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THE MICRO-MACRO CONNECTION IN COUNTRY DEVELOPMENT STRATEGIES
A Review of Social and Institutional Analysis in Africa Bureau
CDSSs and Action Plans

PATRICIA J. VONDAL
Science and Diplomacy Fellow
American Association for the Advancement of Science
Office of Rural and Institutional Development
Bureau for Science and Technology

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EXECUTIVE SUMMARY

This report reviews the level and quality of social and institutional analysis in CDSS' (Country Development Strategy Statements) and Action Plans developed for FY 1987 through 1989 for Sub-Saharan Africa. It includes an examination of PPC and Africa Bureau requirements for attention to social and institutional issues in the preparation of these planning documents as portrayed in Guidance for FY 1988 through 1990. A list of the documents reviewed is found in Annex 1.

The objective of this review is to determine the extent to which guidance and actual planning documents are incorporating social and institutional issues, and to provide recommendations to strengthen these analyses where gaps are identified.

The major impetus for this review is the growing concern regarding economic and political problems inhibiting development in Sub-Saharan Africa, and the social impacts of these problems and their proposed solutions as formulated by the international banking and donor community. These concerns are reflected in statements issued by the United Nations Economic Commission for Africa, the Commission of the European Communities, the World Bank, and most recently, in the language of the Continuing Resolution and draft legislation now before Congress (African Famine Recovery and Development Act).

The following present a synopsis of the major findings and recommendations from this review of recent CDSS and Action Plan guidance, and of social and institutional analyses in Africa Bureau CDSS and Action Plans prepared for FY 1987, 1988, and 1989:

Conclusions

1. PPC guidance for FY 1990 CDSS's and Action Plans, and the Africa Bureau guidance for 1988-91 Action Plans, covers many of the social and institutional concerns contained in the language of the Continuing Resolution regarding U.S. development assistance to Sub-Saharan Africa.
2. The guidance requirements for a specific monitoring and evaluation section in CDSS's with plans for collecting gender-disaggregated base-line data as program progress indicators, precedes the possible passage of the African Famine Recovery and Development Act which would also require

Missions to monitor and evaluate the performance of development assistance with specific reference to the poor majority.

3. With few exceptions, there is insufficient social and institutional analysis in the FY 87-89 Action Plans and CDSS's reviewed under the "Constraints to Development" section as required by guidance for those fiscal years.

4. CDSS and Action Plan strategy implementation plans are only loosely connected to the problem statements and analyses of constraints to development in regard to social and institutional analysis. Benchmarks for measuring progress toward CDSS objectives are not formulated in terms of progress made by population groups in any of the documents reviewed, nor do they include indicators for changes in the conditions of women and the poor.

Recommendations

1. CDSS and Action Plan implementation strategies should strive toward achieving a greater balance between macro-level solutions as reflected by policy reform programs and macro-institutional development; and local level solutions featuring greater participation, and awareness of equity and gender issues.

2. The recent PPC and African Bureau guidance requirements for monitoring and evaluation plans, and the collection of gender-disaggregated baseline data on a grass-roots as well as national level for measuring and improving program performance, deserves emphasis and continuing budget support. These data are crucial for informing future project and program development, and for understanding the link between micro-level and macro-level processes and changes. In addition to these data collection activities, Missions should consider employing professional social science expertise for the analysis of these data.

3. Missions should consider maintaining their own updated data banks or libraries on social, political, and institutional conditions in their host country, specifically for use in preparing planning documents, and in developing benchmarks for tracking program progress. These might include updated SIP's, evaluations, data collections for projects, university theses, etc.

1.0 INTRODUCTION

This report reviews the level and quality of social and institutional analysis in Africa Bureau Country Development Strategy Statements (CDSS) and Action Plans developed in FY 86 and FY 87 for Sub-Saharan Africa.

The inclusion of such analyses has become an increasingly important issue in light of strongly voiced concerns about the seemingly intransigent economic and political problems in Sub-Saharan Africa, and the impacts of these problems and their proposed solutions (primarily structural adjustment programs and policy reforms) as formulated by the international banking and donor community.

The African Famine Recovery and Development Act currently under consideration by Congress would require the establishment of specific criteria for measuring performance of U.S. development assistance for the poor majority, and the collection and monitoring of base line data for future measurements of the effectiveness of this assistance. Of direct significance for CDSS's is the inclusion of language which would specifically require consultation to ensure the local perspectives of the urban and rural poor during the initial planning and final review stages of the CDSS, Mission Action Plan, and other similar annual country planning documents for project and program assistance.

Accordingly, a major objective of this report is to examine to what extent recent guidelines for the preparation of CDSS's and Action Plans require attention to social, political and institutional issues in Sub-Saharan Africa which may already be in accordance with this legislation and the larger, ever-growing international concerns on these issues. A second major objective is to examine to what extent social, political, and institutional factors are incorporated into the analysis section of CDSS's developed in 1986 and 1987; and then factored into Mission country strategies and goals as set forth in both the CDSS and subsequent Action Plans. A final objective of the report is to provide suggestions for strengthening this analysis which would ensure Agency compliance with the Continuing Resolution and the proposed African Famine Recovery and Development Act.

2.0 REQUIREMENTS FOR SOCIAL AND INSTITUTIONAL ANALYSIS IN GUIDELINES FOR CDSS AND ACTION PLANS: 1988, '89 and 90

Guidelines for CDSS's and Action Plans are developed by PPC, with supplementary guidance provided by the Africa Bureau itself. While the

issues that Missions are required to address may vary from year to year in the CDSS, it has remained a standard to develop the strategy statement itself based on an analysis of the basic development problems facing the country. This analysis comprises the first section of the CDSS, and the Mission's country program will include a mix of project and non-project assistance to comprehensively deal with those identified problems set forth in the analysis.

Action Plans are commonly understood to be management tools for implementing the CDSS on a yearly basis. They must incorporate a listing of achievements (or lack of) in accomplishing the objectives of the CDSS from the previous year, discuss lessons learned from those activities, and identify objectives for the next year and the means for achieving these. Each Mission must also develop a set of benchmarks representing progress toward accomplishing these objectives and are now asked to incorporate such quantitative measures as numbers of people trained in project management in targeted ministries, numbers of women accepting contraceptives, etc.

The guidance for Action Plans and CDSS' shows an increasing concern over social and institutional issues and development impacts from 1986 to 1988. The FY 1988 programming guidance developed in 1986, requires that the discussion on achievement of development objectives should specify which groups in the population are expected to make progress towards the benchmarks, specifically referring to the impact on the poor and women. This kind of determination only makes sense if it is predicated upon an analysis of key development problems in relation to people who face them. Thus, the guidance rightly asks for an identification and analysis of key variables which relate to each development problem including, as appropriate, cultural and political factors; institutional structures and capacities; and impediments to women and the poor. It also suggests that during the preparation of the CDSS, that the Mission should seek the views of appropriate members of the PVO community.

The Africa Bureau FY 89 supplementary programming guidance for CDSS's does not differ substantially from the previous year. It does, however, request a more rigorous strategy formulation and stresses that AID's four pillars of development should continue to underlie analysis, and to be integrated into Mission strategy as a means of achieving country development objectives. It particularly notes the growing use of market-oriented policies in policy reform programs in many African countries, and strongly encourages the complementary use of the private sector as a means "to support self-sustaining equitable solutions to the problems of growth and development" in Mission strategies.

This guidance also stresses measures for gauging program performance on a more objective basis. As a means of developing more accurate indicators, the guidance suggests that planning for relevant baseline data will be necessitated in some cases, as well as paying attention to collecting information during and after program implementation. These data are to serve as program performance indicators.

The Africa Bureau Guidance for FY 89-91 Action Plans specifically calls for more clearly defined targets and benchmarks for monitoring progress in achieving strategic objectives. It specifically states that all targets and benchmarks should be disaggregated by gender, and that achievements in meeting these benchmarks should also be summarized on a gender-disaggregated basis. The guidance states that if these data are not readily available, that Missions should consider taking special actions to improve monitoring and evaluation.

This guidance appears to represent a new stage in the preparation of Action Plans in that it requires a strong section in the document outlining plans for setting in place a system to monitor project outputs and program impact by gender. The discussion of monitoring and evaluation is to focus primarily at the program level, and be directly related to the presentation of strategic objectives, targets, and benchmarks. The Africa Bureau supplemental CDSS guidance for FY 1990 extends this requirement by requesting a new section in the CDSS to be entitled "Monitoring, Evaluation, and Reporting." It also requires tracking of the impact of programs at both the grassroots and national level.

Under the analysis section, this guidance call for direct recognition of the "End Hunger Initiative," and requires attention to questions of popular participation in economic activity including the capacity to accept or shift risk, the sustainability of the growth process, and the potential that the country being considered has to solve its hunger problems through the process of growth.

The 1990 CDSS guidance from PPC states that the foundation of success must be both broadbased economic growth that provides productive employment as well as higher per capita incomes for an increasing proportion of the population; and thus CDSS analyses must determine the impediments to such growth and develop strategies to overcome these. The first section of the CDSS requires a brief overview of the political, social and economic environment within which development occurs. Under the

problem description and analysis section, it asks for a consideration of factors underlying inadequate economic growth and low income groups.

The issue of growth with equity is underscored as a primary Agency commitment. It suggests that micro-enterprise development assistance be utilized in strategies for addressing problems of income for low-income groups. It also requires discussion on topics of hunger; health deficiencies; lack of education; and population pressures; and asks for a representation of trends on these issues with the data disaggregated on a gender basis whenever possible. The guidance states that Women in Development is a cross-cutting issue and it requires that this be addressed in the problem description and analysis section and in each of the strategy sections with emphasis on the participation of women and girls in the development process and how the proposed problem specific strategies will effectively address women's and girls' issues.

The current PPC guidance would also have Missions consider how to effectively assist host governments improve their capacity to collect and analyze gender-disaggregated data in instances where they are unavailable or lacking in reliability. Strategies developed to address each development problem, are required to include a deliniation of measurable development benchmarks specifying which groups in the population are expected to make progress towards these benchmarks, with specific mention of the poor and women.

Continuing concerns with social issues related to development are found in the guidance to Missions regarding the Agency agriculture, rural development and nutrition sector policy. Here, the guidance emphasizes that the Agency's focus is to increase the income of the rural poor and expand the availability and consumption of food, while maintaining and enhancing the natural resource base.

Two more points addressed in this guidance are worth bringing up for their bearing on social and institutional analysis in CDSS's. One is the statement of Agency concern for sustained long-term development, and the importance of improving indigenous capability to "conceive, analyze, plan and implement sound development policies, strategies and programs" as a means of achieving this goal. The guidance requires the formulation of strategies that lead to an "enhanced institutional capability to generate, adapt, and transfer technology appropriate to local environments and resources." Secondly, it emphasizes that CDSS preparation should be a collaborative process involving to the extent possible, key host country analysts and decision-makers, the views of the Peace Corps, interested

members of the PVO and international donor community, and representatives of local private enterprise groups, in addition to the U.S. Embassy, State, and AID/Washington.

Hence, the 1990 CDSS guidance consolidates a growing trend over the past two to three years which requires social and institutional analysis in addition to macroeconomic analysis. This is a welcome trend which yields greater program balance and complementarity of approach reflecting perhaps an overall Agency strategy based on an on-going learning process.

In sum, the 1990 guidance calls for greater participation of the host-country in framing the issues of the CDSS; greater attention to social, political and institutional issues in the consideration and analysis of key development problems; greater participation of low income groups and women in the development process as part of Mission strategy to deal with identified development problems; greater emphasis on the development of indigenous institutional capacity to define and deal with problems of social, political, and economic development; and greater monitoring and evaluation of the progress and impacts of CDSS strategies on a "grass-roots" level which is disaggregated by gender. As such, this guidance and the Africa Bureau supplementary guidance for the preparation of CDSS' and Action Plans, is already meeting a number of the requirements called for in the Continuing Resolution regarding U.S. development assistance to Sub-Saharan Africa, and which are set forth in more detail in the African Famine Recovery and Development Act currently under consideration by Congress.

3.0 SOCIAL AND INSTITUTIONAL ANALYSIS IN CDSS'S AND ACTION PLANS: FY 1987, 88, and 89

The following CDSS' and Action Plans prepared in 1986 and 1987 were reviewed for the level and quality of social and institutional analysis in respect to the guidance received for the preparation of these planning documents:

- Somalia Action Plan - FY 87/88
- Liberia Action Plan - FY 87/88
- Guinea Action Plan - FY 87/88
- Mali Action Plan - FY 88/89
- Liberia CDSS - FY 86-89
- Madagascar CDSS - FY 88 (update)
- Niger CDSS - FY 88
- Zambia CDSS - FY 89 (update)
- Cameroon CDSS - FY 89 (update)
- Guinea CDSS - FY 89 (interim)

Rwanda CDSS - FY 89

The FY 1988 guidance discussed in the previous discussion was utilized to review the analysis of social and institutional issues for the Niger and Madagascar FY 1988 CDSS', and for the Somalia, Liberia, Guinea, and Mali FY 1987/88 and FY 1988/89 Action Plans.

3.1 1987/88 Action Plans and CDSS's

Taken as a group, the Action Plans prepared for FY 1987/88 contain insufficient consideration of social and institutional issues, notwithstanding the required brevity of these documents. Statements of accomplishments in terms of which groups of people have made progress toward established benchmarks in the previous fiscal year is totally lacking. Rather, achievements toward strategic objectives are all too often listed in terms of Mission administrative accomplishments, i.e., signing grant agreements, obligating sums of money, initiating a project, obtaining approval for an activity. Other accomplishments are documented as macro economic achievements obtained from Mission policy reform and privatization initiatives, i.e., balance of payments support and fiscal reforms.

The major emphasis in objectives read in these Action Plans is best demonstrated by the USAID Somalia document which states that the long-term objective is "to build a base for productivity in a diversified and outward oriented economy." The major tool (strategy) for accomplishing this objective is heavily oriented to the achievement of macroeconomic change in support of IMF and World Bank structural adjustment programs through the use of ESF funds, CIP's, PL 480 Title I and DA resources, and to significant privatization of these country economies. But there is scant complementary attention to issues involved in achieving in-country capacity or will for implementation of reforms and privatization measures, and no mention of potential social and political impacts related to these measures which have serious implications for government willingness to enact them as reflected in the targets and benchmarks or identification of issues.

The Somalia Action Plan includes short-term training programs to improve administrative and managerial capabilities of the private and public sectors; the placement of advisors in selected ministries to advise and train middle level staff; and the creation of a MBA/MPA program in SIDAM. However, there is no identification of the linkage of training in administration and management to the IMF program and its requirements, or training for policy analysis or evaluation of program impact. The need for training in administration and management is discussed only as a general problem for the GSDR as a whole. In contrast is the Mali Action Plan which

identifies the needs for training in management and for organizational improvement linked to the requirements of the Mali Economic Policy Reform Program and food security projects. However, the emphasis here is on training personnel to install and operate improved management information systems.

The CDSS's for FY 1988 prepared for Niger and Madagascar contain a foci on social and institutional issues in their discussions of constraints to development in those countries. However, these two documents differ in the degree to which the strategy is based on the analysis of these issues. The Madagascar CDSS contains an annex with a social analysis of the major development problems outlined in the major piece: high population growth, sluggish agricultural output, and environmental decay. This analysis proposes strategies for the Mission's program which address the root causes of these problems and the forces that serve to maintain them; yet the CDSS neither incorporates or mentions any of these proposals, and it ignores some of its central findings related to environmental degradation, poor agricultural output, and wide social inequities among rural producers related to those issues in its strategy statement. It is instead highly focused on the economic liberalization reforms. Interestingly enough, the document cites a highly placed official who remarks that the country has no experience with liberalization, and that moreover, throughout their history dating back to pre-colonial times, the country has been centrally directed. The document also indicates that there are many ideological opponents to this initiative, and hence there is much attention to plans for convincing the Malagasy to privatize the economy. Strategies for achieving economic liberalization dominate the CDSS.

In contrast, the Niger FY 1988 CDSS presents an very good example of the integration of social and institutional issues into the discussion and analysis of development constraints in Nigeria and subsequent Mission strategies. The Mission's long-term strategy is based on increasing food production leading toward food self-reliance and increased rural incomes in recognition that most of Niger's population depends on agricultural production and that this sector has a capacity for growth. In addition to concentrating on agriculture and rural development, the Mission will also focus on the health and population sector. The Mission believes that that country's population policy has important implications for Niger's "limited and fragile resources" given the impacts of persistent drought and spreading desertification. The Mission strategy is one that will attempt to turn Niger's agricultural research and training program away from the traditional hierarchical and authoritarian French system and towards one that focuses on the "barely subsistence level" conditions of the majority of residents. The

CDSS discusses the GON's goal of establishing a participatory, consultative framework through decentralizing rural development activities and establishing self-sustaining local organizations to carry out development. It also discusses the contradiction of this goal for Niger in light of the lack of tradition for participatory planning and decision-making, particularly on the local level. Hence, the Mission strategy will attempt to support this goal in its health, agriculture and rural development programs as a means of promoting the health and economic livelihood for larger numbers of the rural population.

Niger, too, is undergoing a policy reform and structural adjustment process. The CDSS notes that these processes "require institutions to develop policies, implement the reforms, monitor and evaluate their effects, and modify them if necessary." The Mission's strategy focuses on institutionalizing these skills in the health/population and agriculture/rural development sectors, with resource transfers providing conditional support for Niger's development budget in these sectors. Thus in the Niger CDSS as a whole, there is a much greater human resource development focus aimed at improving conditions for rural Nigerians, and promoting Nigerian capability for continuing an economic development process in support of structural adjustment programs and other country development goals.

3.2 FY 1989 CDSS'S

The FY 1989 CDSS programming guidance was utilized to review the FY 1989 CDSS' for Guinea (interim), Rwanda, Cameroon (update), and Zambia (update). Each will be discussed individually.

3.2.1 Zambia

The Zambia CDSS update focuses on the GRZ' lagging movement on reform implementation in its identification of major development constraints and cites "inadequate GRZ capacity and attention to the implementation of reforms" as the primary factor underlying the problem. Hence, Mission strategy focuses on providing financial and technical resources in support of GRZ efforts toward reform implementation when they are undertaken, and a continuation of institution building and training in policy analysis to increase GRZ capacity.

The agricultural sector background report calls for a strategy of Mission support of reforms already announced but not yet implemented. These include further marketing liberalization and increased price and non-price incentives for producers, regional pricing for maize and fertilizer, subsidy reduction or elimination where possible, and free and open

competition in all agricultural commodities (outputs and inputs). It is hoped that the growth and expansion of the agricultural sector will help to diversify the economy away from the falling mining sector. The strategy falls short of CDSS guidance requirements in that it does not include any benchmarks for measuring progress towards the goal of expanding the growth of the agricultural sector in terms of income growth and popular participation in this process, much less women and the poor. Yet the need for these data is compelling, particularly in light of the subsequent analysis of problems in this sector as delineated by the report's author. Two examples illustrate the need for these data.

Under the section entitled Agricultural Incomes, the author discusses the difficulty of accurately estimating impact of recent reforms on agricultural incomes. The report states that "studies do not exist which would help define meaningful levels and categories of rural incomes. Therefore, estimates of rural incomes in general, and those by farming unit type in particular, are impossible to determine." Lacking these data, the author estimates the impact of increased maize production and prices on real incomes over the past year. The author does not, in the recommendations for sector strategy, suggest a baseline data gathering effort to measure program impact and progress towards the sector's growth based on farming type.

In another section entitled Entrepreneurship, the author makes a statement that "there are a large number of farmers who have very few entrepreneurial attributes" which is cited as an impediment to growth in the agricultural sector. One wonders where the data base comes from in support of this statement. The author states that "The intent is to develop a class of agricultural producers who are productive, efficient, attuned to market sensitivities, innovative and resourceful. This is no easy task, especially given the relatively low standard of practical education which characterizes the formal educational system. It is typically a burden which rests with the Ministry of Agriculture's extension program." This linkage between the attainment of entrepreneurial behavior, education, and extension is an unsupported assumption which does disservice to the population of rural producers in Zambia and in any other country. It reflects a lack of understanding of real constraints faced by those populations and underscores the great need for data on the local level in support of a more objective and accurate social analysis.

3.2.2 Cameroon

The Cameroon FY 1989 CDSS update identifies the agriculture, health, and education sectors of rural Cameroon as the focus of its program. The

report states that the GOC wants to increase the attractiveness of rural life and to decrease rural migration to urban areas which has been significant in the years 1980 to 1985. The CDSS also cites extremely low growth in the food crop and export/cash crop sectors since 1980 and states that poor farm-to-market infrastructure, insufficient labor, and outdated technology underlie this unduly low growth pattern.

Among the strategies identified to raise the "attraction of rural life" are the extension of health care and primary education into rural areas. However, there is little analysis provided about the factors underlying migration which would explain the necessity for increasing the attraction of rural life and allow us to then assess the Mission's strategy. Much later in the report there is mention of plans to focus attention on studies which might provide better understanding of outmigration trends upon which policy and programs can be developed that might change this pattern.

Overall, the CDSS strategy highlights privatization initiatives for the agricultural marketing sector (inputs and outputs) and health care sector; institution building and participant training; policy dialogue; and technology development -- in short, AID's four pillars of development. Yet these initiatives are loosely connected to problem statements on constraints to development. One is left not understanding the major institutional problems underlying the institution building and participant training strategy; or the actual constraints faced by producers which lead to decreases in agricultural production in the 80's and to increased migration. Rural smallholders are discussed on an aggregate level with little mention of poverty or gender issues. Plans for the CDSS period do not mention the collection of base-line data or the conducting of any studies from which to gain the basis for understanding these issues which could then be incorporated into program performance indicators for a monitoring plan as requested by the CDSS guidance.

In response to similar comments and requests from the AID/W review of this CDSS update, the Mission provides a further update which more clearly articulates the links between health conditions, agricultural production and the quality of rural life along with a discussion of women's roles in rural Cameroon and the Mission's activities which will be beneficial to them. One gets the feeling from reading this response that the Mission already possessed an understanding of these issues, but that the Africa Bureau supplementary CDSS guidance on the context of analysis and strategy for FY 1989 may have lead them to preparing a strategy statement which overemphasized AID's four pillars as an end unto itself.

3.2.3 Rwanda

The Rwanda CDSS contains an excellent social analysis of some major problems faced in that country. It acknowledges the use of a new SIP, a recent Food Aid assessment, a farming systems improvement project evaluation, and a pre-evaluation review of the Economic Policy Reform Program in providing crucial information on Rwandan development issues, along with visits from the REDSO senior social science advisor and key PVO representatives.

The major development problems cited in this statement are limited full-time employment opportunities in rural areas, low agricultural productivity, and rapid population growth. The majority of the rural population is poor, illiterate, and underemployed, and the population density on arable land is the highest in Africa.

The CDSS acknowledges that farm family adjustment to land scarcity in production strategies, management and specialization has resulted in production increases from 1974-1983, and that these adjustments will form the basis for future strengthening of the agricultural sector through research, market organization and input supply. It is felt that similar productive increases can not keep up with future population increases, especially as land becomes scarcer for future generations. Hence, the Mission's objectives are to achieve productivity increases through improved technology and enhancement of soil fertility, and to increase rural employment opportunities via industrial development linked to agriculture. It will also focus on reducing fertility and population growth.

The CDSS states that the Mission will center on institutional and policy reform as a means of achieving these objectives. They will concentrate on policy dialogue to encourage privatization of the delivery of birth control and agricultural inputs, and for marketing, and will support training in policy analysis and formulation with respect to employment issues and improving the economic climate for private entrepreneurship (the focus of the Economic Policy Reform Program in Rwanda). In the agricultural sector, the Mission will work to strengthen the capacity of selected institutions to develop and transfer technologies, and to train the Agricultural Statistics and Survey Unit of the Ministry of Agriculture to solicit farmer perceptions of constraints they face in order to inform research and policy formulation.

The major question this review raises concerns the Mission strategy to address the problems outlined in the analysis section. How will the macro-institutional development and privatization strategy help to "render the labor force more productive" and raise rural incomes? The connection is

loose. What mechanism beyond soliciting farmer perception of constraints will be utilized to facilitate communication between rural producers, agricultural researchers, and extension agents that will hasten the technology development and transfer process? Who in the private sector will be capable of service delivery and marketing in support of the CDSS objectives?

The benchmark indicators of progress include greater private sector participation, adoption of new agricultural technologies, and greater intra-regional and trade export. They yield no insight on who is to participate, adopt, trade or export within the rural economy of Rwanda from which to measure program success in achieving higher incomes for the rural majority. The chosen strategies strongly suggest the need for using subpopulation data for monitoring program impact. This will serve to maintain the linkage between the "micro" or local level realities the CDSS refers to, and the macro-level strategies based on the EPRP and reliance on macro-institutional development formulated to improve the standing of the rural populace.

3.2.4. Guinea

The Guinea CDSS represents an interim strategy for 1988-90. The CDSS notes that the government is now turning from its formerly centralist, socialist lead strategy (as of 1984) to a more market-oriented economic strategy. Thus, the CDSS concentrates on assistance in consolidation and implementation of the economic policy reform program and in stimulating the creation and expansion of private enterprise. Policy reform promoting private sector initiatives in the economy focus on the agricultural sector as it offers the most hope for economic growth and diversification.

The CDSS notes that 80% of the population is involved in a semi-subsistence economy based on agriculture, livestock production, and/or fishing. Agricultural exports declined to zero for many commodities by 1985 as a result of agricultural policies that discriminated against the agricultural sector in general and small farmers in particular via high taxes and labor requirements. Hence, the USAID/Guinea program favors the emphasis of economic reform and private sector and rural development via the establishment of a policy framework to permit and sustain increases in agricultural production and marketing, and some assistance for transportation and infrastructure repair in support of marketing activities.

Through the vehicle of policy reforms and privatization, the Mission hopes to achieve progress in the GOG's implementation of the EPRP; increased agricultural production and a decrease in food imports; increased domestic and foreign investment in agriculture and agribusiness; improved GOG

capacity to manage the economy via policy through increases in planning, administration and budgeting capacity; and continued privatization of public enterprises and rationalization of GOG regulation of private industry. The Mission maintains that a focus on these goals in the interim, will set the stage for eventual resumption of more direct assistance to the agricultural sector via technology transfer and imports of agricultural inputs.

To cover data needs, the CDSS includes funding of studies on such issues as: 1) the costs of production and producer prices for principle food and cash crops; 2) price sensitivities of urban food consumption; 3) economics of agricultural marketing; 4) the supply and demand of agricultural credit and inputs. It also funds monitoring studies on the effect of concessional and commercial rice imports on domestic prices of rice, producer incentives, and on the nutritional effects on urban consumers from consumer price increases. Feasibility studies related to privatization of state-owned enterprises and on the improvement of service delivery capabilities of public agencies will also be conducted.

In sum, there is an admirable effort at addressing data needs on the local level. However, these efforts should be more directly connected up with the monitoring of policy reform and privatization initiatives that this CDSS emphasizes. We are given no indication of any social issues in the problem analysis or prioritization of pressing problems other than the repayment of debt. Yet in the Health and Population sector analysis, the CDSS notes that life expectancy at birth is only 37 years and that one in three children die before reaching the age of five.

4.0 CONCLUSIONS

The following present the major findings of this review of CDSS and Action Plan guidance for FY 1988, 89, and 90; and of social and institutional analyses in Africa Bureau CDSS and Action Plans prepared for those fiscal years.

1. PPC guidance for FY 1990 CDSS and Action Plans, and the Africa Bureau guidance for 1988-91 Action Plans, covers many concerns contained in the language of the Continuing Resolution regarding U.S. development assistance to Sub-Saharan Africa in respect to social and institutional issues.
2. The guidance requirements for a specific monitoring and evaluation section with plans for collecting gender-disaggregated base-line data as program progress indicators, partially precedes the possible passage of the African Famine Recovery and Development Act passed by the House, which

would also require Missions to monitor and evaluate the performance of development assistance with special reference to the poor majority.

3. With the exception of the Niger, Rwanda, and Cameroon CDSS's, there is insufficient social and institutional analysis in the documents reviewed under the "Constraints to Development" section as required by CDSS guidance, and there is scant indication of prior social and institutional analysis in the restatement of problems and objectives required by the Action Plan guidance. However, of the three CDSS's listed above, only the Niger CDSS outlines a strategy that adequately links up with the problem analysis focusing on actual constraints faced by the country's population.

4. CDSS strategy implementation plans are only loosely connected to the problem statements and analyses of constraints to development in regard to social and institutional issues. Benchmarks for measuring progress toward CDSS objectives are not formulated in terms of progress made by population groups in any of the CDSS' or Action Plans, nor do they include indicators for change in the conditions of women and the poor.

5.0 RECOMMENDATIONS

1. CDSS and Action Plan implementation strategies should strive toward achieving a greater balance between macro level policy reform solutions including macro-institutional development, and local level solutions featuring greater participation and awareness of equity and gender issues.

2. The recent requirement for monitoring and evaluation plans, and the collection of gender-disaggregated baseline data on a grass-roots as well as national level for measuring and improving program performance, deserves emphasis and continuing budget support. These data can also assist in informing future project and program development. They are also crucial for understanding the link between micro-level and macro-level processes and changes. However, in addition to carrying out data collection activities, Missions should also consider employing professional social science expertise for the analysis of these data.

3. Missions should consider maintaining their own updated data banks or libraries on social, political, and institutional conditions in their host country for use in preparing planning documents, and in developing benchmarks for tracking program progress. These should include updated Social and Institutional Profiles from the SIP program, evaluations, data collections from projects, university theses, etc.

ANNEX 1

DOCUMENTS REVIEWEDCDSS's and Action Plans

Somalia Action Plan - FY 87/88
Liberia Action Plan - FY 87/88
Guinea Action Plan - FY 87/88
Mali Action Plan - Fy 88/89
Liberia CDSS - FY 86-89
Madagascar CDSS - FY 88 (update)
Niger CDSS - FY 88
Zambia CDSS - FY 89 (update)
Cameroon CDSS - FY 89 (update)
Guinea CDSS - FY 89 (interim)
Rwanda CDSS - FY 89

Guidance Documents

FY 1988 AID Programming Guidance (State 333243)
Africa Bureau FY 89 CDSS Guidance (State 379032)
Africa Bureau Guidance for FY 89-91 Action Plans (State 370044)
FY 1990 CDSS Guidance (State 340629)
Africa Bureau Supplemental CDSS Guidance and Guidance on Concept Papers
FY 1990 (State 030913)