

**A SYNTHESIS OF CROSS-CUTTING ISSUES REPORTED IN USAID  
AFRICA OPERATING UNITS**

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**TABLE OF CONTENTS**

	<b>Page</b>
<b>Introduction</b>	<b>1</b>
<b>Gender</b>	<b>2</b>
<b>Customer Focus and Participation</b>	<b>5</b>
<b>Institutional Capacity Building</b>	<b>7</b>
<b>African Ownership and Leadership</b>	<b>9</b>
<b>Models for Development Partnering</b>	<b>11</b>
<b>Summary</b>	<b>13</b>

# CROSS-CUTTING ISSUES

## INTRODUCTION

This paper reviews 27 R4 documents to examine the extent to which USAID Operating Units in Africa are integrating four key strategic approaches in planning, implementing, or assessing the performance of their programs. It also describes particularly noteworthy examples of the integration of each of those approaches as were found in the R4 documents that were reviewed. They are:

1. The promotion and support of *gender issues*
2. The use of *customer focus and customer participation*
3. The promotion and support of *institutional capacity development*
4. The promotion and support of *African ownership and leadership*

The assessment also contains examples which highlight possible *models for development partnering* for program planning, implementation, or evaluation.

Some of the examples cited in this assessment on *customer focus and participation* could also serve as excellent examples of *African ownership and leadership*. The reverse is true as well. The reviewers of these documents made judgement calls as to where such examples fit which of these cross-cutting issues most closely. In some cases, examples cited for African ownership and leadership were cross-referenced to the issue of customer focus and participation.

A special section is added to the *gender assessment* in this report. There was sufficient information in the materials to conduct a brief analysis of which sectors most uniformly contain a good integration of gender issues in their strategies and in their discussion of performance. The other three cross-cutting issues listed above are more uniformly found in *all of the sectors*. We have also included a special mention of those Operating Units which have recently completed or currently conducting gender assessments to inform strategies and data collection plans.

There is one caveat that should be mentioned in using the R4 as a tool for this assessment. The R4 is a document for reporting on program performance. As such, these documents may not include mention of these approaches to development at all, or if they do, describe them in a very incomplete way. These cross-cutting issues and their employment as part of the strategy for program implementation may be found instead in strategy documents or in documents describing the design of new activities.

## **GENDER**

Ten of the 27 Operating Units **integrated gender issues** in the discussion of performance and reported on a gender-disaggregated basis when it was important to do so, *throughout most or all of their portfolio*. These Operating Units include USAIDs Angola, Eritrea, Guinea, Madagascar, Malawi, Mali, Nigeria, Sahel Region, South Africa, and Tanzania.

Ten of the Operating Units did not **uniformly** discuss gender relevant issues in the context of performance and/or disaggregate people-impact kind of indicators by gender throughout their **entire** portfolio of S.O.s and S.S.O.s. For example, in a given Operating Unit, there may well be a good discussion of gender issues as related to performance in education and PHN strategic objectives, but missing for democracy/governance and natural resource management strategic objectives. These Operating Units include USAIDs Benin, Ghana, Ethiopia, Kenya, Liberia, Mozambique, RCSA, REDSO/ESA (which discussed gender in the context of SO performance, but provided no gender-disaggregated indicators), Senegal, and Uganda.

There were three R4s that contained only **little discussion of gender issues and/or reporting** of gender-disaggregated data. These are the R4s submitted by USAIDs Somalia, Guinea-Bissau, and REDSO/WCA.

### **Current USAID Gender Assessments**

Several R4s highlighted the fact that they either worked with WID advisors from REDSO or from the Washington-based WIDTECH program, or plan to in the near future for help in conducting gender assessments to inform strategies, and for recommendations on where to disaggregate data on a gender specific basis.

- **USAID/Angola** worked with WIDTECH in 1997 and has incorporated their suggestions in their new strategies.
- **USAID/South Africa** is currently developing a comprehensive gender strategy.
- **USAID/ Tanzania** had a WID/NRM specialist conduct an assessment of gender issues for their NRM portfolio in early 1998. Plans for 1998 also include work with the REDSO/ESA WID advisor to conduct a comprehensive gender assessment, and to then establish a Mission-wide gender strategy.
- At **USAID/Uganda**, WIDTECH is currently developing a joint gender issues workshop for their NRM SO (2) and AG SO (1) to inform strategies and data collection.

## **Degree of Gender Reporting in Specific Sectors**

The R4s almost uniformly contain good discussions of gender issues informing strategies, and gender outcomes in the context of performance reporting in several of the sectors. These are the Strategic Objectives focussing on:

- **Health, Population, and Nutrition** (including HIV/AIDS prevention programs)
- **Basic Education**
- **Democracy and Governance** (especially those focussed on civil society)
- **Microenterprise Development** (in the context of larger Economic Growth SOs.)

There is more of a *mixed record of the integration of gender issues* discussed in strategies and performance outcomes, and in reporting on a gender-disaggregated basis in the **Economic Growth** (excluding microenterprise activities) and *Natural Resource Management* Strategic Objectives.

## **Good Examples of Gender Integration**

**USAID/Angola** provides an example of the integration of gender issues into their strategy and discussion of performance. Following a 1997 WIDTECH evaluation of the Mission's incorporation of gender issues into their strategies and performance reporting, USAID/Angola has used the findings and recommendations of the evaluation in the process of updating their strategies. The following activities have been added to the strategies of the two SOs:

- Mandated affirmative action programs to increase the number of females as agricultural and extension employees, leader farmers, and Seeds of Freedom test farmers;
- A parallel mandated effort to identify ways to facilitate employment of women at various levels;
- Mandated participation of women in the conceptualization and design of activities;
- Support to community-based organizational development as a vehicle for increasing women's participation;
- Support to lower-level civil society organizations that have been constituted by women;
- Promoting women as candidates for political office;
- Ensuring that women have the opportunity to participate in the development of the new constitution.

In their **Civil Society SO**, the Mission has shown that synergies benefitting women are taking place between human rights, advocacy, and a free press. Following the completion of the WID report in 1997, the Mission has successfully promoted a relationship with the Ministry of Women and the civil-society Women's Network.

**USAID/Ethiopia** integrated gender issues very explicitly in SO 3, *Quality and Equity Improved in and Expanded System of Primary Education*. In addition to promoting the access and achievement of girls in school, there are also activities that improve the participation of women in administering the primary school system. The SO team conducts activities to increase female participation in-service training, and to increase the number of females graduating from teacher training. The program also supports the promotion of school committees' forming task forces to resolve day-to-day problems of female students in primary school. The program was reviewed by the Government of Ethiopia, and subsequently by the entire SO team which resulted in a strong endorsement of the SO approach.

**USAID/Mali** incorporated gender concerns in an integrated fashion throughout their R4, and there is a special focus on gender in the *Youth and DG SOs*. In the Youth SO, USAID worked with the Ministry of Basic Education's Girls' Education Units. These units identify barriers to girls' schooling and sensitize parents to the importance of educating their daughters. This initiative has been picked up by other donors, and is positively influencing girls' access to education. Through its DG portfolio, the Mission financed interventions contributing to increased participation of women in politics. Eighteen women now hold seats in the National Assembly.

**USAID/Nigeria** reports that it "continues to forge ahead with innovative models of community-based development and integrated strategies of broad-based development focussing on women's empowerment. To give evidence of this work, USAID/Nigeria reports that women's NGOs supported by the Mission have been tasked with finding 100 new members willing to start women's associations in their own communities. The Mission reports that it has also improved the participation of women in decision-making by incorporating gender considerations to help formulate their SO strategies. Examples include:

- Special fora for women, including BASIC's mobilization of Community Partnership for Health members forum for women and youth issues;
- Women's empowerment in family planning and safer sex practices;
- Community advocacy of women's issues.

These strategies have born fruit as can be seen in the Mission's performance reporting. For example, over 30 women participating in the *DG program* have registered to run for political office, two of whom are running in gubernatorial races. Over 1,000 women politicians and community leaders were trained in life skills under the combined *DG/Child Survival program*. **USAID/Malawi's R4** contains a good example of *gender integration in its NRM program*. There is significant gender-disaggregated performance data and analysis in *SO2, "Increased*

***Sustainable Use, Conservation, and Management of Natural Resources.***” At the SO level, the team looks at the percentage of female-headed farm families as well as male-headed families who adopted improved soil conservation, soil fertility, and tree planting activities. Through a partnership with the Rockefeller Foundation, socio-economic factors affecting adoption are being identified, including the role of women in decision-making and the availability of women’s labor. This information will be used by the SO 2 team to adapt training programs and extension messages.

**USAID Uganda’s SO 1, “Increased Rural Household Incomes in Targeted Regions”** contains both an ***agricultural and a microenterprise program*** where gender activities and concerns are factored into the strategies. The SO team sponsors field demonstration activities on raising the productivity of food crops involving farmers, local extension workers, and farm-level community groups, of which 45% of the members are women. A training outreach program to increase sunflower seed oil production resulted in a two-fold increase in production per hectare. The training outreach program is found in 12 districts reaching 13,557 farmers, 29% of which are women. Under the microenterprise program, the SO team reports that 70% of the program’s beneficiaries are women. In a recent USAID-funded survey of female-headed households involved in microenterprise business activities, women reported they were better able to meet their basic needs. The program’s efforts to expand financial services continues to target women. Finally, this program has contributed to a significant rise in women’s participation in business associations, increasing from 269 in FY 1996 to 525 in FY 1997. These associations provide a forum for women to advocate for policy change related to small businesses, and to enhance their position in the commercial sector.

Under the Mission’s ***SO 4, “Increased Service Utilization and Changed Behaviors Related to Reproductive, Maternal, and Child Health,”*** data are given on a gender-disaggregated basis for contraceptive prevalence. Surveys were conducted which questioned women and men on the quality and availability of services and knowledge of services, and the findings are being fed back into SO activities. The SO team also looks at the number of women’s ante-natal visits to health facilities, and the number of assisted deliveries at health facilities where USAID-funded training and/or supervision is conducted. The data are used in part to look at the quality of care provided to women, as this affects visitation.

## **CUSTOMER FOCUS AND PARTICIPATION**

Good discussion and examples of customer focus and participation ***throughout the portfolio*** were found in approximately half of the R4s examined. These include USAIDs Angola, Guinea, Liberia, Madagascar, Mali, Mozambique, Namibia, REDSO/ESA, Rwanda, South Africa, Tanzania, Uganda, and Zambia.

Approximately one fourth of the 27 Missions ***did not uniformly*** discuss issues related to customer focus and customer participation in the context of performance throughout their ***entire*** portfolio of S.O.s and S.S.O.s. This mixed record of reporting on this issue was found to be the case in the R4s of USAIDs Ethiopia, Ghana, Malawi, Nigeria, Senegal, Somalia, and Zimbabwe.

***Little or no discussion of customer focus and participation*** was found in seven of the R4s. This group includes USAID's Benin, Eritrea, Guinea-Bissau, Kenya, RCSA, REDSO/WCA, and Sahel Region. These Missions may have used a customer focus and solicited customer participation in the development or updating of their strategies, but it was not evident in the R4 narratives.

### **Examples of Customer Focus and Participation**

**USAID/Angola** collected data (and in many cases, gender-disaggregated data) in partnership with Angolans and determined that changes needed to be made in the strategies for ***Strategic Objectives on civil society organizational development, food security in rural areas, and increased participation of women***. The information from these data collection exercises was used to update the Mission's strategies. The Mission also conducted a stakeholder's analysis on ***civil society, media, human rights, and women in politics*** in order to have Angolans define the basic components of democracy needed in Angola. The process itself received extensive media coverage. Many of the participants stated that this was the first time any donor had come to Angolans to assess needs and wants of the people.

**USAID/Ethiopia** sponsored community surveys and the development of highly participatory community action plans in five localities to address key behaviors impacting ***maternal and child health*** under SO 2, "Increased use of primary and preventive health care services." Newly established local health committees are actively contributing to developing and implementing activities aimed at priority community concerns. The Government supports expansion of these local health committees.

**USAID/Malawi** conducted twelve focus group discussions in two major cities for a participatory review of the ***reproductive health sector*** through its health and population Strategic Objective. A total of 250 implementing agency staff attended in addition to staff from other donors, to discuss problems and solutions. The information is being used to facilitate the redesign and extension of the SO team's reproductive health Results Package. To support improvements in the delivery of ***primary health services***, the Ministry of Health and Population and USAID encouraged the formation of PVO and district health office partnerships.

**USAID/Mozambique** reports two examples of using information from customers to design strategies under their ***Democracy/Governance Strategic Objective***, "Government and Civil Society are Effective Partners in Democratic Governance at the National and Local Levels." The Mission used information from NDI-conducted focus groups to inform the design of voter education materials for the FY-98 voter registration campaign. Customer information from a study conducted in 1997 by the National Center for State Courts has led to the implementation of a commercial arbitration activity to complement court improvements.

**USAID/South Africa** has promoted customer participation by submitting their strategic frameworks in the areas of ***Democracy and Governance, and Education*** to a review by its South African development partners. The Mission made adjustments to both of these strategic

frameworks in response to the expressed needs of these leaders. On their own initiative, the RSA government reviewed the entire USAID portfolio this year.

**USAID/Uganda** created a participatory vehicle for discussing economic issues through its **Strategic Objective “Increased Rural Household Income.”** The National Forum was created to promote private sector dialogue on critical legal and regulatory constraints. The Forum has helped the Government of Uganda in formulating policies to address these problems, and promoted the GOU’s implementation of the value-added tax, and incentives for foreign investments. The same SO team is planning to meet the demands of farmers for fertilizer, seeds, and other essential technology through new program initiatives which would increase the responsiveness of private sector input and output markets, and to expand the transfer of technology to greater numbers of farmers. Under **SO 3, “Quality Basic Education for an Increased Percentage of Uganda Children”**, the SO team is supporting the development of a national plan to promote girls’ education in collaboration with the GOU, UNICEF, and interested stakeholders in Uganda. Based on USAID-supported research findings, a group of leading Ugandan educationalists revised the incentives grants program to deal specifically with issues of girls’ performance and retention while enabling the participation of communities to define the appropriate interventions to deal with deterrents to girls education.

## **INSTITUTIONAL CAPACITY BUILDING**

Discussions and examples of institutional capacity building and its contribution to development performance were found in **most or all** SOs in 13 R4 documents. These include USAIDs Angola, Eritrea, Guinea, Kenya, Madagascar, Mozambique, Namibia, Nigeria, Rwanda, South Africa, Uganda, Zambia, Zimbabwe

In ten R4 documents there was a description of this issue for **several** of a given Mission’s Strategic Objectives, **but not in all** of them. Included in this group are USAIDs Ethiopia, Ghana, Liberia, Malawi, Mali, RCSA, Sahel Region, Senegal, Somalia, and Tanzania.

Five Operating Unit R4 documents contained **little or no discussion** of institutional capacity building. This group includes USAIDs Benin, Guinea-Bissau, RCSA, REDSO/ESA, and REDSO/WCA.

### **Examples of Institutional Capacity Building**

There are many excellent examples of support for increased institutional capacity. This is not surprising given that institutional development activities are often the foundation of USAID support to developing countries worldwide. A few of these examples of institutional capacity building are highlighted below.

**USAID/Malawi** provides support to the International Center for Tropical Agriculture through **SO 1, “Increased Agricultural Incomes.”** The Center conducts research and technology transfer of cassava and sweet potato. This activity has contributed to increased adoption of these two

crops and increased yields of these and other major root crops on family farms. The SO 1 team's support to the Malawi Union of Savings and Credit Cooperatives has helped that organization to increase both total membership and the value of savings, thus enabling an increase in the number of new loans. These loans to small producers have increased their ability to adopt improved practices and to afford quality inputs.

**USAID/Mozambique** is working to develop Mozambican institutional *capacity for systematic data collection*. The first ever national public opinion survey in *democracy and governance* was done in collaboration with the Eduardo Mondlane University Center for Population Studies. The Center polled citizen opinions and attitudes on the role and performance of government, civil society and citizens' role in governance. This public opinion survey will serve as baseline data for the Mission's SO 2, "*Government and Civil Society are Effective Partners in Democratic Governance at the National and Local Levels.*" In addition, a complete national *population and housing* census was done through a Mission-supported collaboration between the U.S. Bureau of the Census and Mozambique's National Statistics Institute.

**USAID/Namibia** is helping to build national capacity to develop, manage, and support a new Grade 1-4 curriculum, including teacher and student materials and approaches to student assessment and testing through its *Basic Education* Strategic Objective. Assistance is provided to the Ministry of Basic Education and Culture to increase their capacity to monitor and evaluate progress in educational reform and to engage in long-term planning.

**USAID/Nigeria** is working to *strengthen the programs and roles of Nigerian NGOs* under all of its Strategic Objectives. This is the approach that USAID is using to implement programs since the Mission cannot work with any Nigerian governmental agency. For example, the Initiatives Project (which ended in 1997) specialized in promoting NGO management capacity and financial sustainability. A cadre of USAID project-trained local consultants provide technical assistants to NGOs in organizational strengthening, leadership, marketing, management information, strategic planning, income generation, fundraising, and donor leveraging. The Mission also promoted linkages between NGOs through partnerships, networks and coalitions between groups with common goals.

**USAID/Rwanda** is supporting the capacity of institutions and individuals to *strengthen justice and restore human rights* in Rwanda. Through its Democracy and Civil Society Strategic Objective, the SO team provided support to train 300 lawyers. This is expected to have implications for improved court justice. Assistance has also been provided to the Permanent Office of Awareness within the Ministry of Justice to collaborate in mounting an awareness campaign regarding genocidal law.

**USAID/Uganda** sponsored a restructuring activity for Uganda's only agricultural bank through its "*Increased Rural Incomes*" Strategic Objective. The technical assistance provided resulted in a net operating profit for the bank for the first time in over ten years. Under this same Strategic Objective, the Mission supported a VOCA-FEWS training program which focused on helping the Ministry of Agriculture to improve its food security monitoring. An intensive six week course in data collection, data base management and analysis was conducted for Ministry

staff in the National Early Warning Food Information Unit. Follow-on training will be provided in FY 1998 and 1999 for the improvement of data analysis skills and strategic planning.

**USAID/Zambia** provided key support to the Zambian Privatization Agency through a multi-faceted training and technical assistance program. This support was provided through the Missions's SO 1 program, "*Reduce the State's Role in the Provision of Goods and Services.*" The training and technical assistance was critical to the ability of the Agency to manage the divestiture of state-owned enterprises. At one point, over 80% of the economy was in the State's hands. The World Bank regards Zambia as a model of how to effectively carry out the large-scale divestiture of State-Owned Enterprises.

## **AFRICAN OWNERSHIP AND LEADERSHIP**

African ownership and leadership is *discussed or evident as a principle in all or most SOs* for each of the R4 documents of 11 Operating Units. These include USAIDs Eritrea, Ethiopia, Ghana, Guinea, Madagascar, RCSA, REDSO/ESA, South Africa, Tanzania, Zambia, and Zimbabwe.

There is *uneven reporting on this issue* found in 9 of the R4 documents, meaning that African ownership and leadership is discussed in some of the Strategic Objectives in a given R4 document, but not in others. These cases include USAIDs Angola, Malawi, Mali, Mozambique, Namibia, RCSA, Rwanda, Somalia, and Uganda.

In eight of the R4 documents, there is *limited or no discussion or evidence in most or all of the SOs on this issue.* These cases include USAIDs Benin, Guinea-Bissau, Kenya, Liberia, Nigeria, REDSO/WCA, Sahel Region, and Senegal.

### **Examples of African Ownership and Leadership**

It is evident that the majority of Missions in Africa have embraced the principle of African ownership and leadership as one of the primary strategies to achieve development results. In a review of the R4 documents, 21 of the 27 Missions provide explicit examples of how they have promoted and supported African ownership and leadership through their Strategic Objective programs. Some examples of this are highlighted below.

**USAID/Ghana** has promoted broadened African ownership and leadership through its *Primary Education Strategic Objective.* The Mission promoted and supported the movement of responsibility and ownership for education from the Ministry to the local and community level. USAID/Ghana refocused the education program to work in 330 partnership schools. This shift has increased the overall sense of ownership over the management of education by Ghanaian communities and local administrators.

**USAID/Mali** promotes African ownership and leadership through support to the *Community Radio Partners Committee*. The Committee brings together all the key actors on a Malian radio station in a forum where they can exchange useful information and coordinate their efforts. For the first time, these partners are consulting one another on a regular basis to ensure maximum impact of collective activities. Another success was the Committee's decision to implement community radio activities through an association of private radio stations.

**USAID/Namibia** provided support to the Ministry of Environment and Tourism through its SO 1 program, *"Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources."* The Ministry is setting up four conservancies (one in place as of early 1998 and three nearly in place) which puts 1,692,000 hectares of communal land under indigenous African ownership. Each conservancy has its own income-generating enterprises and activities.

**USAID/Rwanda** promotes African ownership and leadership through its SO1 program, *"Increased Rule of Law and Transparency in Governance."* The program is at the heart of the Mission's work towards Rwanda's reconstruction and rehabilitation. Under one activity, twelve pilot communes were formed to promote development in their communities, and development committees in these locales are being formulated with the help of Africare with funding support through the SO program. Once a community mechanism is in place, modest grants are available through this activity to fund proposed community projects. The capacity to select representatives, debate and decide on appropriate activities and implement those activities, are seen as equally important and serve as criteria for ranking funding proposals for community activities. The Mission believes that building capacity at the local level will improve community solidarity and also lessen the power of the central government to manipulate the local population-another practice that produced the genocide. Complementing and building directly on this USAID activity, the World Bank is set to approve one of its first-in-the-world Learning and Innovation Loans for almost \$5 million which will expand on the USAID-tested model of participatory local development in Rwanda.

**RCSA** provides assistance by promoting African ownership and leadership to increase the acceptance and use by farmers in the region of new and more productive seed for growing millet and sorghum, and increased planting of new varieties of sweet potatoes and cassava that are drought resistance. The assistance is provided through RCSA's Strategic Objective, *"Accelerated Regional Adoption of Sustainable Agriculture and Natural Resource Management."* Leadership is promoted by giving communities in the region the responsibility to manage the use of natural resources. Through support from the same program, the region is communicating better through a number of RCSA-developed networks bringing researchers, government institutions and NGOs into contact for sharing information, transferring technology, and policy discussions.

**REDSO/ESA** promoted African leadership in the East and South African region through its private sector activities under SO 2, *"Increased Utilization of Critical Information by USAID and Other Decision-makers in the Region."* Support was given to African leadership to define a platform to create a regional business voice.

**USAID/Somalia** reports on the reconciliation process in the Hiran region supported through its Special Objective, *“Increased Community Capacity to Meet its Own Needs.”* Failure thus far to reconcile differences between warlords and faction leaders, and then to form a national government, has led to pressure on grassroots communities to take charge of their own destinies rather than allow a new strong central government to impose “local” government on them. The Mission promoted African leadership and ownership through its insistence that the region must “demonstrate a willingness to solve their own problems.” During the year, the elders and government officials collected goats and maize worth over one million USD from virtually every family in Hiran, and repaired both a major bridge and major airport, all without the assistance of donors. The regional leaders have taken ownership of their community’s development and are now approaching donors to fund self-initiated programs in civil society and elections.

## **MODELS FOR DEVELOPMENT PARTNERING**

USAID regularly partners with ministries, NGOs, PVOs, and the donor community as a key strategy to increase development gains and institutional capacity. All of the R4s contain evidence of development partnering. These include the more traditional partnerships between Missions and their activity implementors, Government Ministries, and other donors. However, several of the Missions have described particularly interesting examples of development partnering which may be worthy of further study and replication elsewhere. There is a new emphasis found on:

- promoting development partnerships between the public and private sectors
- promoting development partnerships between Government Ministries and local governments
- promoting development partnerships between a wide range of African stakeholders interested in a certain issue through the use of Internet, and in other cases, through radio

These newer forms of development partnership have been promoted by USAID/ Washington’s New Partnership Initiative (NPI), which seeks to promote partnerships between local governments and businesses for development purposes through USAID-funded support. Other unique forms of partnership have been promoted by USAID as a means of supporting development in countries when it is impossible or difficult to work with the Government and its ministries. Examples of interesting and fruitful partnerships are found in the R4s of USAIDs Eritrea, Ethiopia, Ghana, Guinea, Liberia, Madagascar, Malawi, Mali, Mozambique, Nigeria, Rwanda, South Africa, Zambia. Several of these are highlighted below.

**USAID/Eritrea** has had to develop new approaches for planning and implementing programs given the difficulties in doing traditional USAID business in Eritrea. To this end, the Mission

has formed a task force which is working with the RLA and RCO and coordinating through the Africa Bureau to find acceptable, creative solutions. One of the new ways of doing business is exemplified by a partnership which increased Ethiopian participation to a high level. The SO team was able to successfully negotiate a tripartite agreement between Asmara University, U.S. universities and USAID. In this agreement all three parties are treated as equal partners. Normally a local university is treated as a sub-grantee or sub-contractor to the U.S. university.

**USAID/Liberia** demonstrates a commitment to working closely with the Government of Liberia, local NGOs, other USG agencies, and all key donors. Citing signs of increasing authoritarianism by the GOL, the Mission has sought to develop partnerships among a wide range of stakeholders to maintain the newly successful democratic transition and to promote peace, stability, and development following seven years of civil war. In one specific case, all of these actors were involved in a key decision in Liberia. Citing negative reports on the government, the GOL shut down **STAR Radio**, which is an independent news radio funded through a USAID sub-grant. In response, Liberian civic organizations, international interest groups, the donor community, USAID, and the US Embassy united to send a strong message to the Taylor government that “freedom of the press is essential.” The radio station was reinstated and actually received public support from the national government.

**USAID/Malawi** works through partnership agreements between other donors, NGOs, and the private sector to improve service programs which support the adoption of practices to *improve soil quality and conservation*. This approach has helped to double the number of farm families adopting improved soil fertility practices between 1996 and 1997.

**USAID/South Africa's** assistance to partnerships for development has focused on replicable models for how communities can work with local governments and business to leverage scarce resources toward enhancing local development. This approach, conducted through the Mission's **Civil Society Participation objective**, was structured in accordance with the NPI. A joint venture for a tourism center was developed between the government of Harrismith, local commitment groups, and private entrepreneurs. Lessons learned from the experience were included in the government's Local Government Green Paper, leading to a potentially significant leveraging of the impact generated by this activity.

**USAID/Zambia**, through its Strategic Objective “**Increased use of integrated child and reproductive health and HIV/AIDS intervention**”, has promoted a partnership of many Zambian institutions and organizations. In seeking to broaden the community-level response to the HIV/AIDS pandemic in Zambia, the SO team launched HIV/AIDS prevention and control programs through central and local government entities, the military, police, local court justices, churches, and major NGOs.

## SUMMARY

This review found that the majority of Missions and regional programs in Africa are integrating cross-cutting issues into their programming, strategy development, and performance reporting, and are discussing this integration in a meaningful way in their R4 documents.

- ◆ 20 of 27 R4 documents reviewed contain significant evidence of **gender integration** in their portfolio (10 discuss gender in most or all of their SOs and 10 discuss the issue in some of their SOs)
- ◆ 20 of 27 R4s contain discussions of **customer focus and participation** (13 discuss this issue in most or all of their SOs and 7 discuss it in some of their SOs)
- ◆ 23 of 27 Operating Units discuss **institutional capacity building** in their R4s (13 discussed capacity building in most or all of their SOs and 10 discuss the issue in some of their SOs)
- ◆ 20 of 27 Operating Units discuss **African ownership and leadership** in their R4s (11 discuss this issue in most or all of their SOs and 9 discuss it in some of their SOs)

We would like to point out the fact that those Operating Units in Africa that do not contain evidence of integration of these cross-cutting issues in their R4s may nonetheless still mean that they are incorporating them into their programs. Because the R4 is a document for reporting on program performance, these issues may instead be found in their five-year strategy documents and in new activity descriptions. In other words, we would not like to make a statement that those operating units are not taking these cross-cutting issues seriously because little or no mention of them was contained in their R4s.

There are still a significant number of R4 documents that either contain an uneven record of discussing and reporting on these important cross-cutting issues (the issues are discussed in some SOs and not in others), or little or no reporting of these issues. This may mean that Africa Bureau should consider putting out the message again that they want to see meaningful evidence of these issues in R4 discussions of changes in strategy and performance, if this is the intention.