions in the region participating in the Global Food Security Response (GSFR) that has led to the new Global Hunger and Food Security Initiative. This includes Kenya, Uganda, Rwanda, Tanzania, Ethiopia, Zambia, Malawi, and Mozambique, as well as the Southern Africa regional mission. There have been discussions with USDA, the US Trade Representative, and other USG agencies, and collaboration will be broadened and deepened.

Representatives of other donors involved in the CAADP process and who are supporting the same partners have been engaged in discussions on priorities and approaches. The proposed program was developed based on discussions with stakeholders, institutions, implementing partners and bilateral/regional donors. It built on past experiences, lessons learned and best practices to develop the new plan presented here.

2.1.2. Status of CAADP

The Comprehensive Africa Agriculture Development Program (CAADP) is an initiative of the African Union (AU) and its New Partnership for African Development (NEPAD) that commits all African states to increase investments in agriculture as a key to economic growth. CAADP is an African-led, country-based process.

The goal of CAADP and the GHFSI is to achieve Millennium Development Goal 1—to eradicate extreme poverty and hunger—by improving the productivity, profitability, and sustainability of smallholder farms, creating pathways out of poverty for the rural poor. Heads of State have committed themselves to significantly increase investments in agriculture to at least 10% of national budgets. This is expected to increase annual growth rates in agricultural GDP to at least 6%, setting in motion a broad dynamic of growth.

The African Union and NEPAD have laid out a roadmap for the country-based CAADP process. A sector-wide framework involves all relevant ministries and agencies and includes systematic stocktaking and investment analysis leading to the signing of a country compact by the government and its development partners. Each compact reflects a consensus on gaps in the existing portfolio of investments in the agricultural sector and on what needs to be done to achieve MDG 1. This agreement forms the basis for peer-reviewed national investment plans. All major donors, including USAID, have agreed to support this process.¹⁸

At the regional level, COMESA has developed a strategic framework to support member states to implement the CAADP agenda. It has identified three strategic areas of intervention:¹⁹

- Facilitation of efficient agricultural markets;
- Accelerating adoption of productivity-enhancing technologies; and
- Promoting an enabling agricultural policy environment.

COMESA has contracted with the Food, Agriculture, and Natural Resources Policy Analysis Network (FANRPAN), a regional policy organization, to develop a draft CAADP regional Compact that will be completed in mid-2010. The regional Compact is expected to identify key interventions common to member states, or with positive spillover benefits. It will provide a framework within which to extend and formalize ongoing support from governments and multiple donors to regional programs.

The Regional Strategic Analysis and Knowledge Support System (Re-SAKSS) is a regional program linked with the International Food Policy Research Institute (IFPRI) and other CGIAR centers. It is supported by several

¹⁸ Global Donor Platform (2009) *Guidelines for donor support to CAADP process at a country-level*. Addis Ababa.

¹⁹ COMESA (2009) COMESA Secretariat Agricultural Strategic Framework: 2010-2014. Lusaka. p. 6.

donors including USAID. The Re-SAKSS node for eastern and central Africa in Nairobi has been working with the African Union and NEPAD on a monitoring and evaluation system for CAADP. USAID/EA has bought into their program to monitor progress of the GHFSI in the region, tapping into expertise and data systems in both national and multilateral institutions.

USAID/EA provides funding to COMESA to support its regional integration, agriculture and trade and investment agenda, thus contributing to all of the four pillars of the CAADP²⁰. In addition, other projects supported by the Mission provide technical assistance. This support also contributed to the cost of the CAADP country round table processes in Kenya and Ethiopia.

The Mission played a lead role in the design of ACTESA as an early action of the CAADP to encourage regional trade in staples and livestock, and is supporting the start-up phase. The CAADP agenda and programs directly influence and are, in turn, influenced by the work of the research and extension institutions supported by USAID/EA. ASARECA is a lead institution for the implementation of CAADP Pillar IV (Agricultural Research) and works on regional cross-border science and technology issues. The ASARECA Operational Plan, designed and implemented in consultation with the donor group, ensures coordination and alignment with CAADP priorities. The USAID/EA regional livestock and pastoral livelihoods program with COMESA is leading to important policy changes and new programs to improve livestock trade.

To date, regional donor coordination has focused on particular partner African institutions. The eight donors and development partners that support ASARECA, currently chaired by USAID/EA, have signed a formal Memorandum of Understanding to coordinate

their approach in support of the CAADP. Informal donor groups have been set up for COMESA, ACTESA, the EAC, and for specific tasks including the coordination of support to the northern and central transport corridors and the development of a regional seed alliance. These efforts will be coordinated within the framework of the CAADP regional Compact once it is completed.

2.2. AFRICAN CAPACITY BUILDING (INSTITUTIONS AND FIRMS)

Since the late 1990s, the USAID/EA portfolio has emphasized building capacity of African partner organizations. Experts in institutional development have worked with COMESA, ASARECA, and other partners to develop strategic plans, financial management systems, and governance and management systems. Technical assistance projects have fostered the formation and strengthening of four private sector regional trade associations. A special program to strengthen the capacity of NGOs operating across borders produced valuable results and useful lessons. Through its partners, the Mission has provided short-term training in a wide range of technical and management skills. The success of these partners has led other major donors including the World Bank, DFID, and the European Commission, to step up their support for regional programs.

These activities will be significantly scaled up as part of the GHFSI. Diverse initiatives to revitalize agriculture and food security are being implemented simultaneously by African governments, the US and other donor countries, foundation-supported projects, and others. It is critical that African organizations—governmental, non-governmental, and private—have the leadership skills and the technical expertise to manage these activities. USAID/EA, the bilateral missions, and the Africa Bureau will work with African institutions to develop a program of short-term, mid-career training in leadership and specialized technical skills for selected individuals in public institutions, private companies, and NGOs. The program will support building increased leadership roles for

²⁰ The CAADP work falls under four pillars: (1) Land and Water Management; (2) Market Access; (3) Food Supply and Hunger, and (4) Agricultural Research.

women, as well as encouraging the participation of women and youth in economic activities along the regional value chains.

With funds from the FY 2009 GFSR²¹, a training coordination program will be established in Nairobi. It will pull together the priorities of our partners and African regional institutions and firms, and will work with African educational institutions to identify existing training resources and curricula. It will liaise with the bilateral USAID missions and the program being set up by the Africa Bureau in Washington to develop a comprehensive five-year plan. By the end of 2010, a program to train 100 key individuals in the first year will be up and running. Synergies with bilateral program training needs will be coordinated.

USAID/EA will work closely with its African partners in the area of communications and outreach. In eastern and central Africa, the agricultural sector has been underfunded and underappreciated for many years. Young people typically do not see career or investment opportunities in farming, and choose other opportunities if they can.

Achievement of the objectives of the CAADP and of the GHFSI will require changes in attitudes and expectations. To change attitudes and mindsets at all levels—from policymakers to rural youth—opportunities and successes must be disseminated through various media including internet, radio, television and print. Communications strategies, and the capacity building to support them, will be built into every project and partnership.

2.3. INVEST IN PRIORITY ACTIONS IN 2010

USAID/EA will scale up its portfolio in FY 2010, strengthening existing regional programs and mechanisms and putting in place new ones that will add value to country-level programs, contributing to the objectives of the GHFSI.

Four new programs—capacity building, a new livestock trade program, regional alliance building for seed, fertilizer and other agro-inputs, and a regional services platform—will be designed and launched. These will be informed by and coordinated with a planning process for the mitigation of, and adaptation to, global climate change.

Additionally, key components will be added to ongoing programs to increase productivity, remove barriers to trade, increase access to markets, increase regional food security, and ensure that best practices, information, and technologies are shared across the region. The team will coordinate closely with the bilateral missions to make sure that activities complement and support what is being done at the country level. The regional services platform will also provide design, evaluation and other support to the bilateral missions. The USAID/EA Mission will hire new staff to handle this broader range of activities.

3. TARGET GROUPS BY LOCATION AND INCOME

3.1. TARGET BENEFICIARIES

The accelerated participation of the very poor in rural growth is key to the success of USAID/EA strategy and implementation plan. Activities in all four core investment areas will focus on integrating women and youth into the development process. There is a tension between the market-based approach—focused on regional trade in staples produced by market-oriented farmers—and the central goal of reaching large numbers of very small, chronically food insecure rural households. Economic growth will not be sustainable if large sectors of the population are excluded from the growth process. In the COMESA region, it is

²¹ Funding provided in FY 2009 to address the high food price crisis in Africa is called The Global Food Security Response (GFSR).

estimated that over 55% of the total population earns less than one dollar a day.²²

All of the activities supported under this Implementation Plan focus on staple commodities that are widely produced by large numbers of smallholder farmers and widely consumed throughout the region. Linked programs at the regional and national levels will overcome bottlenecks and provide facilities and services that will make markets work for increasing numbers of farmers characterized as “vulnerable yet viable.”

Cooperation with humanitarian relief programs managed by the Office of Foreign Disaster Assistance (OFDA), Food for Peace, international organizations including the World Food Program, and NGOs will help bridge the relief-to-development gap. Coordinated planning is critical to achieve the scope and scale required to cut hunger and poverty significantly in eastern and central Africa. In FY 2010 Re-SAKSS, in collaboration with bilateral missions, will support implementing partners to identify specific target beneficiaries in key areas across the region, and set up a system for monitoring progress towards the objectives of the Initiative.

Table 1: Poverty Indicators for the COMESA Region

Means for the 1990's and 2000's and data for 2008	Percent		
	1990's	2000's	2008
Dollar a day poverty rate	51.4	52.8	55.8
Child malnutrition rate	27.4	28.2	26.9
Adult undernourished rate	41.4	40.9	37.6
Average GDP growth	2.6	4.4	6.1
Average agricultural GDP growth	2.2	2.6	6.5*

*This figure is for 2007

Source: Re-SAKSS estimates, based on WDI, 2008; United Nations Statistics Division, 2008; IMF, 2008

²² Re-SAKSS web site: <http://www.resakss.org/>.

3.2. ENSURING EQUITABLE OPPORTUNITY FOR WOMEN AND YOUTH

USAID/EA and its partners will promote policies and programs to empower women in agriculture, an important element of the strategy for increasing regional food security. USAID/EA and its partners will promote leadership of women at all levels throughout the agricultural sector: in research organizations, traders associations, marketing groups, farmers' organizations, etc.²³

USAID/EA supports activities of the COMESA Federation of National Associations of Women in Business (FEMCOM), an institution based in Malawi. The organization builds the capacity of its members in business and export management skills, so that women in the region can compete favorably in both regional and global markets. Most businesswomen in the COMESA region participate in intra-regional trade only through informal cross-border trading. Women traders in the various member states are subjected to harassment, including unwarranted searches and confiscation of goods by customs officials who are not gender sensitive. Women are also at a disadvantage coping with unfamiliar and complicated procedures in export management, quality control, packaging, and other issues. FEMCOM provides a regional network of highly motivated women entrepreneurs with which other projects may link. FEMCOM has established incubator projects in several COMESA member states, focused on agro-processing.²⁴

The work plans of all of USAID/EA partners will include assessments of women's participation at all stages of staple food value chains, and of best practices for getting appropriate technologies and best practices to women farmers to increase their productivity and link them to markets. Special attention will be paid to reducing sexual harassment and violence faced

²³ Muhato, W. (2009) *Gender and food security*, report prepared in support of this Implementation Plan.

²⁴ FEMCOM (2009) FEMCOM Medium Term Strategic Plan Framework, 2009-2014. Lilongwe

by women in markets along transport routes and at border crossings. Effective representation of women in regional organizations will be promoted as a mechanism for advocacy of equitable access to land, credit, and other services. The capacity-building program will select women leaders from public and private institutions for training.

3.3. GEOGRAPHIC FOCUS

USAID/EA works with regional institutions and programs in eastern and central Africa. COMESA and the EAC have a total of 20 member states, although there is overlap with the SADC countries covered by USAID/Southern Africa. Initially, the Global Hunger and Food Security Initiative is focused on five countries in eastern Africa (Kenya, Tanzania, Uganda, Rwanda and Ethiopia), plus the Democratic Republic of Congo and three SADC countries (Zambia, Malawi, and Mozambique). Close collaboration with the bilateral missions and the Southern Africa regional mission and their programs is a key component of this plan. Through USAID in Washington and in Rome, links will be strengthened with the United Nations and other multilateral organizations.

USAID/EA will focus on a market- and trade-led program for staple foods. Maize, beans, cassava, and other crops will provide leverage on markets and trade-led regional food security. In addition to the strong focus on staple crops in arable areas, attention will be given to livestock and livestock products, mainly from arid and semi-arid areas.

USAID/EA will work with ACTESA on programs to strengthen market links for a number of key staple crops and for livestock. Additionally, linking in to GLOBAL CLIMATE CHANGE adaptation and mitigation, programs will explore adaptive best practices in various eco-agriculture zones within the region. Pastoralist livestock management is considered the most appropriate land use for the large arid and semi-arid areas, home to some of the

region's most vulnerable and marginalized populations²⁵.

Crop farmers should focus on those activities that make the best sense for their areas, and adopt practices that yield increased productivity results. In the medium term, biotechnology has the potential to increase the capacity of crops and forage species to withstand more extreme and variable conditions, including drought and flooding.

4. CORE INVESTMENT AREAS

The portfolio will scale up rapidly in 2010 and 2011. If funding remains consistent at between \$30 and \$40 million per year through 2014, the program will achieve significant impact. USAID's keystone African partner, COMESA, is in the forefront promoting regional integration and leads several important regional African initiatives, including CAADP and the regional response to Global Climate Change.

When the Heads of State of the 19 COMESA countries and the five EAC meet each year at their summits, they adopt important regional initiatives and policies. Once endorsed, the Heads of State return home to start the process of implementing these agreements. This means harmonizing policies with those of their neighbors, removing trade tariffs and non-tariff barriers, taking cross-border approaches to natural resources management, and permitting free trade of food commodities and agricultural inputs across borders. Regional advances augment and synergize the efforts of country bilateral programs. By creating a regionally harmonized policy framework, the whole region benefits through reduced barriers to trade,

²⁵ Hatfield, R. and Davies, J. 2007. *Global Review of the Economics of Pastoralism*. IUCN, World Init. Sust. Pastoralism. Kenya. See http://liveassets.iucn.getunik.net/downloads/global_review_ofthe_economicsof_pastoralism_en.pdf.

increased access to food and inputs, and higher food safety standards.

USAID/EA, as part of a group of donors, will support key activities of COMESA and its ACTESA agency, particularly those that will facilitate significantly increased trade in staples, as well as input supply systems. Technical assistance will be provided to the private sector Regional Trade Associations for the transformation of value chains, as well as support for policy reform and technical support to facilitate cross-border trade. USAID will support capacity building for policy and regulatory reform through COMESA and the EAC. The Eastern Africa Grain Council (EAGC), possibly a regional livestock trade association, and other RTAs will be supported as they build up their programs, generating increasing revenues from services provided to their members and clients.

ASARECA and its national and international partners will adapt and extend technologies and knowledge as key factors to increase the productivity of small farmers throughout the region. New seed and fertilizer alliances will support regional strategies to increase availability and lower costs of inputs. Methods of agriculture that support conservation, improved water cycle and better management of natural resources will be explored and best practices shared. The potential for carbon storage in croplands under low tillage and for rangelands under better management will be examined. Agricultural carbon credit markets will also be explored, which will link closely with the Mission's Global Climate Change programs. A consortium of partners will organize training and capacity building in response to clearly prioritized needs. Analytical and knowledge support will keep programs focused on clearly articulated priorities and document their impact.

The USAID/EA proposed framework of core investment areas builds on its portfolio of activities implemented over the past ten years with strategic African partners. Expanded activities in each area will build on the achievements of programs that have been

supported by the Initiative to End Hunger in Africa (IEHA), the African Growth and Competitiveness Initiative (AGCI), the Famine Prevention Fund, and other funding sources. A total of \$11.9 million in supplemental funding and additive DA in FY 2009 for the Global Food Security Response has provided a significant head start for the expanded strategic program.

With the increased level of support in FY 2010, the Mission will scale up current programs, as well as design new activities. The expanded portfolio will complement and add value to programs implemented by the bilateral missions, and will coordinate with activities supported by other donors within the broader framework of CAADP.

4.1. CORE AREAS

4.1.1. Improved Regional Market Systems

Better systems for market access are critically important for transforming African agriculture, cutting hunger and poverty—particularly for the poor and those vulnerable to seasonal food insecurity. Many farms are small, cultivated using hand tools with few purchased inputs. Average yields are low. Production is for both for home consumption and for sale. Farmers often sell at harvest, when prices are at their lowest, but buy food later at much higher prices. Improved storage, pest control, sorting by grades, and bulking with other producers brings farmers better prices and reduces their risk and uncertainty encouraging increased sales and investment.

Better systems for market access are critically important for transforming African agriculture, cutting hunger and poverty—particularly for the poor and those vulnerable to seasonal food insecurity.

Warehouse receipts open up financing, for farmers to borrow against their stored product to buy improved seed and inputs for the next season, as well as pay school fees, medical

expenses, etc. Standardized commodities stored in good warehouses can be more easily traded across the region, balancing short term local fluctuations and creating larger and more reliable markets.

Farmer organizations and development projects throughout the region can benefit from an organized community of practice to make market and price information available quickly and efficiently. Although most direct market services for farmers fall within bilateral programs, their effectiveness depends to a significant extent on the regional enabling environment. USAID/EA will build upon its ongoing strategy of working simultaneously with private sector RTAs and intergovernmental organizations to improve the policy and regulatory environment for trade. Key potential partners in this investment area include:

- COMESA;
- ACTESA, its partners and grantees;
- Eastern Africa Grain Council. (EAGC) and its national affiliates and partners.
- Equity Bank (Kenya), and/or other banks financing warehouse receipt systems and providing trade financing;
- Partners and sub-grantees in the staple foods value chain, such as warehouse receipt programs, commodity exchanges;
- Regional trade association for livestock and livestock products, as well nascent organizations for cassava and other staples;
- Multilateral organizations, including the WFP, particularly their Purchase for Progress (P4P) Program, the United Nations Conference on Trade and Development (UNCTAD), as well as the FAO and IFAD, which are also promoting innovate market institutions;
- Bilaterally funded agricultural productivity and market access programs and their affiliates such as producers' organizations, banks, agro-dealers, processors;

- ASARECA, particularly its Policy Analysis and Advocacy Program (PAAP);
- Re-SAKSS;
- The DFID Trademark program;
- The AGRA Market Access program; and
- The Market Linkages Initiative and its partners, particularly US NGOs administering Title II Multi-Year Assistance Programs (MYAPs).

Support for key regional staple food value chains will be scaled up, focusing on maize, beans and pulses, processed foods, roots and tubers and selected horticultural crops that are widely grown and sold in regional markets. Focused attention will be given to market and trade linkages for livestock, since pastoral livestock systems in arid and semi-arid areas contribute to the economies of many countries. The choice of commodities and specific activities to strengthen components of the value chains has been made in close consultation with the bilateral missions, and this process will continue. USAID/EA was strongly encouraged to work on livestock trade and processed foods for humanitarian relief agencies by bilateral missions. It is critically important that regional market links and services be closely coordinated with bilateral programs supporting market access for farmers and national market and trade linkages.

Improving the competitiveness of regional value chains involves interventions at multiple levels:²⁶

Business enabling environment, related to transit and customs issues, standards harmonization, as well as value chain-specific policies and regulations;

Value chain competitiveness, key to growth, poverty reduction and food security. Enhancing competitiveness involves strategies in three key areas:

²⁶ Downing, J. and R. Campbell. (ND) *Key Elements of the Value Chain Approach*. Briefing Paper. www.microlinks.org/vcwiki

- **End-market positioning:** a strategy for competing in the end (final) market and meeting the needs of end-market buyers.
- **Upgrading:** to ensure that strong market linkages exist between producers all along the value chain and that firms and farmers have the skills and technologies necessary to meet the demands of the end market.
- **Sustaining competitiveness:** addresses power imbalances among firms, the equitable distribution of benefits, and access to learning, market information, and other forms of knowledge necessary for ensuring that all value chain participants contribute to and benefit from value-chain competitiveness.

Public-private partnerships that offer opportunities for investment; and

Institutional strengthening to support economic transformation in the region.

The Committee of Donor Agencies for Enterprise Development (of which USAID is a member) has adopted a series of best practices that lead to sustainable development of private sector value chains and their supporting services. A key lesson learned included in their best practices compendium is that successful value chain development projects must rely on private sector actors to both drive change in value chains and address constraints, including those related to market access, finance, business development services, agronomic services, and market information. Private implementing partners do not subsidize the provision of services, but rather look for sustainable solutions, particularly when services are needed over the long run to improve the competitiveness of an industry.²⁷

As a result of the value chain best practices compendium, USAID/EA will place strong emphasis on strengthening private sector

²⁷ For a compendium of case studies from Africa, see also C. Martin Webber and Patrick Labaste (2010), *Building Competitiveness in Africa's Agriculture: A guide to value chain concepts and applications*. World Bank, Washington.

leadership and will support private sector-led approaches to improving regional market systems. Assistance will be provided to continue to build strong, private sector-led regional trade associations that will support trading mechanisms that allow small-scale producers to cost-effectively identify and respond to trade opportunities in the region, as well as the reduction of intra-regional transport and border barriers.²⁸

ACTESA will provide the framework for policy dialogue and coordination with programs working in closely related areas. USAID implementing partners will continue to be a major mechanism for providing technical assistance. The Eastern Africa Grain Council will continue to mobilize its members to provide services at the national level that will increase market access, building the capacity of small and very poor producers to meet market requirements for quality and quantity and link to regional markets.

At the national level, farmer organizations and other groups are key mechanisms for smallholders to aggregate their output for better integration with markets. The Market Linkages Initiative (MLI), supported by the Famine Prevention Fund, will work closely with farmer organizations and service providers to open up market access for smaller, chronically food-insecure farmers in select areas where cross-border trading makes sense.

At the regional level, the East African Farmers Federation (EAFF) and other regional groups represent their member national organizations at regional forums and provide a conduit for information and best practices. USAID/EA will support them through ACTESA and ASARECA.

A new regional trade association in the livestock sector is expected to consolidate various national organizations and supporting services. This will be part of a new regional program to strengthen livestock value chains in

²⁸ Carana Corporation and ACDI/VOCA, (2008). *East Africa Value Chain Assessment*. Desk Study for USAID/East Africa.

pastoral areas that will facilitate and lower the costs of moving both live animals and livestock products across borders.

COMESA has developed a draft policy framework for food security in pastoralist areas. This provides a platform for policy dialogue on the need for better economic evaluation and political representation of pastoralists. Key topics include diversification of livelihoods, cross-border mobility and trade, conflict prevention and management, and the use of local livestock products in national food reserves. There are possible opportunities for including well-managed rangelands in the calculation of carbon credits, mitigating climate change.

The WFP Purchase for Progress (P4P) program will be an important partner as it continues its local and regional purchases program to strengthen market systems for smallholders. Partners will monitor impact and compile lessons learned and best practices for dissemination in the region. Harmonization of methods for collecting and compiling data and analytical work by Re-SAKSS, FEWSNET, and other organizations will document how smallholder farmers are linking with cross-border markets and will map trade flows between surplus and deficit areas. Partners will be asked to identify particular constraints of women accessing these markets.

The regional trade associations and their national affiliates will encourage transparent, orderly and widely available market services. These include financial services, warehouse receipt systems, commodity exchange systems and other marketing services such as storage, transport, and processing.²⁹ New and innovative financial products such as purchase order finance will be piloted. Further efforts will strengthen and harmonize reliable, timely and cost-effective market information and intelligence systems across the region and

support the regional dissemination of IT technologies. Programs will also include training and other support for women and the very poor to increase their access to markets.

4.1.2. Reduced Barriers to Trade

Reducing transactions costs, specifically the time and cost of moving both commodities and agricultural inputs across borders, will stimulate intra-regional trade. Overland transport costs in Eastern Africa are among the highest in the world. Lower costs will open up new competitive opportunities.

Growing conditions in the region are variable over short distances, annually and seasonally. An integrated regional market will allow commodities to move from areas of surplus to areas of deficit, buffering price fluctuations and local food shortages. The existence of a reliable, transparent regional market will create incentives for farmers to invest in increased productivity.

The potential for finding regional buyers will be an incentive for warehouse operators to invest in storage capacity and to meet regional grade standards.

Delays at border points can be significantly reduced by establishing clear, improved one-stop procedures, improving communications, and training, thereby reducing the opportunities and incentives for corruption.

The realization of these benefits will require an improved policy and business environment, as well as improved market services necessary to ensure that farmers can meet market standards. Many studies have shown the potential value of regional trade in Eastern and Southern Africa. Trade would allow the region to take advantage of regional diversity and different harvest periods for the same crops and ensure the movement of staple foods from surplus to

Reducing transactions costs, specifically the time and cost of moving both commodities and agricultural inputs across borders, will stimulate intra-regional trade.

²⁹ Coulter, J. (2009). *Review of Warehouse Receipt Systems and Inventory Credit Initiatives in Eastern & Southern Africa*. UNCTAD, Geneva.

deficit areas.^{30,31} It is critical that the USG take a regional approach to improving transit routes in order to increase both the supply of goods and technologies necessary to improve agricultural productivity and to increase agricultural trade. None of the countries in eastern Africa can stand alone: they rely heavily on their neighbors.

Most countries in East and Central Africa rely on imports of processed and manufactured goods, as well as agricultural machinery and fertilizers. In order to export agricultural commodities, they rely on the safe passage of their goods through neighboring countries to the ports or the points of demand. Pastoral livestock systems produce most of the meat consumed in Eastern Africa, but better organization of the marketing systems could significantly improve access.³²

Key barriers to regional trade in staples include:

- Inconsistent and overlapping policies, leading to unnecessary red tape and paperwork required for trade.;
- Poor quality roads along main corridors and important feeder routes;
- Long clearance processes at borders caused by poor border infrastructure and inefficient customs and clearance procedures. (For example, a 100% inspection policy is often applied, meaning that each truck load must be inspected in full, often by more than one clearing agency);

- SPS requirements which are not standardized or applied consistently;
- Logistical inefficiencies including poor quality trucks, and cartel-like behavior on the part of trucking companies, lack of proper facilities for bulking and storage in transit; theft, and the large number of informal road blocks that cause delays and create opportunities for corruption; and
- Conflicts that often undermine potentially profitable trade links, particularly for livestock in dry land areas.

Key partners in this investment area may include:

- US Trade Representative
- USDA
- COMESA
- The East African Community (EAC)
- The Transit Transport Coordination Authority of the Northern Corridor (TTCA)
- Central Corridor Authority
- Kenya International Freight and Warehousing Association
- National Customs authorities
- Private sector associations of shippers, freight forwarders, and other businesses working along the trade corridors.
- The Eastern Africa Grain Council (EAGC), its partners and affiliates.
- East Africa Phytosanitary Information Committee (EAPIC)
- National sanitary and phytosanitary regulatory authorities
- Hewlett Foundation
- DFID Trademark program
- The World Bank
- FAO
- IFAD
- The European Commission
- The African Development Bank
- JICA

³⁰ ASARECA, CGIAR and Re-SAKSS. (2008) *Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action*. ASARECA, Entebbe.

³¹ BIZCLIR (Business Climate Legal and Institutional Reform Project) (2009). *Cross-border trade in East African countries: Shared issues and priorities for reform*. USAID, Washington.

³² McPeak, J. and P.D. Little, Eds. (2006) *Pastoral Livestock Marketing in Eastern Africa: Research and Policy Challenges*. Practical Action Press

Research shows that trade flows are extremely responsive to transport costs; a 10% drop in transport costs can lead to as much as 25% increased trade flows.

USAID/EA's projects through COMPETE and its predecessor, the East and Central Africa Competitiveness (trade) Hub, have focused on reducing the time and cost of moving goods across selected border points.³³ The program will now expand to include more border

points important for increasing trade in staples. Priorities will be set in collaboration with the bilateral missions.

A number of regional, national, and donor-funded programs are focusing on regional transit corridors as a way to coordinate investments along critical trade routes, upgrading them to "economic corridors." Many of the corridors managed under treaty in Eastern and Southern Africa link inland cities, extractive industries, and land-locked countries to sea ports. Under this program, the concept of corridors is being expanded to include routes that link areas of current and potential food surplus to large markets across borders. It will be important to make sure that these connect with national programs to improve farm-to-market roads in Rwanda, Uganda, and other countries.

USAID/EA and DFID recently organized a conference that highlighted the importance of better coordinating investments in transport infrastructure and services that are crucial for unlocking economies of scale and increasing competitiveness in the region.³⁴ Research shows that trade flows are extremely responsive to transport costs: a 10% drop in transport costs can lead to as much as a 25%

increase in trade flows³⁵. Investments in improving underdeveloped road, rail, power, and other transport infrastructure must be linked with systematic improvements in procedures and systems to move goods.³⁶

Research on the impact of non-tariff barriers (NTBs) between countries in the EAC has found that administrative requirements, road blocks, customs barriers, weigh bridges, licensing, transiting, and corruption all constrain efficient trade.³⁷ A study on the impact of a COMESA Customs Union found that harmonization of customs procedures, elimination of NTBs, infrastructure improvements, diversification of production and formalizing cross border trade are all critical to achieving food security at a regional level.³⁸ The USAID/EA RATES project (2003-2008, a predecessor of COMPETE) won wide acceptance in the COMESA region for the free-trade concept of "Maize without Borders," now expanded to "Food without Borders."

Intra-COMESA trade in maize increased from a 3-year average value of \$28.3 million in 2001-2003 to \$104.4 million in 2005-2007; but this is still far below potential and many issues remain to be resolved.³⁹ Availability and prices of maize and other staple foods is politically sensitive, and policymakers are often quick to impose export bans and other trade restrictions in response to reports of short-term food

³³ East and Central Africa Competitiveness Hub (2008). Final Report.
³⁴ Jones, S., S. Wade and S. ...
the Efficiency of Transit Corridors ...
Conference report, Nairobi

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³⁵ Limão, Nuno and Venables, Anthony J. (1999). *Infrastructure, Geographical Disadvantage, and Transport Costs* World Bank Policy Research Working Paper No. 2257.

³⁶ Foster, V. and C. Briceño, Eds. (2010) *Africa's Infrastructure: A Time for Transformation*, World Bank, Washington.

³⁷ ASARECA. (2008) *Impact of Non-Tariff Barriers on Cross Border Trade in Eastern Africa*.
www.asareca.org/resources/reports/NTBtechES.pdf

³⁸ Dimaranan, B and S. Mervel. 2008. *The COMESA Customs Union: A Quantitative Assessment*.
<https://www.gtap.agecon.purdue.edu/resources/download/4048.pdf>

³⁹ RATES (Regional Agriculture Trade Expansion Support Project). (2008) *Final Report: Reducing Poverty in East Africa through Trade*. USAID, Nairobi

shortages or price increases. It is critically important to develop rules-based procedures to replace unpredictable bans and to encourage national policy authorities and border officials to apply and enforce regional agreements. Reliable food balance sheets can inform sound decision-making, accurately pinpointing shortfalls in food supplies and suggesting remedial actions that will not disrupt orderly trade or cut off markets for farmers.

The Mission will scale up its cooperation with COMESA, the EAC, IGAD, TTCA and other regional authorities involved in the management of the transit corridors, and with national government agencies to improve the enabling environment, facilitate trade policy harmonization, and reduce tariff and non-tariff barriers. National-level implementation of agreements made at regional meetings can be slow and uneven, and will be facilitated, in coordination with the bilateral missions. Links with related programs will be strengthened, including the *Making Finance Work for Africa Initiative* coordinated by the African Development Bank.⁴⁰

A conference sponsored by USAID, DFID, and JICA in March 2009 established a Task Coordination Group that has commissioned an in-depth diagnostic study of barriers to efficiency along the northern and central corridors which will guide a coordinated set of interventions, including investments by other development partners in roads and other infrastructure. The scaled-up USAID/EA program will focus on decreasing the time and cost and increasing the volume and value of staple foods, livestock, and agricultural inputs crossing borders within the region. Priorities will be set jointly with other donors—through a corridor investment meeting and in consultation with the bilateral missions—to choose the most important routes and border points and to overcome bottlenecks to trade. In collaboration with the regional health program,

analysis and advocacy efforts will work toward eliminating tariffs in the region on fortificants to decrease the cost of fortified foods.

Unpredictable export bans and other government interventions in markets are very disruptive. USAID/EA will work with regional institutions and bilateral partners to institute “next-best” policy solutions that will begin to regularize the impacts of export bans and other harmful government policies. Assistance will include support to strengthen regional management information systems to ensure that governments have access to accurate forecasts of crop yields in a given year and good information about harvest totals. USAID/EA will partner with WFP and FFP to structure safety nets that can be drawn upon in times of need. We will work with Regional Economic Communities to develop empirically based triggers that will allow governments to take protective action and impose penalties for governments that implement bans outside the established rules.

Many policymakers in Eastern Africa have inadequate information on the comparative advantages of pastoralism over alternative land uses in semi-arid areas. As a sector, pastoralist livestock systems are estimated to be worth US \$800 million a year in Kenya alone. But critically, statistics on nationally produced goods and services do not reflect the true value of pastoralism.⁴¹ News stories focus on droughts, dead cattle, and communal and cross-border violence, not on economic opportunities. USAID/EA will work with COMESA and other regional organizations to organize forums to bring policymakers at regional, national, and local levels together with leaders of pastoral communities, integrating the pastoralist voice into the policy process. Better information based on analysis will open up access to markets in the region and in the Gulf States, as

⁴⁰ See: <http://www.afdb.org/en/topics-sectors/initiatives-partnerships/making-finance-work-for-africa-partnership/>

⁴¹ Hesse, C. and MacGregor, J. 2006. *Pastoralism: Drylands' Invisible Asset?* Drylands Issue Paper 142. IIED, London. See www.iied.org/pubs/pdfs/12534IIED.pdf.

well as encourage investments and private services.

Sanitary and Phytosanitary Standards (SPS) are important for maintaining appropriate quality standards, preventing the regional spread of pests and diseases, and protecting the public against toxins that can develop in storage as well as from zoonotic diseases. Regional food safety standards need to be improved based on the *Codex Alimentarius*. These can become non-tariff barriers if they are not applied fairly or if regulatory agencies lack appropriate pest lists, procedures, and back-up laboratories to enforce them appropriately. USDA/APHIS has based a full-time professional in USAID/EA to build the capacity of regional and national regulatory organizations to encourage orderly trade in agricultural commodities.

Collaboration between regional and bilateral programs is key to achieving the goals and objectives of the program. Bilateral programs provide intensive technical assistance to farmers and firms in the region, but they may miss important regional market links that could enhance overall trade and competitiveness. Partners can draw on expertise in multilateral organizations to fill gaps. At the same time, improvements in the regional policy and business environment need bilateral partnership. For example, USAID/EA has supported adoption of harmonized SPS standards for maize and other staples, generating significant new potential for regional trade. However, intensive training and technical assistance will be needed so farmers can meet these standards.

The region's leaders have signed on to an agreement to support a Simplified Trade Regime that will expedite procedures for small-scale grain traders at the region's borders. Full implementation will require intensive training and outreach to traders and border officials to ensure that they are aware of the new procedures and have the capacity to implement them. An updated list of regional policy initiatives with potentially transformational impacts on regional trade in staple foods will be shared with the bilateral missions as a guide for

setting priorities. The regional mission and its implementing partners will continue to coordinate with their bilateral counterparts to identify gaps and plan how to overcome specific bottlenecks to regional trade from both national and regional perspectives.

4.1.3. Increased Productivity

The average productivity of staple crops and livestock in the region is low for many reasons. Growing conditions are highly variable and many smallholder farmers do not have the resources or the knowledge to use technologies or inputs effectively. There is no one single set of solutions. Regional programs can add value because they provide a range of options to be adapted or scaled up at the national level. These include:

- Coordinated responses mobilizing resources from several countries to react to changing factors that affect the region as a whole, such as new pests and diseases, increasing uncertainty in rainfall patterns linked to global climate change;
- Access to new laboratory techniques and technologies that can be tested and adapted in a range of conditions to be passed on to national institutions;
- Knowledge and best practices to be shared widely within the region; and
- Systematic, coordinated strategies to deal with policy and regulatory issues affecting the regional distribution of seeds by private companies, as well as the importation and distribution of fertilizer and other inputs.

Increasing the productivity of staple crops and livestock is critical to achieving the goal of expanding food supply in the region. Continuing the trend of past decades—increasing production by expanding cultivated area—is not a sustainable option. Although most support for increasing farm-level productivity must be implemented at the local and national levels, regionally coordinated collective action has important roles to play.

Many agro-ecological zones are common across borders, and the same or very similar improved varieties and management practices can be applied. Pests and diseases do not respect borders, and effective control measures require coordinated action. Scientists from different countries can work together, sharing scarce laboratories and other facilities, and make much quicker progress than they could by operating separately.

Expanded regional program to support activities at the national level to increase the productivity of crop and animal producers may include the following partners:

- The Foreign Agricultural Service (FAS) of USDA.
- The US Land Grant Universities, through the Collaborative Research Support Programs (CRSP) and other mechanisms.
- The CGIAR Centers, and other advanced research institutions throughout the world.
- The FAO, IFAD, UNDP, and other multilateral agencies with programs in agriculture.
- COMESA, ACTESA, and their affiliated programs, including the COMESA Regional Agro-inputs Program (COMPRAP).
- ASARECA, its partners and affiliates, including the national agricultural research institutes, extension agencies, NGOs.
- African universities.
- East Africa Farmers Federation (EAFB).
- East Africa Phytosanitary Information Committee (EAPIC).
- African Seed Trade Association (AFSTA), its member national seed trade associations and national and multinational seed companies.
- Multinational and national fertilizer manufactures and distributors.
- The Bill & Melinda Gates Foundation
- The Hewlett Foundation
- The McKnight Foundation
- AGRA

Yield-increasing technologies and knowledge:

Regional investments in agricultural science and technology will make better varieties and production methods available throughout the region more quickly and efficiently than could national institutions working in isolation. Regionally coordinated research will strengthen their linkages with national extension agencies. NGOs, initially targeted for wide-scale application, will get agricultural technologies to farmers and other users along value chains.

USAID/EA will build on and expand its existing program with ASARECA. This organization supports the implementation of CAADP Pillar IV (Agricultural Research), and organizes collective action by national research institutions and their partners for regional priorities to improve the availability of technologies and knowledge on best practices. Its priorities and Operational Plan are based on a systematic analysis of how regionally planned and implemented research can complement and add value to national programs⁴².

Increased efforts will focus on market incentives to drive adoption of technologies to increase productivity of staple commodities. Special attention will be paid to the identification and regional sharing of technologies that will help farmers adapt to more frequent droughts and increased uncertainty about the timing and amounts of the rains associated with global climate change. Several private sector groups and organizations are piloting conservation farming, agro-forestry, holistic grazing management, and other methods that improve both the health of the land and its productivity.

⁴² ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa) (2008) *Operational Plan 2008 – 2014: Towards Achieving the Millennium Development Goals and NEPAD's Agricultural Agenda for CAADP through the Improved Delivery and Impact of Sub-Regional Agricultural Research for Development*. Entebbe, Uganda.

In addition to technologies enhancing farm-level yields—improved varieties, integrated pest management, and land, soil and water management—supported programs will focus on technologies to improve post-harvest management, processing, storage, transport, and other steps along the value chains. The management of rangelands will receive greater attention. The program will identify best practices for moving technologies and knowledge to the poor and will make them available regionally. Best practices that benefit women and the vulnerable will be highlighted. The identification and dissemination of low-cost agronomic practices and technologies that decrease risks and improve productivity of smallholders and pastoral livestock herders, including the very poor, will be a high priority.

The most effective partnerships often link national research teams in several countries with ASARECA to provide coordination around regional objectives, and with one or more CGIAR, USDA/FAS or other advanced institutes for access to cutting-edge technologies and methods. Cutting-edge practices and partners will be sought to expand promising practices that sequester carbon while increasing productivity.

Regional approaches to manage trans-boundary animal and plant diseases will be supported. Working in collaboration with the bilateral missions, USDA, the FAO, and other partners, USAID/EA will facilitate the establishment and implementation of a regional system of standards, surveillance and information dissemination systems.

ASARECA coordinates epidemiological research on diseases of key staples. EAPIC (East African Phyto Sanitary Information Committee) serves as a secure electronic repository of national plant pest lists and as a platform for sharing official pest surveillance information among member countries and international/affiliated entities, thereby increasing food security and facilitating trade. Under the auspices of EAPIC, member countries are required to establish national plant pest lists for the five staple crops of maize, beans, rice, cassava, and bananas. The

partners perform annual surveys for major pests of these crops and share the results with other trading partners. USDA, USAID, COMESA, and the African Union are working together to develop ways of dealing with trans-boundary animal diseases in ways that will encourage safe trade, rather than impose needlessly restrictive quarantine measures.⁴³

The regional partners will facilitate technical and policy meetings and support training to build capacity to facilitate the cross-border movement of seeds, crops, animals, and animal products. Certification procedures will be streamlined through the use of COMESA Green Pass and other mechanisms.

Average use of fertilizers in Africa is less than 10% of the world average, and is concentrated in high-value export crops. Currently African farmers are removing an average of 60 kg/ha of nutrients per year while applying less than 10 kg/ha.

Improved Access to Inputs: Increased productivity of smallholder farmers in the region will depend on their increased use of improved seed of crop varieties, fertilizers, agro-chemicals, and veterinary drugs, incorporated into sustainable production systems. Only a small fraction of producers of staple food crops have access to improved varieties, with high yield potential and resistance to pests and diseases that have dramatically increased yields in all parts of the world where they have been widely adopted. Average use of fertilizers in Africa is less than 10% of the world average, and is concentrated in high-value export crops.

Currently African farmers are removing an average of 60 kg/ha of nutrients per year while applying less than 10 kg/ha. Chronic, large-scale nutrient depletion leads to soil degradation,

⁴³ USDA, USAID, AU-IBAR, and COMESA. (2009) *Trade and Trans-boundary Animal Diseases in the Horn of Africa*. Workshop proceedings, Nairobi, Kenya, March 30-April 3.

which will undermine agricultural growth potential in many areas. Agricultural growing conditions and production systems are diverse and heterogeneous. A range of management techniques to improve soil fertility are being tested and applied on a pilot basis (conservation tillage, agro-forestry, composting, etc). These and other improved practices must be scaled up, but the efficient use of increased amounts of mineral fertilizers will be needed for both food security and natural resource management.

Access to inputs for farmers and has been limited by high prices and low availability. The purchasing capacity of smallholders is low, and many of them see the potential benefits as too low compared to the costs and risks. Investments by seed companies, wholesalers, distributors, and agro-dealers have been low because each national market is relatively small, and access to regional markets is limited by restrictive and variable laws, policies, and regulations, as well as by high transport and other transactions costs along the input value chains.

USAID/EA will scale up its support for regionally integrated input supply systems. The Mission has been supporting the policy program of ASARECA to lead a project on regional harmonization of seed laws and regulations, starting in the East African Community. National trade associations of private seed companies have worked with regulatory agencies to agree on a common technical framework for the harmonization of regulations and procedures to free up trade in seed. Key issues are:

- The process for the evaluation and official release of varieties;
- The certification of seed;
- Quarantine lists, sanitary and phytosanitary inspection and certification measures;
- Plant variety protection and intellectual property rights, and

- Import/export documentation⁴⁴.

In some cases changes could be implemented fairly quickly as administrative decisions, while in other instances agreed modifications must await changes in national laws and regulations. Tanzania and Rwanda have passed new seed laws, and Kenya is in the final stages of approval. The harmonization program has been transferred to the African Seed Trade Association (AFSTA).

Expedited, wide release of improved varieties and private investments in seed delivery systems are needed if farmers are to increase yields. In 2008, the COMESA Ministers of Agriculture committed to “harmonizing, within two years, seed trade regulations in the region and to finalize a regional protocol for the protection of new varieties of plants within the same period⁴⁵.” USAID/EA has supported the ASARECA policy program to harmonize separate national laws and regulations and to speed up the release of varieties and encourage regional trade in seed. Various CGIAR centers and other programs are working with private seed companies, agro-dealers, and NGOs to make improved seed more widely available to smallholders.

Vouchers and other systems of price subsidies and humanitarian relief seed projects have a mixed record of success and sustainability. Best practices must be supported and scaled up. These efforts will be coordinated and upgraded into a regional seed alliance developed in cooperation with the African Seed Trade Association (AFSTA) in cooperation with ACTESA and the COMESA Regional Agro-inputs Program (COMRAP).

Building on discussions over the past several years, USAID/EA will encourage the development of a regional seed alliance of public

⁴⁴ Tripp, R. (2005) *Evaluation of the ASARECA-ECAPAPA Project on “Rationalization and Harmonization of Seed Policies and Regulations in Eastern Africa”* ODI, London

⁴⁵ COMESA Council of Ministers of Agriculture, (2008). *Victoria Declaration*, Seychelles

and private partners. Private seed companies will play a lead role. The key objectives will be to enhance performance of seed companies and regional seed value chains to ensure that farmers have affordable, timely and reliable access to high quality seeds of the best possible varieties. The seed harmonization process will be accelerated to create a true regional market.

USAID/EA will also support the development of a Fertilizer and Inputs Alliance. Many governments and donor-funded programs in the region are involved in fertilizer programs of various kinds, and African governments have committed themselves to a common fertilizer strategy with the ambitious goal of increasing average fertilizer use from eight to at least 50 kg/ha⁴⁶. Subsidy programs play a large role in the policy agenda of many governments.

COMESA/ACTESA and the EAC both have regional fertilizer support programs in place, and a number of the bilateral missions have strategies and programs to improve availability and access. Coordination and information sharing will be key functions of the alliance. Other objectives will be to promote the harmonization of fertilizer policy and regulations, remove tariff and non-tariff barriers on trade, strengthen the capacity of regional organizations, and strengthen linkages among partners along regional value chains.

Special attention will be paid to developing sustainable, market-led approaches that can gradually replace subsidies as mechanisms to increase access to agricultural inputs for poor farmers. Information and best practices on soil management technologies other than fertilizers will be made widely available as an integral part of the plan. The International Fertilizer Development Center (IFDC), which has opened a regional office in Nairobi, will be one organization to work with the Alliance, which will bring in the RECs, private fertilizer blenders and distributors, and a range of partners and

projects involved in input value chains, including supplies of agricultural chemicals, veterinary drugs and other products. Mineral fertilizers must be managed together with sound soil management methods to build organic matter and tilth. Organizations with expertise in this area will be brought into the alliance. Privatized veterinary input supply systems and value chains will be given attention from the regional perspective. Simultaneously, alternative methods to increase soil fertility will be explored and regional best practices will be disseminated. These include composting, inter-planting with nitrogen-fixing plants, mulching, conservation farming, organic farming and other methods.

4.1.4. Increased Capacity of Key African Institutions and Firms

African institutions—public, private, and NGOs—have many dedicated and qualified staff. Nevertheless, certain key skills and specialized knowledge will be critical as governments and donors scale up programs in agriculture and food security in the region. Increased investments are creating demand for professionals with up-to-date skills in project management and implementation. Private sector companies, including banks, need training in new mechanisms such as warehouse receipt systems. Public sector organizations involved in regulating and promoting trade (customs organizations, revenue authorities, SPS inspectors, etc.) need updates on the application of new rules and IT systems. There is a constant need for agricultural scientists and extension personnel to update new technologies and methods. For over ten years, USAID/EA has worked with its African regional partners to build their institutional capacity. This will be continued. Each partner will analyze its own strengths and weaknesses and set explicit targets for improvement that will be tracked systematically.

A new training program will be established starting with FY 2009 GFSR funding, as part of a single coordinated mechanism being developed with USAID AFR/SD (Africa Bureau, Office of Sustainable Development) and the two other

⁴⁶ African Union, Special Summit of the Heads of State and Government Abuja, Nigeria, 13 June 2006, *Abuja declaration on fertilizer for the African green revolution*

regional missions for Southern and West Africa. The mechanism will be open to all of the bilateral missions involved in GHFSI as a way to program training in response to the capacity needs of their partners.

All USAID/EA African partners place a high priority on capacity building to achieve their mandates. The initial focus will be to upgrade the management and leadership skills of regional organizations and firms. The objective is to increase the effectiveness of program management and strengthen partner organizations to take on active leadership roles leading to agricultural growth and food security.

For the first year, the target is to train 100 key individuals per mission from a range of strategic institutions. African institutions and expertise will be utilized to help organize and implement these activities. COMESA, ACTESA, the EAC, ASARECA, AFSTA, EAGC, the regional livestock trade association, farmer associations, and other partners will be consulted in the planning process, and their staff and partners will be high on the list of potential trainees. The enhancement of women's leadership skills in regional partner organization has a high priority.

At the same time, the activity managers will collaborate closely with the bilateral missions on assessments of needs and also of African institutions with capacity to provide the training. African universities and other African training institutions will be brought in through the Regional Universities Forum for Capacity Building in Agriculture (RUFORUM) and other mechanisms. The objective is to strengthen and complement, not compete with, ongoing programs. The following are indicative, illustrative skills of the kinds for which training programs will be developed:

- Project management and implementation;
- Empirically-based advocacy and outreach;
- Financial management;
- Board member roles and responsibilities;
- Strategic planning;

- Written, oral and presentational skills;
- Monitoring and evaluation;
- Organizational strengthening;
- Human resources management;
- Conflict management; and
- Women's leadership training

The capacity building project will also work with partners to hone skills in specific technical areas. Existing regional programs will be supported. For example, COMESA has recognized a number of regional centers of excellence. One of these is the Kenya Plant Health Inspectorate Services (KEPHIS) for phytosanitary issues. Linked to this, the Netherlands is supporting the FAO to implement a program called COPE (Center of Phytosanitary Excellence) to provide a series of short-term courses in conjunction with KEPHIS and the University of Nairobi. Co-funding of selected programs will reach individuals in strategic positions efficiently. The Royal Tropical Institute of the Netherlands (KIT) and ASARECA interviewed training institutions throughout the region as background for a plan for regional capacity strengthening on Integrated Agricultural Research for Development (IAR4D)⁴⁷.

⁴⁷ ASARECA and KIT (2007). *Plan for Regional Capacity Strengthening on Integrated Agricultural Research for Development (IAR4D)*. Entebbe

Table 2: USAID/EA Core Investment Areas and the Seven Key Areas of the Global Hunger and Food Security Initiative: Indicative Five Year Results

Core Investment Areas Seven Key Areas	1) Improved regional market systems	2) Reduced barriers to trade	3) Increased productivity of targeted staples	4) Increased capacity of key African institutions and firms
1. Increase productivity, facilitate access to seeds and fertilizers	Improved systems to upscale and deliver technologies and knowledge within the region; functioning regional seed and fertilizer alliances	Reduced transactions costs in regional input value chains	Implementation of CAADP Pillar IV: regional research, advisory services, and education in staple crops, livestock, and post-harvest. Best practices and technologies to increase productivity shared regionally; Attention to increasing productivity through alternative methods.	Improved regional management and support systems for agro-dealers and seed companies
2. Stimulate growth by investing in market infrastructure	Wide availability of sustainable market systems (CAADP Pillar II): storage, WRS, commodity exchanges, MIS, finance, etc.; improved business climate	Regionally harmonized laws and regulations	Improved delivery systems for seed, fertilizer and other inputs replicated across the region	Improved management and leadership by companies and financial institutions
3. Support women and families in agricultural development	Increased leadership of women in firms and organizations in regional staple food value chains	Increased opportunities for women traders, and reduced harassment at borders	Increased leadership of women in regional producers' organizations; Nutrition considerations for women and children.	Leadership and management capacity of women in regional institutions and firms strengthened through training
4. Maintain the natural resource base, taking into account the impact of climate change	Partners supported to meet the social and environmental trade standards that could be non-tariff barriers	Principles and best practices for environmentally sustainable trade widely promoted	Improved use of land and water resources (CAADP Pillar I); improved conservation agriculture, range management, landscape management replicated across the region.	Capacity of institutions and firms in sustainable NRM strengthened
5. Expand knowledge and training	Capacity of financial institutions to work across borders strengthened by short-term training	Capacity of border officials, SPS inspectors, etc. strengthened through training	Knowledge and best practices to increase productivity widely available through regional platforms	Increased capacity of regional organizations and firms in management and leadership skills

Core Investment Areas Seven Key Areas	1) Improved regional market systems	2) Reduced barriers to trade	3) Increased productivity of targeted staples	4) Increased capacity of key African institutions and firms
				and specialized knowledge
6. Increase trade flows	Increased competitiveness of regional staple food value chains; improved access to finance;	Decreased transactions costs in staple food value chains; increased volume and value of staple foods traded regionally	Decreased transactions costs along regional input value chains	Improved management skills of public and private participants in value chains
7. Support an enabling policy environment	Improved business environment for regional investments and trade: laws, regulations, contracts, arbitration, finance, etc.	Harmonized laws and regulations implemented in multiple countries	Improved policy environment for technology dissemination at the regional level	Improved capacity for policy research and evidence-based advocacy on regional issues

Note: A key cross-cutting theme is the improved participation of the very poor in rural growth. This lens will be used for setting targets and for evaluating progress towards results.

4.1.5. Cross-Cutting Activities

Global Climate Change: Coping with climate variability is a major challenge in Eastern Africa as a region. The economies and rural people depend heavily on rain-fed agriculture and institutional capacity is limited. The past several decades have seen dramatic increases in the number of extreme weather events in particular sub-regions and the number of people affected by droughts and floods. Changing climate can both exacerbate and be exacerbated by land degradation. Conversion of forests, woodlands and bush lands to agriculture, overgrazing of rangelands; unsustainable agricultural practices on croplands, and excessive exploitation of natural habitats are reducing primary productivity on as much as 20% of the land in Sub-Saharan Africa. The most severe impacts occur in dry lands and forest margins.

Nevertheless, there are new opportunities for productive and sustainable land management practices that can help smallholders adapt to increasingly variable weather conditions. These include reforestation, improved water management, integrated soil fertility management, conservation agriculture, agro-forestry, improved rangeland management and others⁴⁸.

The new USG program on Global Climate Change (GCC) will be closely coordinated with the Global Hunger and Food Security Initiative. USAID/EA will take a lead role in the region to identify and share best practices. Work on policy, productivity, and input supply supported through this plan will assist farmers with

⁴⁸World Bank and IFPRI (2009) *The Role of Sustainable Land Management for Climate Change Adaptation and Mitigation in Sub-Saharan Africa*. TerrAfrica/World Bank partnership platform. Washington. .

adaptation to the widely predicted increase in variability and uncertainty of rainfall. Work on mitigation, through decreased emissions and increased sequestration of greenhouse gases and carbon, will be incorporated to the degree possible. It is expected that some programs will be co-funded or complemented by expected 2010 GCC funding.

Carbon trading is a form of export trade⁴⁹, and COMESA is developing a regional strategy for engaging with global carbon markets. Detailed plans for this interaction will be developed in FY 2010.

Starting with FY 2009 GFSR Funds, USAID/EA will work with the Re-SAKSS node for Eastern and Central Africa, FEWSNET, ASARECA, and a network of other partners collecting data for emergency response and development to set up a system to analyze the track record of activities supported to move rural households out of poverty. These will include both humanitarian-oriented safety net programs as well as activities designed to enhance productivity and market access.

Conflict Mitigation: In order to prevent unintentional conflict or promote further corruption among stakeholders and beneficiaries, USAID/EA recognizes the need to incorporate conflict prevention and good governance components into the assessment, development and implementation of the GHFSI. Building efficient and transparent government and organizational structures will be of paramount importance to ensure proper distribution and management of resources by participating African nations. Conflict vulnerability assessments will be integrated as much as possible into the initial stages of all components. These will identify specific areas in which support might assist or harm or come at the expense of one group over another, or give the appearance of doing so. Additionally, in order to ensure conflict -sensitive service

delivery in targeted components of the GHFSI, implementing partners should participate in appropriate training. More resources will be required to address these critical gaps related to conflict mitigation and governance as the Food Security Initiative rolls out.

Recognizing the potential for increased corruption and mismanagement as resource levels increase, the USAID/EA Conflict Management and Governance program will continue to support activities to reduce opportunities and incentives for corruption in the transport sector along the Northern Corridor. The office will also continue to support improved access to resources by small-scale women traders, as well as improved security environment along the eastern border of the Democratic Republic of Congo. Appropriate indicators to track conflict mitigation, governance and anti-corruption results will be incorporated into the final PMP for the Initiative.

4.2. NUTRITION

Nutrition is not yet fully integrated into the regional GHFSI Implementation Plan. This section outlines plans developed by the USAID/EA Regional Health and HIV/AIDS program, in collaboration with the regional offices of OFDA and Food For Peace and with the bilateral missions. An integrated plan and program will be developed in the course of 2010.

4.2.1. Introduction

Child and maternal undernutrition are major risk factors contributing to almost 30% of the estimated annual burden of disease in Africa. According to the World Bank study “Disease and Mortality in Sub-Saharan Africa (2006),” 18% of Africa’s children are underweight, with underlying iron, vitamin A and zinc deficiencies. An estimated 200 million people are undernourished and the numbers have increased by almost 20% since the 1990s. Undernourished children are more likely to die than their well-nourished counterparts. Undernutrition weakens the immune response

⁴⁹ Africa earns money from carbon credits which in a balance of payments is treated similarly to exports of goods or services

and increases the frequency, severity, duration and mortality of common childhood illnesses such as diarrhea, measles and pneumonia.

Nutrition adequacy at any stage of a child's development also affects intellectual capacity and school performance. Given the well-known link between good nutritional status and intellectual development, Africa is at risk of producing large numbers of undernourished people resulting in reduced opportunity to make an impact in economic development.

There are a range of modalities for addressing the issue of malnutrition, from focusing on the root causes (poverty, negative cultural practices, chronic disease states such as HIV/AIDS, food insecurity), to treating the acutely malnourished child, as well as using various preventive options. Emergency foods such as Humanitarian Daily Rations (HDRs) and emergency biscuits are most appropriate for use during the height of a crisis and until general food rations and supplementary food are available, through Food for Peace (FFP), for example. Correctly implemented community-based approaches provide higher coverage rates and better outcomes in treatment of acute malnutrition than more traditional therapeutic feeding-center-based approaches. Nutrition education, including the promotion of exclusive breastfeeding and appropriate weaning practices, is important to improve nutrition behavior at community and household level.

4.2.2. FY 2010 Objectives

In the overarching area of reducing undernutrition, USAID/EA will focus on the following objectives.

Prevent undernutrition through community-based prevention-focused programs: Through the Regional Health and HIV/AIDS (RHH) Office of USAID/EA, resources will fund and evaluate two regional approaches to prevent undernutrition. The Regional Center for Quality of Health Care (RCQHC) will support health facility workers to improve quality of nutritional services. Health managers will receive training in the

quality improvement approach for promoting Essential Nutrition Actions (such as breastfeeding and appropriate weaning) and cover demonstration sites in at least three countries in the region. RCQHC will receive capacity building support in strategic planning, development of organizational marketing plans and improving monitoring and evaluation capabilities.

Women will be targeted for training in modern agricultural techniques that can be applied at the household level to address malnutrition. This will be complemented by training health providers, community peer educators, and volunteers to address lifestyle factors affecting women's and children's nutrition and health.

Improve diet quality and diversification: USAID will work through the A2Z project and the East, Central and Southern Africa Health Community (ECSA-HC) to:

- Expand training of laboratory technicians (from National Bureau of Standards, National Public Health Laboratories and research/academic institution laboratories);
- Improve the capacity of laboratories to carry out efficient and accurate analysis;
- Improve monitoring and evaluation systems;
- Effectively disseminate learning materials;
- Train food inspectors to improve collaboration with manufacturers; and
- Promote food fortification policies in the region.

ECSA-HC will receive capacity building support in strategic planning, development of organizational marketing plans, and improving monitoring and evaluation capabilities.

Promote community management of acute malnutrition (CMAM): The USAID/Office of Foreign Disaster Assistance (OFDA) supports the Community-Based Management of Acute Malnutrition (CMAM) approach to treating acute malnutrition. CMAM relies on community mobilization, the identification and treatment of uncomplicated

cases at the health facility and community level, and the inpatient treatment of complicated cases in stabilization centers. USAID/OFDA, in collaboration with the bilateral missions, supports CMAM as an integral component of the health care system and the local Ministry of Health (MOH) in its role in the prevention and treatment of acute malnutrition.

4.2.3. Target Groups by Location and Income

Table I, “Poverty indicators for the COMESA region” describes the parameters of the situation in East Africa. Target groups of focus are children younger than two years of age, pregnant women, and, more broadly, children under five years of age and women of reproductive age (15-45 years).

In FY 2010, RCQHC will use rural health facilities to determine the extent to which facility-based, quality-improvement nutritional interventions can impact household behaviors and practices. The sites have not yet been selected but will likely be in Tanzania, Uganda and Malawi.

Activities will target underserved poor communities in border towns and along regional transport corridors to determine the extent to which community volunteer efforts can impact household nutrition behaviors and practices.

The ECSA-HC, along with the A2Z project, will target Bureaus of Standards, Fortification Alliances and food processing companies to influence food fortification standards, improve laboratory testing capacities and increase the number of food processors fortifying foods according to standards.

The USAID/OFDA targets beneficiaries affected by conflict, displacement, drought, floods and disease outbreaks that result in moderate or severe acute malnutrition. The Democratic Republic of Congo, Djibouti, Ethiopia, Kenya, Somalia, and Sudan are countries of particular focus.

4.2.4. Core Investment Areas

Fortified food policies and standards:

Countries within the region have not had a standard way of determining the level of fortificants in different staple foods. Cross-border trade in fortified products is increasing, so the harmonization of standards is important. USAID/EA will continue to support policies that promote harmonization and trade of fortified foods among countries in the region.

Laboratory testing of fortified foods:

Standardized protocols for the random testing of samples on the market is necessary to maintain quality and a healthy level of fortificants to ensure the quality of fortified foods.

Testing community and facility-based approaches to improving diet quality:

The intake of adequate micronutrients in a regular diet is crucial for prevention of undernutrition, especially in women of reproductive age and in children under the age of five. Training health facility workers in Essential Nutrition Actions through a quality improvement approach combined with training volunteers at the community level is expected to improve micronutrient intake.

4.2.5. FY 2010 Results/ Indicators/Targets

Illustrative Indicators:

- Number of private sector companies fortifying staple food products with micronutrients;
- Coverage of fortified foods;
- Increase in number of facility health workers trained in quality-improvement approach for Essential Nutrition Actions;
- Number of households within the target areas growing and consuming nutritionally rich food crops; and
- Increase in demand for fortified foods among women of reproductive age.

Key Issues and Analytical Activities Looking Toward FY 2011 will try to identify:

- How humanitarian and development nutrition can be most productively linked together regionally;
- How increased agricultural production can be best targeted to benefit the undernourished;
- The current coverage of nutritional programs in the region;
- Whether there are specific excluded groups that should be targeted;
- Opportunities to influence nutrition-related national policy and program implementation that can be addressed regionally;
- Potential impediments to progress on improved nutritional status that can be addressed regionally;
- The most productive regional linkages to pursue among nutrition, agriculture, and economic growth in order to best impact on regional nutrition and food security progress; and
- Opportunities to collaborate on the African Union Commission's Regional Nutrition Strategy (ARNS).

Analytical activities include a planned regional nutrition assessment involving the OFDA, Food for Peace, Global Health, the Regional Office of Health and HIV/AIDS and other relevant stakeholders.

4.2.6. Partnership Plan

USG Inter-agency Consultation and Coordination: Within the USAID/EA Mission, technical offices (Regional Economic Growth and Integration, Office of Foreign Disaster Assistance, Food for Peace and Health and HIV/AIDS) have started meeting to plan the analytical activities that will integrate GHFSI efforts within the Mission to produce the highest regional impact. The Health and HIV/AIDS Office will participate in the planned annual meeting with bilateral USAID missions

and will plan nutrition-specific regional activities that involve the bilateral missions.

The Centers for Disease Control and Prevention (CDC) are involved in a global Flour Fortification Initiative that includes UN organizations and private manufacturers. This initiative has recently become active in the region. CDC will be contacted to determine what collaboration is possible within East Africa.

The Health and HIV/AIDS Office partners predominantly with regional organizations: ECSA-HC is an intergovernmental body of Health Ministers with 10 member states, including Kenya, Tanzania, Uganda, Malawi and Zambia. ECSA-HC member states fund a secretariat to develop evidence-based policy recommendations for ministerial consideration and provide training on select topics, with nutrition being an important emphasis.

RCQHC is situated within Makerere University School of Public Health and develops training materials and curricula in a variety of key health issues, including nutrition. RCQHC has conducted Essential Nutrition Actions training in three countries in the region and has conducted training throughout East Africa.

The Health and HIV/AIDS Office will also consider adding additional regional partners, depending on the 2010 nutritional analysis and its recommended directions and on available resources for new partnerships.

Multilateral and Bilateral Donor Coordination: USAID/EA/RHH currently collaborates with UNICEF on food fortification strategies, largely through the ECSA-HC.

The Gates Foundation is supporting the Global Alliance for Improved Nutrition to research, develop, and deliver low-cost staple foods and condiments with essential micronutrients. The RHH will identify and pursue any possible links to coordinate with Gates Foundation work on nutrition.

The World Bank states that addressing malnutrition is central to their strategy to support country efforts to reduce poverty and achieve the Millennium Development Goals. Although the World Bank has a primarily bilateral focus, opportunities for joint meetings on nutrition that involve the East Africa region will be explored.

Civil Society and Private Sector

Consultation and Coordination: ECSA-HC and A2Z will build on their work with food fortification alliances and staple food processors to increase the quantity and accessibility of fortified foods. Other regional opportunities will be identified in the planned regional nutrition assessment.

4.2.7. Capacity Building in FY 2010

A key aspect of the USAID/EA Regional Health and HIV/AIDS program is to support the capacity development of African partner institutions. USAID resources will support strategic planning, development of marketing plans, and improved monitoring and evaluation capabilities. In addition, resources will support technical staff to attend and participate in relevant international and regional seminars to build linkages with economic, agricultural and trade sectors relevant to improving nutritional status of populations.

4.2.8. Management Plan

The USAID/EA RHH program plans to hire a USPSC Nutrition Advisor who will, working collaboratively across offices of the USAID Mission, strategically plan, design, monitor, and evaluate GHFSI regional nutritional activities. The Nutrition Advisor will be supervised by the Director of the RHH Office but will be partially co-funded by the FFP Office and link with the Regional Economic Growth and Integration Office and the Office of Foreign Disaster Assistance.

4.3. AFRICAN PRIORITIES

The USAID/EA expanding portfolio is closely aligned with the priorities of its African regional partners. COMESA has well articulated plans

for promoting regional market integration through a Customs Union that will stimulate trade and investment. The Secretariat has been given responsibility by the African Union and NEPAD to coordinate the implementation of CAADP in the member states. ACTESA was endorsed in June 2009 by the Heads of State as a mechanism for increasing regional trade in staple foods by increasing the productivity and market access of smallholder farmers. COMESA has signed a tripartite agreement with two other RECs with overlapping geographical mandates— EAC and SADC—to coordinate actions around common goals. USAID/EA supported ASARECA to carry out the analysis and stakeholder consultations on which its priorities are based.

The Eastern Africa Grain Council and the Regional Trade Associations have set priorities based on the needs and objectives of their private sector partners. The Regional Enhanced Livelihoods in Pastoral Areas (RELPA) project has organized some consultative forums and participated in others, bringing together a wide range of pastoral producers and civil society organizations to articulate priorities for improved markets and to look for ways to support mobile livestock production systems that will increase household incomes and conserve the rangelands. This implementation plan is aligned with the objectives and priorities of the key partners and will continue to lead and participate in forums to keep its activities on track.

The regional program contributes to the objectives of all four CAADP pillars. As a market-led approach, it will contribute first of all to Pillar II (Market Access) by facilitating access for smallholder farmers and livestock producers to expand regional mass markets for staple foods, leading towards effective regional integration. This will require an improved policy and regulatory environment, improved regional market systems, improved competitiveness along value chains for staples, and reduced barriers to trade at borders and along regional transport corridors.

The program will make major contributions to Pillar IV (Agricultural Research) by strengthening regional mechanisms for moving technologies and knowledge to a wide range of users, and by strengthening regional supply chains for seed, fertilizer, and other inputs. Special attention will be paid to strengthening robust, sustainable production systems that will be able to adapt to increasing variability in conditions linked to global climate change. Scaled-up application of technologies and knowledge to improve soil fertility and water management will contribute to Pillar I (Land and Water Management), also a critical pillar for adaptation to global climate change.

The regional program will contribute to Pillar III (Food Supply and Hunger) by building systems that expand opportunities for very poor households to participate in market-led agricultural growth. It will also link emergency food aid and nutrition programs supported by OFDA, Food for Peace, and other humanitarian agencies to sustainable regional production and processing value chains. This will bridge the relief-to-development continuum, moving vulnerable beneficiaries of humanitarian relief programs away from dependence on food aid and toward self-sufficiency.

4.4. HOW AREAS BUILD ON EARLIER INVESTMENTS

USAID/EA is significantly scaling up its portfolio for agriculture and food security.

4.4.1. COMESA (Common Market for Eastern and Southern Africa)

COMESA is the largest Regional Economic Community (REC) in the sub-region and the keystone partner for USAID/EA programs in economic growth and regional integration. USAID/EA provides direct support to the COMESA Secretariat for activities it manages. The Mission also cooperates with COMESA in the oversight and management of complementary programs: that is, activities managed by other implementing partners that contribute to common objectives. The COMESA agenda on trade facilitation and

regional integration responds to the priorities of the member states. Specific programs are supported by different donors.

Ongoing direct activities in agriculture include support for the coordination of CAADP, human resources (a biotechnology advisor and a livestock advisor), and SPS harmonization. Through its program with COMESA, USAID/EA supports the CAADP process at the regional level, as well as coordination and implementation of CAADP in COMESA's 19 member states. In 2010 and beyond, USAID/EA will increase its direct support to COMESA with a focus on building the organization's capacity to effectively serve its member states. In addition to support for its agricultural agenda, USAID/EA contributes other Economic Growth funds to the COMESA agenda in trade and investment, infrastructure, and energy.

COMESA has been a leader in climate change negotiations and promotion. USAID/EA hopes to strengthen their capacity in this area with expected 2010 GCC funds and will be supportive to this GHFSI effort.

USAID/EA will continue to support a range of activities in COMESA, including in agriculture and food security. With FY 2010 GHFSI funds, COMESA will move forward coordinating the CAADP agenda, completing country compacts and the regional compact, and moving forward with investment plans.

4.4.2. ACTESA (Alliance for Commodity Trade in Eastern and Southern Africa)

ACTESA is a newly launched, multi-donor-supported, specialized agency of COMESA. It is designed as an early action of the CAADP to encourage regional trade in staples (including livestock) and build regional food security by increasing smallholders' access to national and regional markets⁵⁰. It will work on policies, delivery of market services, market access for

⁵⁰ COMESA (2008) *Design plan for the Alliance for Commodity Trade in Eastern and Southern Africa* (ACTESA). Lusaka.

smallholders, and coordination of regional activities in its mandate area. ACTESA will provide policy analysis, monitoring and evaluation, knowledge management and dissemination of information and best practices. With funds from the Famine Prevention Fund through a separate agreement, USAID/EA has provided \$2.3 million for start-up activities in the 2009-2011 period. The new Secretariat in Lusaka, Zambia is staffed and fully operational as of November 2009. ACTESA will play a coordinating role for a range of activities related to regional trade in staples, supported by different donors. USAID/EA has helped to initiate a donor-coordination process that includes the World Bank, DFID, SIDA, the EU, AusAID, the WFP, and representing the Gates Foundation, AGRA.

With FY 2010 GHFSI funds, ACTESA will play an active role in policy discussions, based on analysis on how policies, regulations, and other components of the enabling environment affect trade between specific countries. It will coordinate a community of practice on successful programs linking farmers to market. It will open up new opportunities in livestock trade, and will advocate for harmonized biosafety laws and regulations and for the introduction of biotechnology that meets local and regional needs.

4.4.3. Market Linkages Initiative (MLI)

ACTESA is working with USAID/EA to oversee the implementation of the Market Linkages Initiative (MLI), a complementary project supported by the Famine Prevention Fund. Managed jointly by the regional office of Food for Peace and the Regional Economic Growth and Integration (REGI) office, it is designed to “make markets work for the poor.” Activities coordinated by a contractor link Title II beneficiaries and other groups of smallholders to organized market systems, coordinated with ACTESA⁵¹. Field activities are targeted in cross-

border clusters in Uganda and Sudan, Uganda and Kenya, and the Great Lakes region. Partners will be supported to train farmers in “crop conditioning”—management practices to improve the quality of output to meet market requirements for quality and uniformity. It also supports storage capacity for clusters of communities from which traders can source for national and regional markets. Another component, implemented in Malawi with the bilateral Mission, will support partners to manage regional bulking centers for grain and will strengthen a mobile phone based market information system. MLI is building partnerships and documenting best practices that can be mainstreamed into ongoing programs of ACTESA and its partners.

4.4.4. New Livestock Trade Project

The USAID/EA RELPA project worked closely with COMESA from 2007 to 2009 to promote livestock trade and to build the voice for pastoral and other livestock producers at the regional level. These functions will be incorporated into ACTESA in FY 2010. The livestock group in ACTESA will work with USAID/EA to design and oversee the implementation of a new project on regional livestock trade. It will strengthen regional livestock value chains and foster the development of a regional livestock trade association. It will work closely with bilateral livestock programs in Kenya and Ethiopia to link producers and traders into regional markets.

4.4.5. COMPETE

USAID/EA COMPETE is an on-going project implemented by Chemonics Inc. as a Task Order through the GBTI II IQC⁵². It works in partnership with the Eastern Africa Grain Council and other private sector regional trade associations to increase the competitiveness of staple grains, cotton, coffee, and other value chains in regional and global markets. COMPETE and its predecessors, the RATES project and the Eastern and Central Africa

⁵¹ USAID/EA (2008). *Program description, Market Linkages Initiative (MLI), supported by the Famine Prevention Fund*. Nairobi

⁵² Global Business, Trade and Investment Indefinite Quantity Contract.

Competitiveness (Trade) Hub, have reduced barriers to trade across COMESA and EAC through work on harmonization of standards and procedures, one-stop border crossings, the Simplified Trade Regime for small traders, and harmonized customs software. Activities on staple grains include support for storage and warehouse receipt systems, market information systems, and other services that make markets more accessible and less risky for smallholder farmers and also make supplies more predictable for traders.

COMPETE works with regional organizations including COMESA, ACTESA, the EAC, as well as with national government organizations on policy and regulatory issues to improve the regional enabling environment for trade. Transit facilitation reduces the time and transaction costs of moving goods across borders along regional transit corridors and other routes that link farmers to markets. Activities are coordinated with programs of other donors, including the African Development Bank, the EC, DFID and JICA, as well as governments and donors supporting the improvement of roads, border facilities, and other physical infrastructure.

COMPETE was provided with supplemental FY 2009 GFSR funds to strengthen its work on staple food value chains, processed nutrient-rich foods and cross-border transit facilitation. Transit facilitation work is focused on the spur of the northern corridor from Uganda to Sudan, where producers are emerging from conflict and beginning to take advantage of market opportunities for staple foods. This is also one of the focus areas for the Market Linkages Initiative. COMPETE plans to initiate work in new staple food value chains, expanding the number of border posts covered and supporting further development of the regional value chain for nutrient-rich foods to supply relief agencies with locally and regionally produced products. COMPETE will begin work on regional value chains for vegetables with a relatively long shelf life that are widely produced for regional mass markets, such as tomatoes, onions, and cabbage. Work on transit facilitation will be deepened to make sure that

reforms agreed at regional levels are implemented at an increasing number of border posts. Both private and public sector partners are being facilitated through sub-grants and technical assistance to increase the availability of market services.

COMPETE is strengthening the capacity of EAGC and ACTESA to elevate the policy agenda of staple grain producers in the region to ensure free movement into regional markets. COMPETE will work with EAGC and ACTESA to encourage policymakers to implement rules-based approaches to policy interventions. They will help governments to access adequate information about food surpluses and deficits so that they intervene in markets only when absolutely necessary and in ways that the private sector can accommodate. COMPETE will continue to work with the RECs and coordinate with the bilateral missions on the wide implementation of trade facilitation measures, such as the Simplified Trade Regime for small-scale grain traders.

COMPETE has supported the Eastern Africa Grains Council (EAGC), a private sector regional trade association, with start-up funds and technical backstopping. The EAGC started in Kenya but is expanding into Uganda, Tanzania, and other countries. It manages the RATIN (the Regional Agricultural Trade Information Network) which provides market information on the internet and on mobile phones. Launched in 2006 with technical support from RATES and with continuing support from COMPETE, the EAGC is expected to play increasingly important roles in the development of structured grain trade, including certification of warehouse receipt systems, organization of finance systems and contract mediation.

The EAGC is also funded by SIDA and has initiated discussions with other donors. USAID/EA will support EAGC through COMPETE for capacity building and strengthening of its member-driven services. It is expected that EAGC tools such as warehouse certification, the EAGC standard contract, and dispute resolution procedures, will be widely

applied in multiple countries. Expanded partners including bankers, warehouse operators, and the managers of commodities exchanges, will facilitate structured trade. As it grows, EAGC will take over responsibility for functions and services currently supported through COMPETE.

4.4.6. ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa)

An association of national research organizations in ten countries, ASARECA is working with COMESA as a lead institution for the implementation of CAADP's Pillar IV (Agricultural Research). Supported by a consortium of eight donors, the association supports national partners to work together on science and technology issues of cross-border and regional importance. USAID/EA is currently supporting five areas: (1) disease management in cassava and bananas, (2) biotechnology, (3) policy research and advocacy, (4) cooperation with COMESA on a regional biosafety framework, and (5) diffusion of technologies and scaling-up results. The policy program is directing a project on natural resource management and biodiversity in dryland areas implemented by ILRI, IUCN and Egerton University in Kenya.

ASARECA regional approaches to technology development and dissemination will continue to expand the range of technologies and methodologies available to member countries. USAID/EA will support an expanded agenda for ASARECA in 2010 and beyond, with specific focus on development and adoption of technologies in productivity, post harvest, integrated pest management, value addition, natural resource management, and adaptation to global climate change. In addition to increasing productivity in high-potential areas, ASARECA programs will identify and disseminate low-cost agronomic practices and technologies that decrease risks and improve productivity of smallholders, women, and the very poor producers. All programming will be within the context of the ASARECA

Operational Plan, in consultation with the donor group, to ensure coordination and alignment with approved CAADP priorities.

4.4.7. Regional Seed and Fertilizer Alliances

Through the policy program of ASARECA, USAID/EA has been supporting the harmonization of seed laws and regulation in the region. Working with EASCOM (the Eastern Africa Seed Committee), the program has brought together regulatory agencies, national associations of private seed companies, plant breeders at national research institutes, and other partners. The objective has been to speed up farmer access to improved varieties and encourage the growth of regional seed companies. This work is developing into a broader private-public alliance to strengthen regional seed systems. USAID has been holding discussions with representatives of the private seed sector, ICRISAT and other CGIAR Centers, Iowa State University, AGRA, CNFA, and other potential partners.

To move the agenda forward, USAID will cooperate with a number of partners, led by the African Seed Trade Association, to support a regional seed alliance. The objectives of the regional alliance are to:

- Strengthen the role of the seed industry and enhance its competitiveness at the national and regional levels;
- Work through national seed trade associations to enhance the competitiveness of companies in seed value chains;
- Facilitate trade and improve linkages with public institutions to facilitate the registration of varieties and to enhance seed testing and handling capacity; and
- Work within the alliance together with the COMESA Regional Agro-inputs Program (COMRAP) to carry forward the COMESA commitment to harmonize seed laws and regulations within two years. The seed alliance will link seed companies with the CGIAR centers and national research

institutes to source improved varieties of a range of staple crops. It will liaise with governments and humanitarian relief NGOs to integrate relief seed programs into sustainable private sector-led seed value chains. The alliance will be planned jointly with the bilateral missions, and USAID/EA will discuss possible mechanisms for buy-ins.

USAID/EA will, at the same time, liaise with various partners including the International Fertilizer Development Center (IFDC) to encourage the development of a regional alliance for fertilizers and agro-inputs. Such an alliance would complement and add value to ongoing regional projects supported by other donors with COMESA and the EAC, as well as bilateral projects in Kenya, Uganda, Rwanda and other countries. The EU, the World Bank, the Hewlett Foundation, the Gates Foundation, AGRA, and many bilateral programs (including some supported by USAID), are working on various aspects of fertilizer supply chains, from bulk purchases on the world market to training of agro-dealers. Diverse programs such as ASARECA, national research programs, the Tropical Soil Biology and Fertility Program (TSBF) and other programs of the CGIAR, the African Conservation Tillage Network, Rodale International, and many NGOs, work on soil fertility management. An alliance will bring them together and work to resolve supply-chain issues on fertilizers, agro-chemicals and veterinary drugs and supplies. Bilateral missions will take part in discussions on the development of the alliance.

4.4.8. New Program to Build Capacity through Targeted Short-Term Training

As a result of the increased attention being paid to agriculture due to the CAADP process, regional organizations, national governments, donors including USAID, the private sector, and private foundations are scaling up investments in the sector. Competition for well-trained, experienced people is creating capacity gaps in both public and private institutions, particularly at the senior and middle management levels. A new activity will be managed jointly by

USAID/AFR-SD and the three regional missions for East, Southern, and West Africa.

The priority task in the first year will be to develop a curriculum for a one-week modular workshop on CAADP, Food Security, and Agriculture. Workshops will be organized several times in multiple locations for senior and mid-level managers in both public and private institutions, with trainers from African institutions. The workshops will build a cadre of partners with a clear understanding of the goals and objectives of GHFSI in the context of CAADP. They will also provide a stakeholders' forum for capacity needs assessment.

At the same time, the implementing organization will be pulling together information on those African training institutions (including universities and private providers) with capacity in leadership and management training, as well as in various specialized areas relevant to the GHFSI.

A plan will be developed to offer a series of specialized courses to key people working at all levels of regional partner institutions. Courses will cover leadership, management and other specific technical skills. Tailored programs may include several sessions spread over a period of time, so as not to pull people out of their workplaces. The program will also sponsor individuals to existing courses offered in the region, and in extraordinary circumstances, to the US, Europe, or other parts of the world. While this program is focused on short-term training for people actively working in public and private institutions, linkages will also be developed with programs offering long-term degree training.

The final work plan for this activity will include suggested options for an African training institution to co-host an office that will plan and coordinate courses and manage the logistics. These services will be available to coordinate training events for any of the USAID missions and other USG agencies in the region.

Close coordination will be maintained with similar programs in the Southern Africa and

West Africa regions, creating opportunities for coordinated, mutually supportive approaches and innovations. All missions are expected to continue to program a significant proportion of the training they support through their on-going programs and partners at the national level.

4.4.9. Re-SAKSS (Regional Strategic Analysis and Knowledge Support System)

USAID/EA has, for a number of years, been closely involved with the development of the regional Re-SAKSS node at ILRI in Nairobi. Re-SAKSS provided support to the Mission in summarizing background information for this plan⁵³. Starting with FY 2009 funds, the Mission is supporting Re-SAKSS to carry out specific analysis. Ethiopia, Uganda, and Rwanda all have country SAKSS nodes with which to link. As one key task, Re-SAKSS and its partners will analyze empirical data to track regional trends in the production, demand, trade, sales, losses, consumption, imports, and exports of staple crops, as well as of livestock and livestock products. This will, in turn, contribute to the broader agenda of CAADP and all of its partners. Re-SAKSS will cooperate with FEWSNET, which, in collaboration with humanitarian agencies, plays a critical role in tracking food security in the region.

4.4.10. Regional Services Platform

The planning and development of the GHFSI over the past year has highlighted the demand for a “surge team” of qualified and experienced professionals to carry out a variety of tasks, including assistance in program design, evaluation, and participation in technical assessments. Since the demand for such professionals is likely to continue to grow, USAID/EA will use some FY 2010 funds to support the establishment of a regional services platform with a roster of professionals based in the region with the objective of building

capacity, primarily African but also international, to provide professional services. As envisioned, the platform will facilitate tapping into technical capacity in multilateral organizations, including the FAO Investment Center.

4.5. LINK TO FOREIGN ASSISTANCE FRAMEWORK

The USG Foreign Assistance Framework is organized into investment areas grouped under economic growth, investing in people, and humanitarian assistance. The elements and sub-elements within the agriculture area are flexible enough to account for activities such as trade, transit facilitation, credit and sound land and water management. As the Initiative scales up, the team will link closely with teams working in other areas, particularly trade and investment, infrastructure, finance, the environment, health, conflict management and governance. Table 3 shows how activities in other areas in the framework interact with the core investment areas in this Implementation Plan.

⁵³ Re-SAKSS ECA (2009) *An annotated bibliography of available information on food security for East Africa, with a focus on Ethiopia, Kenya, Rwanda, Tanzania, and Uganda*. Nairobi

Table 3: Interactions between the Core Investment Areas and the Foreign Assistance Framework Program Areas

Foreign Assistance Framework	Improved Regional Market Systems	Reduced Barriers to Trade	Increased Productivity	Increased Capacity of Key African Institutions and firms
Economic Growth				
Agriculture	✓	✓	✓	✓
Trade and Investment	✓	✓	✓	✓
Financial Sector	✓	✓	✓	✓
Infrastructure		✓		
Private Sector Competitiveness	✓	✓	✓	✓
Economic Opportunities	✓	✓		
Invest in People				
Education	✓	✓	✓	
Environment		✓	✓	✓
Health		✓	✓	✓
Humanitarian Assistance				
Protection, Assistance and Solutions	✓	✓	✓	

5. FY 2010 RESULTS/ INDICATORS/TARGETS

The Global Hunger and Food Security Initiative is in the process of developing a standardized results framework and indicators. These are built on the experience of the reporting systems for the Foreign Assistance Framework and the Initiative to End Hunger in Africa (IEHA) and will be used by all agencies to track

outputs and outcomes across the program areas. Table 4 provides a preliminary list of indicators relevant to the USAID/EA regional plan. These will be refined and supplemented with additional indicators on, for example, nutrition, conflict management and anticorruption, and women's empowerment. Re-SAKSS and partners in nutrition will play an important role in tracking higher level indicators against progress towards MDG 1.

Table 4: Illustrative Indicators for the Development of the Revised PMP⁵⁴)

A. Regional Result Indicators⁵⁵	
•	Prevalence of poverty – proportion of people in the region whose income is below the MDG poverty line of \$1.25 per day at 2005 Purchasing Power Parity
•	Prevalence of underweight children in the region (under five years of age) – prevalence of weight for age below minus two standard deviations from the median weight for age of the standard reference population
•	Percent change in volume and value of intra-regional trade in targeted staple commodities
•	Percent change in the volume and value of intra-regional trade in agricultural inputs

⁵⁴ Indicators in italics are new; they have not been previously reported by USAID/EA to IEHA/OPIN or to the Foreign Assistance Framework

⁵⁵ To be tracked with support from Re-SAKSS and the Regional Health and HIV/AIDS Office

B. Output Indicators by Sub-Element	
4.5.1 Agriculture Enabling Environment	
•	Number of policies/regulations/administrative procedures
-	analyzed, as a result of USG assistance
-	presented for legislation/decreed as a result of USG assistance
-	passed, for which implementation has begun as a result of USG assistance
•	Number of individuals who have received USG supported short term agricultural enabling environment training (sex disaggregated)
•	<i>Number of individuals who have received USG supported long term agricultural enabling environment training (sex disaggregated)</i>
•	<i>Percent of partner African institutions and firms that have achieved mutually agreed targets for institutional strengthening</i>
4.5.2 Agricultural Sector Capacity	
•	Number of new technologies or management practices
-	under research as a result of USG assistance
-	under field testing as a result of USG assistance
-	made available for transfer as a result of USG assistance
•	Number of agriculture-related firms benefiting directly from interventions as a result of USG assistance
•	Number of producers' organizations, water users associations, trade and business associations, and community-based organizations assisted as a result of USG interventions
•	Number of women's organizations/associations assisted as a result of USG-supported interventions
•	Number of public-private partnerships formed as a result of USG assistance
•	Number of individuals who have received USG supported short-term agricultural sector productivity training (sex-disaggregated)
•	<i>Number of individuals who have received USG supported long term agricultural sector productivity training (sex-disaggregated)</i>
•	Percent change in the value of international exports of targeted agricultural commodities as a result of USG assistance
C. GFSR Indicators	
•	Volume and value of commodities entering USAID-supported storage
•	Usage of price and market information systems as a result of USG assistance
•	Value and volume of food aid procured locally
•	Value and volume of food aid procured regionally

6. KEY ISSUES AND ANALYTICAL ACTIVITIES LOOKING TOWARD FY 2011

6.1. EVIDENCE-BASED INVESTMENT DECISIONS

The expanding USAID/EA portfolio and the new USG initiative to which it contributes will be based on solid, evidence-based analysis. The Regional Strategic Analysis and Knowledge Support System (Re-SAKSS) is affiliated with the

International Food Policy Research Institute (IFPRI), with a node based at the International Livestock Research Institute (ILRI) in Nairobi. The Re-SAKSS node will be supported to help the Mission and all of implementing partners with analysis and metrics that will guide programming and trace progress towards results. This work will be linked with the interagency process of the GHFSI. It will link with multiple sources of data and expertise, including the regional office of FEWSNET, related analytical programs supported by the Gates Foundation, and UN organizations, including the WFP, OCHA and the FAO.

COMESA, ACTESA, ASARECA, Re-SAKSS, and other partners will continue to collaborate on policy analysis and advocacy. Momentum on the reform agenda must be maintained to improve the regional policy and enabling environment for investment and trade.

USAID/EA economic development and health offices and their partners will work together on the analytics needed to develop a strong regional support program on nutrition.

USAID/EA will coordinate regional analysis on global climate change and will identify those areas where smallholder farmers are most at risk from increasing uncertainty and variability in the weather. The Mission will also take the lead in analysis of best practices that can be adapted and applied regionally.

7. PARTNERSHIP PLAN

7.1. USG INTER-AGENCY CONSULTATION AND COORDINATION

The regional portfolio is designed to add value to bilateral programs of USAID and other USG agencies, addressing cross-border and regional issues that country-based programs cannot. It will strengthen the capacity of both public and private African regional institutions to achieve the objectives of CAADP. USAID/EA is cooperating closely in the development and implementation of a regional CAADP compact, which will provide a framework for more effective collaboration among regional organizations and donors with regional programs.

The Mission will maintain close interaction among the bilateral USAID missions, State Department officers in the embassies, and other USG agencies as part of the 'whole-of-government' approach. It will organize at least one meeting a year for the coordination of activities and information-sharing, which will be continuously followed up through the FOSTER website and other mechanisms. The Mission

participates in regular meetings of the Trade and Investment Framework Agreements (TIFAs) that the Office of the US Trade Representative has with both COMESA and EAC. It will liaise more closely with USDA, the Foreign Agriculture Service (FAS) and the Agricultural Research Services (ARS) in Africa. Other USG agencies with related programs in the region include the Millennium Challenge Corporation (MCC), the Department of the Treasury, and the Peace Corps.

7.2. CONSULTATION AND COORDINATION WITH FOCUS COUNTRY GOVERNMENTS (USAID/EA PROGRAM IMPLEMENTING COUNTRIES)

As a regional mission, USAID/EA partners first with regional organizations (COMESA, the EAC, and ASARECA) and then consults and coordinates activities with partners to implement. Training and information for national regulatory research and extension organizations are critically important to make sure that regional agreements are effectively implemented at the national level and that the outcomes are monitored. The CAADP country compacts set the priorities for each country.

There is a donor group for all COMESA activities, currently coordinated by the EU. USAID/EA will also continue expanding cooperation with the East African Community (EAC), which has signed a tripartite agreement with COMESA and SADC to harmonize their coordination with IGAD, AU/IBAR, SADC and others.

7.3. MULTI-LATERAL AND BILATERAL DONOR CONSULTATION AND COORDINATION

In general, donors have not been as well organized on the regional level as they are in individual countries, but important steps have been taken. The eight donor agencies which support ASARECA have signed a formal MOU committing themselves to supporting the

Association's Strategic and Operational Plans, and to building its management systems to meet the requirements of all partners as much as possible.⁵⁶ Donor groups have been established for COMESA, the EAC, and ACTESA, to develop a common set of priorities for the northern and central transit corridors. Coordination focused on smooth operations and avoiding overlap in support of specific organizations is seen as a good, practical place to start.

USAID/EA will take a lead role moving forward, building on successful mechanisms that have been developed, and working with the CAADP Partnership Platform and the Global Donor Platform to build effective common mechanisms for coordination. Activities will be coordinated with the Gates Foundation and other private foundations. USAID/EA will work closely with bilateral missions and their country teams to assure coherence with regional programs, to avoid duplication, and to encourage sharing of information, data, and best practices.

7.4. CIVIL SOCIETY AND PRIVATE SECTOR CONSULTATION AND COORDINATION

The Regional Trade Associations are the primary forums for coordination with the private sector. Public-private partnerships, including formal Global Development Alliances (GDAs) will be developed where appropriate. International and national NGOs as well as policy advocacy organizations are important partners in all four core investment areas. Regional forums for stakeholder consultations are organized regularly by COMESA, ACTESA, ASARECA, and other partners.

⁵⁶ *Memorandum of Understanding Between the Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA) and the Development Partners (DPs) Supporting ASARECA to Implement its Strategic and Operational Plans*. 2009.

8. FY 2010 CAPACITY-BUILDING PLAN

Capacity building is one of the four core investment areas for this plan. USAID/EA has worked over the past decade and longer to build the capacity of key African regional organizations through both direct support and technical assistance. A program to be implemented jointly by the USAID Africa Bureau and the three regional missions in Africa is described in section 4.4.8 above. The immediate short-term goal is to offer an intensive one-week workshop to approximately 100 strategically chosen senior and mid-level managers in African institutions. At the same time, a medium-term plan will be developed, working with African training institutions to develop a set of short-term training courses to build the capacity of public and private African institutions to scale up their activities in agriculture, trade, and food security and to work with those institutions to set priorities. Good coordination will be needed to avoid overlap and confusion with other donor-funded programs with related mandates and goals.

9. MANAGEMENT PLAN

9.1. WHOLE-OF-GOVERNMENT COORDINATION STRUCTURE

The Regional Director of the USAID/EA Mission will serve as the Head of the East Africa regional GHFSI team, responsible for coordination of the 'whole of government' approach to agriculture and food security in the region. An integrated diplomatic strategy for the GHFSI at the regional level has not yet been developed. Nevertheless, the diplomatic strategies of the bilateral country teams provide direction.⁵⁷

⁵⁷ Unclassified State cable (February 18, 2010) *Global Hunger and Food security Implementation Plan Review and Update*.

The Regional Director will liaise with Chiefs of Mission and USAID Mission Directors in the region to leverage their convening power to set a framework for regional coordination among USG agencies. The Regional Director will communicate regularly with the leaders of COMESA and the other relevant Regional Economic Communities on GHFSI and associated trade and regional integration issues. The US Ambassador to Zambia is also accredited as a Special Representative to COMESA, and monitors the interactions of all USG agencies with that institution.

The State Department has a mission to the African Union, which also includes representatives of USAID and the DoD. These links will ensure that meetings and discussions at high levels are informed by accurate, up-to-date information on GHFSI and CAADP. State and other agencies will be called upon to work through diplomatic channels on issues such as the diversion of funds to serve political purposes, concerns about corruption, and the links between support for agriculture and food security and broader economic policies.

The Regional Director will call upon technical staff from all of the offices in USAID/EA: Regional Economic Growth and Integration, Health, Conflict Management and Governance, Limited Presence Countries, Food for Peace, and OFDA. He will also liaise with the USDA's regional Agricultural Counselor and the representatives of other USG agencies based in Kenya.

Senior staff on the regional GHFSI team will engage with African regional organizations and development partners to engage effectively across USG and partner agencies. Donors that are organized regionally will be encouraged to coordinate their support to African organizations within a coordinated framework, based on analysis of gaps and overlap and on the CAADP regional compact, once completed.

USAID/EA will organize at least one regional meeting per year of the bilateral USAID missions participating in GHFSI, plus representatives of all USG agencies active in the

sector in the region. This group will serve as an informal USG "regional team." Points of Contact in the agencies and missions will be named to follow up on particular tasks, where regional coordination will add value to country-level programs. Regionally managed joint procurements and/or buy-in mechanisms will be encouraged where the advantages are clear.

At the joint planning meeting in February, 2010, the missions initiated discussions on priorities and mechanisms for closer collaboration in key areas. The objectives are to build synergies and to reduce the number of implementation mechanisms in closely related areas. Promising areas for collaboration include capacity building, nutrition, input supply chains, pastoral livestock systems and livelihoods, and program approaches to bring very poor rural households into the development process. Small regional meetings on specific topics will be organized to move forward on the details of programming and procurement.

9.2. REVIEW AND EVALUATION SCHEDULE

Over the next few months, USAID/EA and its partners will work closely together with AFR/SD to develop a reporting system, which will be incorporated into the PMPs of the REGI office and of each of the implementing mechanisms. Many of the routine output indicators to be tracked and the reporting system will be carried forward from IEHA. ReSAKSS, FEWSNET, the bilateral missions, and other partners will work together to develop a robust system of data collection and analysis to track and report on higher-level regional results indicators. Table 4 provides a preliminary list of illustrative indicators at this higher level. Activities will be reported within the two Elements of Program Area 5 – Agriculture – in the Foreign Assistance Framework (Table 4). A schedule of rigorous evaluations of progress and impact will be developed.

9.3. STAFFING REQUIREMENTS

USAID/EA has been implementing an agriculture, trade, environment, and food

security portfolio for past seven years, with support from IEHA and AGCI. The Mission has the staff and the expertise to move forward immediately but needs to augment its staff as the portfolio expands with increased levels of funding. The plan is to increase the core, full-time staff from 4 to 6 person-years. A new

position as Agricultural Advisor has been listed. These figures count one-half of the time of new USPSC advisors for Nutrition and for Global Climate Change and Natural Resource Management. The total staff, including part-time support from other offices, will go up from 7.5 to 11 person-years.