

PD-ABP-689

AFR/SD

Results Review (R2)



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A

ACRONYMS

AAI	African American Institute
ACBF	African Capacity Building Foundation
AERC	African Economic Research Consortium
AIDS	Acquired Immune Deficiency Syndrome
AIDSCAP	AIDS Control and Prevention Project
AIMI	Africa Integrated Malaria Initiative
AREAF	Africa Regional Electoral Assistance Fund
ASARECA	Association for Strengthening Agricultural Research in East and Southern Africa
CBD	Community Based Distribution
CCCD	Combatting Childhood Communicable Diseases
CFA	Communité de Franc Africain
CSO	Civil Society Organizations
DEFIL	Development Strategies for Fragile Lands
DHRF	Democracy and Human Rights Fund
DHS	Demographic and Health Surveys
EPI	Expanded Program on Immunization
ESA	East and Southern Africa
FAO	Food and Agricultural Organization
FAWE	Forum for African Women Educationalists
FX	Foreign Exchange
GIS	Geographic Information Systems
HIV	Human Immuno-deficiency Virus
IARCs	International Agricultural Research Centers
ICM	Integrated Case Management
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IER	Institut d'Economic Recherche
INSAH	Institut de Sahel
IPM	Integrated Pest Management
ISRA	Institut Senegalaise de Recherche Agriculture
JWSYPA	Just Wanted to See if You were Paying Attention
MAQ	Maximizing Access and Quality of Care
MOE	Ministry of Education
MOH	Ministry of Health
MSU	Michigan State University
NARS	National Agricultural Research Systems
NAS	National Academy of Science
NDI	National Democratic Institute
NESDA	Network for Environmentally Sustainable Development in Africa
NGO	Non-Governmental Organization
NPA	Non-Project Assistance
NRM	Natural Resource Management

ACRONYMS (continued)

OC	Oral Contraceptives
PAHO	Pan-American Health Organization
PEDS	Private Enterprise development Support
PHN	Population, Health and Nutrition
PID	Pelvic Inflammatory Disease
PSAPP	Private Sector AIDS Policy Presentation
PVO	Private Voluntary Organization
REDSO	Regional Economic Development Support Organization
SACCAR	Southern Africa Center for Cooperation in Agricultural Research
SADC	Southern Africa Development Community
SAEDF	Southern Africa Enterprise Development Fund
SPAAR	Special Program for African Agricultural Research
SSA	Sub-Saharan Africa
STD	Sexually transmitted Diseases
TDT	Technology Development and Transfer
USAID	United States Agency for International Development
VOA	Voice of America
VS	Voluntary Sterilization
WAEN	West African Enterprise Network
WCA	West and Central Africa
ZNFPC	Zimbabwe National Family Planning Council

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1 SECTION I. INTRODUCTION -- THE ROLE OF THE OFFICE OF SUSTAINABLE DEVELOPMENT

Wisdom is the principal thing; therefore get wisdom: and with all thy getting get understanding. Exalt her and she shall promote thee; she shall bring thee to honor when thou dost embrace her. She shall give to thy head an ornament of grace: a crown of glory shall she deliver to thee. Hear, O my son, and receive my saying; and the years of thy life may be many. I have taught thee in the way of wisdom; I have led thee in right paths. When thou goest, thy steps shall not be straitened, and when thou runnest thou shalt not stumble. Take fast hold of her instruction; let her not go; keep her; for she is thy life.

Proverbs 4:7-13

More bang is actually much more important for development than more bucks. Improving the efficiency with which resources are used will often making a greater difference than investing more heavily. Consider the following striking comparison: A two-tenths of one percent increase in total factor productivity in developing countries would do more for their standard of living than an additional \$100 billion of capital invested at historic rates of return.

Lawrence Summers
Undersecretary of
Treasury for
International Finance

A. INTRODUCTION

AFR/SD has not yet submitted a strategic plan to the Agency. We are, therefore, presenting this results report based on the Action Plan we submitted last year..

The currency of AFR/SD is ideas. These ideas include, *inter alia*:

- * What is happening in African development?
- * What is the potential for, and the constraints limiting, further development?
- * How can development assistance be made more effective?
- * In any given area, what are the best practices?
- * How effective or ineffective are USAID'programs?

However, production of better ideas is not enough. Our job is to improve the way in which USAID, other donors, and host governments manage development and development assistance.

The Goal of the Regional Program managed by the Office of Sustainable Development is to help Africa achieve more sustainable development -- reduce poverty, improve health and education, build democratic institutions, and maintain and sustain its natural resource base.

The Strategic Objective of the Regional Program managed by the Office of Sustainable Development is to Improve the Policies, Programs and Strategies of Development in Africa. Our areas of activity are subsumed within the Agency's strategic goals. Our partners include USAID (particularly its Field Missions in Africa), African institutions, both public and private, and other donors, both public and private.

B. PROGRESS TOWARD ACHIEVING THE GOAL OF THE REGIONAL PROGRAM

The past year has seen continued slow progress in Africa. The devaluation of the Communité Française Africaine (CFA) franc combined with good weather, has helped to send economic growth rates higher than they've been since the 1970's. The key problems have been in the area of democratic governance, where some of the gains made over the past few years have started to show weaknesses (especially in Zambia, Niger and perhaps Benin). There were no new major conflicts, although conditions remain unsettled in many parts of the continent, and the movement from war to recovery has been quite slow.

However, these events which take up so much of our interest and time, do not reflect the real underlying changes that continue to be made -- the steady growth of democratic institutions, particularly civil society, the continued expansion of the informal sector, the resurgence of agriculture, the continued improvements in family planning, the continued growth of the number of highly competent professionals, and the small but increasing interest of international business in Africa. Nor do they reflect some of the continuing negative trends -- the continued increase in HIV prevalence, and the continued deterioration of the natural resource base.

On the whole, there is more to be optimistic about than to be pessimistic. As the following pages will show you, important things are happening in Africa. For a more detailed discussion, see Annex A.

II. PROGRESS TOWARD ACHIEVING STRATEGIC OBJECTIVE

This section will discuss progress AFR/SD is making toward achieving its strategic objective. Given that we are operating under only one strategic objective, that we have no baseline, no targets, and no approved indicators except the number of programs, policies, and strategies improved, we will organize the information we wish to present in a somewhat idiosyncratic fashion. We will first discuss how we approach the issue of policy, program and strategy change. Second, we will examine the broadest of changes, paradigm shifts and AFR/SD's results in this area. Third, we will look at specific policy, program and strategy changes. Finally, we will look at the process of capacity-building in policy-analysis and the results of AFR/SD's programs in this area.

A. THE AFR/SD MODEL FOR POLICY CHANGE

Much of this section comes from a study developed by AFR/SD (Robert W. Porter, *Knowledge Utilization and the Process of Policy Formation: Toward a Framework for Africa* (Jan, 1995)). The paper's key conclusions are:

- * Changes in policy and policy implementation rarely result from a linear process of generating research, laying out policy options, choosing between alternatives, and evaluating the implementation of the selected option.
- * Rather, changes come about through a process of iterative interactions among three "streams" of activity: defining the problem, suggesting solutions, and obtaining political consensus.
- * Changes occur when the streams converge, presenting a "window of opportunity" that can be grasped by the vigilant proponent of reform.
- * Advocacy plays an important role in these three streams. Indeed, policy champions are often necessary to put a problem on the agenda, bring a solution to the attention of decision makers, and galvanize political consensus. Advocacy implies a more dynamic approach to the presentation of information. In order to make a difference, not only does information need to be disseminated, but champions -- using this information -- must make the case for change with those who can actually influence policies and their implementation.

- * Information is often more acceptable and, thus, more useful for advocacy when it is produced internally and not imported from the outside.

This perspective has led AFR/SD to developing a multi-faceted strategy to achieve policy change:

- * First, the policy agenda is developed in close concert with our partners, many of whom are African institutions and analysts, who are likely to be the advocates of the reform. By looking at problems for which there is a felt need for solutions, it becomes more likely that these solutions will be used. And by using potential "advocates" or "champions" as the progenitor of the analysis, we make it more likely that the analysis will have African advocates.
- * Second, our analysis is done, to the extent possible, in partnership with these same people and groups, thus giving them a stake in the outcome, and at the same time strengthening their long-term capacity for policy analysis and advocacy.
- * Finally, by putting policy change as our objective, our focus goes well beyond generating and disseminating useful new information. All of our partners know that the purpose of all of our activities is to bring more effective ideas to the design of policies, programs and strategies, and that the ideas are useless if they are not adopted by policy-makers and program designers. Thus, our commitment to change, not just to information, *per se*, leads to policy change issues being incorporated into the design and implementation of any analytic activity.

B. CHANGING THE PARADIGMS OF DEVELOPMENT

We have argued that ideas are the building blocks of development. With good ideas, financial resources can lead to effective change. Without good ideas, money will be thrown away. The central ideas in any intellectual arena can be called "paradigms." A paradigm is defined as "an overall concept accepted by most people in an intellectual community because of its effectiveness in explaining a complex process, idea, or set of data." Development, of course, has been subject to a number of broad paradigm shifts, from "trickle down" to "basic human needs" to "structural adjustment."

At a level below these broadest of frameworks, are important paradigms that define how the development community looks at issues such as agriculture's role in development, the role of education, etc. In this section we will identify eleven important paradigm shifts to which the work of AFR/SD has contributed.

Of course, it is almost impossible to say with any certainty how ideas are changed. Careful study might be able to determine the first written citation of an idea, and trace its acceptance as more and more writers accept the new paradigm. Often ideas come from several sources which mutually reinforce each other.

Moreover, ideas change at slower or quicker rates in various parts of an intellectual community. In general, there is a group of people (perhaps 25%) who are supporters of the new paradigm, possibly because it fits in with their own ideas or interests. Second, there is a group of intellectually curious, open people (perhaps 50%) who will examine the evidence critically and adjust their paradigms accordingly. Finally, there are the resisters (about 25%), usually made up of those communities which have strong ideological paradigms or are motivated by self-interest. The resisters will only change their paradigm after it has broad acceptance by the community at large, and then with great reluctance.

In examining our role in the paradigm shifts we are about to discuss, we will attempt to provide evidence of the directions of influence as far as we know them.

Structural Adjustment and Poverty. One of the greatest obstacles to the process of major policy change in African economies was the persistent idea that structural adjustment necessarily increased poverty in the short-run. This idea, widely believed in the academic, non-governmental organization (NGO), donor and African policy-making communities, increased resistance to important policy changes such as devaluation. In 1988, one of AFR/SD's predecessor institutions entered into a cooperative agreement with the Food and Nutrition Policy Program of Cornell University to examine this question in depth.

Now, eight years later, the paradigm that adjustment increases poverty in the short run has been supplanted by the idea that adjustment has minimal impacts on the welfare of the poor, and in most cases that impact is positive. We believe the Cornell research has been instrumental in shifting this paradigm. For example:

- * The Cornell studies formed the core of the information used by the World Bank in its discussion of adjustment and poverty in its seminal study, *Adjustment in Africa: Reforms, Results, and the Road Ahead*.
- * The three books, twelve monographs, sixty plus working papers, and twenty plus published articles have changed the perspective of the academic community to such an extent, that, for example, one of the most outspoken critics of adjustment and poverty, Francis Stewart, now admits she no longer has any disagreement with the Cornell findings.

- * A recently published World Bank study, "Macroeconomic Adjustment and Poverty in Africa" which cites household surveys in a number of countries including those by Cornell states that "The most striking finding, however, is the systematic link between policy implementation and outcomes for the poor--effective reform programs are associated with reduced poverty, inadequate ones with worsening poverty."
- * In just the past few months the Cornell researchers have been invited to participate at meetings run by UNICEF, the Ministry of Foreign Affairs in the Netherlands, and the Swedish Institute for Economic Development. An invitation has come for an appearance on the Voice of America (VOA), and the UN Food and Agriculture Organization (FAO) has commissioned a synthesis of the Cornell research results for their journal, Agriculture and Development.

These findings have been presented to numerous donor groups, particularly those in the Special Program of Assistance for Africa (SPA), and in numerous African conferences and other settings. While, most technical experts, both African and non-African, now find the evidence compelling, the political culture has not accepted it wholeheartedly. NGOs remain a major source of criticism. Pockets of disbelief still remain in some donor agencies, not excluding USAID. Nevertheless, the paradigm has shifted, and AFR/SD is responsible for this shift in an important way.

Role of Agriculture in Economic Development. In the early stages of development theory, agriculture was widely seen as a central sector for economic development. Indeed, the historical record has demonstrated that no country (Hong Kong and Singapore being exceptions) developed without a productive agriculture. However, the consensus around the role of agriculture has been eroding in recent years, and nowhere more clearly than in USAID. Accordingly, AFR/SD has conducted a set of analytical activities aimed at determining the impact of agricultural growth on economic growth in Africa.

These activities have clearly shown that investment in agriculture has higher multipliers than investment in non-agriculture. Since we already know from previous studies, that Africa retains a comparative advantage in agriculture for most ecological zones, and that poverty is concentrated in rural areas, it would seem that agriculture remains the most important productive sector in most of Africa, and should be the centerpiece of development investment.

TABLE I: PARADIGM SHIFTS

PARADIGM	STATUS	AFR/SD ROLE
STRUCTURAL ADJUSTMENT AND POVERTY	BROADLY ACCEPTED	HIGH LEVEL OF RESPONSIBILITY
ROLE OF AGRICULTURE	MIXED PERSPECTIVES	HIGH LEVEL OF RESPONSIBILITY IN USAID
DEMOCRATIC INSTITUTIONS	BROADLY ACCEPTED	HIGH LEVEL OF RESPONSIBILITY IN USAID
ROLE OF TECHNOLOGY IN AGRICULTURE	BROADLY ACCEPTED	PRIMARY RESPONSIBLE
ECONOMICS OF RURAL HOUSEHOLDS	BROADLY UNDERSTOOD	PRIMARY RESPONSIBLE
A SYSTEMS APPROACH TO NATURAL RESOURCE MANAGEMENT	BROADLY UNDERSTOOD	PRIMARY RESPONSIBILITY
A SYSTEMS APPROACH TO HIV/AIDS	BROADLY ACCEPTED	MEDIUM LEVEL OF RESPONSIBILITY
A SYSTEMS APPROACH TO BASIC EDUCATION	ACCEPTED, BUT CONSENSUS ERODING	PRIMARY RESPONSIBLE
INTEGRATED CASE MANAGEMENT	BROADLY ACCEPTED	HIGH LEVEL OF RESPONSIBILITY
FAMILY PLANNING--HIV/AIDS INTEGRATION	MIXED PERSPECTIVES	HIGH LEVEL OF RESPONSIBILITY
A NEW STRATEGY FOR MALARIA	BROADLY ACCEPTED	MEDIUM LEVEL OF RESPONSIBILITY

The current status of this paradigm is difficult to ascertain. Clearly, there has been a step back from earlier notions of industrialization as the means for rapid growth in Africa. Yet the rural areas remain under-capitalized, and many donors, including USAID, have moved back from basic investments needed in the agricultural sector. In fact, the major problem may be the apparent lack of enthusiasm by USAID, coupled with severe budget cuts in economic growth money.

The Institutional Basis for Building Democracy. AFR/SD has been the leading proponent within USAID, and within the development community, which has emphasized an institutional approach to democracy-building. Democracy and governance are new program areas for USAID, and our programs are well ahead of our knowledge and experience. Political Science has only recently become a discipline for action rather than description, and its methodologies are still being developed. AFR/SD's approach has been to regard elections as only an event in a country's political history, and to emphasize that democratic governance requires nurturing and strengthening in both pre- and post-transition periods. This paradigm is now well-accepted in USAID and among other donors. AFR/SD commissioned a set of studies on the institutional basis for democratic governance, and these studies have become the basic framework for understanding the institutional foundations of political systems.

The Role of Technology in Agriculture. After years of taking on faith the importance of investments in agricultural research, donors, and particularly USAID, began reducing their funding to these programs. AFR/SD conducted a series of studies which demonstrated that agricultural research is one of the most effective programs USAID has funded, with high economic rates of return.

At the same time, we were able to push more energetically a new approach to the development of African capacity to manage its own agricultural research programs. Working with the multi-donor Special Program for Assistance to African Agricultural Research (SPAAR), we have moved forward the agenda on at least three fronts:

(1) We have championed the reform of National Agricultural Research Systems (NARS) so as to get these systems more able to undertake strategic analysis. In particular, we have strengthened capacity to do economic analysis so as to inform strategic choices. We have also helped the NARS to work more closely with their clients.

(2) We have helped build networks and have empowered these networks so as to be effective in helping set the agendas of the International Agricultural Research Centers (IARCs). At the same time the networks are leading to a sharing of responsibility and a capturing of economies of scale among NARS.

(3) Thirdly, we are currently exploring mechanisms, such as foundations and endowments, and private partnerships, to help increase the financial independence and sustainability of the NARS.

Working through the SPAAR, we are helping to develop a donor/African consensus on how to approach agricultural research systemically and sustainably.

Economics of Rural Households

After years of AFR/SD funded research (through the Food Security and Cornell projects) we now know that the concept of a subsistence farmer in Africa is largely a myth. For the most part the rural poor are smallholders with limited access to land, labor and capital. As a result they are unable to produce enough food for themselves on farm and are both buyers and sellers of food. A substantial share of their income is earned from off-farm sources, either as workers or as owners of micro-enterprises. This understanding has profound impacts on policy.

For example, food prices matter, and policies should be aimed at keeping food prices low. Another aspect of this research is the understanding of the synergism between cash crops and food crops. Early fears that cash cropping would lower nutrition have now been dispelled. This new perspective changes agricultural strategies and policies. But even now, these ideas are unknown in key policy circles of certain European donors, and it is clear that this paradigm shift still requires substantial advocacy work.

A Systems Approach to Natural Resource Management

Seven years ago, Africa Bureau Missions designed and implemented Natural Resource Management (NRM) activities as projects, limited in time and space. They often were focussed on technical prescriptions delivered in a one-off manner. Few were supported with sound socioeconomic analysis or were considered as a serious part of the Mission strategy. The designs did not distinguish project activities from enabling conditions or people-level changes. The assumptions were usually locked into the Assumption's Column of the logframe as a way to explain shortcomings, not as a way to learn about critical causal relationships. Monitoring was primarily an exercise in input and output accounting. Some of these projects, often implemented by NGOs, did produce important people-level results, but few resources were put into assessing the potential role of these results in broad-based changes. Consequently, the impacts, while real, remained localized.

Today, NRM activities have been made an integral part of the Mission's strategy in at least 10 countries. Either as stand-alone Strategic Objectives (SO) or as components of other SOs, the NRM activities are considered a necessary

component of sustainable economic growth as well as a means to protect the natural resources legacy of the host country. In contrast to being implemented as one-off projects, NRM activities in these 10 countries were designed as policy-based NRM programs. These programs aimed at systemically establishing the enabling conditions for broad-based investments in practices that both increase production and decrease degradation.

As part of the challenge of identifying the enabling conditions for broad-based investments in sustainable development, NRM personnel in the Missions, host country and AFR/SD spent considerable time and resources over the last seven years comparing adopters and non-adopters of better practices. (The initial assessment, entitled "Opportunities," was refined as a tool to design programs in at least six countries.) This field-based process led to a number of changes which are having broader effects at the levels of Missions and Agency:

First, it led to a program approach based on "hypothesis testing." To date, programs in at least seven countries were designed explicitly with sufficient flexibility to update assumptions.

Secondly, the assessments led to the development of the NRM Analytical Framework. The Framework separates activities, enabling conditions, and people-level change, each from the others, so that they can be related, causally and sequentially. It assists analysts to organize information from the assessments to develop and update the development hypothesis. (This is in contrast to older project designs which often nested activities, enabling conditions, and people-level change without regard to sequence or causal relationship.) The NRM framework has been used in the design and/or implementation of programs in at least 10 Missions. And, it played a formative role in reengineering as being the conceptual basis for the development of the Results Framework and Results Packages.

Thirdly, the assessments and analytical work of the Missions and AFR/SD had an influence on the design of programs in at least nine Missions. These designs included program elements that typically were not part of NRM projects. These include tenure security, devolution of authority, access to capital, and the development of advocacy skills. In addition, the analytical work was pivotal in convincing decision makers and strategists that NRM objectives connect such seemingly disparate elements as D/G and sustainable economic growth.

Fourth, the broad involvement of AFR/SD across numerous countries (at least 12 countries) has allowed the spread of lessons and best practices from one country to another. The fact that elements such as tenure, devolution of authority, access to capital and markets, changes in the roles of government technical agents are part of programs or designs in most of the 12 countries where AFR/SD has had

direct involvement shows the effect of AFR/SD's broad involvement. (In contrast, these were not common elements of projects five to ten years ago.)

Last, AFR/SD has had a measurable effect on investments by Missions in better information management. In the era of reengineering where both reporting on results and managing for results require tools and approaches for better management of information, AFR/SD has been involved or encouraged at least six Missions and one African institution, the Sahel Institute (INSAH), in developing information management systems. Results from this collaboration include a standard definition of terms, the establishment of databases, and investments by Missions and

A Systems Approach to HIV/AIDS

AFR/SD has led in recasting the public health community's thinking about HIV/AIDS from a purely public health problem to a development problem. This has led thinking more seriously about the economic and sectoral impacts of HIV/AIDS on the one hand, and designing interventions that make preventing AIDS a societal issue on the other. Of particular note, has been the strategic approach of involving the private sector in the fight against AIDS, since that sector will be severely affected by disability and death of its workforce.

The HIV/AIDS Surveillance Database compiled and maintained by the International Programs Center of the U.S. Bureau of the Census (BUCEN), with funding from AFR/SD and the Global Bureau, is the main source of information on levels and trends of the HIV/AIDS pandemic in Africa. Information from the database has influenced policies and programs of the UN, World Health Organization (WHO), USAID, and various other agencies and researchers dealing with this problem in Africa. The BUCEN database is invaluable and unique as it captures data, often only presented in conferences, that do not exist in the public domain elsewhere.

A Systems Approach to Basic Education

AFR/SD has been largely responsible for the current paradigm for supporting primary education in Africa. All of Africa's bilateral programs have been designed primarily by or in concert with AFR/SD staff. These programs, using a combination of project and non-project assistance (NPA) funds, have been designed to deal with system-wide issues of access, equity, sustainability and quality. These programs have, by and large, been very successful. Moreover, we have been involved in a process of continual assessment, learning from past mistakes, improving designs, developing analytic frameworks for monitoring and evaluation, etc. These ideas are being shared with other donors through the Development of African Education (DAE), a multi-donor/African association dedicated to improving education in Africa.

Integrated Case Management Approach to Child Survival

AFR/SD has worked together with WHO, the United Nations International Children's Emergency Fund (UNICEF), the Center for Disease Control (CDC) and the Global Bureau from the early stages of this approach, which is based on a holistic, systematic view of child health problems as opposed to a vertical approach, e.g., in an immunization campaign or an oral rehydration therapy (ORT)-specific program. It is especially important for Africa where symptoms of common illnesses may overlap (malaria and pneumonia) and where malnutrition is prevalent but often neglected when treating acute conditions. In our dialogues and activities with other partners on this issue, AFR/SD has focused on thinking through the implications of how this approach will be implemented and on developing practical tools to ensure that this can be done. This involves analyzing the policies and various systems involved in delivering child-health services -- including management, logistics, procurement, communication, supervision, planning, evaluation as well as training--and that need to be taken into account. Based on AFR/SD-supported activities, integrated case management has been introduced in several African countries, and tools are being developed to facilitate successful implementation of the approach.

Integrated Approach to HIV/AIDS -- Family Planning Programs

This approach has been a controversial one, particularly in the family planning community which has concerns that it will dilute efforts in promote family planning. Nonetheless, this type of integration is happening all over Africa and AFR/SD has been in the forefront of those who are supporting the development of the approach, through a variety of case studies examining integrated programs, and in sharing information on this issue and helping to systematically analyze integrated approaches and identify best practices. In May 1995, AFR/SD supported a conference in Nairobi which brought together 165 participants from 18 African countries as well as a variety of donors to share experiences in integrated reproductive health and to identify analytic issues that need to be addressed in order to further develop such programs.

A New Strategy for Malaria

AFR/SD is responsible for a major shift in how donors and governments respond to malaria, the most important tropical disease in Africa. Building on lessons learned through the Combatting Childhood Communicable Diseases (CCCD) project, AFR/SD took the lead in developing an *Integrated Malaria Control Strategy for Sub-Saharan Africa*, with WHO/Geneva and the Global Bureau. This strategy was adopted world-wide in an international Conference on Malaria in 1993. Twenty-seven African countries have used this strategy to develop National action plans for

the prevention of malaria. The new strategy defines malaria as a cross-cutting issue, needing laboratory strengths and surveillance linked to improved quality of care and early diagnosis in homes and communities.

The new paradigm is presented in USAID's *Africa Malaria Control Strategy*. The goal of this strategy is to strengthen national and regional institutional capacity to reduce the burden of malaria-associated mortality and morbidity. The last USAID malaria policy was developed more than 20 years ago. Since that time new interventions and strategies for more effective malaria control have emerged. Progress in other health programs, particularly in the areas of maternal and child health, have provided new opportunities for the delivery of malaria services.

C. SPECIFIC IMPROVEMENTS IN PROGRAMS, POLICIES AND STRATEGIES

This section will deal with programs, policies and strategies (PPSs) that have actually been changed. The range of these PPSs runs from major changes in policy (the new world-wide malaria strategy) to narrow changes (elimination of head tax in Mali). These results are summarized in Table II below, and then described in more detail in the text that follows the table.

1. ECONOMIC GROWTH

a. POVERTY AND GROWTH

USAID/Accra Safety Net Program.

Work done by Cornell University under the Poverty and Adjustment project convinced the USAID Mission in Ghana that the Government's safety net program of transitional financial assistance to retrenched workers was not needed. Cornell's study of retrenched workers in Ghana led to a realization that most people found new jobs in a relatively short time, and that average income for retrenched workers was no lower than the incomes of Ghanaians in general (with similar experience and education). Thus, millions of dollars were saved.

**TABLE II: SPECIFIC IMPROVEMENTS IN
PROGRAMS, POLICIES AND STRATEGIES**

PROGRAM AREA	USAID	DONORS	AFRICAN PARTNERS
Economic Growth	15	6	29
<i>Poverty and Growth</i>			
USAID/Accra safety net program	1		
Reconsideration of "Dutch Disease"	1		
<i>Trade</i>			
SADC Free Trade Agreement			1
<i>Food Security</i>			
Grain Marketing in Zimbabwe			1
Agriculture Strategy in Madagascar		2	1
Rice Liberalization in Guinea			1
Ag Sector in Malawi	1	1	1
Grain Storage Policy in Ghana			1
Food Prices and Policy	1		
Malian Head Tax			1
<i>Private Sector</i>			
Privatization Support	1		1
Strategic Analysis			2
Financial Markets	3		3
Support to SAEDF	1		
Bank of Swaziland			1
<i>Agricultural Technology</i>			
Use of Strategic Framework	3	1	3
Draft Sustainability Strategies		7	

**TABLE II (cont.): SPECIFIC IMPROVEMENTS IN
PROGRAMS, POLICIES AND STRATEGIES**

PROGRAM AREA	USAID	DONORS	AFRICAN PARTNERS
<i>Basic Education</i>			
Liberalization of Textbook Market	1		1
Leverage Donor NPA Finance	1		
Policy on Teachers' Career Ladder			1
Fundamental Quality Adopted	2		2
NGO Partnership Forged	1		1
Population and Health	10	5	82
<i>Population</i>			
New Policies Adopted			30
Participatory Approach Adopted			1
Unsafe Abortion Policy			11
<i>Health Sector Reform</i>			
Cost-Sharing Policy			2
Private-Public Partnership	1		1
<i>Child Survival</i>			
WHO and UNICEF focus on Sustainability		2	
Nutrition Data Used in Policy			2
New Malaria Strategy Adopted			27
Child Survival Program Design	4		
African Integrated Malaria	3		
BASICS adopts nutrition	1		
Integrated Case Management		4	4
<i>HIV/AIDS and other Emerging Diseases</i>			
Agency Strategic Objective	1		
Private Business Involvement			2

**TABLE II (cont.): SPECIFIC IMPROVEMENTS IN
PROGRAMS, POLICIES AND STRATEGIES**

Environment	26		2
Policy Incorporated into Programs	9		
NRM Framework used	11		
M&E system used	6		2
 Democratic Governance	 0		 4
Electoral Systems			4
Civil Society			
 TOTAL	 51	10	 117

Reconsideration of "Dutch Disease"

Research on the deleterious effects of foreign aid flows to a country that is not undergoing effective adjustment demonstrated that such flows have a negative impact by increasing the degree of overvaluation of the exchange rate. This phenomenon, known as the "Dutch Disease" reduces incomes of those people engaged in trade-related sectors such as agriculture, many of whom are poor. The World Bank has incorporated this idea into a new understanding of why financing of non-adjustment is not only wasteful, but harmful. As a result, the Bank is now finally interested in greater selectivity of balance of payments financing, and greater adherence to reforms as a precondition for such financing.

b. TRADE

A major new free trade initiative has been substantially influenced by analyses of changing comparative advantage in southern Africa.

With AFR/SD leadership and funding, research teams in southern Africa are analyzing the changing agricultural comparative advantage in southern Africa and the implications for trade, agricultural production and food security. The University of Swaziland is taking the lead and cooperating with researchers in seven other countries to gather and analyze data. Data are being used by the Southern Africa Development Committee (SADC) in developing a free trade agreement for southern African countries. Plans are to sign the agreement in August 1996.

c. FOOD SECURITY

Research played a critical role in the initiation and implementation of grain marketing reform in Zimbabwe

Research funded by AFR/SD and USAID/Zimbabwe, examined the question of why abundance and malnutrition existed in adjacent areas. The research, conducted by Michigan State University and the University of Zimbabwe, exposed the costly inefficiencies of the country's centralized grain marketing and provided useful input to initial policy decisions. In 1991, the Government of Zimbabwe initiated the Grain Marketing Reform Program, a five-year effort to reduce government controls and increase private sector participation.

Additional research has supported the reform process. For example, AFR/SD-funded research revealed that the maize stocks at Grain Marketing Board depots were not being made available for purchase by small-scale buyers. Large-scale millers preferential access artificially inflated consumer food prices and exacerbated food security. In response, the Government of Zimbabwe opened its maize stocks to all buyers and made deliberate efforts to promote the development of small-scale millers.

As a result, by 1995, Zimbabwe had more than 10,000 small mills (all created since 1991) that employed more than 22,000 people in rural areas. Also, maize meal is 20 percent cheaper than it was two years ago; for the poorest consumers, who spend as much as 70 percent of their income on food, this represents a substantial savings and an increase in disposable income. The grain reform program is stimulating economic growth and fostering a vibrant private sector.

Agriculture Strategy in Madagascar

The World Bank used the work of Cornell to help direct its agricultural strategy for Madagascar. The Cornell work enabled the Bank to develop an "agricultural first" policy, with emphasis on export crops. This turn-around from the industrialization policy favored by the Government of Madagascar was demonstrated to have higher rates of economic return and greater benefits for the poor.

Rice Liberalization in Guinea

Cornell's work in Guinea demonstrated that given the status of transport linkages, imported rice was not a disincentive to rural producers. Moreover, rice was a major element of the consumption bundle of the urban poor. As a result, the

Government decided not to impose a tariff on imported rice, because such a tariff would not increase domestic production, but would reduce the food security and income of the poor.

Agricultural Sector in Malawi

Cornell's work on Malawi agriculture was a major analytic foundation of USAID's agricultural strategy, and the development of strong World Bank conditionality surrounding liberalization of the smallholder sector and the highly successful burley tobacco program that USAID/Malawi is still implementing.

Grain Storage Policy in Ghana

The Government of Ghana believed that in the post-adjustment period food markets were not very integrated, and that prices were highly unstable. Their solution to this "problem" was investment in large-scale grain storage facilities. The work of Cornell in food markets demonstrated that the problem did not really exist, and, as a result the World Bank (the financier of these facilities) and the Government of Ghana decided to terminate the grain storage project, thus saving millions of dollars.

Research on the impacts of market reforms on low-income households provided a key analytical foundation for USAID/Kenya's new strategic objective.

Through a cooperative agreement with Michigan State University, AFR/SD supported research to document the impact of market reform on consumers in Kenya, Zimbabwe, Zambia, Ethiopia, South Africa and Mozambique. USAID/Kenya reported that both the Kenya data and the regional comparisons made a strong case for market reform. The research showed the benefits of reforms in enabling low-income households to have better access to higher nutritional grain and improve their real incomes. The research was particularly useful to USAID/Kenya in developing a new strategic objective on the commercialization of smallholder agriculture. It highlighted that the cost of food is a key determinant in household decisions to produce cash crops. Thus, the performance of the grain market has a major impact on incentives of households to diversify.

Malian policymakers eliminated the head tax.

In 1991, the Minister of Agriculture of the Transitional Government of Mali attended a seminar on regional food security where researchers discussed their findings. One of the main findings was that 37% of farm households sold grain right after the harvest (when prices were the lowest) to pay the head tax, a relic of colonial times. The minister asked the AFR/SD funded researcher to prepare a

memo outlining the major food security issues facing Mali. The memo highlighted the head tax as one of seven critical points and, as a result, in 1992, the Government of Mali removed the head tax and initiated tax reform.

d. PRIVATE SECTOR

Supporting privatization of government-owned enterprises.

In Zambia, AFR/SD's initial analysis of the Zambian investment laws in 1991 as well as a study on international lessons learned on privatization was an important factor leading to a Mission sponsored program to privatize all 170 parastatals.

Strategic Analysis of Private Sector.

Through the Private Enterprise Development Project (PEDS), AFR/SD provided resources to develop and implement a methodology for analyzing or "mapping" the private sector. Information generated under the Manual for Action in the Private Sector (MAPS) surveys were instrumental in providing USAID Missions with information and tools needed to structure the policy dialogue agenda directly with governments and in a three-way dialogue between private sector entrepreneurs, governments and donors.

Policy changes resulting from dialogue stimulated by results of MAPS surveys have led to relaxation of foreign exchange controls and introduction of new and liberalized investment codes. In Uganda, a PEDS team recommended that the public sector Uganda Export Promotion Council be removed from the Ministry of Trade and Industry and to operate as an independent body. A similar recommendation led to the creation of the Uganda Investment Authority which has helped attract numerous private sector investments to Uganda.

Strengthening and deepening financial markets.

AFR/SD, through the Africa Venture Capital Project, began feasibility studies for launching the first African venture capital funds in 1991. The Ghana Venture Capital Fund was launched in January 1992. This was followed by the USAID supported Tanzania Venture Capital Fund launched in October 1993 and the Development Finance Corporation of Uganda venture capital fund launched in early 1994. The total USAID grant investment in these three funds was \$4.3 million which has now generated \$92 million in investment capital providing equity for small and medium sized locally owned companies in eight countries.

Support for the Southern Africa Enterprise Development Fund (SAEDF).

Through PEDS III, AFR/SD funded several activities in support of the design and implementation of the SAEDF: a study examining the feasibility of an enterprise fund for the Southern African region; the actual project design for the Fund; an assessment of opportunities in Namibia for SAEDF investments; and support for the SAEDF's first Board of Directors meeting in Africa in June 1995. The \$100 million, 11 country fund is expected to begin making investments soon.

Support to the Central Bank of Swaziland.

AFR/SD has been providing assistance to the Central Bank of Swaziland. Working closely with the Governor, the bank was instructed on how to modify its practices for holding its revenue and how to restructure its debt portfolio. In August 1994 we advised the Central Bank to move 97% of their reserves from Rand accounts to hard currency accounts, thereby arresting a decline in value and increasing earnings by about \$25 million annually.

e. PROGRESS IN TECHNOLOGY DEVELOPMENT AND TRANSFER

A critical question for the future of African agriculture is how best to use investments in agricultural research and development to stimulate agricultural transformation and economic growth. SD provides strategic and analytical support to missions and African institutions to encourage a stable flow of profitable and sustainable technologies.

Strategic Framework for Agricultural Technology Development and Transfer

The Technology Development and Transfer (TDT) Strategic Framework, developed by AFR/SD, provides the criteria, guidelines, and necessary tools and methods to facilitate program planning, design, prioritization, and implementation. The Framework has facilitated and improved the development of research proposals, strategic planning and priority setting, and program development of African institutions. To date, this framework is being used by several Missions (Ethiopia, Kenya, Uganda), the Southern Africa Center for Cooperation in Agricultural Research (SACCAR), the Institut de Sahel (INSAH), the Association for Strengthening Agricultural Research in East and Central Africa, and the World Bank/ SPAAR to design programs and implement agricultural portfolios.

Mobilizing Sustainable Financial Resources for Agricultural Research

AFR/SD assisted four African national organizations (Ghana, Cote d'Ivoire, Kenya, Uganda) and three regional organizations (SACCAR, ASARECA, the Network for

Environmentally Sustainable Development in Africa (NESDA)) to develop draft strategies on how to mobilize financial resources for the support of agricultural research and technology transfer on a sustainable basis.

This sustainable financing initiative is identifying options for mobilizing resources from public and private sources to support programs. Case studies have been completed to identify lessons from Latin America that are applicable to Africa, and guidance materials have been published. An initiating workshop was held in September 1995, with participation from 15 organizations and eight African countries. The initiative has raised awareness of the precarious financial situation of agricultural research and extension systems throughout Africa.

f. BASIC EDUCATION

Uganda liberalizes the market for school instructional supplies

AFR/SD has played a significant role in the liberalization of the market for school instructional supplies. Prior to the Support for Uganda Primary Education Reform Non-Project Assistance (SUPER NPA) Program (designed with substantial AFR/SD participation) only two foreign publishers provided textbooks to the Ministry of Education (MOE). This year, as a result of USAID's NPA and the associated conditionality, seventeen publishers won contracts to supply instructional materials to the MOE. Four of the publishers are local Ugandan firms.

According to the director of a printing company, it is the growing participation of local firms in this industry, which is a direct result of USAID's SUPER NPA Program, that led to Kenya Litho's interest in establishing a modern printing press in Uganda.

Ethiopia develops policies on teachers' services and career ladder

A study of factors that influence teacher working practices and attitudes was carried out by AFR/SD. Information gleaned from this work influenced the government in the development of policies concerning teachers' terms and conditions of service and accompanying career ladder and salary structure.

USAID/Benin and Guinea adopt Fundamental Quality Levels (FQL) approach

Benin: AFR/SD has helped shape the Mission strategy and program through introduction and implementation of the fundamental quality levels approach -- a method for helping countries strategically manage, through a participatory process, expansion and quality improvements in the provision of basic education. AFR/SD has also supported several program amendments and the development of a new

complementary project working through a U.S. private voluntary organization to involve parents' associations in school management and regional decision-making and planning.

Guinea: AFR/SD's work in continuing to develop the FQL approach to sectoral strategic planning has paid off in the adoption of such an approach by the Guinea Ministry of Pre-University Education. AFR/SD prepared a presentation to introduce the FQL concept to a team of Guinea ministry of education officials visiting Washington. The positive response of the Guineans led to AFR/SD following up the initial presentation with materials, advice and guidance to the USAID/Guinea and the Guinean Ministry of Education on how to incorporate such an approach into the next phase of educational reform which would focus on improving quality while continuing to expand access and improve system administration. Guinean ministry officials have already begun to implement the FQL strategy and USAID/Guinea has designed its next project, with AFR/SD support, on the basis of that approach.

USAID/Malawi forges partnership with NGOs

AFR/SD began the effort to find new or additional ways to support the education system through an initial review of non-governmental organizations (NGOs) working in the education sector. This led to a more complete survey of NGOs in Malawi and the design of an NGO-managed basic education pilot project.

2. HEALTH AND POPULATION

a. FAMILY PLANNING AND REPRODUCTIVE HEALTH

Zimbabwe, Kenya and Botswana adopt over 30 new policies and strategies in selected family planning and reproductive health areas

Owing to an excellent agenda and a variety of innovative follow-up activities to the Eastern and Southern Africa regional workshop, *Improving Quality of Care and Access to Contraception: Reducing Medical Barriers*, held in Zimbabwe in February 1994, AFR/SD succeeded in implementing and documenting over 30 changes in policies, procedures, and strategies in Zimbabwe, Kenya and Botswana. These countries have changed policies in such areas as reducing client restrictions, improving counseling and management policies, expanding family planning services, decreasing provider limitations, removing age and parity restrictions, removing inappropriate contraindications, and decreasing process hurdles (see Annex B)

CERPOD adopts a participatory, multi-disciplined approach to research

The implementation of the study, *Tendencies and Determinants of Modern Contraception and Reproductive Health Behavior in Adolescents in the Sahel*, by the Centre for Applied Research on Population and Development (CERPOD) in Mali provided the opportunity for introducing a multi-disciplinary, participatory approach in this regional organization.. Instead of waiting until the end of the research activity to involve end-users, CERPOD now ensures that all relevant end-users are invited to participate from the beginning and take part in identifying the policy and program implications of the research results. This approach has served to increase ownership of the research process increasing the likelihood that research results will be used in policy formulation. In addition, the Adolescent Study in the Sahel strengthened CERPOD's ability to conduct and train others in qualitative research data collection and analysis, as well as secondary data analysis on quantitative data.

Eleven Ministers of Health reach consensus on seriousness of consequences of unsafe abortion

Probably the greatest single achievement of AFR/SD's initiation of the *Study of the Consequences of Unsafe Abortion in Africa*, is that for the first time high level African policy-makers reached consensus on the seriousness of abortion and its attendant health issues in Africa. Eleven ministers of health from East and Southern African countries adopted the study's findings during the 22nd Conference of Health Ministers held in Blantyre, Malawi, in November, 1994. In addition, ministers requested further assistance in implementing study findings. The *Monograph on Complications of Unsafe Abortion in Africa* was published in August 1995, containing a literature review on abortion-related problems in sub-Saharan Africa from 1980 to 1994 and a review of primary data from three Commonwealth countries (Malawi, Uganda, and Zambia). A shorter policy document summarizing the policy and program implications of the research was shared with officials at the November 1995 Conference of Health Ministers.

b. HEALTH SYSTEMS REFORM AND SUSTAINABILITY

National policies on cost sharing developed in Niger and the Central African Republic

Niger: As a result of AFR/SD-funded study, *Quality of Health Care and Cost Recovery in Africa: Evidence from Niger and Senegal*, Niger adopted two options for its national policy on health care financing, affecting level of utilization and resource mobilization: 1) pre-payment with token payment at the time of service, and 2) straight fee for service.

Central African Republic: The Central African Republic put health care policy reform on its agenda following a conference on Health Care Financing and Sustainability in Francophone Africa, organized by AFR/SD in collaboration with REDSO/WCA in February 1994.

Public-Private partnership incorporated into Zambia's health sector policy

Zambia has made significant progress in the area of financial reforms of the health care system, largely as result of an AFR/SD private sector study conducted in spring and summer of 1994 and the AFR/SD-sponsored Nairobi conference on private sector participation in the health sector, November 1994. The study provided needed information, through which Zambia could validate its desire for greater private sector involvement and its interest in looking at the private sector as part of health care policy reform.

The study enabled the government to explore the range of potential options for the private sector in health care. The Nairobi conference, attended by approximately sixty people from fourteen countries, provided a forum for sharing information on private sector participation and learning from each other's experience. AFR/SD and USAID/Lusaka co-financed a Zambian national conference on public/private sector partnership in June 1995.

As a result of these activities public/private sector partnership is one of the cornerstones of Zambia's health reform, and it is also one of the five major outputs of USAID's new child survival bilateral project. In addition, Zambia is at the forefront of devolving power to District Health Boards, enabling them to make decisions about expenditures. This devolution was also influenced by AFR/SD's work with the mission and the Ministry of Health (MOH).

c. CHILD SURVIVAL

WHO and UNICEF focus attention on sustainability of immunization in Africa

AFR/SD's analysis of issues and trends in immunization coverage in Africa was a major catalyst in focusing WHO and UNICEF attention on the sustainability of immunization programs, as well as influencing decision-makers in USAID (especially, the G/PHN's BASICS project). *Immunization in Africa: Issues and Trends* revealed that external funding for the expanded program on immunization was declining and that program performance in many countries had fallen from the peak levels achieved in 1990. As a result of the findings from this study, AFR/SD gave UNICEF a grant in 1993 to make resources available to countries to improve access to services, sustainability, and donor coordination. This joint effort helped sensitize policy-makers to the importance of the expanded program on

immunization (EPI) and the need for increased government responsibility for the program. Collaboration among WHO, UNICEF, and USAID has improved and all donors have a better understanding of the EPI situation.

Nutrition data used for policy-making in Namibia and Uganda

Health officials from Uganda and Namibia have used the plans developed and skills learned at the AFR/SD sponsored November 1994 Makerere University workshop on using data to influence the course of policy-making in their respective countries. Using Demographic and Health Survey (DHS) data, as well as other nutrition data, officials reviewed data, developed country objectives and key messages, prepared materials, and planned for implementing objectives. According to follow-up questionnaires administered to participants, the Nutrition Division of the Ministry of Health in Uganda included in its annual plan the standard feeding guidelines for pregnant and lactating mothers and for children under three developed at the workshop. In addition, they are soliciting funds to hold their own workshop and are trying to sensitize relevant sectors to the need for guidelines. In Namibia, the Cabinet approved inclusion of a separate cross-sectoral food and nutrition chapter in the country's first National Development Plan, 1995.

New malaria control strategy adopted in 27 countries

As a result of the new paradigm on malaria discussed in Section II B above, twenty-seven African countries have adopted the Integrated Malaria Control Strategy.

Framework for the Design and Implementation of Child Survival Programs.

The Framework for the Design and Implementation of Child Survival Programs in Africa was developed by AFR/SD with Population, Health and Nutrition officers from USAID missions, and in collaboration with the Global Bureau. The Strategy focuses on interventions designed for impact and systems strengthening for sustainability. It expands the concept of child survival from vertical interventions to broader health reform issues. This design is now being used in new USAID programs in Eritrea, Ethiopia, South Africa, Zambia, and the West Africa Regional program, implemented by REDSO/WCA.

Africa Integrated Malaria Initiative.

The Africa Integrated Malaria Initiative (AIMI) was designed concurrently with the development of the Integrated Malaria Control Strategy for sub-Saharan Africa. Missions have responded enthusiastically, and Kenya, Malawi and Zambia have begun integrating malaria control into their existing health and child survival

projects. Clearly, there is wide recognition that the greatest future gains in child survival are possible only if malaria is directly addressed.

Nutrition advocacy tool shapes national action plans in nine countries

The Nutrition Chart Books for Africa, partially funded by AFR/SD, and developed using DHS data, have influenced national Nutrition Action Plans and UNICEF Country Plans in at least nine African countries -- Burkina Faso, Ghana, Kenya, Madagascar, Malawi, Namibia, Niger, Uganda, Zimbabwe.

USAID's principal child survival project (BASICS) adopts nutrition as an integral and priority component of its mandate.

AFR/SD has successfully influenced the Agency's principal child survival project (BASICS) to give greater emphasis to nutrition in its portfolio of child survival interventions. AFR/SD organized a symposium at BASICS and invited experts to present research on the underlying role of malnutrition in child mortality, the extent of malnutrition in Africa, and lessons learned from nutrition interventions which have been part of integrated child survival programs. After this workshop, BASICS agreed to develop a nutrition strategy and formally include nutrition as one of its key areas. As a result, missions are now able to obtain technical assistance from BASICS for nutrition activities. In addition, two nutrition specialists have been added to the BASICS team, funded by AFR/SD, one of whom is based in Dakar as a regional advisor.

Integrated Case Management (ICM) Preparatory Guide Influences USAID and WHO

Several African countries have used the Integrated Case Management Preparatory Guide to introduce ICM concepts. In Niger, the BASICS representative used the Guide to help prepare a pilot ICM activity in several districts. The BASICS technical director used the Guide in Zambia. In Madagascar, the GOM is using the Guide themselves to help direct the development of ICM activities. The Guide serves as a practical aid to preparing an integrated approach to the sick child by systematically addressing issues of coordination and management, program policies, drug availability, communication, and monitoring and evaluation for decision making.

Discussions among the major donors on the implementation strategy of ICM have been consistent with the approach used in the Guide, which has been important in fostering agreement on undertaking a systematic process to consider the practical implications and prepare for ICM at all levels. The Preparatory Guide has been included as a reference document in a tool kit for World Bank task managers, to guide the introduction of ICM in World Bank support projects worldwide. In

addition, the Guide has been translated into French and has been used in UNICEF regional offices in African and the WHO office in Brazzaville. Further, the Pan-American Health Organization (PAHO) has translated the Guide into Spanish.

d. HIV/AIDS

National Academy of Science (NAS) report influences AIDS policy and prevention strategies.

In the Fall 1995, the NAS released its report *Preventing and Mitigating AIDS in Sub-Saharan Africa: Research and Data Priorities in Sub-Saharan Africa*, which was principally funded by AFR/SD. The report reviewed the state of the art and recommends a number of research priorities to help answer questions critical to preventing the spread of the AIDS pandemic, help mitigate its effects, and strengthen indigenous African research capacity. The report was used by USAID's Global Bureau to help develop the Agency's Strategic Objective for HIV and to influence the development of the new AIDS Technical Support Project. The report has influenced the new UN AIDS program and its agenda setting. National AIDS control programs and private voluntary organizations are similarly using the report to help define AIDS prevention policies and research strategies.

The private business sectors in Kenya and Nigeria are implementing workplace HIV/AIDS prevention programs.

The Private Sector AIDS Policy Presentation (PSAPP), funded by AFR/SD and developed by AIDSCAP, has been field-tested in Kenya and Senegal. Businesses in Kenya and Nigeria began implementing HIV/AIDS prevention programs as a result of PSAPP presentations.

C. PROTECTING THE ENVIRONMENT

At least nine Missions have adopted system-wide approaches to Natural Resource Management (NRM).

Niger, Madagascar, Mali, The Gambia, Guinea, Tanzania, Uganda, Senegal, and Botswana have all adopted system-wide approaches to natural resource management which emphasizes the importance of policy reform and local control over land, forest and water resources. In several countries, changes to the program approach have contributed to policy and institutional changes that generated people-level impacts on a significant scale. For example, in Niger, policy changes in the rural code have contributed to communities taking over management of a third of a million hectares of land for fuelwood and forage production (compared to 1,500 in 1987). In Botswana, the positive economic

results from pilot community-based management of veld and wildlife has contributed to other communities organizing themselves, to other donors supporting similar activities, and to the government making radical policy shifts to strengthen the enabling environment.

Seven Missions have used NRM Framework to design Program.

Seven years ago, AFR/SD developed a natural resources management (NRM) framework that has changed the way seven Missions address NRM activities. Projects, with their emphasis on tracking inputs and outputs, have been replaced with programs that aim to systemically establish an enabling environment for the broad-based use of more effective and less degrading production practices. The programs are policy based, with an emphasis on learning. They combine strategic policy dialogue with on-the-ground project components that inform policy making. Implicitly or explicitly, they test hypotheses.

Five Missions invest in environmental information systems.

Senegal, Niger, Mali, Guinea, Botswana, and Madagascar have invested in an M&E system and/or an information management system. Primarily through the Development Strategies for Fragile Lands (DESFIL) project, AFR/SD provided technical assistance to assist Missions to better manage information. Using the NRM organizing framework and a program approach, Missions must ask whether enabling conditions are being established or not. If they are, so what? To understand and foster the relationship between policy change and broad-based change, Missions require information management systems.

AFR/SD provided assistance to four Missions (Senegal, Niger, Madagascar, Botswana) and the Sahel Institute (INSAH) in identifying tools and approaches for sampling, surveying, managing, analyzing and disseminating information. For example, USAID/Senegal has made fundamental changes in the way it manages information. In collaboration with Mission partners, they have adopted a standardized reporting format, a coding scheme, a standardized definition of terms, and a core data set. To better analyze critical relationships and to report on results, Mission personnel standardized and restructured past data sets.

In Botswana, AFR/SD staff have assisted the Mission to refine the way information is managed and assess the impacts of various policies and institutions on community-level management decisions.

4. Democratic Governance

More Inclusive and Competitive Electoral Systems

Through the Africa Regional Electoral Assistance Fund (AREAF) and the Democracy and Human Rights Fund (DHRF), the Africa Bureau continued to make important contributions to improving the transparency and competitiveness of electoral systems in Africa. Our assistance to the highly successful Sierra Leone elections was pivotal in providing encouragement for their conduct under highly unstable political conditions (in the midst of a civil war) and in ensuring their validity through the financing of voter education and domestic monitors and international observers. We assisted highly successful second generation parliamentary elections in Benin and Namibia. We also assisted the successful conduct of a constitutional referendum in Uganda. Assistance aimed at strengthening weak and fragmented political parties was provided in Cote d'Ivoire (National Democratic Institute (NDI)) and Benin (NDI). Assistance to expand the capacity of regional and domestic civic action organizations to conduct voter education continued throughout the review period including Uganda (African American Institute (AAI)) and Benin.

More Politically Active and Sustainable Civil Society

The ARAEF and DHRF programs have both directly supported the strengthening of civil society and linkage groups (particularly the press and political parties). Under ARAEF assistance aimed at strengthening civil society organizations' (CSOs) capacity to strengthen political parties and the press was provided in eleven countries including Benin, Botswana, Kenya, Ghana, Ivory Coast, Mozambique, Mali, Niger, South Africa, and Zambia. The \$3.5 million DHRF project focuses almost entirely on strengthening the capacity of civil society and linkage groups, including (1) training in management, project administration and fund raising; (2) provision of legal advice to women, rural and urban poor, prisoners and human rights abuse victims; (3) provision of equipment (computers/offset /reproduction) to enhance the effectiveness of selected CSO's; (4) development of media programming capacity to increase voter awareness, particularly of non-literate groups; and (5) financing for production and distribution of documents designed to increase the awareness of human, electoral, judicial and other rights.

D. BUILDING INSTITUTIONAL CAPACITY

One of the major roles of the Office of Sustainable Development is strengthening the capacity of Africans to do policy analysis and policy implementation themselves. While the number of highly educated Africans has increased dramatically, the total is still much less than is needed to manage the process of development, in either the private or public sectors. However, this expansion of

human capacity has made it much more possible to talk about building sustainable institutions.

For the first time Africa is now able to offer a cadre of technical experts, policy analysts, entrepreneurs and senior officials who have the training, the self-confidence and, increasingly, the experience to take the leadership role in development. Thus, our role is to give these people the tools they need to make best use of their talents. We have divided these tools into four categories:

- * Networking
- * Strategic Management
- * Communications
- * Selective Training

We have not yet developed indicators to measure progress in this area, so we will present a series of accomplishments, without trying to measure them against a more standardized yardstick.

1. NETWORKING

NARS/IARCs partnership strengthened through SD's stakeholder analyses and follow-up dialogue.

AFR/SD support to the networks and NARS has considerably strengthened the research capabilities of African NARS. In collaboration with other donor organizations (World Bank/SPAAR), SD has been working with the NARS and IARCS to develop a new partnership concept. (Until recently, the NARS/IARCs partnership has been looked upon as a paternalistic relationship, with the NARS being the weaker partner depending on the IARCs for major technological advances.)

As the research capabilities of the NARS increased, the IARCS have realized the importance of making this partnership more equitable. The donor community continues to push dialogue between the two partners toward the establishment of this new partnership. The NARS from the different regions (Africa, Asia, Latin America) have a draft plan on how this new partnership will evolve, and it has been presented to the IARCS for comments and discussion. The plan has also been forwarded to the donor community for appraisal and support.

In the agricultural sector, SD has played a leading role in strengthening African agricultural research networks.

SD's support to commodity networks link the strategic and applied research being carried out by the IARCS and NARS. The network mechanism has facilitated the flow of technology between and among countries, regions and continents. This mechanism has allowed important germ plasm to cross borders and research information to be easily communicated; expertise has been exchanged, research methods have been modified to meet national needs; and researchers have been trained.

To consolidate the gains made from this network mechanism, regional institutions have been established and strengthened. It is hoped that these institutions can, in the near future, take over the responsibility of coordinating and managing network activities from the IARCS. Through the networks, considerable progress has been made in increasing access to profitable techniques and technologies. In East Africa, for example, potato researchers have collaborated to share a research agenda and exchange results. As a result, new varieties of potatoes and new techniques for seed multiplication developed in Uganda are increasing production in neighboring Kenya.

East Africans have increased capacity to work collaboratively on regional research and to communicate among themselves and with policymakers.

To gather data on cross-border trade in East Africa, Africans in local institutions in five countries are working together and using consistent methodologies. Lessons are being communicated across countries and academics are using research methods and results in their teaching.

New Networks of Entrepreneurs are being Formed.

In 1994, AFR/SD supported the creation of the **West African Enterprise Network (WAEN)**. From a small group of activist business persons, it has grown to include over 300 business men and women in 11 countries of West Africa, both anglophone and francophone. In 1995, AFR/SD provided WAEN with technical assistance in the creation of a Regional Information Center, located in Accra, Ghana. AFR/SD also supported the organization of a major regional conference to bring together public and private sector officials to examine three key constraints to regional trade—the need to simplify intra-regional monetary transfers, facilitate border crossings and improve regional transport systems. The workshop led to the creation of mechanisms for dialogue with national governments and regional institutions to achieve change in the regional economic environment. During 1995, fifteen joint venture companies were created among Network members. A protocol

of agreement was reached with Bank of Africa Group, the Ecobank Group and CAL Merchant Bank to improve monetary transfers in the subregion.

The **African Business Roundtable**, which was established in 1990 with the assistance and support of AFR/SD currently has more than 120 members representing a variety of sectors.

In 1994, AFR/SD funded a Southern African Agricultural Marketing Workshop. At this workshop, participants decided to create the **Southern African Federation of Essential Oils, Spices and Medicinal Plants**. In 1995, the federation created four national chapters, in Zimbabwe, Zambia, Malawi and South Africa. AFR/SD served as a catalyst in the creation of this African federation which is providing commercial linkages, technical training and market information within the region.

Networking Among Environmental Organizations

NESDA is a network of coordinators of environmental action plans in Africa. It is based in Abidjan and has great promise in building up African capacity and ownership over national environmental planning programs. AFR/SD provided key grant funds to take a newly created donor-dominated entity and promote its growth into an independent international NGO. This first phase of our program has been dramatically successful. NESDA now has a much broader funding base, and has legal and planning independence from its initial donor sponsors.

Since 1993, AFR/SD has involved over 30 African NGOs in workshops to examine the constraints to effective integrated pest management (IPM). With AFR/SD support, an NGO support network for IPM and sustainable agriculture has been established at ENDA, a development advocacy NGO in Senegal. AFR/SD also supported the World Resources Institute to focus attention on the key attributes of success in IPM in Africa.

Networking in Education

Through AFR/SD's support to the DAE working group on girls' education, AFR/SD has helped bring about the birth of an African NGO, the **Forum for African Women Educationalists** (FAWE). This NGO, composed of prominent African women involved in education-- Ministers of Education, University Chancellors, Researchers, etc., has dedicated itself to advocating the promotion of girls' access to and success in basic education. AFR/SD is helping coordinate donor support for FAWE and is directly providing funding and support for FAWE activities. With unified donor support, FAWE has been able to pressure male Ministers of Education into working in association with them to promote the development and implementation of specific strategies in support of girls' schooling. For example, as a result of the

FAWE pressure, the Minister of Education from Zanzibar implemented a new policy to change girls' age of entry to primary school so that they could complete the cycle before adolescence, when many girls leave school to marry. In Guinea, the Minister undertook to promulgate a policy requiring that every district have at least one female primary school principal.

Networking in Health and Population

Health Care Financing: USAID has supported system development and experimentation in health care financing since the early eighties. This effort has resulted in a number of policy developments including the institutionalization of cost-sharing in publicly owned facilities, and local autonomy in the programming of revenues so generated. The Kenyan program is serving as a demonstration area for neighboring countries. REDSO/ESA with the support of AFR/SD funds and expertise has developed a 'networking' activity which brings officials from neighboring states to Kenya on study tours to see cost-sharing in action. The same networking activity allows Kenyans to travel to neighboring countries and provide technical expertise in implementation of cost-sharing programs.

Urban Family Planning: In addition to changes in resource allocation and spin-off research resulting from the AFR/SD-led Urban Family Planning study, above, south-south relations are being strengthened through "city-to-city" technical cooperation. Representatives from the municipal committee in Bulawayo, Malawi are working with a similar committee in Zambia on strategies for delivering urban family planning services.

Networking in Economic Policy Analysis

AFR/SD, as a member of separate donor consortia, contributes funds to four organizations with the principal objective of strengthening local economic policy research capacity in Sub Saharan Africa. Two of the organizations are pan-African -- the African Economic Research Consortium (AERC), and the African Capacity Building Foundation (ACBF); two limit activities to francophone countries--the Reseau and the Programme Troisieme Cycle Interuniversitaire en Economie (PTCI).

The AERC is the oldest (established 1988) and most developed of the organizations. The core program funds individual economic researchers who submit proposals that are vetted and implemented through an intensive peer review process. A recent evaluation of AERC notes that by mid 1996 approximately 13% (48 studies) of the proposals initially submitted to AERC secretariat will be in print. In addition, "If AERC research projects leading directly to journal articles and books are added to the numbers of published research reports the total number of publications amounts to 78, representing 20% of the number initially submitted.

These ratios are more or less comparable to the acceptance rates of economic journals and reviews."

On the topic of policy relevance the evaluation states that "the assessment of policy relevance of thematic projects is somewhat mixed....On the other hand an analysis of replies to the policy involvement questionnaire meant to assess the extent to which AERC researchers contributed to African economic policy making revealed that 70% of the researchers were involved in policy research and that half have been involved in the enhancement of the analytical capacity of national economic policy making institutions. The concluding comment is that "the inescapable conclusion, on the basis of overwhelming evidence is that AERC has made an enormous effort through a variety of modalities to encourage policy relevant research."

The AERC also manages a collaborative MA economics program that aims to upgrade the quality and expand the numbers of MA graduates in anglophone SSA. Twenty universities participate. Seven are "teaching universities" deemed to have adequate capacity to offer core courses which meet jointly determined and enforced standards. A medium term objective is to bring other universities up to the level of teaching universities and to start a PhD program. In 1995 61 students graduated from the program. They join the 5 graduates in 1993 and the 58 graduates in 1995. The Reseau which sponsors research mostly on trade related topics and the PTCl a collaborative MA program which is managed by the deans of economics faculties of four francophone West African universities are modelled after the AERC research and MA programs respectively. Both are smaller and, at this stage, less dynamic.

The ACBF's overriding objective is to ensure that within the next generation every country in SSA will have its own core group of first-rate economic policy analysts and development managers and sustainable institutions necessary to support them. ACBF has committed to 27 projects in 18 countries in support of this objective. Most of the projects provide core support to economic research institutes; several are for training including funding of AERC and PTCl economics MA programs. AFR/SD has asked ACBF, and the Executive Director has agreed, to develop indicators by which we can judge whether it is making a difference--principally in quality and quantity of economic research, policy impact and sustainability of research institutes.

2. STRATEGIC MANAGEMENT

The Institut de Sahel (INSAH) is learning to manage and use natural resources management information more effectively

AFR/SD supported INSAH to reorient its natural resources management program. INSAH is allocating resources to collect information about successes in natural resources management in the subregion and developing mechanisms to help member states learn from these experiences.

Institutional reform of twenty NARS has led to improved allocation of resources, accountability, priority setting and policy formulation.

AFR/SD is taking the lead in assisting regional organizations to guide member NARS in the development and implementation of strategic plans in technology development and transfer. The purpose is to identify technology development and transfer (TDT) programs with a high payoff and high probability of success. In Mali, for example, AFR/SD supported a workshop for research program leaders. Participants selected three sub-sectors (rice, livestock, groundnut) for research emphasis and identified key constraints. Subsequently, researchers prepared proposals that USAID/Mali agreed to fund. One proposal related to the commercialization of livestock vaccines; another related to policy reform in the rice sub-sector. At present, regional organizations are preparing strategic plans to provide a framework for cross-country collaboration (research efficiencies) within east, west, and southern Africa regions. Lessons and tools for strategic planning are being shared throughout the continent.

African NARS (Kenya, Uganda, Mali) improve strategic planning capacities.

African NARS and regional research programs are using tools and methods developed by AFR/SD to plan and prioritize their research programs. The tools and methods are based on sets of criteria leading to increased food security, income and economic growth. NARS in Kenya, Uganda, Mali, Malawi, Senegal and Ghana developed research master plans and prioritized their research programs following the TDT Strategic Framework developed by AFR/SD. This prioritization has led to effective use of the scarce resources allotted to agricultural research.

Capacity of African NGOs to address environmental issues strengthened

AFR/SD is supporting USAID's increasing emphasis on using NGOs to implement development programs at the grassroots level. This shift includes delegating greater responsibility to NGOs for achieving development results. Consistent with

this emphasis, AFR/SD supported Winrock International to publish Environmental Guidelines for NGO/PVO Field Use in Africa and to prepare an environmental assessment training course to reach NGOs and community-based organizations in Africa. Training has been conducted in Zimbabwe for the nationwide CAMPFIRE community-based natural resources management organization and in Mozambique for about 15 PVOs and NGOs engaged in development activities. Additional training is planned for Uganda, Tanzania, Namibia and Senegal.

NGOs have embraced this training as providing an opportunity for thinking strategically and holistically about the context of their activities. The training promotes their empowerment and engages them in a deliberate examination of environmentally-sound implementation of their community development activities.

Capacity to do sophisticated environmental monitoring strengthened

AFR/SD developed the capacity of the Government of Malawi to manage environmental resources and analyze the environmental impact of programs. Both the Mission and the Government of Malawi requested this assistance in order to monitor, evaluate and mitigate environmental changes that might result from a program to shift tobacco cultivation from estate growers to small holders. Malawi now has the capacity to do sophisticated environmental monitoring and use geographic information systems (GIS).

3. COMMUNICATIONS

AFR/SD has just begun its work in communications. With the implementation of the Leland Internet program this year, our work in this area will accelerate dramatically.

AfricaLINK is a program developed by AFR/SD in order to provide an electronic communications network to facilitate communication among African researchers and policymakers. AfricaLINK is being used by many of the agricultural, private sector, and environmental institutions with whom we work. For example, the WAEN Center uses an e-mail communications system to provide members with monthly price information on agricultural and industrial products in the subregion and with information on legal and regulatory regimes in member countries. SD has initiated a program to link African institutions and professionals electronically, using E-mail and the Internet.

In agricultural research, we have created electronic networking capacity among the regional and national institutions with which we work. The major objective is to strengthen the capacity of NARS and the networks to borrow, diffuse, share and disseminate technologies developed anywhere. While the rest of the world has

leaped ahead in electronic communication, Africa is still far behind in information exchange. Following this initiative, other donors have developed interest to support and complement AfricaLINK. World Bank/SPAAR has now taken the lead to coordinate and harmonize donor support. An AfricaLINK information specialist is working with several organizations and African counterparts to identify the appropriate options to connect African scientists to receive and share research information and coordinate regional activities that support national development objectives.

AFR/SD also funded the implementation of an electronic communications network (called TRADENET) that is facilitating communication among African researchers and policymakers in the area of international trade, particularly African intra-regional trade.

4. TRAINING

AFR/SD does limited direct training. What we do primarily is use Africans and African institutions as implementers of our analytical activities, usually, though not always, joining them with an American institution. The result is a process of learning by doing, in which formal training is less important than on the job training. One mechanism for this is the African Scholars program which brings approximately ten agricultural analysts to the United States for a period of about three months for intensive mentoring with American counterparts on a specific issue which they are pursuing. Following are a few examples of how our training programs work.

Economic Impact Assessment

In collaboration with INSAH, Purdue University provided short-term training on impact assessment to West African NARS scientists. INSAH has followed on to this training by providing small grants to eight of the trainees, to do impact evaluations in their countries. INSAH is using the training component of SD's activity to extend their services to regional NARS. This training also resulted in on-going collaboration between INSAH, the Institut d'Economie (IER) in Bamako, and the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT), to evaluate the impact of new cultivars and associated technologies in Mali. This collaboration involves personnel and funding from all three institutions.

Also, the projects' training programs help build NARS' capacity to carry out impact assessment studies. Purdue has been working with ISRA, in Senegal, over the last two years to institutionalize their capacity to do impact studies. All of the Senegalese activity has been initiated by ISRA. As part of this effort, three technical papers reporting assessments evaluations have been produced by ISRA,

two on cotton and one on irrigated rice. ISRA and Purdue (Senegalese graduate students) will be doing impact assessments on maize, sorghum and millet in the summer of 1996. Once these impact studies are completed, ISRA and Purdue will produce a summary bulletin and a paper on the institutionalization of impact assessment capability within ISRA.

Africans collaborating on market reform research gained valuable skills and are now upgrading the research skills of their African peers.

In AFR/SD-supported research on market reforms in six African countries, Michigan State University (MSU) researchers identified an African counterpart in each nation. During the course of the work, the African researchers received up-dated training through working collaboratively with MSU colleagues and through specialized courses in research methodology and writing research results for policymakers. MSU pointed several junior-level researchers to resources that allowed them to gain advanced degrees at MSU during the course of the research. In every case, the Africans returned to their home country and home institution where they taught short courses to up-grade the research skills of their African peers.

ANNEX A -- AFRICA'S DEVELOPMENT PROGRESS

The past year in sub-Saharan Africa has seen a continuation of the slow, but steady progress that the continent has been experiencing since the late 1980's. At the macro level -- the area of economic growth figures, of elections and coups, of war and peace, progress seems often to be offset by regress. Rapid economic growth still eludes most countries in Africa (the exception being Uganda). Democracy over the past year has seen more setbacks than progress. While new conflicts have not broken out, real peace remains elusive in Rwanda, Burundi, the Sudan, Somalia and Liberia.

However, underneath the obvious macro situations, fundamental changes are not only continuing, but seem to be accelerating.

1) DEMOCRACY

- * There is a wide-spread hunger for more democratic political systems in Africa; most old-line regimes are seen as not only being autocratic, but as being corrupt.
- * There is also a great fear of change because of the demons of ethnic conflict which could be unloosed with political liberalization.
- * There has been an explosion of media freedom and the development of an opposition press almost everywhere.
- * The political process has not led to the development of an effective party system, as most parties center around either ethnicity, personalities, or "ins vs. outs."
- * The development of civil society is perhaps the most noteworthy aspect of Africa's democratic change as increasingly associational groups are forming for both political and economic purposes.

2) STRUCTURAL ADJUSTMENT

- * Structural adjustment should be seen in the context of 13 years of economic change: crisis, reform and democratization.
- * The crisis period was marked not only by macroeconomic imbalances, but by the generalized failure of the state to perform its economic functions, and the resulting growth of a parallel economy.

- * The reform period continued the process of state disengagement by formalizing and legalizing parallel markets, but also by reforming and revitalizing state institutions.
- * As a result: (1) the informal economy has blossomed and may now make up 50% of many economies, even as the formal economy contracted, (2) there has been a substantial contraction of government, and (3) official statistics are unreliable guides to even gross trends.
- * Structural adjustment programs have not harmed, but rather, in many cases, have helped the poor.
- * While official figures show modest growth as a result of adjustment (partly because of sustained foreign assistance levels in an environment of declining commodity prices), real growth, because of the dynamism of the informal economy, may have been much higher.
- * Adjustment programs have been implemented rather slowly; nevertheless:
 - o there have been dramatic declines in real exchange rates and liberalization of the trade and exchange regimes.
 - o in many countries monetary growth has been slowed and inflation has declined.
 - o Government expenditures have declined, the number of civil servants have been reduced, and subsidies, especially subventions to parastatals, have been reduced.
 - o progress has been slower in privatization, financial market reform, and reform of the civil service.

3) EXPORTS

- * African countries still have a comparative advantage in traditional export crops and could expand production at the expenses of their competitors by:
 - o Cutting marketing costs, particularly the costs of transportation, parastatal marketing coupled with export taxation.
 - o Investing in agricultural research to improve varieties and husbandry.

- * Non-traditional exports offer almost unlimited possibilities for niche markets (up to \$70 billion in potential in the horticultural area alone), with almost no near-term threat for market gluts.
- * With policy reform and the development of export friendly governments, non-traditional exports are the fastest growing sector in many African countries and offer, in many cases, higher income earning opportunities than do other sectors.

4) AGRICULTURE

- * We know that the idea of a largely subsistence rural economy is an outdated notion; most African farmers and herders are linked to the national economy; this is particularly true of the poor, who have to purchase food and sell labor.
- * There is evidence that agricultural productivity grew by at least 1.5% per year in the second half of the 1980s.
- * In almost every country in Africa, real food prices have been falling, indicating increases in supply that are exceeding demand. These declining real food costs are improving the food security of the poor, both rural and urban.
- * Since the 1980s, food aid, food imports, and cereal imports per capita have been declining.
- * There is strong evidence that investment in agricultural research over the 1970-1980 period is producing important real increases in output across a large variety of crops.
- * There is also evidence that these investments are declining precipitously in the 1980s and 1990s and that we are mortgaging the future. **THIS TREND MUST BE REVERSED.**
- * There is strong evidence that inefficient parastatal marketing systems are being replaced by competitive markets, and that the wedge between the price farmers receive and the price consumers pay is declining, and declining dramatically.
- * There is no evidence of Africa-wide decline in nutrition status except in countries beset by war or which have ignored or undermined their agriculture.

- * For economic growth to be successful, it must have as a strong underpinning, a rapidly growing agricultural economy; increases in agricultural incomes seem to have higher multipliers than increases in non-agricultural income.

5) THE INFORMAL ECONOMY

- * There is strong evidence that the informal economy is growing rapidly and becoming more efficient.
- * Employment in the informal economy has been growing rapidly, (at 5% per year at least), although it is unclear what portion of this increase comes from demand factors and what portion comes from supply factors.
- * While the urban population is growing faster than the rural population, the rate of rural-urban migration has declined dramatically.
- * The informal economy is not merely retail trade, but includes manufacturing, transport, construction and services, including financial services.

6) THE SUSTAINABILITY OF AGRICULTURAL GROWTH

- * In the past, agricultural growth has been largely extensive rather than intensive; there is substantial evidence that the land frontier in most countries has been reached, and in terms of carrying capacity, much of Africa is now land-constrained.
- * Many locales in many countries exhibit substantial soil degradation.
- * However, where conditions are encouraging, people invest in soil and trees and sustain the fertility of the land.
- * Among the conditions necessary for such practices:
 - o Security of use rights
 - o Working agricultural markets
 - o Freedom of association

7) BIODIVERSITY

- * Habitats for many of Africa's unique species are threatened by population growth and the failure of development.

- * Parks and protected areas have been able, at great cost, to protect certain species.
- * Making wildlife an income source for local communities can have large impacts on local incomes while at the same time leading to protecting local wildlife.

8) POPULATION

- * There is little doubt that, although it is early days, a demographic transition is beginning in Africa:
 - o There has been a sea change in governmental and popular attitudes toward population growth and family planning;
 - o We are witnessing fertility decline in a number of countries;
 - o Contraceptive prevalence rates are increasing;
 - o The number of both men and women who know about contraception has increased markedly; and
 - o As has the number of women who would like to space their children or who are satisfied with the number they have;
- * While the number of delivery points for contraceptives are increasing quickly, contraception seems to be more supply-constrained than demand-constrained.

9) CHILD HEALTH

- * Throughout the economic crisis, child health (infant and under-5 mortality) improved, albeit slower than it had previously.
- * The vertical immunization systems we have created are not sustainable and it's time to build a broader-based more sustainable primary health system.
- * This is especially true with the rise of AIDS, treatment-resistant malaria, tuberculosis and other respiratory illnesses.

10) HIV/AIDS

- * The number of AIDS cases, the number of HIV infections and the percentage of the sexually active population which is HIV positive continues and will continue to increase throughout Africa.
- * New information suggest dramatic demographic impacts will be occurring in countries most seriously affected by HIV/AIDS:
 - o Substantial declines in life expectancy by from one-third to one half;
 - o Substantial increases in child mortality, probably wiping out all the gains of the past two decades; and
 - o Substantial declines in population growth rates from one to two percentage points.
- * African governments are now, finally, actively involved in combating HIV/AIDS.
- * There is also some evidence of behavior change, particularly in terms of the use of condoms, but the change to date is minuscule compared to the problem.
- * Despite the enormity of the problem it is important to remember that the AIDS epidemic does not obviate the need for an aggressive family planning program.

11) EDUCATION

- * From independence, the stock of educated people in Africa has increased greatly.
- * This has led to a new capacity and self-confidence among African technicians and policy-makers, which is enabling Africans, for the first time, to take responsibility and ownership for their own development.
- * There is now a sizeable cadre of trained agriculturalists, economists, public health workers, etc., although the needs still greatly exceed the supply
- * There is some evidence of progress in AID-assisted countries in terms of access, efficiency, quality and equity of primary schooling, although it is too early to speak definitively.

- * However, the strain of rapid population growth and a contracting economy has meant that countries have managed to retain the quantity of primary and secondary enrollments at the expense of quality.
- * Access to basic education is still too limited and unequal, and quality has deteriorated markedly
- * African universities need largely to be rebuilt with a renewed emphasis on quality.

ANNEX 2
Annex B. Family Planning: Outcome of the 1994 East and Southern Africa
Medical Barriers Workshop

Measurable Changes in:		
Countries	Policies and Procedures	Strategies and Programs
Botswana	<p>FP Service Delivery Guidelines</p> <ul style="list-style-type: none"> • New draft guidelines developed by BOTSPA have been officially adopted for nationwide use <p>Age and parity restrictions removed</p> <ul style="list-style-type: none"> • Age and parity requirements removed for all reversible methods <p>Contraindication restrictions revised</p> <ul style="list-style-type: none"> • Method-specific contraindication checklists revised/updated per USAID's guidance document <p>Process hurdles decreased</p> <ul style="list-style-type: none"> • Unnecessary requirements for physical exams, lab tests and revisit schedules reduced <p>Provider limitations decreased</p> <ul style="list-style-type: none"> • Trained nurses will be able to insert IUDs (change in physician-only rule). • Midwives will be trained in Norplant insertion and removal. <p>FP Services expanded/improved</p> <p><i>Oral Contraceptives</i></p> <ul style="list-style-type: none"> • Community-based distribution of OC s by family welfare educators prior to physical exam approved for six months (up from one month) <p><i>IUDs</i></p> <ul style="list-style-type: none"> • IUD training will include STD/HIV risk assessment, diagnosis and treatment. <p><i>Voluntary Sterilization</i></p> <ul style="list-style-type: none"> • Standardized approach to informed choice and consent approved. 	<ul style="list-style-type: none"> • Two in-country workshops took place post-Zimbabwe to discuss barriers to FP access • Pre- and in-service training curricula are being harmonized with the new guidelines • The new training approach is competency-based and participatory, which replaces the classroom, didactic approach. • Training strategy approved for immediate postpartum IUD insertion. • Training strategy for minilap under local anesthesia developed to replace the "Cape to Cairo" incision under general anesthesia.

Measurable Changes in:

Countries	Policies and Procedures	Strategies and Programs
<p>Kenya</p>	<p>FP Service Delivery Guidelines</p> <ul style="list-style-type: none"> • Revised service delivery guidelines <p>Client restrictions reduced</p> <ul style="list-style-type: none"> • All restrictions related to age have been removed, making contraceptives available to adolescents. • Parity is no longer a determinant of eligibility for IUDs and DMPA • Vol. surgical contraception is available to all women of reproductive age. Spousal consent is no longer required. • Contraceptive eligibility has been revised to reflect WHO criteria for a variety of medical conditions <p>New methods introduced</p> <ul style="list-style-type: none"> • A new section on emergency contraception has been added • LAM has been added as a nonartificial method <p>Counseling and management procedures improved</p> <ul style="list-style-type: none"> • Sections have been added to guidelines on the management of common side effects • Guidelines now include sections on other reproductive health topics: STDs, cervical cancer, antenatal care, safe motherhood • Increased emphasis on postabortion family planning; method-specific guidelines now indicate methods suitable for postabortion clients • New guidelines provide more detailed info on: benefits and limitations of all methods; where services can be obtained enabling clients to be more informed <p>FP services expanded</p> <ul style="list-style-type: none"> • CBD workers can now initiate distribution of combined oral contraceptives for 3 months and resupply for 6 months. 	<p>Changes in training curricula</p> <ul style="list-style-type: none"> • FP training curriculum for nurses is being updated at the same time as the FP guidelines. Inservice FP training curriculum now includes other reproductive health issues <p>Youth programs expanded</p> <ul style="list-style-type: none"> • Youth clinics have been established at colleges, universities, the FPAK and the University of Nairobi.

Measurable Changes in:		
Countries	Policies and Procedures	Strategies and Programs
Zimbabwe	<p>FP Service Delivery Guidelines</p> <ul style="list-style-type: none"> • New guidelines developed for both CBDs and clinic-based FP service providers <p>Process hurdles reduced</p> <ul style="list-style-type: none"> • Physical exams required on first family planning visit only instead of annually <p>Provider limitations decreased</p> <ul style="list-style-type: none"> • Reversed physician-only rule for providing IUDs post-partum <p>FP Services expanded/improved</p> <p><i>Oral contraceptives</i></p> <ul style="list-style-type: none"> • Increased the number of packets to be distributed after first visit at clinic, CBD, Depot Holder, and Youth Centre • Reversed guideline on initiating use only during menses <p><i>IUD procedures</i></p> <ul style="list-style-type: none"> • No backup method necessary upon insertion • Reversed guideline on inserting/removing only during menses. • Six-week postinsertion checkup is the only return visit recommended if no problems/complaints • IUDs can be inserted 3 months after treatment for PID (versus previous 6 month rule) <p><i>Voluntary Sterilization</i></p> <ul style="list-style-type: none"> • Age and parity should not be limiting factors in the provision of VS services. Critical factor is thorough counseling to reduce potential for regret. 	<p>Decentralized MAQ Approach</p> <ul style="list-style-type: none"> • ZNFPC requested assistance to conduct provincial-level workshops modeled on the ESA regional MAQ workshop to sensitize provincial policymakers and service providers about MAQ issues. The effectiveness of this approach in raising awareness is being evaluated in February/March 1996 by ZNFPC • ZNFPC conducted a series of orientation sessions nationwide for service providers to inform them in the use of the new guidelines