

IDRC in the Middle East and North Africa

Report to the Board of Governors

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Table of Contents

List of Acronyms	••		•	• •			, . .	i
Executive Summary						• • •	ii	i
1 Regional Overview								
1.1 Development in the Region: Main issues								
1.2 The Research Environment	• •	• • •	•	• •	• •	• • •	4	4
2 Centre Programming in the Region								7
2.1 Social and Economic Equity							<i>'</i>	7
2.2 Environment and Natural Resource Management								
2.3 Information and Communication Technologies for Development.								
2.4 Country Coverage								
3 The Way Forward							. 1	7

Annexes

Annex A. Middle East and North Africa: Active Portfolio by Location of Research

List of Acronyms

ACACIA Communities and the Information Society - Africa AFSED Arab Fund for Social and Economic Development

AHDR Arab Human Development Report

ASTF Arab Science and Technology Foundation

CFP Cities Feeding People

CIDA Canadian International Development Agency
CSPF Corporate Strategy and Program Framework

DFAIT Department of Foreign Affairs and International Trade

DPA Director Program Area

EASF Expert and Advisory Service Fund

ERF Economic Research Forum

ESDU Environment and Sustainable Development Unit at the American

University of Beirut

EU European Union

GDP Gross Domestic Product
GIA Groupes islamiques armés
GDU Gender and Development Unit
GIS Geographic Information System

ICT or ICT4D Information and Communication Technologies for Development

IDRC International Development Research Centre
IFAD International Fund for Agricultural Development
INSEA Institut national de statistique et d'économie appliquée

M/SME Micro/small and Medium Enterprise

MENA Middle East and North Africa

MERO Middle East and North Africa Regional Office of IDRC MIMAP Micro Economic Impacts of Macro Economic Policies

MoFT Egyptian Ministry of Foreign Trade

NCARTT National Centre for Agricultural Research and Technology Transfer

NGO Non Governmental Organization

NW North West

OSSEREA Organization for Social Science Research in Eastern and Southern

Africa

PBR Peace Building and Reconstruction

PI Program Initiative

PLC Palestinian Legislative Council

PLAW People, Land and Water Program Initiative

PLO Palestine Liberation Organization

PO Program Officer

PRIP The Policy Research Initiative in Palestine

R&D Research and Development

SEL Sustainable Employment and Livelihoods

SID Special Initiatives Division SME Small, Medium Enterprise

SMEPoL Small and Medium Enterprise Policy Development

SUB Sustainable Use of Biodiversity

TCDC Technical Cooperation Among Developing Countries

TEC Trade, Employment and Competitiveness

TIPS Trade and Industrial Policy Secretariat (in South Africa)

UNDP United Nations Development Program

UNESCO United Nations Educational, Scientific and Cultural Organization

USAID United States Agency for International Development

WDM Water Demand Management

WDMF Water Demand Management Forum

Executive Summary

This report describes the range of activities supported in the MENA region. It assesses the evolution of program delivery, and highlights how it has adapted to external and internal factors. Program activities in the region have constantly evolved. On the one hand we have tried to maintain continuity, to build up a corpus of findings and knowledge. On the other hand, we have tried to be innovative and respond to changes in regional needs while contributing to overall Centre programming.

The first part of the report provides an overview of current regional development challenges. Three sets of interlinked factors are having a major impact on peace and development in the region: slow and sometimes negative economic growth, coupled with high unemployment; severe limitations to civil and political participation; and political instability and the recurrence of conflicts.

The report reveals that both the Corporate Strategy and Program Framework (CSPF), and the specific tailoring of programs to meet regional challenges, have withstood the test of time. Despite the events that have negatively affected the region, such as the resurgence of the Intifadah in the Palestinian Territories, and the backlash from September 11th, the focus on water, economic development and peace and security continue to be highly relevant. However, new challenges are surfacing, linked to the current instability in the region. In particular, there is increased attention to issues of Governance and Democracy, fueled by the recent publication of the first Arab Human Development Report, and the situation in the Palestinian Territories. This report recommends some programmatic adjustments to respond to these issues.

The research environment in the region continues to be weak. While there is a substantial number of well-trained researchers, spending on Research and Development is the lowest in the world. Four major problems are identified: the lack of research visions and strategies; weak research performance and management; financial instabilities, and the absence of an independent and liberal research environment. The Centre has addressed some of these through a number of approaches: by supporting networking among researchers, and with policy makers, training on participatory methodologies, and the wide dissemination of research material, in English, French and especially importantly, in Arabic.

The Centre's current country coverage is appropriate. Some minor changes are recommended, including the exploration of new, targeted programing opportunities in Algeria, where substantial improvement in the security situation, and important economic reforms have occurred. We suggest that program spending in Morocco be increased in recognition of important political reforms towards more decentralization and transparency that offer interesting programming opportunities. Finally, we suggest to strengthen our activities in some countries of the Middle East like Egypt, Jordan, and Lebanon where there

is an increasing need to develop civil society dialogue on issues of governance and democracy. Also, in response to the deficit in the area of information and communication technologies (ICTs) in the region, the Centre has decided to expand the activities of the ACACIA Program Initiative (Communities and the Information Society-Africa) into North Africa.

The last section of the report proposes three explorations. The first will explore new paths for a type of development that corresponds to the values and culture of the region, i.e. "Region-inspired development". The second, "Gender in MENA" will examine local institutions and processes involved in the production of gender hierarchies and forms of gender-based subordination, and the third, "enabling policy environment for the private sector" will capitalize on one of our policy projects (SMEPoL) to learn lessons about constraints faced during the process of policy change, and discuss research entry points which could help overcome these constraints in the particular context of Egypt.

1 Regional Overview

1.1 Development in the Region: Main issues

The CSPF was developed at a time when new opportunities for social and economic development of the region were boosted by a favorable climate in the Middle East Peace Process and in particular the Oslo accords between Israel and the PLO (Palestine Liberation Organization) in the early 1990's. However, recent developments in the Middle East, namely the start of the second Intifada (uprising) in September 2000 and the stalemate in the peace process as well as the impacts of September 11 on the Arab and Islamic world, had negative effects on the region. Currently, it suffers from a high degree of volatility and political instability. Anger and domestic tensions have been rising in most Middle East and North Africa (MENA) countries and new tensions are occurring among the countries of the region and between the region and the outside world.

The MENA region is profoundly affected by the interplay of three sets of factors challenging peace and development in the region: 1) slow and sometimes negative economic growth coupled with high unemployment, 2) severe limitations to civil and political participation, and 3) political instability and recurrence of conflicts, at the national, regional, and international levels. Some key aspects of the three sets of challenges, and their interplay, are highlighted below.

1.1.1 Economic Development: The legacy of structural constraints to private sector development in addition to frequent political instability is reflected in the marginalization of the region from the mainstream global trading patterns and inadequate growth.

Over the past 20 years growth in income per capita, at an annual rate of 0.5% was lower in the Arab world than anywhere else in the world except for Sub-Saharan Africa. In effect, this has constituted quasi stagnation. At this rate it will take the average person 140 years to double his/her income, a target that some regions are set to reach in less than 10 years. Per capita GDP is forecast to grow by less than 2 percent annually from 2000 to 2010, compared with 4 percent in 2000. An analysis by the Economic Research Forum (ERF, 2002¹) shows that only in Sub-Saharan Africa is per capita growth projected to be lower than in MENA. These figures are likely to be even lower due to the negative impacts of September 11 on foreign direct investment and tourism in the region, together with the Israeli-Palestinian conflict and the war in Afghanistan on national and regional economies. Menaces of war in Iraq, most likely, will further dim prospects of growth in the region.

The human consequences of slow or negative growth have been serious. Unemployment has increased in almost all Arab countries. While consistent and comparable data on employment trends are lacking, some estimates places unemployment rates in non-oil rich countries of the region close to 25 percent, the second highest in the world, after Sub-Saharan Africa (ERF, 2002¹). Unemployment among those under 25 is about twice as high as national averages. Job seekers are educated, with high hopes and aspirations, but are being increasingly confronted

with fewer and lower-paid job opportunities. This situation is fueling the social tensions and the lure of fundamentalism which has arisen in certain parts of the region.

There are several reasons for the region's economic under-performance. Impediments include a wide range of structural constraints to rapid private sector expansion, closed trade regimes, constraints to improving human capital development in general, and of women in particular. Two program initiatives, Trade, Employment and Competitiveness (TEC) and ACACIA address some of these issues in the region. The project on Small and Medium Enterprise Policy Development in Egypt (SMEPoL) also contributes to this portfolio of activities.

Competitiveness and growth must be sustainable, especially given the fragility of the ecosystems in the region. Industrialization of most MENA countries took place without adequate attention being paid to the impact on natural resources. Natural resource degradation and depletion, especially with respect to land and water, is an increasingly serious problem with potentially serious adverse consequences on the agricultural sector, food security, human well-being and peace.

1.1.2 Democracy, Civil society and Human rights: The list of the fundamental problems negatively affecting the region's development is exhaustive and includes the survival of absolute autocracies, the holding of bogus elections, confusion between the executive and the judiciary, constraints on the media and on civil society, and a patriarchal, intolerant social environment. Following a period of high hopes and aspirations after independence in the 1960's, over the past 30-40 years most MENA countries have increasingly become more centralist, authoritarian and conservative, with the army traditionally playing a preponderant role in political life and Heads of State concentrating power to a very high degree, while Parliaments tend to play secondary roles. Civil and commercial justice systems are often overstretched and inadequate to handle the demands placed on it. Respect for human rights is often considered secondary to national security and stability concerns. Public and media access to information, public participation in policy debate and accountability of government and its agencies are aspects of civil society which are largely under-developed in most of the countries of the region.

In reaction to the above, peoples' aspirations for more freedom and greater participation in decision-making have grown, fueled by increasing frustration on one hand and by rising education and information flows, notably through the proliferation of Arabic television satellite channels like El-Jazira. The recent publication of the first Arab Human Development Report (AHDR) (UNDP/AFSED, 2002²) has triggered a heated debate by Arab intellectuals and political leaders on the region's social and political failings. There is now an increasing recognition of the need to liberalize the political systems across the region

In the recent past though, some positive signs have started to appear in Morocco, Algeria, Jordan, Kuwait, Bahrein, Oman and Yemen. More frequent elections are organized, more freedom is offered to the press, freedom of association has gained ground and the tight grip on civil society has been relaxed. While there are no signs of democratic advance in some important countries of the region such as Egypt, Syria or even Jordan, the AHDR argues that the weakening position of the state relative to its citizens is supporting a shift towards

pluralism in the region. For the authors "two simultaneous processes are taking place: The position of the state as patron is diminishing partly as a result of the reduced benefits it can now offer in the form of guaranteed employment, subsidies and other inducements. By contrast the power position of citizens is increasing as states increasingly depend on them for tax revenues, private-sector investment and other necessities. Moreover, human-development accomplishments that have endowed citizens, particularly the middle classes, with a new range of resources have put them in a better position to contest policies and bargain with the state" (UNDP/AFSED, 2002², p.9).

1.1.3 Peace and Security: The unresolved Palestinian national question is an on-going factor of radicalization, and in many cases fanaticization, of popular politics in major Arab urban centres. It compounds the political tensions and risks already inherent in a situation marked by galloping demography, poverty and uneven development. Invariably, the outcome of this process of radicalization is the weakening of the democratization process and the emergence of truly pluralistic civic politics, as well as entrenchment of repressive State policy in response to such radicalization. Left unresolved, the issue is a permanent civic and political threat which risks to diminish, or even wipe out, the development gains achieved to date. The developmental effects of the conflict are significant not only on the two main protagonists, the Palestinian Authority and Israel, but extend to the entire region. In neighboring states some countries suffer from Israeli occupation of parts of their land. In most Arab states, occupation dominates national policy priorities, creates large humanitarian challenges for those receiving refugees and motivates the diversion of public investment in human development towards military spending.

The achievement of enduring peace in the Middle East is an important goal for Canada and dates back almost 50 years to Lester B. Pearson's Nobel Peace Prize-winning efforts during the Suez Crisis in 1956. More recently, Canada's participation in the multilateral phase of the Middle East Peace Process, particularly its lead role in the Working Group on Refugees, underscored its longstanding commitment to regional stability and progress. The Palestinian issue has become a moral and political litmus test in the Arab and Islamic worlds through which foreign powers are viewed, and indeed judged. Countries like Canada, some members of the EU like Sweden, France, and Norway are held in high regard in the region not only for their balanced approach to the Israeli-Palestinian conflict, but also because of the material support they provide for the development tasks faced by the Palestinians. The maintenance of our development commitment in this regard is not only fully justified by the compelling needs of the Palestinian population, but is also in the long-term political interest of Canada. All Program Initiatives (PIs) active in the region support research activities in Palestine, with a strong focus by the Peace Building and Reconstruction PI.

Most of the above challenges have been recently reviewed in Canada by a working group composed of representatives of CIDA, DFAIT and IDRC. Activities and priorities of IDRC in the region contribute to supporting the human security and poverty alleviation objectives of Canada. A similar analysis has also been done by the European Union, which is a major actor in the region. In June 2000, the Barcelona Declaration set out the European Union's (EU) Mediterranean policy which focuses on peace and stability, the creation of shared prosperity through balanced economic and social development, the improvement of mutual

understanding among the peoples of the region and the development of an active civil society (EU, 2002³).

1.2 The Research Environment

According to UNESCO 1996 and 1998 data, the Arab region fares relatively well on the overall number of R&D personnel, though proportionately slightly lower than its share of world population. Arab countries have some of the lowest levels of research funding in the world with a mere 0.4% of GDP, compared to the world average of 1.4%. It is the lowest-ranking among all regions, including Sub-Saharan Africa. More recently, the MENA region has witnessed an increase in research and academic institutions, as well as NGOs performing research, particularly in Egypt, Lebanon, Palestine, Jordan, Tunisia, Morocco and the Gulf countries, many with private funding. Furthermore, throughout the region spending on Research and Development is on the rise, admittedly from very low levels. In 2000 an Arab Science and Technology Foundation (ASTF) was created to award peer-reviewed grants to researchers and there is talk of establishing a fund to build scientific capacity across the entire Muslim world.

These positive developments show a growing awareness of the need to address the development of knowledge-based economies. However, there has been a failure to include science in the formulation of public policies, and to link science and technology policies with the rest of public policies and, as such, it remains to be seen whether spending on R&D will actually increase.

Four major problems have been identified pertaining to the production, access, and use of knowledge in the region (IDRC, 2000⁴, UNDP/AFSED 2002²), and can be summarized as follows; the lack of research visions and strategies; weak research performance and management; financial instabilities, and the absence of an independent and liberal research environment.

R&D is generally neither institutionalized nor part of well-defined, coherent national or regional research strategies. Ongoing research is scattered, plagued by redundancy, duplication, and absence of effective coordination. It is often not published. For example, the average Science and Technology publications output of the Arab world is only around 2 per cent of that of industrialized nations. While scientific output more than doubled from 11 papers per million inhabitants in 1985 to 26 papers in 1985, the increase has been much lower than in China for example (11 fold), or Korea (24 fold). Finally research outputs are not circulated within a process where researchers and research institutions can exchange views, discuss and build on cumulative knowledge, or adjust to changing development requirements and priorities.

Research in the Arab world also suffers from serious deficiencies in qualitative performance, particularly in the development of conceptual orientations and paradigms, in multi- and inter-disciplinary approaches, in the methodology and production of statistical surveys, and in computerization. Research management has been influenced by decades of experiences with crippling bureaucracies that have hindered creativity and enterprise. Finally, despite the

development of online research resources, electronic information networks, and local Internet providers in the region, the weakness of Arab countries in ICT continues to stand out.

With rare exceptions, the conduct of research in the Arab world is restricted in terms of independent inquiry, data access and collection, exchanges and dissemination. The situation of research is restricted when the production of knowledge touches on politically sensitive issues. In such cases, the publication of official data is censored and access to media is effectively prohibited. Specifically in this regard, critical social science is very difficult to undertake. Consequently the connection of research to advocacy and to informing and influencing government policies is very weak and lobby channels are not effective.

In this inhospitable climate for research, key challenges include:

- improving the connectivity of scientists within the region at the national and regional levels and linking researchers with policy makers. The work of the Water Demand Management Forum, which brings together researchers and policy makers from countries of the region around topics deemed important by policy makers themselves is a good example of the Centre's approach. Similarly, the SMEPoL project which aims to provide policy makers at the Egyptian Ministry of Foreign Trade with the required knowledge for the formulation of effective SME policies.
- strengthening multi and interdisciplinary research and encouraging holistic problem solving. A good example is provided by our support for the establishment in 2001 of the Environment and Sustainable Development Unit (ESDU) by the Faculty of Agricultural and Food Sciences at the American University of Beirut. This unit seeks to break away from the restrictions imposed by traditional research and to promote community participation and multidisciplinary/interdisciplinary problem-solving research. ESDU fosters action-centered, policy relevant, and multi-disciplinary participatory research in the MENA region in natural resource management initiatives with a large number of different stakeholders. The Unit supports research, provides education and training, and promotes vertical and horizontal outreach.
- encouraging donor and researcher coordination to avoid duplication and improve the sharing of research results. In Egypt donors have organized themselves in five sub-groups dealing with various issues of common interest. MERO program staff regularly attend these meetings to share information on supported projects. In 2002 one of the donors sub-groups on Poverty alleviation and Micro-enterprises decided to change its focus to Micro and Small enterprises development, naming Canada as the Chair. The sub-group has, for the first time, invited representatives from five Ministries involved with SMEs in Egypt to exchange information on activities and priorities in this field. This is a good example of the role donors can collectively play to address this challenge and it is clear that the Centre's SMEPoL project had a key role in bringing this about.

- 4) improving the accessibility of research results to researchers, policy makers and the media throughout the region. Specific to MENA is the need to communicate in Arabic. An important effort has been devoted to arabization. The IDRC publication on research and development in the MENA region (IDRC, 2000⁴) was translated into Arabic and widely distributed. An Arabic web site has been established where project research results are regularly posted. Policy briefs of important research results are published in Arabic and made available to decision-makers. A first policy brief from the recently completed IDRC project entitled "The Socioeconomic, Agricultural and Environmental Implications of Qat Production/Consumption in Yemen" has just been prepared and translated into Arabic. This policy brief outlines policy guidelines identified in the study as options to assist in reducing the production and consumption of Qat (a high water consuming crop which is replacing rapidly other cash crops in Yemen and has deleterious impacts on human health and family income).
- a critical part of capacity building in the region is to increase the utilization of information and communication technologies for networking and information sharing. Compared to other developing countries, the Arab region has a relatively high number of telephone lines and personal computers per thousand people, but it ranks last with respect to web sites and internet users. These indices are more relevant indicators of the level of information development, and representative of society's involvement with ICTs. At the inter-regional level there are extreme disparities. Excluding the Gulf countries which have a clear lead in this sector, Lebanon, Jordan and Tunisia have a slight advantage over other countries. The Centre is currently developing a strategy to tackle the information divide in the MENA region.
- 6) strengthening research about and with disadvantaged sections of the population, particularly women and youth. Gender-biased social attitudes are prevalent in the region. This is manifested for example in very high maternal mortality rates, double those of Latin America and four times those of East Asia. Women suffer from lesser citizenship and legal entitlements, often evident in voting rights and legal codes. Arab women's political and economic participation remains the lowest in the world in quantitative terms, as evidenced by the very low share of women in parliaments, cabinets and the work force and in a growing trend towards the feminization of unemployment. Qualitatively, women suffer from inequality of opportunity, evident in employment status, wages and gender-biased occupational segregation. The PBR work on the Development of Gender Statistics Programs in Arab Countries which has been successful in launching a process of developing national gender statistics in nine countries of the Arab world, or in the Women's Empowerment Project which investigated the problem of domestic violence against women in the Gaza Strip and resulted in the publication of a widely distributed book, are good examples of work we are pursuing to address this challenge. There is a need to continue this work in the future, and

- to consolidate it through an examination of our approach to gender research in the region.
- strengthening civil society's institutional capacity to perform independent inquiry and to play a more informed advocacy role. PBR has been active in this area by supporting work on dialogue between civil society and governments in Palestine. Similarly People, Land and Water (PLaW) work in the area of decentralization of agricultural water management is a good example of our efforts to address this challenge. Strengthening civil society institutions also means improving their capacity in project administration and finance. In this regard we have supported training workshops aimed at project administrators of weak institutions. This work will continue in the future. Finally approximately 50 percent of all grants to the region are currently devoted to NGOs. This support will continue in order to consolidate the foundations of civil society institutions in the region.

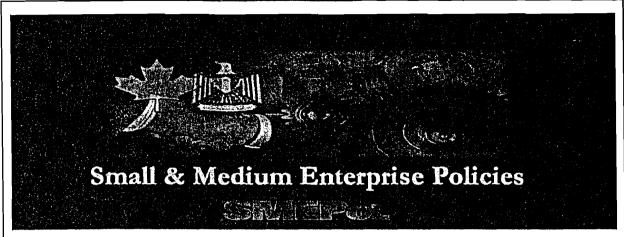
2 Centre Programming in the Region

The MENA region is one of uniformity and diversity. It is a universe of complementarities and contrast. Currently it is also a world embroiled in the tragedies of global politics and conflicts. It is within the overall context described in the first part of the document that IDRC supports research in the region in three main areas:

- 1) Social and Economic Equity to address poverty and unemployment as well as peace building and reconstruction.
- 2) Environment and Natural Resource Management to address resource degradation and contribute to their preservation, combat poverty and reduce unemployment.
- 3) Information and Communication Technologies for Development to enhance socio-economic development and support dialogue and participation

2.1 Social and Economic Equity

2.1.1 Trade, Employment and Competitiveness (TEC) The CSPF challenged the Centre to orient its research to address poverty reduction and employment creation needs in MENA. Critical to dealing with the livelihood challenge in the region, were efforts to promote the growth and competitiveness of SMEs through improving the enabling environment for employment-generating businesses. A number of activities were developed including the Micro/Small and Medium Enterprise Policy Development Project (SMEPoL, see box), a self-standing Corporate Project linked to the work of other PIs. Future activities related to raising employment in the region will form part of the program ambit of three existing PIs - TEC, ACACIA and Sustainable Use of Biodiversity (SUB), as reported in the Director of Program Area's report to the October 2001 Board meeting. The TEC PI did not fully extend its



SMEPOL is an IDRC/CIDA co-funded project in Egypt, for which we are the executing agency. The significance of this project is that while a variety of SME promotion programs are in place with support from the government, NGOs and donor agencies, the overall policy environment for SME development remains weak and chaotic. The project supports the efforts of the Egyptian Ministry of Foreign Trade (MoFT) to develop policies, legislation and regulations to improve the overall policy climate for SME development. The project will generate a body of research findings dealing with the situation of SMEs in the country and with policy interventions to spur the growth and competitiveness of the sector. An interesting highlight of the project is the stated objective of the Ministry to consult stakeholders in the policy formulation process. Much of the project involves training, capacity building and networking to improve the ability of MoFT to play a leadership role in SME policy development, analysis and implementation. The project has a strong research component designed to improve the stock of knowledge on SME development issues in the country, and to strengthen the interface between the Ministry and the local research community, drawing in part on IDRC's experience with similar exercises like TIPS, in South Africa. The project will serve to consolidate IDRC's reputation for research on SME issues, and, might thus, serve as an anchor for future regional programming. CIDA in particular sees this project as a linchpin in its SME project portfolio in Egypt. The impact of this portfolio is illustrated by a decision made by the Poverty Alleviation/Micro-enterprise Donor Sub-Group to dissolve and replace with an SME focus, chaired by Canada and for which SMEPOL acts as the secretariat. Another recent outcome is the adoption by the Minister of Foreign Trade, HE Youssef Boutros Ghali of the definition of SMEs proposed though research undertaken by SMEPOL. This definition has been approved by the cabinet and integrated into a new piece of legislation regarding the tender law in August 2002. It will also be used in the reformulation of SME taxation in Egypt.

activities in MENA until the Sustainable Employment and Livelihoods (SEL) Program Officer (PO) joined the TEC team in 2001, following the discontinuation of SEL. A scoping study on TEC issues and institutions in the region is now under way and scheduled to be completed in September 2002. The results of the study are expected to assist the PI in defining its programming scope and project development strategy and to identify potential partners in the region.

Meanwhile in its effort to address some aspects of unemployment in the region, the PI has commissioned a study on labor costs and comparative advantage, with particular reference to child labor in Egypt. In response to an official request from the Palestinian Legislative

Council (PLC), another project has been developed to provide technical assistance and training to the PLC members and staff to carry out their legislative responsibilities more efficiently. Two projects have recently been initiated in the North Africa sub-region. One of these examines the enterprise sector competitiveness in the Maghreb sub-region, and the other looks into the relationship between employment practices and the structure and dynamics of the value chain in the export-oriented segments of the garment industry in Morocco.

1.1.2 Micro Economic Impacts of Macroeconomic and Adjustment Policies (MIMAP) MIMAP is currently active in MENA only in Morocco. The project is one constituent of the broader global MIMAP network and has produced good results to date. It is strong on research and technical quality and making advances in terms of Closing the Loop as was demonstrated by a recently held workshop in Rabat (March, 2002), which involved policy makers of the country and benefitted from extensive press coverage. The project was first initiated in 1998 and consists of five elements(I) poverty monitoring, (ii) evaluation of the national strategy of social development, (iii) study the links between growth, equity and poverty (iv) modeling households' behavior and (v) some thematic studies. The Morocco component is coordinated by the Institut national de statistique et d'économie appliquée (INSEA) located in Rabat.

The future holds probably another phase of MIMAP in Morocco, focused more on dissemination and outreach. To extend the reach of the PI in the region we anticipate collaboration with the ERF (a regional research and networking organization promoting independent policy-relevant research in economics and related fields) on research related to poverty and economic policy. This collaboration could take the form of ERF partners participating in the new MIMAP networks' meetings, and small grants and capacity building activities. It might also mean ERF itself supporting further research on poverty reduction, with some form of interaction with the MIMAP networks. An ERF representative participated in the MIMAP meetings of June 2002 and confirmed many commonalities in the research topics, and the interest of the ERF in coordinating with MIMAP. This will certainly encourage research on poverty related issues in the region and among ERF. In addition it would bring the front-line research methodology being used by ERF and MIMAP to the region.

1.2.3 Peace Building and Reconstruction Because of the complexities of the Arab-Israeli conflict, as well as the exigencies of regional and global politics, IDRC programming in Palestine has so far focused on discrete research activities, including human security (violence against women), political economy (land use in the West Bank, donor agendas) and democratisation (statelessness). With the launching of the Middle East Peace Process, IDRC undertook to support the Expert and Advisory Service Fund (EASF), funded by CIDA. EASF role is to provide expert advice to the Canadian Government's input into the multilateral track of the peace process, funded by CIDA. The third phase of the EASF project which began in March 2002 focuses on research and capacity building in areas related to the Palestinian refugee issue.

The Policy Research Initiative in Palestine (PRIP)

The objectives of this project were to strengthen the policy research capacity of Palestinian NGOs and enhance their ability to inform and influence public opinion and policy decisions during the transition period to self-government. This was done by supporting isolated local NGOs involved in policy research in their efforts to create a networking structure and by developing the necessary enabling environment to stimulate and foster such efforts. The main objectives of such a structure was to strengthen linkages and coordination and collaboration among these NGOs and between them and external partners, including the Palestinian diaspora.

The project underlined the importance of applied policy research in addressing the problems to be encountered by the Palestinians in building their institutions. The project relates to PBR's focus on policy research and policy reform.

PRIP was valuable as a yardstick to gauge the potential of the Forum to develop into a solid program of social and economic policy research, a program which is not only unparalleled in the Palestinian territories, but which also addresses a critical need. The most notable and indicative achievement were the seminars which promoted debate on the research issues and findings, enhanced communication and interaction between the relevant parties, and contributed to the improvement of the quality of the studies through critical comments concerning methodology and policy implications.

PBR has been tracking the recent developments in Palestine closely and is developing its programming there, in coordination with DFAIT, CIDA and EASF. Based on a thorough analysis of risks and opportunities, and in line with current DFAIT and CIDA decision making, IDRC has decided to maintain the current levels of support to Palestinian partners.

IDRC, through PBR and other PIs, has developed relations of trust with select Palestinian researchers who represent the moderate middle ground in the current conflict. Maintaining these researchers in Palestine during the current crisis is a small but important component of peace building in the region. Important research work is continuing, albeit at a slower pace. Partners have proved capable of adapting their research projects to the current situation, by working mostly from home. Further, PBR has undertaken to work closely with the Gender and Development Unit (GDU), as well as with CIDA and DFAIT (including the Canadian Representative Office in Ramallah), to critically evaluate research proposals on their potential utility in the current situation as well as the viability of research methodology of proposed projects. For instance, desktop research (e.g. legal analysis, Geographic Information System analysis, etc.) based projects are still possible to complete under current conditions, as well as projects that include a short and limited data gathering component. Other modalities may include technical support and partnership with Canadian or international research organizations. For instance, PBR has recently approved a joint project between Queen's University and Birzeit University where Queen's has undertaken to provide critical

administrative and technical backstopping, at Birzeit's request, to facilitate the implementation of the project.

Finally, while peace in Palestine is perhaps not feasible in the short term, important preparatory work for peace is continuing inside and outside the region. Given the prominence of this conflict regionally and internationally, there will be continued pressure on all involved parties to return to the negotiating table. It is vitally important to be prepared when a new window of opportunity for negotiations emerges.

PBR will therefore continue to support independent Palestinian research organizations and NGOs to do research on issues critical to state and society building, with a focus on democratization and governance, and the political economy of use, management and control over natural resources. PBR will also continue its coordination with the EASF program in Ottawa and in the region.

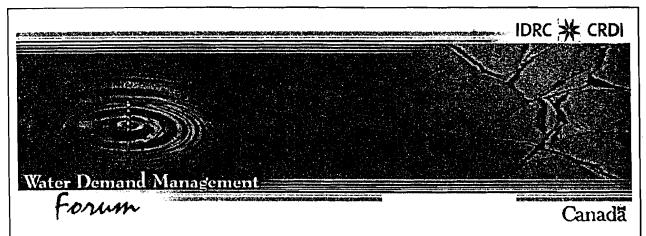
At the regional level, PBR will explore work with the objective of sustaining peace in the region through developing a good understanding of the political, social and economic impact of the Israeli-Palestinian conflict on the surrounding Arab states. Finally, it will also explore targeted research interventions in countries such as Lebanon and Algeria where moves toward national reconciliation bear some resemblance to the Palestinian situation.

2.2 Environment and Natural Resource Management

2.2.1 People Land and Water There are many challenges in natural resource management in the Middle East and North Africa. The key concern for IDRC is how to design and implement research projects on sustainable natural resource management in low rainfall nonequilibrial ecosystems (especially very fragile soils and water scarcity). Experience has shown that while the region has many scientists trained in traditional agricultural research disciplines, they have experienced difficulty in effectively integrating, in a practical, multidisciplinary and cost-effective manner, concrete solutions to sustainable natural resource management. Specifically, the issue has been how to use a wide range of formal and informally-gathered quantitative, qualitative biophysical and socio-economic information, and ensure that relevant needs and constraints are identified, and practical solutions proposed. A major challenge continues to be the identification of solutions that are attractive to and adoptable by local communities and policy makers. We are experimenting with a number of approaches to address these challenges. For example the PI funded a project with OSSEREA (Organization for Social Science Research in Eastern and Southern Africa) with the objective of providing training and back-up support in social sciences to natural resource scientists involved in some IDRC supported projects. More recently, the MERO funded a highly successful workshop to provide program staff with new skills and methods to improve stakeholder participation in decision-making. We are considering organizing a similar workshop for the benefit of our regional partners.

The PLaW PI focuses it activities in the MENA region on water, especially water demand management approaches and soil conservation and productivity. This is because:

- 1) Of the 20 nations worldwide with internal renewable fresh water availability below 1000 cubic meters per capita (a commonly used criterion of water scarcity), 15 are in the Middle East and North Africa. Water stress has been exacerbated recently by a severe drought, which has plagued the region in the past 4 years, and in some countries even longer.
- 2) Arable land, estimated at only four percent of the total land area, is an



Water is one of the most critical development issues in the Middle East and North Africa (MENA) region. Water availability per capita is the lowest in the world and this situation is forecast to deteriorate to critical levels especially under current management strategies. IDRC has supported numerous water management projects since the beginning of the 1990's. Lessons learned from this set of projects culminated in the formulation of a regional networking project: The Water Demand Management Forum (WDMF). It seeks to promote a change in thinking on regional water management – to more consideration on the demand side: i.e. for greater efficiency and use of alternative sources.

Some of the highlights:

- The WDM Forum reflects the adaptability encouraged at IDRC. The original concept of a WDM Network for
 researchers and decision makers that was more successful at attracting researchers evolved into a Forum that was
 created to help strengthen the weakest link in the chain for change decision makers. This should also help
 achieve the IDRC goal of 'closing the loop'.
- A first Forum on Wastewater Reuse, held in Morocco in April 2002, successfully targeted a large number of
 decision makers from eight MENA countries. It also attracted donors from the region and from further abroad;
 and it attracted researchers and other development practitioners from Morocco. The written evaluation from
 participants has shown that the effort to connect this community of development practitioners was highly
 appreciated, and it included suggestions that will strengthen the process in future Forums.
- The second Forum on privatization was held in Beyrouth in June 2002. It was attended by approximately 150 people and attracted considerable attention of the Press, Lebanese Policy Makers, and even Canadian Policy makers with the attendance and chairmanship of Senator Debane.
- Access to information is important the Water Demand Management Forum connects over 200 regional decision
 makers, researchers and donors, through its communication facilities: electronic mailing lists, Newsletter and
 website. In order to be regionally inclusive, the Forum strives for all these tools to be trilingual.
- The Forum has attracted the attention of Media and specialist press, who have run headlines such as "WDM goes practical".
- The WDM Forum has also attracted the attention of donors and has successfully partnered on a regional (e.g. CIDA, UNDP/TCDC, IFAD) and local (e.g. USAID, Morocco) level. Buy-in has been to both the promotion of South-South exchange or to one of the four focus areas of the forum.
- The success of the Forum's approach, and the increasing importance of water in the development agenda'is currently leading the Centre to explore expanding its activities to other parts of the world.

extremely limited resource in MENA. The per capita share of arable land in this region are only 0.224 hectares, much of which is arid. At the same time, this scarce resource is being harshly subjected to various types of stresses, including encroachment by urbanization, erosion and salinity. The need to conserve arable lands and soils is even more important when data on food consumption and income figures are examined. There has been a rapid increase in food consumption due to high population growth. Currently, MENA countries import some 25 billion US dollars of food annually to feed their growing populations.

Novel approaches have been used to tackle the above problems, for example the PI has been instrumental in putting forward concepts and supporting projects on water demand management, integrated watershed management and water harvesting in arid agro-climates years before most other donors or research institutions. It has continued to provide support to researchers in the region for stronger multidisciplinary projects, gender analysis or community participation and has been instrumental in the creation of ESDU as described in the earlier research environment section. Other examples of projects supported in this area are:

- The Participatory Land and Water Management in Dryland Agropastoral Systems in the NW Coast of Egypt. The project started in 1998 and has collected a large agroecological and socioeconomic data base to inform the design and implementation of sustainable agro-pastoral development projects in low rainfall, non-equilibrial ecosystems. The outcome was a methodology and set of practical solutions for the beduins inhabitants of the area. The partners participated in workshops, presented papers and published in scientific journals and in 2000, Ms. Noura Bakr from the project received a "Gender matters" award from IDRC which allowed her to look into the gender division of activities and women's issues in beduin households in the region.
- The Water Pricing Policy, Willingness to Pay, and Affordability project in the West Bank, Palestine. Though this project has been extended because of the current situation in Palestine, the research results thus far indicate that the project has facilitated interactive communication and public discourse between water authorities and the general population to develop an adequate future water pricing policy.
- A combination of remote sensing and geomorphological analysis was used in the Jordan Badia (rangelands) to shed light on the factors controlling the distribution of water, its quality and renewability as well as the hydrological nature of the aquifers. It resulted in the selection of potential sites for the drilling wells to tap renewable shallow waters for drinking purposes.

In gender analysis, researchers have started to move away from the rhetoric of merely recognizing that women are involved in agricultural production systems and natural resource conservation, to a more nuanced and concrete understanding of their roles and responsibilities in these domains. Researchers have started to realize that these women are reachable, and that

it is possible to include them in development efforts, as investigators, extension officers, farmers, and important household and community members. MERO expects to become more active in the identification of new models and approaches for work on gender in Natural Resources Management across the region.

Participatory Barley Breeding in Jordan

The goal of the project is to improve the welfare of small resource-poor farmers by increasing and stabilizing barley and animal production in the rainfed areas of Jordan through promoting and institutionalizing participatory plant breeding.

In close consultation with several stakeholders, the project has identified the constraints/opportunities to the participation of farmers in the breeding process of barley. The project has trained many stakeholders in participatory plant breeding and in Jordan, for the very first time, 12 female farmers were engaged with research teams in participatory breeding. The team leader received the pressing request of several farmers to start the same participatory approach activity on durum wheat. There has been much regional networking and communications with others on this subject and the project has generated a wide awareness of the participatory approach among the research community. Furthermore, the Director General of NCARTT (National Centre for Agricultural Research and Technology Transfer) and the Director for Extension have both shown willingness to institutionalize the approach in Jordan.

- 2.2.2 Sustainable Use of Biodiversity Programming SUB activities have been limited to date, but are expected to expand with a new SUB program officer. A scoping study is currently underway to identify and explore local perspectives on possible SUB needs and priorities, thematic options, entry points and possible projects, as well as potential partners for future SUB/IDRC support. To date the program focus in MENA has been mainly on agricultural biodiversity.
- 2.2.3 Ecohealth MERO has played a pivotal role in Ecohealth's ongoing strategy to consolidate programming and build research capacity in ecosystem approaches to human health in the Middle East and North Africa. The Ecohealth program identified this region as one of three where programming needed to be developed and consolidated. It concluded that a widespread programming strategy rather than a piecemeal approach of individual project development was the best mechanism to build capacity and develop partnerships in the region. With the assistance of the regional office, Ecohealth entered into a partnership with the Ford Foundation through its Cairo office to develop a Regional Fund for North Africa and the Middle East.

Two projects have recently been approved under this call. The main expected outcome of these projects is applied field results that will help to build and consolidate the ecosystem approach to human health both in the region through local workshops, and globally through a research network and the International Forum on Ecosystem Approaches to Human Health in May 2003.

The regional office has also supported Ecohealth's efforts at regional and global dissemination through their financial support for the Health and Environment Ministers Meeting of Africa, July 2-4, 2002.

2.2.4 Cities Feeding People (CFP) Over the past two years, CFP's work in the MENA region has focused on wastewater treatment and reuse and its linkages with urban agriculture. Past projects on urban agriculture in Amman and a workshop on urban agriculture in Gaza emphasized that a main priority for research in the region was the reuse of wastewater, particularly greywater, in urban agriculture to address urban and peri-urban food insecurity and water scarcity. Projects on household level greywater reuse are on-going in Jordan, Lebanon and Palestine.

Now that there is a critical mass of projects, the coming years will be dedicated to consolidating these experiences by way of a wastewater reuse network in MENA. Already, there has been a transfer of skills and knowledge within the Middle East as IDRC-supported research becomes better known. Moreover, CFP has focused some of its efforts on linking related IDRC projects and researchers together, to enhance the benefits of success. This year, it is expected that the network will be created, and in 2003-2004, both the projects and the network will be strengthened. By 2004, CFP hopes to involve Latin American and Asian researchers in the network and develop new research in alternative wastewater treatment and reuse.

2.3 Information and Communication Technologies for Development

2.3.1 Acacia and North Africa Information and Communication Technologies (ICTs) are gaining prominence in the region with respect to their potential to boost socio-economic development and to position the region in the global economy. They also are fundamental as regards their potential role in promoting civil society participation. In 2001, it was decided to initiate ICT4D activities in the MENA sub-region of North Africa through its ACACIA PI. Activities will start in 2002-2003 drawing on experience in other regions of the world. Resources have been committed and starting October 2002 a senior consultant will lead broad consultations with key stakeholders to identify the main research issues and potential niche for IDRC. This exercise will include a scoping survey of regional needs in three countries in the North Africa region in 2002 (Morocco, Tunisia and Egypt) to identify research entry points, and help direct the regional strategy for the coming years.

It is expected that research priority will be given to ICT use in trade and in employment generation with added emphasis on youth employment and enterprises run by women. IDRC will also support research on policy frameworks to encourage access to ICTs in the region and will investigate ways of increasing the Arabic content on ICTs that would be of direct use in the development process. These research areas will directly address two issues respectively a) the absence of national and regional policies on ICTs; and b) the scarcity of local information (and in local language) due to inadequate national information systems and the absence of comprehensive national archives and databases. Inter-PI collaboration will also be pursued. In this regard, MIMAP and ICT4D are co-operating to organize a meeting of poverty and connectivity activists to build a common agenda for the future.

ICTs are also proving to be useful and important in governance, in bridging social capital and advocacy and lobbying, and in improving political participation and inclusion. In instances of

violence or conflict the power of ICTs can be brought to good use to inform and to clarify the issues as has been shown recently. Specifically, the history and issues of conflict in the Middle East require new and non intrusive methods of research which ICTs may be able to provide. Although Acacia does not traditionally work in the Middle East, collaboration will be encouraged between PBR and ACACIA to find ways of generating new insights and innovative solutions to old problems through ICTs.

2.4 Country Coverage

Our programming in the region is very focused, covering Egypt, Palestine, Lebanon, Jordan, Morocco and Syria. Projects occasionally are also developed in Yemen and Tunisia. Given the extent and diversity of the region, this country coverage in adequately focused and no significant changes are recommended. However we do have some minor recommendations related to country coverage:

We recommend the exploration of programming opportunities in Algeria. For many years IDRC has reduced its activities in Algeria due to the deteriorating security situation in the country. Although still a concern, there has been substantial improvement in security over the past two-three years. Shortly after his election in 1999, President Bouteflika launched his "concorde nationale" program which provided amnesty to Islamic militants who agreed to give up their military rebellion. Although the program did not succeed in completely eliminating political violence, the level has been substantially reduced. Moreover, successful military operations by the Algerian army allowed the government to regain full control over the main cities and most of the countryside, with the exception of few mountainous areas where the GIA (Groupes Islamiques Armés) and other extremist groups continued to terrorize the local population. Parallel to substantial improvement in the security situation, the Algerian economy benefitted substantially from higher oil prices during the past 2 years, which allowed the government to launch major reconstruction and rehabilitation projects. The May 2002 parliamentary elections seem to have been another step towards political stability in the country, though the elections were boycotted by most Berbers in protest against their perceived marginalization in the country.

Nonetheless, we have received indications from Algerian researchers and other development agencies that the time is now ripe to reinvest in development efforts in this country. The country holds tremendous potential in terms of human capital and has a critical mass of prominent and reputable researchers working in the areas of natural resource management, economic and social equity and ICTs. A scoping visit is planned in the fall of 2002 to explore programming opportunities there.

• We recommend that the Centre continues to avoid new programming activities in the Sudan for the time being. Despite some positive signs in recent month, the situation continues to remain unsettled, and more importantly, research infrastructure has been negatively affected by the civil strife over the years.

- Some expansion of our activities in North Africa, particularly in Morocco is needed because of the interesting programming opportunities which exist there. TEC, MIMAP and SUB have already started developing some activities in Morocco. It is expected that ICT4D will also initiate activities in North Africa.
- Maintain the same level of spending in Palestine where there is a clear need and justification for continued support. Programming modalities will need to be adapted to the current reality on the ground, close coordination with DFAIT, CIDA and EASF and risk assessment will be required on a project-by-project basis.
- Some expansion of our activities in the Middle East (Jordan, Lebanon, Syria and Egypt), where research capacity is significant and where there is an increasing need to develop civil society dialogue on issues of governance and democracy.

3 The Way Forward

As described in the preceding sections, the broad thrust of the CSPF continues to be relevant and focused in the region. It addresses its most pressing development challenges, which have been defined and fine-tuned as a result of our long historical presence in the region and our strong ties with a whole range of stakeholders.

The regional context has, however, significantly evolved recently towards greater tensions and volatility while, at the same time, experiencing increased calls by civil society for more democracy, transparency and participation. The region is therefore at a crossroad which could lead either to increased radicalization, violence and the stalemate of the development process or to the emergence of more favorable conditions for sustainable economic and social development, and to peace. This situation calls for the exploration of a few issues which recently came to light.

3.1 Exploring new paths for region-inspired development: The tragic events of September 11 have had a devastating impact on the region as well as on the relationship between the MENA region and the rest of the world. To the "Why do they hate us so much" expressed by many western editorialists, corresponds a deep sense of injustice and alienation by the population of the region. The current ban for example on Syrian, Lebanese, Yemeni, Iraqi and Sudanese nationals travelling to the USA, is causing a large divide between two cultures that have never clashed so intensely.

In the region, the increasing sense of alienation might lead to an even larger rise of fundamentalism and extremism. Some efforts towards the development of adapted forms of democracy, governance reforms and modernization have been initiated, which could influence peace, democracy and development in the long term. There is a need to deepen our knowledge base in the context of the region and of the socio-political and cultural specificities of the countries in which we work to explore new paths for a region-inspired

development. Research on values, culture and social change would foster a greater understanding and awareness of the role of traditional values in these societies, and help to identify development and governance processes which are more closely related to the aspirations of the populations, as well as ensure that channels of communication between the region and the rest of the world are maintained. IDRC hopes to launch a small exploration in the coming year to identify entry points into this complex issue.

3.2 Exploring Gender in MENA: For a number of reasons, the shift from women to gender has not made significant progress in the MENA. A significant reason is the preoccupation with Islam as a symbol of cultural identity in the region. This has implied that feminist discourse could only proceed in two directions: either denying that Islamic practices are oppressive, or arguing that the current practices do not represent the pure original Islam. Another contributing factor has been a tendency to automatically reject Western concepts, labeling them as irrelevant to the region's cultural identity. These have been important limiting factors in the systematic exploration of local institutions and processes involved in the production of gender hierarchies and forms of subordination based on gender. Social, educational, economic and military institutions all contribute to cultural constructions of gender and the shaping of current contexts in which traditional gender roles are perpetuated. The functioning of these institutions and their effect on the status of women in the region have received little attention to date. An initiative will be developed to explore some of these issues in the coming two years.

The study of gender issues in the MENA region provides special challenges, but the level of interest and awareness is growing and there is a small but vocal body of researchers and activists who are starting to examine gender issues in a more systematic way. Slowly, the focus is moving from "women" to "gender," coupled with the recognition that the position of women is very much a reflection of socially-constructed roles and responsibilities.

3.3 Enabling Policy Environment for the Private Sector: During the past two years of the SMEPoL project's life, discussions with researchers and partners have flagged important research issues pertaining to enterprise development that transcend policies targeted at small enterprises. Small enterprise development is inseparable from the overall private sector development strategy and is influenced by policies and institutions affecting firm behaviour, irrespective of firm size. A number of studies have identified the most binding institutional and policy constraints to private business in Egypt. Combining the results of SMEPoL with the findings of these studies reveals that a host of institutional problems are common among SMEs (the greatest cushion to the unemployment problem in Egypt) and large enterprises (which contribute significantly to GDP and exports). Addressing these institutional problems is likely to have positive spillovers for the whole private sector. In other words, tackling the constraints across the board will enable both SMEs and large enterprises to flourish, and would make feasible the graduation of small enterprise into big business.

A workshop will be held in Egypt, in early 2003, to learn the practical lessons from the SMEPoL project on constraints faced during the process of policy change, and discuss

research entry points to tackle these constraints in the particular context of Egypt. Depending on the outcome, the Centre will consider extending the exercise to other parts of the world.

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Annex A: Middle East and North Africa Program Map

The chart below shows IDRC's active portfolio in the Middle East and North Africa¹ as on Sept. 1, 2002 by grant total. It details the countries under study in the region (i.e. countries where IDRC has projects) including a line for regional (multi-country) projects; IDRC's total grant portfolio (internal and external funding combined) and the grant portfolio broken by Program Area; the total number of active projects; and the total number of partner (recipient) institutions in each country. Active activities includes research projects, (Pis, Corporate Projects, and other activities such as those of former Pis and those funded under SIP) and Secretariat projects

Countries	Total	ENRM	SEE	ICTs4D	Number	Number
	IDRC Grant	Grant	Grant	Grant	of	of
	<u>Portfolio</u>	Portfolio	_Portfolio	Portfolio	<u>Projects</u>	Partners
Palestine	7,067,510	990,740	6,076,770		12	13
Egypt	4,819,150	452,900	4,366,250		3	4
Regional Projects	4,440,855	3,227,029	1,063,826	150,000	8	14
Lebanon	3,113,982	715,150	2,398,832		5	7
Morocco	1,668,684	691,984	976,700		5	7
Jordan	979,755	869,755	110,000		5	6
Yemen	524,400	524,400			2	2
Syrian Arab Rep.	158,483	158,483			1	1
TOTALS	22,772,819	7,630,441	14,992,378	150,000	41	54
% of Total	100%	33.5%	65.8%	0.7%		

Notes:

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- 1. Regional activities are multi country projects e.g. the Water Demand Management Network.
- 2. The above figures include both internal and external funds of any one project
- 3. CAD 3.8 m of SEE in Egypt can be attributed to the CIDA co-funded SMEPOL project
- 4. CAD 777,370 of ENRM in Regional Projects can be attributed to the CIDA, TCDC co-funded WDMRF project
- 5. The number of partners includes the number of consultants hired on CAP activities.
- 6. For CAP co-funded projects, the donor to which IDRC reports is counted as a partner e.g. WDMF and SMEPoL