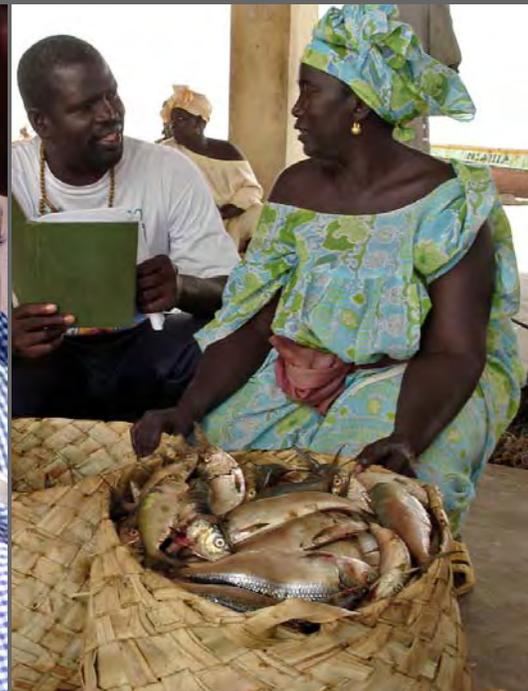




USAID
FROM THE AMERICAN PEOPLE

STRATEGIC FRAMEWORK FOR AFRICA



COVER PHOTOS

Young mother with her baby in a clinic on International AIDS Day, 1 Dec 2004.

Photo by J. Dunlop, USAID/Tanzania

Students perform at a school ceremony.

Photo by Kim Burns, USAID/Uganda

Discussing fishing and selling at a market in Senegal.

Photo by Richard Nyberg, USAID/Senegal

STRATEGIC FRAMEWORK FOR AFRICA

24 February 2006

CONTENTS

- Executive Summary 1**
- Part I: The Context 3**
 - I. Purpose of the Strategic Framework..... 3
 - ii. Foreign Policy Interests in Africa..... 4
 - III. African Development Prospects..... 5
- Part 2: Agency Strategic Framework For Africa 7**
 - I. How Program Priority and Content will be Determined..... 7
 - II. Strategic Framework for Transformational Development..... 12
 - III. Strategic Framework for Fragile States..... 19
 - IV. Addressing Fragility in Transformational Development Countries..... 23
 - V. Guidance for Strategy Statement Preparation 23
- Part 3. Management Principles for Programming In Africa..... 29**
 - I. How We Do Business..... 29
 - II. Management of USAID’s Human and Operating Expense Resources..... 30
- Acronyms 31**

Annex 1: Transformational Development Framework

Annex 2: Fragile States Strategic Framework

EXECUTIVE SUMMARY

USAID's Strategic Framework for Africa is built on the new thinking about the role of foreign assistance that has developed since the millennium began. It reflects USAID's multiple goals in development, relief and recovery and advancing U.S. national security. The Strategic Framework for Africa introduces two strategic reforms to increase the effectiveness of bilateral foreign aid. The first is to reward low-income countries that show good commitment and performance by giving them priority in the budget. The second is to recognize that some countries need help to overcome instability and weak governance before they are able to grow and prosper. The Strategic Framework for Africa will guide USAID's launch of this new and different strategy for promoting stability, security, reform and basic institutional capacity development in African countries.

The Strategic Framework for Africa follows directly from the joint objectives laid out in the State Department–USAID Strategic Plan and acknowledges that scarce aid resources should be invested based on three notions: humanitarian need, the foreign policy interests of the United States and the commitment of a country and its leadership to reform. It places U.S. strategic and foreign policy interests front and center, in keeping with USG recognition that U.S. development assistance is one of the three pillars of the United States Government National Security Strategy.

In addition, the strategic framework relies on the new paradigm for foreign aid as laid out in the Agency Policy Framework for Bilateral Foreign Aid formerly known as the White Paper.¹ The distinction between “transformational development” (countries that are reasonably stable where foreign aid can, to varying degrees, support development progress) and “fragile states” (countries that are vulnerable to crisis, in crisis or emerging from crisis and that either cannot assure, will not assure, or demonstrate a growing inability to assure the provision of basic services and security) is perhaps more important for Africa than for any other region. Africa has more “top performing” transformational developmental states and more fragile states than any other region (using performance criteria laid out in the policy framework); and in Africa, many of the transformational development countries have important vulnerabilities that, without vigilance, could cause them to slide into fragility.

Lastly, it calls for a more directive role from USAID/Washington to ensure that funds are allocated to those countries with the greatest likelihood of realizing a significant impact. For its part, Washington will align its staffing, operating expense and programmatic resources to assist recipient Missions to achieve that impact.

USAID's medium-term goal for transformational development countries in Africa is for an increase in the number of African countries moving towards middle income status, with improved standards of living, quality of life and participatory governance over a 10- to 15-year period. This is to be achieved by two operational goals for which progress can be achieved within a three- to five-year period that are, in turn, supported by sectoral program areas in economic growth, democracy and governance, agriculture, environment, education, health, urbanization and youth. However, cross-sectoral and multi-sectoral approaches may also be employed, as appropriate, in transformational development countries. These operational goals speak to both the people side and the institutional side of development:

1. Foster a healthier, better educated and more productive population; and
2. Increase the effectiveness of African institutions in promoting a vibrant private sector and democratic governance.

¹ U.S. Foreign Aid: Meeting the Challenges of the 21st Century, March 2004

USAID's medium-term goal for fragile states is that democratic practice, non-violent resolution of conflict and equitable economic recovery will increase security and political, economic and social stability in sub-Saharan African countries vulnerable to, in and emerging from crisis. Operational goals are necessarily of shorter duration (one to three years) than those in transformational development countries to ensure that programs are responsive and nimble in the context of rapidly changing and unpredictable circumstances:

1. Avert and resolve conflict; and
2. Manage crises and promote stability, recovery and democratic reform.

Separate sectoral program areas have not been established for fragile states because activities in all sectors must be directed in an integrated fashion to the overarching goals of conflict aversion and resolution, stabilization, recovery and reform. All sector-based activity will be coordinated to achieve these goals.

All country and regional strategies in Africa will consider and address as appropriate certain key issues of critical importance throughout the continent: counter-terrorism and the implications of extractive industries; as well as critical cross-cutting issues of governance, gender, the impact of HIV/AIDS, urbanization and youth. Strategy statements will also address which objectives are best addressed by regional and bilateral programs, and how country and regional missions will collaborate to achieve shared objectives.

Priorities for funding will be based on the following principles:

- Strategic or foreign policy importance of the country; global issues and special concerns; presence of MCA funding or eligibility for MCA funds; country-specific earmarks, directives and initiatives; and humanitarian needs will be considered first.
- Goals best achieved through regional programming will then be identified.
- Next, country priority will be determined based upon assessment of potential contribution that assistance is likely to have on applicable transformational development or fragile states goals. In transformational development countries, sectoral priorities will be based on sectoral assessments described in Annex 1. In fragile states, goals and objectives will be determined based on the sources of fragility as identified in a fragility assessment.
- In a limited number of cases, a country may be designated primarily transformational development but also have significant elements of fragility and will need to address one or more fragile states goals in addition to its transformational development goals.

In implementing the framework, country and regional Missions should strive to use indigenous expertise to the greatest extent feasible, should seek to improve donor harmonization and coordination and should attempt to leverage private sector and other donor resources through such mechanisms as the Global Development Alliance (GDA). In addition, their programs should reflect USAID's strong support of the development goals of the Millennium Declaration, particularly cutting poverty and hunger in half, ensuring that every boy and girl in Africa has access to primary education and halting the spread of AIDS—all by 2015. For its part, USAID/Washington will use a transparent process to allocate operating expenses and human resources equitably in the field and in Washington, will expand regional platforms to enable them to provide services more efficiently and knowledgeably to field missions, will adjust Washington-based operations to improve support to the field and will maintain close consultations with colleagues in State Department, National Security Council (NSC) and other USG and multilateral agencies to foster cooperation and understanding of our joint goals.

PART I: THE CONTEXT

I. PURPOSE OF THE STRATEGIC FRAMEWORK

This framework should direct all USAID programming and help guide other United States Government resources for sub-Saharan Africa, including funds allocated by the Africa Bureau, food and other humanitarian assistance, economic support funds, and support provided through the Agency's pillar bureaus. The goals outlined in this paper are intended to direct resources such that they can make the greatest contribution to Agency objectives and, in turn, support U.S. Government foreign policy goals as articulated in the National Security Strategy and the State-USAID Joint Strategic Plan.

The framework aligns USAID's programs in Africa with the guiding principles and programmatic approaches described in the policy framework. It distinguishes between transformational development countries that are reasonably stable, where prospects for developmental progress are good; and fragile countries that are vulnerable to crisis, in crisis, or emerging from crisis and that either cannot assure, will not assure, or demonstrate a growing inability to assure the provision of basic services and security. In the case of fragile states, the framework articulates for Africa the general vision and approaches presented in the USAID Fragile States Strategy, especially the commitment to developing country strategies that reflect a shared Agency vision of the sources of fragility and an integrated response to them.

The framework sets out specific medium-term, continent-wide goals and objectives for promoting transformational development and for strengthening fragile states. These goals support the U.S. Government's inter-agency strategic policy objectives for Africa and relate to USAID's program components and criteria used to determine country funding priority. The annexes to the framework contain preliminary programming parameters and illustrative indicators to help USAID Missions develop programs that are consistent with the framework. As the Agency begins to apply the Strategic Framework for Africa, the Africa Bureau will undertake a gap analysis—an assessment of the gap between actual and desired performance—that compares country conditions to the framework's medium-term goals and establishes benchmarks for moving countries toward middle-income status. The selection of country programs will flow from the guidance provided in the annexes and the results of this analysis. The Africa Bureau will work closely with Missions and pillar bureaus to help define appropriate indicators and targets, and document the cumulative impact of country programs guided by the framework.

Over time, it is USAID's objective to help move countries along a continuum involving greater stability, greater developmental performance and eventually, achievement of middle-income status and graduation from USAID assistance. An important step on this road is achievement of eligibility for MCA funding.

The framework offers an opportunity to reflect USAID's awareness of the need to program differently in fragile states, to focus programs in order to demonstrate greater impact, to be able to tell our story better, to align program and management resources with goals and to encourage, where appropriate, public-private alliances to achieve strategic objectives. Country and regional missions' strategy statements and operational plans must contribute to the goals and objectives of the strategic framework which, in turn, support the Agency's vision as articulated in the policy framework.

Since the framework represents a new way of thinking about development and programming in Africa, annual adjustments are anticipated over the next several years as experience warrants.

II. FOREIGN POLICY INTERESTS IN AFRICA

As witnessed by recent G-8 discussions and agreements to place more attention on Africa, the world is increasingly recognizing the need to focus on Africa's development. The United States has been and will remain a leader in this effort. The priorities identified in the 2002 National Security Strategy and in the State Department-USAID Joint Strategic Plan provide the basis for USAID programming to support a U.S. leadership role.

The State Department has described U.S. objectives for Africa as follows:²

- Expand democratic values and respect for human rights by promoting democratic government and good governance, [advancing the President's Freedom Agenda] particularly through efforts to combat corruption and to strengthen civil society;
- Increase economic prosperity and security by expanding trade and investment, strengthening Africa's private sector and improving the productivity of Africa's economies;
- Strengthen Africa's capacity to fight terrorism;
- Foster regional stability by preventing, mitigating and resolving crises and conflict;
- Counter the spread of HIV/AIDS and other infectious diseases; and
- Assist with the conservation of Africa's natural resource base.

The President's Freedom Agenda prioritizes democracy and governance assistance across the globe in all states. The Freedom Agenda is predicated on the shared understanding that democracy promotion is both central to our national identity and directly in the national interest of the United States. Democracy and good governance are essential to progress in Africa.

In testimony before the Senate Foreign Relations Subcommittee on African Affairs, the Assistant Secretary of State for African Affairs, Jendayi E. Frazer, recently reiterated the U.S. commitment to advance these many U.S.-Africa shared key goals, including, "promoting prosperity, good governance, social and economic development and combating terrorism."³

By using a targeted approach that tailors assistance to the capacities and commitment of each country and that directs more resources to those countries and in those sectors that can use them most effectively, USAID's assistance to Africa will help to avert conflict, promote stability and foster the growth of increasingly open and accountable economic and government institutions that can promote growth, reduce poverty and provide greatly needed services to its people. It addresses special concerns of interest to the United States including hunger, biodiversity and communicable diseases like HIV/AIDS. It calls for humanitarian assistance where needed that demonstrates the genuine concern that Americans share for the welfare of people everywhere.

KEY U.S. FOREIGN POLICY GOALS FOR AFRICA:

- Improved human rights and good governance
- Expanded trade and investment through the private sector
- Counter-terrorism
- Conflict prevention and mitigation
- HIV/AIDS prevention
- Natural resource protection

² Michael Ranneberger, Principal Deputy Assistant Secretary for African Affairs, in March 2, 2005, testimony before the Senate Foreign Relations Committee relating Africa objectives to the State-USAID strategic plan.

³ Jendayi E. Frazer, Assistant Secretary of State for African Affairs, in Nov. 17, 2005, testimony before the Senate Foreign Relations Subcommittee on African Affairs.

III. AFRICAN DEVELOPMENT PROSPECTS

Sub-Saharan Africa is the world's poorest region, with half of its 700 million people living on less than \$1 per day. As mid-decade passes, it is becoming increasingly evident that the region will fall seriously short of meeting many of the Development Goals of the Millennium Declaration (DGMD), including halving poverty by 2015. Rapid urbanization poses new and different challenges as cities, which will harbor half of Africa's population within less than a generation, struggle to provide sufficient jobs and services. This is particularly true for the young who can become quickly disillusioned and easy targets for extremist propaganda, criminal gangs or armed militias. The HIV/AIDS pandemic has overwhelmed health systems and further impoverished families in many countries. Lingering conflicts exact a huge toll on efforts to bring stability and accelerate economic growth. Despite these problems, in recent years promising progress has occurred in several areas. According to Freedom House, the number of free democracies in Africa has almost tripled from four to 11 over the past decade and more than half of the remaining countries in the region are in the transition process toward full and free democracy.

The number of African countries with Millennium Challenge Account (MCA) prospects is indicative of the continent's progress and potential. The MCA funds countries that have demonstrated a commitment to democracy and good governance, investing in people and economic freedom. Eight of the 16 countries worldwide that are fully eligible for MCA funding, and seven of the 13 countries eligible for threshold assistance are in Africa.⁴

Because of the overall low income and poor quality of life that characterizes most countries in Africa, it will be many years before more African countries will have sufficient internal resources to graduate from foreign assistance, even among the top performers in economic management and good governance. Nonetheless, many countries are poised to achieve significant progress in moving along the development continuum. Strategically-programmed assistance will place more countries on a stable footing, resulting in increased incomes, improved democratic governance and a better quality of life over much of the continent.

⁴ Threshold assistance is a special fund to assist countries that are very close to MCA eligibility to improve their standings against MCA criteria.

PART 2: AGENCY STRATEGIC FRAMEWORK FOR AFRICA

USAID has employed strategies for moving countries along the path of development for many years, but a strategic framework specifically to deal with countries that require stabilization and reconstruction before development can occur is new. Strategies in the latter countries will be designed for a shorter time period (no more than three years) and involve a more limited range of activities. Therefore the strategic approach to programming in Africa differs significantly depending on whether a country is appropriate for transformational development interventions or is subject to fragility. Goals for transformational development (TD) are supported in this framework primarily by sectoral program areas, although cross-sectoral and multi-sectoral approaches may also be appropriate. Goals for fragile states (FS), on the other hand, are supported by cross-sectoral program areas. This difference is reflected in the presentation below and in the annexes. As a comprehensive strategic framework for Africa, however, the two separate frameworks—for transformational development and for fragility programming—are linked by the fact that countries may move back and forth along the continuum over time. A fragile state may achieve enough stability so that it can begin to undertake transformational development, while a transformational development country may experience a sudden shock that undercuts its ability to manage crisis and exacerbates levels of vulnerability.

This framework also serves as a means of allocating program resources to countries in a more consistent, rational manner than has been the case in the past. In order to apply USAID priorities for programming effectively, it is necessary that country strategy statements and annual operational plans be prepared for all countries that are recipients of USAID assistance, including non-presence countries.

I. HOW PROGRAM PRIORITY AND CONTENT WILL BE DETERMINED

A. PRIORITIZATION CRITERIA

Program funding priority and program content (policy framework operational goals to which the country program will contribute) in both transformational development countries and fragile states will be determined in a four-step process.

STEP I: DETERMINE COUNTRY RELEVANCE TO HIGH-PRIORITY USG CONCERNS.

Certain key priorities must be accounted for, which may lead to a level of funding priority for some countries higher than that justified only by the prioritization criteria described in steps 2 through 4 below. These are:

- Strategic or foreign policy importance of the country;
- MCA compacts and MCA-threshold programs in place;
- Global issues and other special concerns (described in section B below);
- Other earmarks, directives and initiatives meant for specified countries (initiatives are described in section C below); and
- Specific humanitarian programming (e.g., locusts, drought). (Humanitarian assistance is discussed in section D below.)

STEP 2: IDENTIFY NEEDS FOR REGIONAL PROGRAMMING.

Key programs will be identified that are high priority and are best done on a regional basis. (The types of programs that might be included are found in section E below.)

STEP 3: DETERMINE COUNTRY PRIORITY BASED ON POTENTIAL IMPACT.

- Among transformational development countries, highest priority will go to those countries categorized as top and good performers based on economic performance and commitment criteria. Fair and weak performers will not receive funding except in special concern areas or to meet foreign policy requirements.
- Among fragile states, highest priority will go to those countries for which USAID has greatest capability to affect the sources of fragility.⁵

STEP 4: DETERMINE AFRICA OPERATIONAL OBJECTIVES TO WHICH A COUNTRY PROGRAM SHOULD CONTRIBUTE BASED ON POTENTIAL IMPACT.

- Country-specific priorities will be determined according to the potential impact which resources for a given objective can be expected to achieve in a given country or region. Note: The annexes detail the prioritization criteria for each program area in transformational development and fragile states and reflect the technical thinking of USAID/Washington and field staff on how to best move transformational development countries along a positive transformational development path. However, field Missions may suggest alternative programming in non-global issue/special concerns areas, if deemed by the Mission to be appropriate.
- The extent to which other donors are addressing the problems will also factor into the prioritization process.

A NOTE ON PROGRAMMING IN MIDDLE-INCOME COUNTRIES:

Middle-income countries are those that have reached a level of development such that internal resources are sufficient to fuel their own future growth, and whose needs for U.S. assistance are therefore quite limited.⁶ Typically, they are transformational development countries. These countries receive priority for funding primarily for important global issues or special concerns that affect them, or if they have significant strategic or foreign policy importance. USAID recognizes, however, that even these relatively higher-income countries may have vulnerabilities in certain sectors that need to be addressed if they are to effectively continue their development. Limited assistance towards transformational development objectives may be considered in well-justified cases.

A NOTE ON PROGRAMMING IN STRATEGIC STATES:

Strategic states are those where U.S. foreign policy concerns and interests call for aid levels significantly higher than justified by transformational development or fragility programming criteria alone. The goal is to support and help advance the foreign policy objectives that motivate the assistance. This may call for programs aimed at development progress, programs that address fragility or other kinds of programs. Funding is typically from Economic Support Fund (ESF) and ESF-like resources that are usually flexible and free of earmarks and directives, and may be augmented by funding for global issues, special concerns and/or humanitarian relief. Country strategies will vary depending on the underlying foreign policy concerns and the broad program goals and objectives to be developed through close consultation and cooperation between USAID and the State Department. Identification of countries and funding levels are generally determined

⁵ USAID will analyze the sources of fragility in each fragile state through a formal, gender-sensitive fragility analysis; however, until such analyses can be completed and in countries where USAID already has substantial knowledge of the factors of fragility, USAID will rely on internal assessment by USAID staff informed by State Department and other sources.

⁶ USAID defines a middle-income country as one in which per-capita income exceeds that which would qualify the country for 20-year International Bank for Reconstruction and Development terms. Currently, the per-capita income (per capita Gross National Income) associated with a middle-income country is \$1,465 or above.

mainly by the State Department, the National Security Council and/or Congress, with significant USAID input. Currently, Djibouti and Nigeria are considered strategic states.

B. GLOBAL ISSUES AND OTHER SPECIAL CONCERNS

This Agency core goal covers the many other goals, objectives and priorities that USAID pursues largely for their own sake, regardless of whether the concerned countries are transformational, fragile or strategic. Some of these make significant contributions to development. However, resources are generally programmed based on their own allocation criteria (rather than more general development criteria) and results are reported based on indicators specific to each concern. Global issues are special concerns that are Agency wide, limited to those where progress depends on collective efforts and cooperation among countries and across regions, and call for a concerted response focused on a subset of countries where the problem is particularly immediate or acute. Special concerns occur at three levels: Agency, Bureau and individual operating unit. They can be pursued in transformational development countries, fragile states or strategic states parallel with programs aimed at transformation, fragility reduction or achievement of a country-specific foreign policy objective. Special concerns are generally addressed through programs that are fairly specifically defined and restricted and for which the broad principles of development effectiveness and sustainability are less readily applied. However, as appropriate, and whenever possible, programs should be developed that build synergies with and support transformational development and/or fragile states country goals. The agency-level global issues and special concerns will be updated annually in the agency planning framework based on criteria pertaining to broad principles for development effectiveness and sustainability. In calendar year 2005, the following programs met the criteria of global issues and special concerns:

GLOBAL ISSUES

- HIV/AIDS
- Malaria
- TB
- Global Climate Change, including biodiversity and clean energy

SPECIAL CONCERNS

- Child survival and maternal health, specifically micronutrients and polio
- Infectious diseases, specifically antimicrobial resistance reduction, surveillance and response and other infectious diseases
- Family planning/reproductive health
- Vulnerable children
- Victims of torture

Global issues and special concerns may be pursued in any country, including those in which USAID has a limited presence. Some global issues and special concerns in Africa are addressed through a number of high level initiatives with specific implementation criteria. Among those that fall under the Global Issues and Special Concerns Agency core goal are the President's Emergency Plan for AIDS Relief, the President's Initiative on Malaria, the Presidential Africa Education Initiative and the Congo Basin Forest Partnership. Other bureau- and operating unit-level special concerns, such as plant biotechnology or anti-corruption, are addressed through normal programming processes.

C. INITIATIVES

PRESIDENTIAL INITIATIVES:

The President's commitment to Africa is also manifested through the many Presidential Initiatives focused on some of the key challenges to accelerating African countries' progress. These initiatives, which are implemented in whole, or in part, by USAID are a high priority for the Agency. For each operating unit, the country context determines how the initiatives relate to Agency core goals and as such, funding for initiatives is programmed to countries where the expected impact is deemed to be highest. Among the most important Presidential Initiatives for Africa are the following:

- The **President's Emergency Plan for AIDS Relief**, a global program, provides significant funding to 11 African countries that are experiencing the most serious effects of the HIV/AIDS pandemic.
- The **President's Initiative on Malaria** will expand malaria prevention, treatment and control programs in 12 African countries where the incidence is highest by 2008, with eventual expansion to 15 countries.
- The **Presidential Africa Education Initiative** supports training of new teachers and provides more textbooks and scholarships for children throughout Africa.
- The **Presidential Initiative to End Hunger in Africa** focuses on increasing agricultural productivity, agricultural trade, and incomes of rural farming households and firms to reduce poverty and hunger in sub-Saharan Africa.
- The **Global Fund to Fight AIDS, Tuberculosis, and Malaria** is an international public-private partnership created to increase available resources to fight three of the world's most devastating diseases.
- The **Clean Energy Initiative** works to increase access to efficient and affordable energy services in underserved areas and to promote cleaner transportation fuels and indoor cooking and heating practices.
- The **Presidential Digital Freedom Initiative** works to expand information and communications technologies for micro, small, and medium enterprises. It is also working to represent the IT industry to government and regional decision makers in an effort to move telecommunication reforms forward.
- The **African Global Competitiveness Initiative (AGCI)** (formerly known as the TRADE Initiative) works to improve the trade and investment environment and promote the fuller integration of Africa into the global economy.
- The **Presidential Water for the Poor Initiative** aims to improve access to safe and sanitized water supplies, including the creation of sustainable management systems to help people affected by recurring droughts.
- The **Congo Basin Forest Partnership** supports efforts to conserve the outstanding forest and wildlife resources of the Congo Basin Forest, the second largest remaining tropical forest in the world.
- The **Presidential Women's Justice and Empowerment Initiative** is a three-year program designed to improve the capacity of four African countries (South Africa, Zambia, Kenya and Benin) to investigate, prosecute and assist female victims of violence and abuse.
- The **Presidential Global Climate Change Program** promotes climate-friendly economic development and improves resilience of vulnerable populations and ecosystems to potential climate impacts.

AGENCY/AFRICA BUREAU INITIATIVES:

In addition to the many Presidential Initiatives, the following Agency and Africa Bureau initiatives represent additional emphasis on the importance of development in Africa. For each operating unit, the country

context determines how the initiatives relate to Agency core goals and as such, funding for initiatives is programmed to countries where the expected impact is deemed to be highest.

- The **Leland Initiative** is Africa Bureau's information and communications technology for development program, focusing on building enabling policy, catalytic investments in infrastructure and human resource capacity building.
- The **Africa Bureau Anti-Corruption Initiative** is designed to reduce corruption in sub-Saharan Africa and to lend specific support to recent efforts by African leaders to link good governance with sustainable development practices.
- The **Administrator's Last Mile Initiative** is a global program to pilot test opportunities to expand information and communications access to poor rural areas in support of small farmers and enterprises. The target is to operate in 20 countries in all regions, including Africa.

D. PROVIDING HUMANITARIAN RELIEF

Sub-Saharan Africa remains highly prone to natural disasters and conflict. Reducing the number of people suffering from hunger, under nutrition and the threat of famine is both a humanitarian concern and a development challenge. USAID is committed to addressing both the immediate needs and the underlying causes of natural disasters and complex emergencies that plague the continent, including through collaboration on the assessment process, to ensure that needs are identified in an accurate and timely fashion, and that assistance is appropriately targeted and arrives in time to save lives.

One of the Agency's five core goals is to provide humanitarian relief where man-made and natural disasters have put peoples' lives at risk and have created severe human suffering or resulted in economic devastation. Humanitarian programs will be pursued wherever they are needed and USAID has the ability to respond, as determined by DCHA in consultation with the appropriate mission regardless of whether the country is considered transformational development, fragile, strategic or non-presence.

The primary resources available to address humanitarian assistance are emergency food aid provided under the USAID-managed Public Law 480 (PL-480) Title II Food for Peace program and International Disaster and Famine Assistance (IDFA). Additionally, PL-480 resources may be used for non-emergency situations (e.g., development food aid) while IDFA resources may be used for disaster preparedness and mitigation in non-emergency situations.

Sudden-onset emergencies or chronic conditions may necessitate humanitarian relief. In the case of sudden-onset or newly declared emergencies, immediate USAID responses are coordinated through the DCHA bureau in consultation with the affected Missions. As emergencies are addressed or conditions allow, USAID programming may transition to support transformational development or fragility programming as the most effective means of achieving stabilization and recovery. In circumstances where emergency programming and transformational development or fragility programming are undertaken concurrently to address chronic crises, the Agency-wide response should consider an integrated approach in accordance with the Strategic Framework for Africa. (Where appropriate, field Missions should try to build upon programming initiated under the emergency response.) The fact that humanitarian relief is not included in a Mission's strategy statement in no way precludes the Agency from responding to an emergency situation in any country using the resources and capabilities of DCHA.

There are also various ways in which Mission programs support broader efforts to help individuals and communities prepare better for shocks and buffer the worst effects of disasters. These include assistance in emergency preparedness plans and procedures. For example, community-based food for work, cash for work or food for training programs can support pre-shock investments in physical assets such as reserve water cisterns and flood embankments, as well as livelihood support, such as employment programs, asset creation and vocational training. USAID also helps through improved information and systems for preparedness, such

as early warning systems, community contingency planning and development of food banks. Likewise DCHA programs can support broader efforts to achieve transformational development, stabilization and recovery.

Post-shock recovery programs that help set the stage for more traditional interventions may include the rehabilitation of natural resources and the reconstruction of damaged infrastructure, the maintenance of social norms by keeping schools open during and after shocks, support to formal and informal markets, improving dietary diversity and agricultural productivity and livelihood training including micro-finance, targeted particularly to women.

E. REGIONAL PROGRAMMING

Country programming is the central avenue for U.S. assistance, but in Africa there are important issues that can best be solved on a regional basis. USAID will give priority to funding selected regional programs that have achieved impact by addressing regional issues and complementing country programs to enhance their effectiveness. These include:

- Programs that address cross-border problems that require action from several countries. These include inter-regional trade programs to reduce barriers to movement of goods and services across borders; cross-border peace or counter-terrorism initiatives; and health initiatives to address spread of communicable diseases like HIV/AIDS across regional transportation channels.
- Programs that support and strengthen indigenous regional organizations, both governmental and non-governmental; promote policy reforms among their members; and help improve institutional capacity of members. These include programs to improve governance, fight infectious diseases, expand trade, improve food security, protect biodiversity, mitigate the risks of conflict and address the sources of fragility that cross national boundaries.
- Programs that improve information-sharing, technology transfer and research among neighboring countries.
- Programs that support joint management of shared resources.
- Programs that support country development plans and U.S. Mission performance plans in USAID non-presence or limited-presence countries.

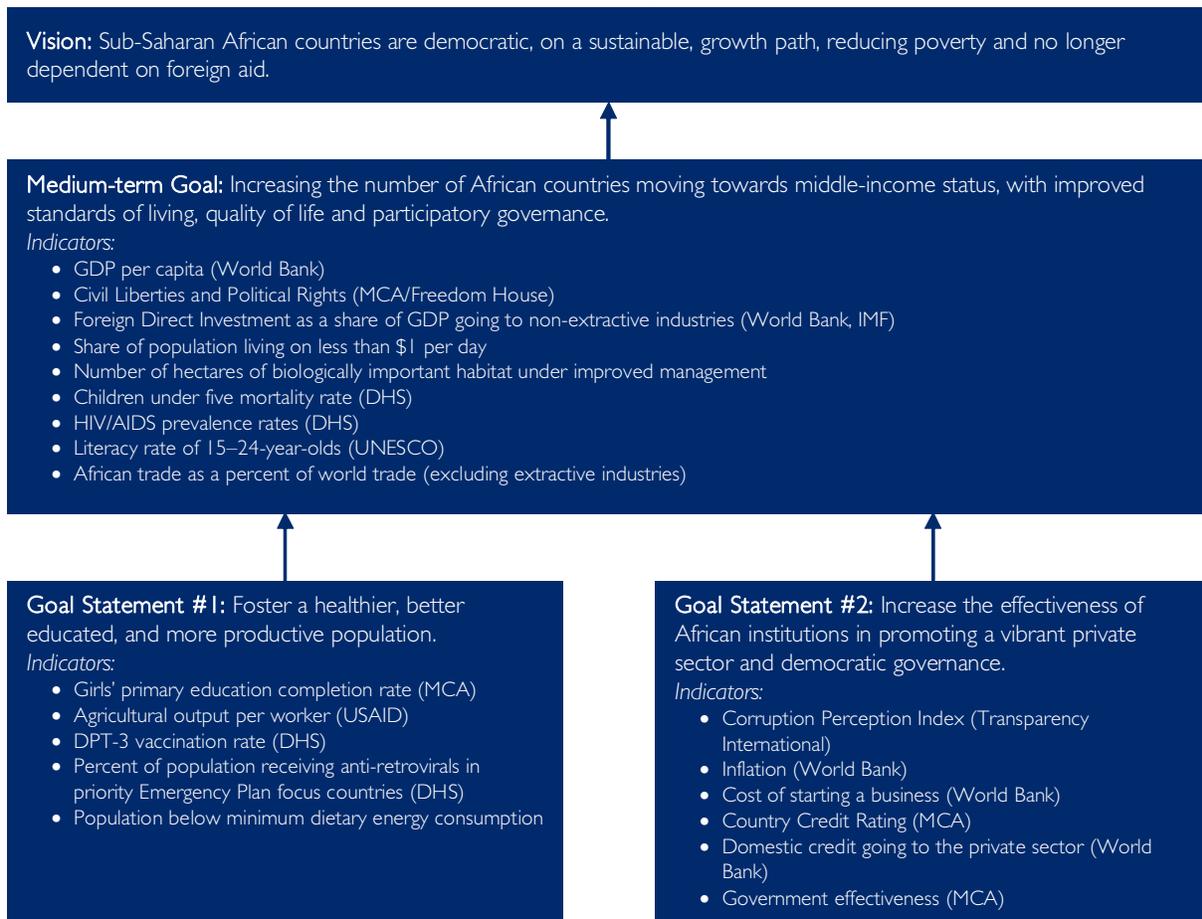
II. STRATEGIC FRAMEWORK FOR TRANSFORMATIONAL DEVELOPMENT

The Transformational Development framework is a roadmap for the Agency in gauging Africa's success in moving along a transformational development trajectory. The Transformational Development Framework is built on an overarching Vision Statement: **Sub-Saharan African countries are democratic, on a sustainable growth path, reducing poverty and no longer dependent on foreign aid.** The Vision Statement is supported by a "medium-term goal" to **increase the number of African countries moving towards middle-income status, with improved standards of living, quality of life and participatory governance over a 10- to 15-year period.** Because of the low developmental status of most of the transformational development countries with which USAID works, including those that are MCA-eligible, it is likely that most, if not all, of these countries will not generate sufficient internal resources to graduate from assistance within the medium-term timeframe, but significant progress towards middle-income status should be achievable in that timeframe.

The medium-term goal is supported by two operational goals for which progress should be apparent within three to five years: (1) Foster a healthier, better educated and more productive population; and (2) Increase the effectiveness of African institutions in promoting a vibrant private sector and democratic governance. Both of these goals are aimed at increasing capacity of African individuals and institutions to further their own countries' development.

The role of indicators in both transformational development and fragile states frameworks is discussed in section IV below. Indicators are to be disaggregated by sex where appropriate.

USAID's Transformational Development Framework for Africa



The genesis of the two operational goals is the recognition that development has both a “people-oriented side” and an “institutional side.” Because the primary economic asset available to the poor is labor, increases in labor productivity are key to the transformational development process. More important, improvements in labor productivity translate into higher economic returns to the poor. However, understanding that a productive population needs a broad spectrum of skills and abilities, we define improvements in labor productivity broadly to incorporate a wide range of interventions that support the equitable development of a healthier, better educated and more productive population (Operational Goal #1).

Although a productive population is crucial for transformational development, the importance of institutions that support and facilitate the development of a vibrant private sector and democratic governance cannot be overestimated. In fact, failures or weaknesses of institutions have frequently been major factors leading to crises and conflicts that prevented transformational development. Thus, the importance of supporting the evolution of transparent, effective and participatory African institutions is captured under Operational Goal #2.

The two goals (human and institutional development) are in turn built on a foundation of different program areas, listed below, which will lead to the achievement of the operational goals. The presentation below describes program areas for each sector separately; within each sector every program area contributes to one or both of the transformational development goals. Further, because of cross-sectoral links (e.g., the importance of governance for economic growth, the importance of health for agricultural productivity), activities in one sector may well contribute to program area achievements in other sectors, though it is up to

Missions to determine whether to ask programs in one sector to report on their contributions to other sector performance. Annex 1 aligns the program areas for all sectors against the goals to make these cross-sectoral links clearer. Annex 1 also provides indicators for all sectoral program areas and sub-program areas. A detailed listing of the factors that will be used to determine which countries should have priority for funding in a given program area, based upon potential impact of the investment, is also shown in Annex 1.

As noted elsewhere, special concerns are developmental issues of such high global and regional importance that they are programmed based on their own resource allocation criteria and pursued largely for their own sake. Need and commitment in terms of the specific concern are the major criteria for funding. Where possible, programs addressing these concerns may be folded into broader strategic objectives. However, there may be cases where the program structure requires a stand-alone strategic objective addressing a specific, special concern. Of particular note, any operating unit that is required to prepare a combined USG HIV/AIDS strategy by the Office of the Global AIDS Coordinator (OGAC), may cite that as a special concern objective in its Strategy Statement and attach the OGAC five-year strategy for further information. It is not necessary to reproduce that strategy (or develop a different one) for the Strategy Statement.

A. DEMOCRACY AND GOVERNANCE PROGRAM AREAS

- Reduce corruption and strengthen the anti-corruption environment
- Increase civil society's effectiveness in advancing reforms
- Strengthen institutions of democratic governance and rule of law
- Increase participation of marginalized populations in decision-making
- Increase the fairness of political processes

The democracy and governance program areas support the strategic framework for transformational development by emphasizing democratic governance and the effectiveness of African institutions (Operational Goal #2), ultimately contributing to the medium-term goal of increasing the number of African countries with improved standards of living, quality of life and participatory governance. Furthermore, these program areas aim to advance democratic values in African countries, a fundamental component of U.S. foreign policy as put forth in the President's Freedom Agenda of 2005.

While significant progress has been made in advancing democracy in Africa over the past decade, Africa's transformational development countries face a common political development challenge: overcoming a legacy of top-down, highly centralized and tightly controlled governments dominated by powerful heads of state. Citizens face difficulties in communicating their priorities for reform and holding their elected leaders accountable, which in turn hinders development and allows corruption to flourish. Democratic gains remain tenuous, even among top performers. These obstacles relate to the consolidation of democratic institutions and practices, and the expansion of political rights and civil liberties, rather than the achievement of an initial transition to democracy. On the other hand, if the consolidation of democracy fails to move forward, the transformational development states risk sliding backward into conflict or autocracy, as in Côte d'Ivoire and Zimbabwe. Even Africa's top performers are vulnerable to destabilization, given the limited capacity of their fragile new democratic government institutions to respond to their populations' most pressing needs.

B. EDUCATION PROGRAM AREAS

- Promote equitable access to quality basic education
- Improve access to productivity-increasing job skills

The role of human capacity development is critical to achieving overall sustainable development goals. Education is a fundamental determinant in earning power and life choices: increases in household earnings, impact on family health status, reduced fertility rates and a litany of social and economic indicators that

facilitate the transformation of the economy and a reduction of poverty depend on human capacity development.

The Africa education framework emphasizes both expanding access to underserved groups (such as girls, the poor, the disabled and people in rural areas) and improving the overall quality of education and its relevance. Promoting access to basic education can help create a better educated and healthier population (Operational Goal #1) through increasing access to education by marginalized populations; improving teaching and learning; building governmental, non-governmental and community capacity to promote, direct and organize education; increasing literacy; and increasing efficiency in the education sector.

Beyond basic education, workforce development helps ensure that people have the training and skills needed to be productive members of the economy. Improving access to productivity-increasing job skills helps create a more productive population (also Operational Goal #1) by increasing provision of training and skills development and promoting equitable access to both. In addition, USAID provides support for training targeted to specific learning needs in many areas of development.

C. ECONOMIC GROWTH PROGRAM AREAS

- Increase integration of African economies into regional and global markets
- Improve transparency and accountability of institutions
 - sub-program area a: Improve government effectiveness
 - sub-program area b: Improve transparency
- Improve private sector development

Empirical evidence has shown that sustainable economic growth is the single most important factor in reducing poverty and promoting development over the long run. This is because average incomes of the poor typically tend to rise proportionately with the average income of the population. More specifically, without economic growth, jobs are not created and government revenue is not generated. This in turn expands the need for social programs while diminishing the government's ability to provide them, thus leading to a continued cycle of poverty and stagnation.

With this in mind, the economic growth program areas were selected for their ability to spur sustainable economic development. *Increase integration of African economies into regional and global markets* directly supports the medium-term transformational development goal of increasing the number of African countries with improved standards of living, quality of life and participatory governance by seeking to expand markets for African products and, thus, create jobs. *Improve government transparency and accountability* directly supports the second operational goal to increase the effectiveness of African institutions in promoting a vibrant private sector and democratic governance by strengthening the capacity of African institutions to support the workings of an efficient economy and to provide services to the population. Lastly, *Improve private sector development* also supports the second operational goal by working on institutional strengthening to enable the development of African entrepreneurship. Together, the three economic growth program areas support economic development by addressing critical capacity needs that will enable transformational development countries to respond to important economic opportunities.

D. AGRICULTURE PROGRAM AREAS

- Enhance productivity of agriculture, including development, dissemination and use of new technologies
- Improve the policy environment for agriculture, including enhancement of human and institutional capacity for policy formulation and implementation
- Increase agricultural trade, including enhancement of agricultural market infrastructure, institutions and trade capacity

In the framework for transformational development, agricultural growth, greater food security and increased rural incomes contribute directly to the first operational goal to “Foster a healthier, better educated and more productive population.” While all three agriculture program areas play their part and are mutually supportive, program emphasis for this first operational goal falls heaviest in the area of the first program area, *Enhance productivity of agriculture*. The success of market-oriented producers relies on links with wide-ranging networks of scientific research, technological development and trade and investment systems. Among other things, farmers rely on improved seeds and fertilizers and on information from private entrepreneurs as well as publicly-funded agricultural extension programs. Strides toward increased productivity will be reinforced by support for adjunct activities under the other two agriculture program areas.

Contributing to the second operational goal to “Increase the effectiveness of African institutions in promoting a vibrant private sector and democratic governance,” agricultural programs engage largely through the second and third agriculture program areas. The second program area, *Improve the policy environment for agriculture*, acknowledges good governance as an essential element of the enabling environment for science-based, market-led, sustainable agriculture. Sound economic governance at all levels is necessary to ensure stable and secure operating conditions for market systems and to promote investment needed to overcome market weaknesses. The third program area, *Increase agricultural trade*, responds to the fundamental poverty-reducing link between agricultural producers, local markets and national consumption as well as the fact that a rising portion of producers’ harvests enters regional and international markets for processing, packaging and consumption. International standards for food safety as well as global, regional and national trade standards place increasing importance on agricultural market infrastructure, institutions and trade capacity. While the program areas focused on policy and trade contribute most directly to this goal, selected regionally focused activities that address productivity issues can augment private sector performance and democratic governance.

All three agricultural program areas support the regional goals for agricultural development adopted by NEPAD through the Comprehensive Africa Agriculture Development Program.

F. ENVIRONMENT PROGRAM AREAS

- Improve natural resource management and conservation across diverse landscapes
- Expand equitable natural resource governance and promote management of competing claims on resources
- Increase sustainable production, marketing and trade of natural resource-based products and services

Natural resources and conservation of biodiversity contribute significantly to a country’s prosperity and development progress (and thus to the first operational goal of the Transformational Development Framework). A healthy resource base, with a diversity of plant and animal life and functioning ecological processes, must be managed appropriately to ensure lasting contributions to human well-being. This requires responsible actions and adoption of sustainable practices from a variety of actors operating in households, communities, markets, businesses and governments. Some activities supporting the environment program areas will focus on protecting and conserving natural areas and endangered habitats and/or ecosystems, and combating the illegal harvest of timber and wildlife. Increasing human benefits from better natural resources management and conservation also requires incorporating improved natural resources management practices into agricultural, private sector and community development.

With reference to the second operational transformational development goal, sustainable resource management and conservation practices can only gain traction when government institutions, NGOs and the business community can transfer knowledge of better practices. Farmers, landowners and resource users can achieve this goal when they have the security and economic means to adopt improved practices. To foster such appropriate conditions, the environment program areas will promote relevant policy and legal reforms at international, regional, national and local levels; address resource and property rights issues; and strive to ensure that appropriate resolution mechanisms are in place for competing claims over resources.

Natural resources products and services that are sustainably managed make a significant contribution to long-term economic growth. Local enterprise and employment as well as international trade are increasingly linked to sustainable conservation and natural resources management activities. An increasing number of diverse stakeholders—ranging from indigenous women who gather non-timber forest products to transnational timber companies and global retailers—are involved in the production and marketing of numerous natural resources products. Expansion of public-private-community alliances, partnerships and networks that link livelihoods with sustainable natural resource management will support the environmental program areas. They will also expand knowledge about how the economic benefits from natural resources products and services can be shared more equitably by women and men and among different social groups within communities.

G. HEALTH PROGRAM AREAS

- Reduce transmission and impact of HIV/AIDS
- Prevent and control infectious diseases of major importance (including malaria and tuberculosis)
- Reduce child mortality
- Reduce maternal and newborn mortality
- Improve reproductive health

As a crosscutting component, activities to strengthen health systems serve to improve the equity, effectiveness, efficiency, accessibility and sustainability of health services, both in the public and the private sectors. They also can be used as the vanguard for increased decentralization of governmental functions to the local level.

The HIV/AIDS program area contributes to both the Africa strategic framework and to the objectives of the President's Emergency Plan for AIDS Relief. Health program areas are unusual in that most of the sub-sectoral areas addressed by them are Agency-wide special concerns. Health program areas and indicators have been carefully selected to support both Africa and broader U.S. Government objectives so that country and regional missions do not have excessive or duplicative reporting requirements.

The framework also underscores the critical importance of capacity development and building sustainable systems to deliver services. Due to the far-reaching impact of the HIV/AIDS pandemic, an effective response requires actions from all sectors, both to mitigate the impact of HIV on each sector and to develop a comprehensive approach to prevention, care and support that will reach the greatest number of people at risk.

The infectious diseases program area is intended to strengthen the response to the global tuberculosis epidemic; expand prevention and treatment efforts focused on malaria; strengthen disease surveillance and response capacity; and provide strategic support for the prevention and control of other infectious diseases of major importance. Since malaria continues to pose a major burden on the African continent, all available control interventions directed towards children under five and pregnant women will be supported in a comprehensive and integrated approach tailored to the local situation. The President's Initiative for Malaria will provide the greatly needed resources to make this approach possible. The child survival program area supports the development and implementation of programs delivering proven high-impact interventions that prevent and reduce illness, mortality and malnutrition among newborns, infants and children under the age of five. The strategy emphasizes a focus on a select group of priority interventions for impact and on systems strengthening to ensure sustainability. Antimicrobial resistance and non-communicable diseases are issues that may be addressed in the future as funds become available.⁷

Through the maternal health program area, synergies can be achieved with family planning, infectious disease, nutrition and HIV/AIDS programs. Prenatal, delivery and postpartum services provide an existing platform

⁷ See discussion on emerging issues in the annex on page A-50.

on which to build the provision of information, services and referrals for family planning, nutrition programs and prevention and treatment of HIV, other sexually transmitted diseases and malaria.

The reproductive health program area makes substantial contributions to reducing maternal mortality due to unintended pregnancy; to reducing infant and child mortality through birth spacing; and to reducing population pressures on natural resources and education systems.

H. URBANIZATION AND YOUTH IN TRANSFORMATIONAL DEVELOPMENT

As crosscutting themes, urbanization and youth are unlike the sectors described above in that there is no one funding account that provides resources specifically to address these program areas. Instead, progress in these areas will occur through programming directed towards urban issues and youth in the funded sectors. Since economic growth, democracy and governance, environment, education and health program areas all relate to some extent to youth and urban program areas, this cross-sectoral approach is appropriate, and highlights the importance that USAID affords to youth and urban issues in African development. Further work to integrate youth and urbanization programming into sectoral program areas is needed. USAID transformational development missions in Africa will be expected to assure that sectoral programming specifically targets youth and urbanization as foci of attention.

I. URBANIZATION PROGRAM AREAS

- Improve governance capacity, accountability and integrity in key African cities and regional market towns
- Expand access to economic opportunities for urban residents with a focus on the poor and vulnerable
- Improve the urban environment
- Address critical urban health problems through community-based approaches

Africa's growing urban areas are potential economic powerhouses and their capacity to drive overall development and provide services are essential. In spite of decades of neglect and underinvestment, they still generate approximately 60 percent of Africa's GDP today. As Africa continues to urbanize, this underinvestment and programmatic neglect will factor ever larger in Africa's ability to meet the Millennium Development Goals (MDGs).

The percentage of poor people living in African cities has increased to more than 40 percent and urban slums are home to about 72 percent of Africa's urban population. A host of environmental and health problems, such as water and wastewater pollution and the spread of infectious diseases, including HIV/AIDS, have arisen in Africa's cities. In countries with high HIV/AIDS infection rates, municipal governments are losing their most productive work force.

Achievement of the urban program areas will contribute directly to both of the transformational development operational goals as well as to the medium-term goal. Africa's cities and towns have a critical role to play as economic engines. Increased focus on improved governance of urban areas to increase investment and improve service provision is essential for enabling Africa to take advantage of urbanization and improve standards of living, as urban areas have done in other parts of the world.

J. YOUTH PROGRAM AREAS

- Enhance youth civil and political participation
- Reduce youth unemployment in targeted countries
- Increase access to and use of basic health services (including HIV services) for youth
- Enhance social safety nets for youth

The youth “bulge” is one of the most critical demographic challenges that African countries must address if they are to succeed in efforts to sustain economic growth and improve social conditions. Given the size of the youth cohort in most African countries, youth often represent the largest national resource a country is likely to have and the best hope for sound development.

III. STRATEGIC FRAMEWORK FOR FRAGILE STATES

The fragility of states is a concern throughout Africa, where there are high levels of poverty, democracies are young and societies face the human and institutional toll of the HIV/AIDS pandemic and recurrent natural disasters.⁸ Sub-Saharan Africa is today better governed than ever before in modern history. However, there are also countries that are vulnerable to crisis, in crisis or emerging from crisis that cannot assure, will not assure or demonstrate a growing inability to assure the provision of basic services and security. There is often a history of conflict with sources of tension never resolved; there is a lack of accountability, rule of law and government legitimacy; there is inequitable access to and distribution of resources; there are widespread perceptions of unfairness, weak governance and a lack of public participation; there is a vacuum in public services, and a lack of education/job opportunities and social trust; and/or there is a lack of capacity or lack of political will or both to create an enabling environment where citizens (female and male, young and old) can flourish. There are countries that are unable to manage natural or human-caused stress and as a result their ability to function effectively is eroding. Some suffer from being in “bad regional neighborhoods,” some are unable to stand up to geopolitical competition, others have been infiltrated by organized crime and terrorist networks or conflict-financing systems. Still others face succession or reform crisis, or high levels of corruption, and their instability can spill over their borders and create a conflict dynamic affecting neighboring countries. Common among these states is that working with them can be difficult and costly and carry significant risks.

The Fragile States Strategic Framework is built on a long-term vision for Africa’s future: **Fewer states in Africa are fragile.** This vision is supported by a medium-term goal: **Democratic practice, non-violent resolution of conflict and equitable economic recovery increase security, political, economic and social stability in sub-Saharan African countries vulnerable to, in and emerging from crisis.**

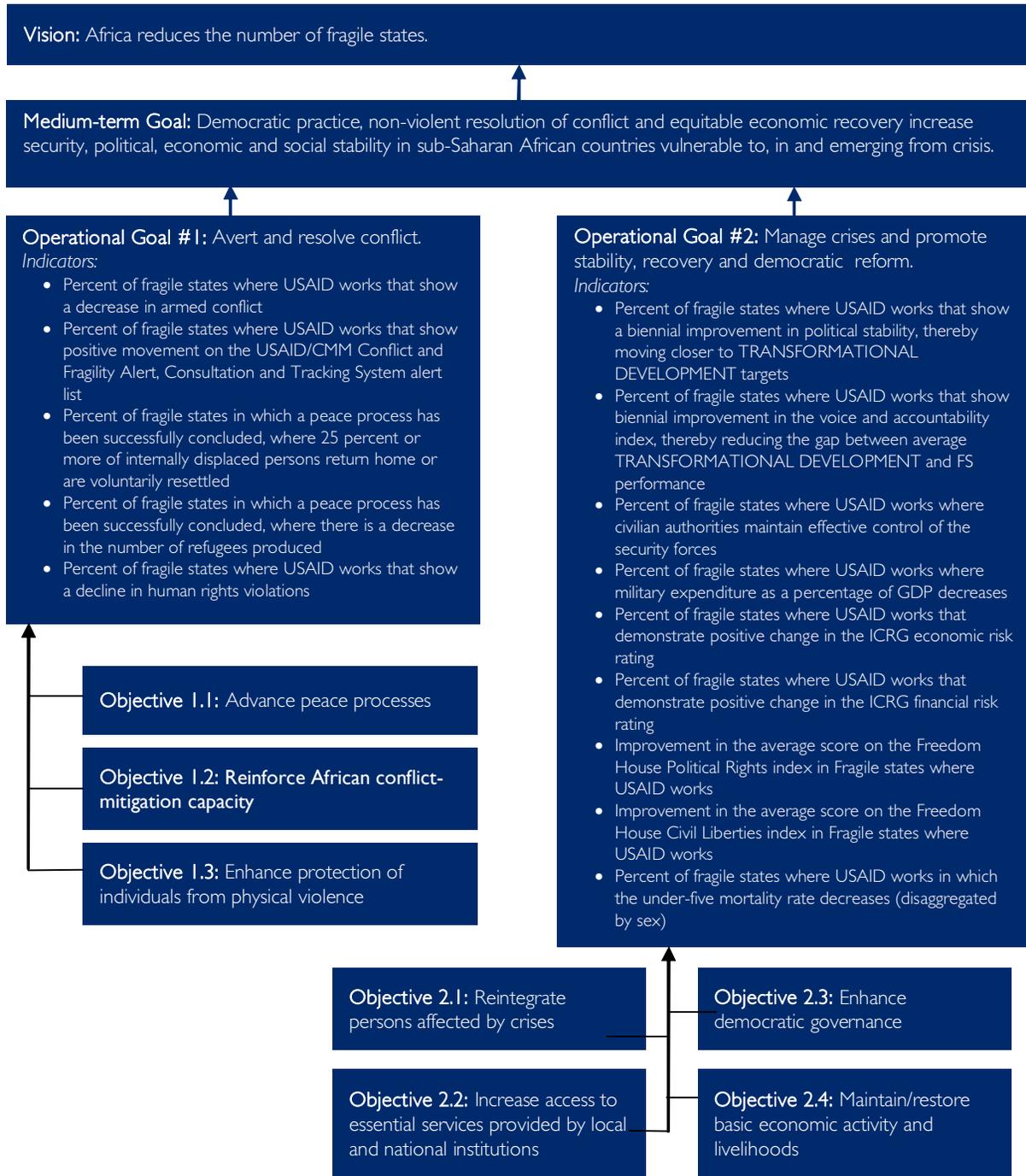
USAID seeks to promote the conditions necessary for development through two operational goals for which progress should be made within three years: (1) Avert and resolve conflict; and (2) Manage crisis and promote recovery, stabilization and democratic reform. Each of these operational goals is supported through a set of program areas.

Achieving success requires a clear understanding of the multiple sources of fragility. USAID recognizes that weak and non-democratic governance is a source of fragility across all fragile states. Efforts that enhance governmental competence and advance democracy will help to reduce fragility. Additional sources of fragility will require programs in other areas where USAID can also have an impact—whether the nature of the source of fragility, for example, is chronic food insecurity, steady economic decline or HIV/AIDS. Whether a country is facing a crisis, embroiled in crisis or emerging from a crisis, USAID will address the sources of fragility through an integrated approach.

The role of indicators in the Fragile States Strategic Framework is discussed in Section IV below.

⁸ “Research indicates that the instability associated with fragile states is the product of ineffective and illegitimate governance. Effectiveness refers to the capability of the government to work with society to assure the provision of order and public goods and services. Legitimacy refers to the perception by important segments of society that the government is exercising state power in ways that are reasonably fair and in the interests of the nation as a whole. Where both effectiveness and legitimacy are weak, conflict or state failure is likely to result.” USAID Fragile States Strategy, page 3.

Fragile States Strategic Framework



OPERATIONAL GOAL I: AVERT AND RESOLVE CONFLICT

Over the past decade and a half, Africa’s people have suffered through many violent conflicts, which have claimed millions of lives and resulted in widespread destruction of infrastructure, property and livelihoods, as well as displacement and despair. Violent conflict has created humanitarian emergencies and reversed years of economic development. In response, the donor community has provided billions of dollars in humanitarian assistance for conflict-affected populations in Africa. Recent years have also seen positive achievements in conflict resolution: the restoration of peace in Liberia and Burundi; progress toward long-term reconciliation in Angola and Sierra Leone; and peace process advancement in the Democratic Republic of Congo (DRC),

Sudan and the Casamance region of Senegal. Furthermore, there has been no resumption of violence in Rwanda or Mozambique. Many of these situations nonetheless remain fragile as democratic development advances in some countries are matched with reverses in others. (Uganda now hosts 1.4 million people internally displaced by ongoing conflict in the north of the country).

USAID's technical approach to addressing violent conflict in Africa includes (a) conflict sensitive programming; (b) conflict mitigation programming defined as activities that seek to reduce the threat of violent conflict, extremism and pervasive instability by promoting peaceful resolution of differences, reducing violence if it has already broken out, or establishing a framework for peace and reconciliation in an ongoing conflict; and (c) conflict management programming defined as activities explicitly geared toward addressing the causes and consequences of widespread deadly violence.

A complete results framework, including objective-level indicators, is in Annex 2.

OBJECTIVE 1.1 ADVANCE PEACE PROCESSES

USAID assistance includes support to peace secretariats, assessment and training of official negotiating teams, strengthening civil society demand for peace, broadening dialogue around negotiations to ensure the participation of all parties and to include previously marginalized groups, training for peace media and the development of peace process information campaigns, all of which will be coordinated with inter-agency efforts.

OBJECTIVE 1.2 REINFORCE AFRICAN CONFLICT-MITIGATION CAPACITY

Assistance will reinforce the capacity of African governmental, non-governmental and private sector partners at continental, regional, national and local levels to make peace a reality. Methods could include strengthening early warning response mechanisms, data collection and analytic research on conflict; strengthening human and institutional capacity to mitigate conflict; and increased participation in non-violent decision-making.

OBJECTIVE 1.3 ENHANCE PROTECTION OF INDIVIDUALS FROM PHYSICAL VIOLENCE

Given the human toll of violence—the increased use of rape as a tool of war, civilian casualty and disability; the increased vulnerability of displaced populations to abuse; the abduction of children into soldiering or slavery; and long lasting psychological trauma—USAID will enhance appropriate protection and care mechanisms for those affected by violence.

OPERATIONAL GOAL 2: MANAGE CRISES AND PROMOTE STABILITY, RECOVERY AND DEMOCRATIC REFORM

Violent conflict is only one form of crisis that can arrest or set back development progress in African states causing fragility and destabilization as well as inhibiting recovery and reform. Crises are the result of many factors including one or a combination of the following: (a) sudden natural calamities such as floods, locust infestations and similar unforeseen disasters; (b) food insecurity and hunger conditions owing to slow-onset events such as drought, crop failures and pests; (c) severe lack of food access/availability resulting from sudden economic shocks, market failure or economic collapse and that result in an erosion of communities' and vulnerable populations' capacity to meet their food needs; (d) epidemic diseases including HIV/AIDS that result in an erosion of communities' and vulnerable populations' capacity to meet their basic needs; and (e) complex emergencies, which can involve conflict, widespread social and economic disruption and large population displacements.

Fragile states are particularly vulnerable to such crises due to extreme poverty, lack of revenue, poor governance and/or lack of capacity. Strong functional crisis management strategies are essential to prevent even minor shocks from escalating into large-scale crises. In order to build resilience to crises, USAID needs to address root causes while assisting governments, the private sector, civil society, communities and vulnerable households to manage through them and mitigate their impact.

Four objectives will contribute to the goal of managing crises and promoting stability, recovery and democratic reform. In countries that lack capacity to achieve these objectives, USAID will work with other

implementing partners to build that capacity while providing essential assistance that addresses the sources of fragility. In countries where there is a lack of commitment to these objectives, USAID will work with reformers where they are to promote an enabling environment.

OBJECTIVE 2.1 REINTEGRATE PERSONS AFFECTED BY CRISES

Population displacement can negatively affect stability, and reintegration will not occur until people have a sense of security and the assurance of essential services. USAID will work to build community resilience and government support to prevent displacement, to provide lifesaving support to those who become displaced and to enable affected populations to earn income and obtain essential services. USAID will pay particular attention to the needs of those most vulnerable (women, unaccompanied children and child soldiers).

OBJECTIVE 2.2 INCREASE ACCESS TO ESSENTIAL SERVICES PROVIDED BY LOCAL AND NATIONAL INSTITUTIONS

Essential service delivery suffers in weak states from government inability or lack of desire to provide services or establish an enabling environment for private provision. Service provision is further hampered by inadequate revenue bases, limited human and institutional capacity and often from destruction of essential infrastructure during conflict. USAID will sequence assistance to ensure the development of sustainable service systems while meeting immediate needs in a manner that will promote equity and good governance and ensure that the state is not absolved of playing its role. USAID will encourage policy and regulatory reform, build capacity of service institutions, promote community participation and increase access of marginalized groups to essential services.

OBJECTIVE 2.3 ENHANCE DEMOCRATIC GOVERNANCE

Successful programs that support social and economic well-being depend on security, rule of law and good governance. Under this objective, USAID will focus on the fundamental issue of democratic concepts, systems and institutions that govern political participation and competition. States that are recovering or strengthening their capacity have generally been able to improve effectiveness or legitimacy on one or two functions of governance, and use those as a springboard to improve others. USAID will support gains in governance that can reinforce progress in other areas in order to help states effectively manage crises, stabilize and recover. Programs will include strengthening the checks and balances of government, reducing corruption, promoting security sector reform and strengthening state and local capacity to manage crises. USAID will work with reformers wherever they are and will strengthen efforts by civil society to promote peaceful and legitimate alternatives.

OBJECTIVE 2.4 MAINTAIN/RESTORE BASIC ECONOMIC ACTIVITY AND LIVELIHOODS

USAID's short-term focus is to create productive employment opportunities for young men and women, ex-combatants and other vulnerable groups while at the same time restore livelihoods. Efforts to reduce poverty and encourage economic growth are vital to prevent future grievances and provide a sustainable platform for good governance. Therefore, activities will be sequenced to ensure that a viable platform for private sector-led economic growth is developed.

Annex 2 describes the kinds of activities that can be effective in supporting achievement of both conflict and stability goals, for countries that are moving towards crisis, in crisis and recovering from crisis, by sector.

SPECIAL CONCERNS

As noted elsewhere, special concerns are developmental issues of such high global and regional importance that they are programmed based on their own resource allocation criteria and pursued largely for their own sake. Need and commitment in terms of the specific concern are the major criteria for funding. Where possible, programs addressing these concerns may be folded into broader strategic objectives. However, there may be cases where the program structure requires a stand-alone strategic objective addressing a specific, special concern. In fragile states, this raises the possibility of pursuing a special concern objective in addition to one or more of the fragile state objectives defined by the Strategic Framework for Africa. Of particular note, any operating unit that is required to prepare a combined USG HIV/AIDS strategy by the Office of the

Global AIDS Coordinator (OGAC) may cite that as a special concern objective in its Strategy Statement and attach the OGAC five-year strategy for further information. It is not necessary to reproduce that strategy (or develop a different one) for the Strategy Statement.

IV. ADDRESSING FRAGILITY IN TRANSFORMATIONAL DEVELOPMENT COUNTRIES

In sub-Saharan Africa, experience has shown that even countries on a relatively strong growth path can be vulnerable to crises that can lead to conflict or state failure. In all states it is critical to monitor the multi-faceted factors that lead to crisis, conflict and fragility regularly, and to assess the importance of these factors on the achievement of transformational development goals. Strategy statements will discuss significant potential flashpoints for fragility and operational plans will document how USAID assistance is helping to address them.

It is anticipated that, from time to time, there may be a limited number of transformational development countries where, due to increasing movement towards fragility or pockets or sub-regions of instability (e.g., Nigeria, Rwanda, Uganda), USAID may require a strategy statement and an operational plan that include elements of the Fragile States Strategic Framework as well as the Transformational Development Framework in order to help the country maintain the resilience needed to continue on a transformational development path. This could include emergency humanitarian assistance programming, or small amounts of transition initiative funding for programs in support of the fragile states goals. Section I of Annex 1 describes the criteria used to select these countries.

V. GUIDANCE FOR STRATEGY STATEMENT PREPARATION

USAID/Washington has developed separate guidelines, based upon this strategic framework, for field operating units to use in preparing their country strategy statements. Program areas related to transformational development and fragile states goals are described in the annexes to this document, along with indicators for each. Although these represent the best technical thinking of USAID staff, including USAID/Washington and field staff, Missions may choose to argue for different program area emphasis for their host countries, within their particular country category (i.e., transformational development or fragile state), based on more current country-specific information or because other donors are already adequately covering that area. In addition to the program areas specified in the annexes, certain issues are so important in the sub-Saharan African context that they merit special attention in each field operating unit's strategy statement. These include key issues (counter-terrorism, role of extractive industries) and the need for regional versus bilateral programming factors in USAID's funding prioritization criteria as described earlier. Other cross-cutting issues (governance, gender, impact of HIV/AIDS, youth and urbanization), while not included as prioritization criteria, are critical issues in virtually every country where there are USAID programs. How strategy statements should address these issues is described here.

This section also discusses the role that indicators play in the strategic framework and Washington versus field responsibilities for data collection and analysis.

A. TOPICS TO BE ADDRESSED IN ALL STRATEGY STATEMENTS

I. KEY ISSUES

Field units will address these key issues in their strategy statements and operational plans **as appropriate**:

Certain countries have such high foreign policy importance on issues like the war on terrorism and U.S. defense interests that they receive Economic Support Funds. However, several African countries have **high foreign policy importance** for other reasons. Two of the key issues found throughout the continent are of particular strategic importance to the United States because they affect Africa's ability to build and maintain peaceful, secure democratic governance where equitable economic growth and international trade can flourish. These are counter-terrorism and the implications of extractive industries.

Counter-Terrorism: Africa harbors more widespread conflict and failed states than any other continent. Sixteen of 24 countries identified as fragile in the Agency's strategic plan are in Africa—just over one-third of sub-Saharan African countries. While many of the terrorist acts in Africa are domestic, instability, terrorism and extremism will continue to flourish as long as weak or predatory states fail to guarantee security for their citizens; provide access to basic services; and address issues such as corruption, political exclusion and economic growth.

Underlying conditions, such as poverty, corruption, religious conflict, political disaffection and ethnic strife create opportunities that terrorists seek to exploit. At-risk populations, defined as groups that are particularly susceptible to the appeals of extremists working in the region (i.e., young people and marginalized populations) and at-risk regions (i.e., remote areas, border regions and urban centers) create opportunities for terrorists to gain support and sanctuary. Missions will consider the following questions in determining how their programs can and should address these issues:

- What are the at-risk populations and regions?
- Does the state have the capacity to deliver services to marginalized populations vulnerable to extremist groups?
- How can resources be targeted to address the underlying issues fueling support for terror?
- Where are the moderate voices and how can they be supported to combat the influence of extremist groups?

Implications of Extractive Industries: The dominance of extractive industries has proven to be both a blessing and a burden for many African countries struggling to further their economic development. Although revenue from extractive industries can be critical to a developing country's efforts to strengthen its economy (and give its poorest citizens jobs and better public services), the implications of such resources have proven to be a prime source of conflict within the region. In addition, the existence of an extractive sector within an economy can lead to a distortion of the exchange rate and pull investment away from other sectors.

In countries for which extractive industries are a major (or potentially major) revenue source, Missions will address the following issues:

- How is the government using revenues that are derived from extractive industries?
- Who controls the resources from the extractive industries and who benefits from the resources?
- How is the presence of an extractive industry affecting the economy (e.g., exchange rates and investment)?
- Has a process for transparency and accountability been put into place (e.g., the Kimberly process for diamonds and the Extractive Industries Transparency Initiative [EITI])?

2. CROSSCUTTING THEMES

In submitting their strategy statements and operational plans, Missions and regional platforms will address how their programs will advance progress on several crosscutting themes. Gender and HIV/AIDS are mandatory for all operating units, while the other three themes should be considered to the extent that they influence the potential for transformational development or the prospect for stability in fragile states.

Gender: Development policies and programming that seek to reduce the widespread poverty among African men, women and youth are more effective when informed by the social dynamics of gender across various sectors. Gender inequality in the access, control and use of resources directly and indirectly limits economic growth in Africa and reduces the effectiveness of poverty reduction measures. Rising violence against women and girls, trafficking in human persons and discriminatory legal codes are disturbing phenomena. As a result

of national political violence and conflicts, the numbers of African women and children are growing among displaced refugees and those whose lives are otherwise disrupted by conflicted communities in both urban and rural settings.

Addressing the impacts of HIV/AIDS: The impacts of the HIV/AIDS epidemic in Africa are felt on every aspect of human endeavor. It has left millions of families without breadwinners; it has dangerously eroded the skilled workforce of teachers, health care providers and technically skilled people needed to provide services and lead development efforts; and it has adversely affected economic production. In Africa, HIV infects more women than men. While HIV/AIDS is an Agency-wide special concern, it is also, for Africa, a crosscutting issue because of its devastating impact on all sectors of the economy and society. Within each sector, the impacts of AIDS and the potential for interventions that could mitigate these impacts will be considered.

The Agency's Policy Guidance on Mitigating the Development Impact of HIV/AIDS requires USAID operating units working in countries with high HIV prevalence (5 percent or higher) to include in their strategic statements an analytical discussion of the development impacts of HIV/AIDS and to develop and implement an appropriate multisectoral program response. Missions in countries where HIV national prevalence is less than 5 percent are encouraged to do likewise, especially those in countries where major states or provinces have high HIV prevalence.

Governance: Weak governance is a key factor of instability, and lack of commitment to democratic governance is a key component of weak governance. Lack of accountability in governance has led to corruption and misallocation of resources throughout much of the continent. Even where commitment is present, government institutions often need strengthening to carry out effective operations that are responsive to the citizenry. Within every sector, governmental institutional strengthening and capacity building is critical for goal achievement. Governance is defined broadly to include land rights and property rights, transparency and accountability in governance and anti-corruption efforts. Strengthening the capacity of civil society organizations is also critical to hold governments and private sector interests accountable for their actions. Over the long term, U.S. interests in Africa to expand democratic values and human rights, increase trade and investment, avert conflict and humanitarian crises and fight the conditions that breed terrorism cannot be achieved without strengthening responsiveness, accountability and competence of governance throughout the region.

Youth: Africa is undergoing a youth explosion that is fundamentally changing the demographics of the continent, straining the capacity of many countries to provide livelihoods. Youth are a source of both real instability and positive transformation. By International Labor Organization (ILO) estimates, youth are unemployed at twice the rate of the overall workforce. Young people uprooted and alienated by conflict or lack of economic opportunity can be readily recruited by extremists and there is a strong correlation between large youth cohorts and political violence. At the same time, the energy, skills and talents of youth need to be harnessed for transformational development.

Urbanization: Rapid urbanization poses a similar choice. Africa's cities, which will harbor over half the population within a generation, struggle to provide sufficient jobs and services. At the same time, they offer an enormous opportunity to fuel sustainable economic growth if properly managed and governed. Given the increasing importance of youth and the urbanization phenomenon to both economic growth and social stability, the Africa Bureau will assure that mission strategies and programming take into account these two demographic realities as appropriate.

3. REGIONAL-BILATERAL PROGRAM BALANCE

Strategy statements will show how an appropriate balance between bilateral and regional programming and strong collaboration between country missions and regional platforms will be achieved.

To achieve the broadest impact of USAID's development investments in the region, bilateral and regional missions will collaborate in the development of their respective country and regional strategies and

operational plans. The collaboration will require consultations between program and technical officers from AFR/SD, regional missions and bilateral missions. The framework for this collaboration will address the following and be reflected in strategies and operational plans:

Each bilateral mission will:

- Address the regional context of its country strategy. This includes a discussion of the impacts, dependencies or opportunities created by country programs on neighboring countries and vice versa. Particular attention should be given to regional trade, policy harmonization, information/technology transfer, HIV/AIDS, other infectious diseases, biodiversity and other cross-border issues.
- Address how the results of its programs can be enhanced through coordination, integration or support from regional programs.
- Identify significant gaps in its programs that are important to its country development plan and the Strategic Framework for Africa. If these gaps cannot be adequately addressed by the bilateral program due to resource constraints or need for program focus, they may be more cost-effectively addressed through regional programs.

Each regional mission will:

- Identify how its regional programs complement, leverage and enhance bilateral programs in the region.
- Consult with U.S. embassies in countries without a USAID bilateral presence on their respective Mission Performance Plans and specify the support that regional programs will provide to MPPs.
- Identify the “spillover” impact of the fragile states on neighboring countries (whether positive or negative).
- Identify program and technical advisory services and positions required to support bilateral missions in the implementation of Washington initiatives and other bilateral programs.

B. MONITORING THE SUCCESS OF THE AFRICA STRATEGY: THE ROLE OF INDICATORS

I. TRANSFORMATIONAL DEVELOPMENT AND FRAGILE STATES STRATEGIC FRAMEWORK INDICATORS

Both the Transformational Development Framework and the Fragile States Strategic Framework are supported by a core set of indicators intended to help the Agency gauge Africa’s success in moving along a transformational development trajectory, for transformational development states, and averting conflict and promoting stability, as appropriate, in fragile states. In addition, targets for monitoring progress across the sub-continent are being finalized for the Transformational Development Framework (both for the medium-term goal and for the two operational goals). Targets for the Fragile States Strategic Framework are also being finalized at the goal level.

For the Transformational Development Framework, the indicators were chosen at a fairly high level and are not intended to be indicative of the full spectrum of interventions that will be undertaken in transformational development states or to imply that USAID’s interventions are necessarily expected to be the dominant contributing factor in determining their values. Rather, they represent a core set of descriptors, the values of which will set the strength of the sub-continent’s transformational development process in context. Although indicators may be added or dropped over time as better data sources become available, it is not expected that Missions will be required to collect the necessary data associated with the Transformational Development Framework indicators at this time. Rather, indicator data will be collected centrally by the Africa Bureau.

Selecting appropriate indicators for the Fragile States Strategic Framework has presented a particular challenge because of the difficulty of collecting data in precarious operational environments and a general lack

of reliable and current data on states that are fragile. The Fragile States Strategic Framework goal level indicators will serve as a roadmap for the Agency in gauging overall success in fragile states. As with the Transformational Development Framework indicators, it is anticipated that indicators for the Fragile States Strategic Framework goals will be maintained centrally. Fragile States Strategic Framework indicators at the objective level may require data collection by Missions implementing programs to address fragility. However, it is anticipated that these indicators will also serve as part of the Mission's Performance Management Plan and, thus, will not present an additional data collection and reporting burden for the Mission. Objective-level indicators should be seen as a menu from which individual missions can choose and against which they will set appropriate targets. It is important to note that the Fragile States Strategic Framework contains a variety of new indicators. It is expected that indicator definitions and parameters will be refined as this process advances.

2. TRANSFORMATIONAL DEVELOPMENT PROGRAM AREA INDICATORS

In addition to the Transformational Development Framework indicators and targets, transformational development program area indicators and targets have also been identified. The purpose of these indicators and targets is two-fold. Firstly, they will provide the Agency with a program area-specific picture of transformational development progress in Africa. Secondly, they are intended to help guide the Missions' thinking in the formulation of their programs. In other words, in developing programs related to a particular program area, Missions should keep in mind that they are expected to contribute plausibly to the achievement of the corresponding indicator target. However, individual Missions will not be held directly responsible for movements in these indicators at this time, as USAID recognizes that data quality and the availability of appropriate indicators has not yet evolved to the level where tight attribution between Mission activities and program area indicators can be inferred. Rather, the goal is to move, over time, towards better data collection and better indicator development that would lead to tighter attribution.

3. AGENCY COMMON INDICATORS

USAID is currently in the process of developing a set of common indicators for the Agency. The purpose of the indicators is to allow USAID to tell an Agency-wide story to our various constituencies. The Africa Bureau is actively engaged in reviewing these indicators as part of a PPC-led, multi-Bureau review team. Thus, where possible and where appropriate, the Africa strategy has incorporated some of these common indicators. However, the Agency's common indicators in their collectivity are not a substitute for the Africa Strategy indicators. Nevertheless, as previously explained, the Africa strategy indicators will not, in most cases, impose an additional data collection burden on the Missions.⁹

4. PERFORMANCE MANAGEMENT PLAN (PMP) INDICATORS

As always, Missions are expected to develop PMPs, including indicators, targets and baselines, to guide the management of Mission programs, whether in a transformational development or fragile state. These indicators should help the Mission to manage its programs in a way that ensures that these activities plausibly contribute to progress in transformational development and fragile states, as outlined by the frameworks. For fragile states, it is anticipated that Missions implementing fragile states strategies will select PMP indicators from a menu of fragile states objective-level indicators.

⁹ See ADS Section 201.3.5.8 (13 June 05) for further information on use of common indicators.

PART 3. MANAGEMENT PRINCIPLES FOR PROGRAMMING IN AFRICA

I. HOW WE DO BUSINESS

A. AID EFFECTIVENESS

Many African countries have taken great strides over the past decade to develop their own strategic approach to improving the livelihoods of their populations. With the eligibility of most African countries for debt relief under the Heavily Indebted Poor Countries (HIPC) program of the IMF, most have developed Poverty Reduction Strategy Programs, which prioritize development actions and which commit them to strengthening country-led planning and implementation capacities. For some countries, serious capacity issues nevertheless remain and donors must continue to support efforts to strengthen indigenous capacity. Many countries in Africa have, on the other hand, made significant progress in strengthening their human and institutional capacities. This requires a new kind of partnership with the donor community—one in which the donors recognize and take full advantage of local capacities and institutions while continuing to support efforts to strengthen them. The donor community, including USAID, recently signed the Paris Declaration on Aid Effectiveness, which recognizes this fundamental shift in the relationship between the donors and their partners. In keeping with the Paris Declaration, the Africa Bureau and its Missions will increasingly look to use local experts, NGOs and firms to provide technical assistance whenever feasible. They will also seek to program funds through country-based systems and host governments where appropriate policies and accountability mechanisms exist. The Africa Bureau and its Missions will also support the recommendations of the Paris Declaration to seek opportunities to harmonize policies and practices with other donors to minimize inefficiency and promote greater coherence.

B. PUBLIC-PRIVATE ALLIANCE

The Global Development Alliance model represents an effective way to mobilize private and public sector resources and to bring about improved donor coordination. Missions are strongly encouraged to promote public-private alliance building as a principal business model to achieve Africa's strategic goals.

Alliance building is a tool that can be successfully leveraged in both transformational development countries to meet sectoral program areas as well as in fragile states to promote goals such as stability and economic progress. By incorporating public-private alliances with for-profit companies, private voluntary organizations, foundations, diaspora groups, faith-based organizations and institutions of higher education, USAID's work with African countries will increase their development impact and reach, along with enabling them to access capital, technology and materials.

C. INFORMATION AND COMMUNICATIONS TECHNOLOGY

Information and communications technology (ICT) is expanding dramatically the world over and can be an important tool to increase the effectiveness of USAID's programs. It is transforming the development prospects of the newly served and creating a vital sector in its own right. This technology can help delivery of public services be more efficient and transparent, extend the reach of educators and health professionals, increase the capacity of media or advocacy groups and help resolve entrenched development challenges. Youth tend to be early adopters of technologies, making them key target beneficiaries for ICT-enabled education, small business development or, in some cases, disarmament and demobilization. Expansion of fixed and mobile communications networks can have significant positive impact on rates of economic growth and levels of Foreign Direct Investment. The benefits of the "information revolution," however, are still imperfectly disseminated and owned in Africa. In many places, access and use of these new tools is enjoyed

mostly by elites, and disproportionately by men and boys. National policies and regulations may be restrictive. Recurring costs of phone or Internet access can be highest in the world's poorest places. The technology and sustainability models that will overcome these challenges in Africa to extend services to customers at the bottom of the "economic pyramid" are still being proven, but should be considered thoughtfully in USAID design of technology interventions.

D. CONFLICT-SENSITIVE PROGRAMMING

Violent conflict is a critical issue in the 21st century for transformational development, fragile states and humanitarian assistance programming. Its consequences can send states into a trajectory of failure or can erode development achievements. Intended or not, all types of assistance can exacerbate underlying sources of tension and strain. Development assistance, for example, is designed to encourage positive change and so some tension and stress is inevitable, even necessary. Programs need to be sensitive to these factors in order to "do no harm." USAID is committed to applying a conflict "lens" when designing, implementing, or assessing all assistance programs, "mainstreaming" a sensitivity to conflict into all of our assistance. Conflict sensitivity is the capacity of an organization or activity to:

- Understand the (conflict) context in which it operates;
- Understand the interaction between its operations and the (conflict) context, and act upon the understanding of this interaction in order to avoid negative impacts and maximize positive impacts on the (conflict) context and the intervention. For example, by consciously building new avenues for dialogue or interaction among competitive groups, or if programs will result in a significant shift in access to political/economic power, the competitive dynamics that are likely to result need to be considered and steps taken to ensure that, to the extent possible, the competition plays out without violence.

Conflict-sensitive programming will help to ensure that USAID's activities prevent backsliding, and contribute to long-term stability.

II. MANAGEMENT OF USAID'S HUMAN AND OPERATING EXPENSE RESOURCES

The Africa Bureau has adopted several principles to rationalize and make more transparent the allocation of human and operating expense resources, and to organize these resources most effectively in order to achieve Africa's development goals. Key among these are the following:

1. Use on an annual basis a Resource Harmonization Model to assist in determining the most equitable and cost-effective allocation of both operating expenses and program-funded staff resources, based upon program size and content.
2. Limit bilateral Mission size to free up surge capacity and reduce in-country cost.
3. Expand use of regional platforms for administrative services, technical support, regional program implementation and program management in limited-presence countries and surge "first responders." Where travel, logistical and cost problems make large regional platforms inefficient, share such services between nearby bilateral Missions.
4. Over time, adjust Africa Bureau Washington structure and operations to better support Mission implementation of the Strategic Framework for Africa.
5. Ensure close coordination and a common vision among the Washington-based bureaus that provide funding and services to Africa programs.

ACRONYMS

ADEA	Association for the Development of Education in Africa
AEI	Presidential Africa Education Initiative
AFR	Bureau for Africa
AFR/SD	Office of Sustainable Development Bureau for Africa
AGCI	African Global Competitiveness Initiative
AGOA	African Growth and Opportunity Act
ARPP	Annual Review of Portfolio Performance
AU	African Union
BC	Biodiversity Conservation
CAADP	Comprehensive African Agricultural Development Program
CARPE	Central African Regional Program for the Environment
CC	Control of Corruption
CGIAR	Consultative Group on International Agricultural Research
CMM	Conflict Management and Mitigation
CPI	Corruption Perceptions Index
CPIA	Country Policy and Institutional Assessment
CS	Child Survival
CYP	Couple-Years Protection
DCHA	Democracy, Conflict and Humanitarian Assistance
DG	Democracy and Governance
DGMD	Development Goals of the Millennium Declaration
DHRF	Democracy and Human Rights Fund
DHS	Demographic and Health Surveys
DOTS	Directly Observed Therapy Strategy
DPT-3	Diphtheria, Pertussis and Tetanus series of immunizations
DRC	Democratic Republic of Congo
EA	East Africa
ECOWAS	Economic Community of West African States
EFA	Education for All

ACRONYMS

EGAT	Economic Growth and Trade
EITI	Extractive Industries Transparency Initiative
ESA	East and Southern Africa
ESF	Economic Support Fund
FAWE	Forum for African Women Educationalists
FS	Fragile States
GDA	Global Development Alliance
GDP	Gross Domestic Product
GE	Government Effectiveness
GNI	Gross National Income
GNP	Gross National Product
HIPC	Heavily Indebted Poor Countries
ICRG	International Country Risk Guide
ICT	Information and Communications Technology
IDFA	International Disaster and Famine Assistance
IDP	Internally Displaced Persons
IEHA	Initiative to End Hunger in Africa
IFPRI	International Food Policy Research Institute
IGAD	Inter-governmental Authority on Development
ILO	International Labor Organization
IMF	International Monetary Fund
IMR	Integrated Managing for Results
IPT	Intermittent Presumptive Treatment
IT	Information Technology
ITN	Insecticide-Treated Nets
IYCF	Infant and Youth Child Feeding
MCA	Millennium Challenge Account
MDR-TB	Multi-Drug Resistant Tuberculosis
MPP	Mission Performance Plans
NCD	Non-Communicable Diseases
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization

NRM	Natural Resource Management
NSC	National Security Council
NSS	National Security Strategy
OECD	Organization for Economic Co-operation and Development
OGAC	Office of the Global Aids Coordinator
ORS	Oral Rehydration Solution
ORT	Oral Rehydration Therapy
OTI	Office of Transition Initiatives
OVC	Orphans and Vulnerable Children
PPC	Bureau for Policy and Program Coordination
PMP	Performance Monitoring Program
PRSP	Poverty Reduction Strategy Plans
RCSA	Regional Center for Southern Africa
R&D	Research and Development
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa
RH	Reproductive Health
RL	Rule of Law
SA	Southern Africa
SADC	Southern Africa Development Community
STI	Sexually Transmitted Infections
TD	Transformational Development
TI	Transparency International
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPE	Universal Primary Education
USG	United States Government
UXO	Unexploded Ordnance
VA	Voice and Accountability
WA	West Africa
WARP	Western Africa Regional Program
WHO-AFRO	World Health Organization – Africa Regional Office

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