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# Food Security

### Unrecorded Cross-Border Trade Between Kenya and Uganda: Implications for Food Security

Ackello-Oguto, Chris; Protase Echessah. Techno-Serve, Nairobi; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC; USAID/AFR/REDSO-ESA, Nairobi; USAID/Kenya; USAID/Uganda. SD Publication Series: Technical Paper No. 59. July 1997. 82 pp. \$3.00 PN-ACA-851

Despite recent reforms, restrictions still inhibit formal trade in eastern and southern Africa and encourage all forms of unrecorded, or informal, trade. This study, based on border observations over a 12-month period, quantifies informal trade between Kenya and Uganda and examines in great detail how this trade is being carried out, who is involved, and what impact it has on food security. The study finds that unrecorded crossborder trade is vital to the region's economic development. It also shows that when the forces of supply and demand operate without interference, there are enormous gains in regional food security and resource allocation efficiency. Thus, the level of unofficial trade can indicate the level of comparative advantage existing among countries. It also underscores the role the private sector can play in promoting food security as it moves food commodities from one part of the region to another, often against huge government-imposed barriers. The constraints to formal crossborder trade revealed by the study demonstrate the seriousness of the trade bottlenecks in the region and the urgency with which governments must address this problem. The study concludes that trade and food security are likely

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to be improved between Kenya and Uganda when: 1) domestic food policies are harmonized (which may require governments to forego some autonomy); 2) emergent small producers and traders are given access to adequate capital and new methods of risk management; and 3) trade constraints are removed (including poor trade information, poor infrastructure, licensing, tariffs, quotas, and administrative bottlenecks).

### Unrecorded Cross-Border Trade Between Kenya and Uganda: Proceedings of a Workshop Held at the Mayfair Hotel, Nairobi, Kenya, December 6, 1996

Ackello-Oguto, Chris; Protase Echessah. Techno-Serve, Nairobi; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC; USAID/AFR/REDSO-ESA, Nairobi; USAID/Kenya; USAID/Uganda. SD Publication Series: Technical Paper No. 58. July 1997. 42 pp. \$3.00 **PN-ACA-830** 

USAID sponsored a workshop in Nairobi in 1996 to discuss a study of informal, or unrecorded, crossborder trade between Kenya and Uganda. The study (see **PN-ACA-851**) found that informal trade between the two countries plays a vital role in increasing regional food security; it concluded by recommending the removal of trade barriers in the region. These proceedings review the study's methodologies and findings and explore its policy implications for eastern and southern Africa. Included are papers on: the role of regional institutions under liberalized trade regimes, trade and food security in Kenya, and trade and employment creation under liberalized regional markets. Workshop recommendations stress the need to: formalize informal trade and make it less risky; promote harmonization and rationalization of national trade policies and tariff rates; make cross-border trade more open, eliminate all forms of trade barriers, and discourage unilateral border closures; enforce quality control measures; find a cost-effective way of measuring informal trade and the impact of trade liberalization; improve information dissemination and national capabilities in early warning systems;

avoid duplications among regional institutions; conduct further research on the costs and benefits of achieving regional food security; and find ways to compensate losers in the region-alization and trade liberalization processes.

## **Education**

#### USAID's Strategic Framework for Basic Education in Africa

USAID/AFR/SD, USAID/G/HCD, Washington, DC; USAID Africa Missions. SD Publication Series: Technical Paper No. 84. January 1998. 84 pp. \$3.00

#### PN-ACC-050

Guided by its 1988 Basic Education Action Plan, USAID's Bureau for Africa has supported the comprehensive reform of education systems in sub-Saharan Africa for more than 10 years. Its education sector support programs have assisted 12 countries to make the policy, institutional, instructional, and resource allocation decisions necessary to lead to universal, high-quality basic education, especially for girls and rural children. USAID's approach emphasizes the importance of country ownership and accountability, policy reform and institutional development, financial pragmatism, and donor coordination, with USAID playing a facilitative role. A decade of experience has both affirmed the Agency's focus and enriched its approach to supporting education development. This paper describes USAID's strategic framework for supporting basic education development in Africa, and is intended to assist USAID personnel and those working on Agency-funded activities. The document builds on lessons learned by USAID's education staff in Africa and in Washington, DC, and its numerous partners—African educators and decisionmakers, donor and funding agency colleagues, and education specialists and practitioners from a variety of institutions involved in Africa. The framework presents a strategic approach to the design, implementation, and evaluation of basic education support programs. It identifies the preconditions necessary to launch and sustain

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meaningful reform and defines three key criteria-effective schools, systemic reform, and sustainability—that must inform USAID investment and programmatic decisions. It provides guidance on USAID's role in countries at various stages of reform, and explores the implications of USAID's approach on day-to-day operations such as results measurement and staffing. The final section examines some of the challenges, evolving knowledge, and new perspectives that will affect African education systems and donor programs over the next several years. Approved as official guidance by the Africa Bureau for its work in sustainable development countries, this framework will continuously evolve in response to new insights and experience.

# How Do Teachers Use Textbooks? A Review of the Research Literature

Moulton, Jeanne. Academy for Educational Development, Inc., Washington, DC; USAID/ AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 74. August 1997. 36 pp. \$3.00 PN-ACB-240

When educators conduct research on textbooks, they most often look at the quality of the bookstheir content and format—and their appropriateness for students in terms of level of vocabulary and ethnic and gender biases. But does it matter what the books say if students do not learn from them? Educators must know, based on evidence. how teachers use textbooks and how this use aids student learning. This update of a 1994 literature review (see PN-ABZ-282) examines both research findings on how teachers use textbooks and the methods used to obtain these findings. The report first reviews research on the availability and use of textbooks in primary schools in developing countries and on textbook use in elementary schools in the United States. Next is a summary of the kinds of research questions that have been posed and the methods used to answer them. The conclusion discusses the applicability of this review to planning educational research in Africa. Major findings are that: teachers develop their own patterns of using textbooks, which they keep from year to year and from textbook to textbook; the patterns vary considerably from

teacher to teacher, as do the reasons teachers adopt them; teachers often view textbooks as only one of several tools, while policymakers and others outside the classroom tend to think that textbooks dominate the classroom; and it is difficult to determine teachers' use of and attitudes towards textbooks without actually observing the teachers and asking them questions.

## **Agriculture**

# Agricultural Technology Development and Transfer in Africa: Impacts Achieved and Lessons Learned

Oehmke, James F.; P. Anandajayasekeram; William A. Masters. AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 77. November 1997. 66 pp. \$3.00.

#### **PN-ACB-618**

This report synthesizes numerous studies and field experiences to determine the effectiveness of agricultural technology development and transfer (TDT) in Africa. The paper begins by providing the historical background and relating success stories for agricultural TDT in Africa. This is followed by a presentation of comparative evidence of impact, and aggregate and rate of return (ROR) on investment results. Next is a discussion of attempts to institutionalize planning and impact assessment in Africa. The paper concludes with a strategic agenda for impact assessment. Five conclusions are identified: 1) No agricultural economy has developed in the absence of technical innovation in agriculture. Hence, African agricultural TDT is a necessary component of



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African development. 2) Contrary to conventional wisdom, African agricultural TDT has had an impact on a variety of countries, commodities, and agroclimatic conditions. This conclusion is based on: an ROR calculation based on socialsurplus measurement of benefits; ROR studies showing that African agricultural TDT has had an impact; and aggregate evidence, such as trends in food production, suggesting that the conventional view of African agricultural failure is overstated. 3) There is institutional failure in African national agriculture TDT systems. A symptom of this failure is the inability to mobilize and organize national resources for TDT, resulting in programs that have less impact than expected. Because of this, African governments are less likely to increase investments in TDT. 4) African governments have failed to invest adequately in agricultural TDT. Agriculture-led development and agricultural technology development is not part of the national agenda for any African country reviewed, and national funding for TDT is declining. 5) Agricultural TDT is critical to the future of broad-based improvement in the welfare of African people. Without it, small-holders (the majority of African farmers) will remain poor in the next century.

#### Agribusiness Development in Sub-Saharan Africa: Optimal Strategies and Structures—Final Report

Edwards, Nelson; Matt Tokar; Jim Maxwell. Abt Associates, Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 83. December 1997. 138 pp. \$3.00 PN-ACB-834

Export-led growth is critical to the development of countries in sub-Saharan Africa. This report presents results of case studies of opportunities and constraints facing indigenous small-andmedium-scale enterprises (ISMEs) in the nontraditional agricultural export (NTAE) sector in Tanzania, Zambia, Mozambique, Ghana, Malawi, and Kenya. The report then draws conclusions and makes recommendations about how donors might best go about enhancing ISME capacities to launch and develop NTAE-related activities.

Major constraints common to the six countries are lack of market information and access to finance, poor infrastructure, poor research and development (R&D) and extension services, difficulties procuring appropriate inputs, inappropriate land tenure arrangements, lack of clarity in institutional roles, slowness in exploiting entrepreneurial opportunities, lack of business knowledge, and burdensome regulations. As a long-term strategy, the report recommends that ISMEs first develop their capacity to supply domestic markets in order to generate the savings and experience they need to succeed in the more demanding export arena. The report discusses the particular agricultural products (e.g., rainfed, nonperishable, and bulk-trans-ported crops) and markets (e.g., niche, regional, and wholesale) on which ISMEs should focus, and ways in which they might achieve economies of scale (e.g., by joining demand-driven associations and developing linkages with larger firms). Donor interventions are recommended in the areas of infrastructure and policy, basic R&D, training, finance, and association development. Detailed observations of ISME activity in the NTAE sector in the six countries are reported in the individual chapters. Appendices include a review of the secondary literature, brief profiles of ISMEs in each of the study countries, and a bibliography.

### Innovative Approaches to **Agribusiness Development in Sub-**Saharan Africa, Volume 1: Summary, Conclusions, and **Cross-Cutting Findings—Final** Report

Maxwell, Jim; John Holtzman. Abt Associates, Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 78. December 1997. 119 pp. \$3.00

**PN-ACB-881** 

As input for future programming in Africa's burgeoning agribusiness sector, USAID's Africa Bureau commissioned a series of assessments of donor agencies' innovative agribusiness projects in eight sub-Saharan African (SSA) countries, as well as case studies of assisted firms. The project, which included country studies in the east, west,

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and southern Africa regions (see PN-ACB-883/ 884/885, below) and related literature searches (see PN-ACB-882, below), focused on four high-opportunity areas—non-traditional agricultural exports (NTAEs), agribusiness associations, small and medium enterprises (SMEs), and financial services—complemented by monitoring and evaluation. This volume summarizes the results of the project. Individual sections introduce the methodology; identify the countries, projects, and entities reviewed; present findings, conclusions, and lessons learned for the region as a whole; and, briefly summarize the findings of the other studies. The conclusion details highimpact areas warranting further research. Overall findings in the four focus areas are as follows: 1) There is a strong need for agribusiness SME development, especially to support indigenous entrepreneurs. While many donor programs support commercial SMEs, none offers the full range of services required by a fledgling SME, none focuses on agribusiness, and none operates outside capital cities. Key firm-level constraints facing SMEs include weak management skills and lack of equity/collateral, especially in rural areas. 2) The major constraints to agribusiness lending by financial institutions are the shortage of commercially viable projects and poor loan and investment packaging by the borrower, not a shortage of available funds. 3) Agribusiness association development has the potential for considerable positive impact, especially as a means of helping indigenous small producers and SMEs help themselves and as a leveraged way to support the development of high-opportunity subsectors. Key constraints include, the legacy of government control of cooperatives, the bias toward production of producer-based associations, the low level of financial and other training and the part-time status of most association management, and members' lack of financial viability. 4) There is significant potential for NTAE development in SSA. Major needs, besides capital, are to upgrade infrastructure (especially roads, airports, and communications) and improve enterprise organization and planning. Includes specific recommendations for USAID.

### Innovative Approaches to **Agribusiness Development in Sub-**Saharan Africa—Volume 2: Secondary Research Findings— **Final Report**

Maxwell, Jim: John Holtzman, Abt Associates. Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 79. December 1997. 148 pp. \$3.00 **PN-ACB-882** 

This second volume in the Africa Bureau's research series on agribusiness development in sub-Saharan Africa summarizes three separate literature reviews in areas pertinent to the subject, identifies gaps in the literature, and draws lessons learned and implications for USAID. The reviews, the texts of which are appended to the report, discuss innovative approaches to agribusiness development in non-SSA countries; SSA horticultural exports to the European Union (EU); and worldwide experience in developing food and agribusiness development centers (FADCs) and business incubators. Key findings in the research project's four focus areas are as follows: 1) In the area of nontraditional agricultural exports, USAID-funded projects in Latin America and the Caribbean and in Asia, supported by a favorable policy environment and adequate infrastructure, promoted the growth of agribusinesses, exports, and jobs, and provide valuable lessons for SSA. Project design could be improved, however, by increasing private sector input, focusing project objectives, improving flexibility, and not overestimating trade association capacity. An early focus on developing successful pilot projects yielded the best results. 2) Institutional strengthening of public and private agribusiness associations contributes to successful agribusiness development, particularly NTAE promotion. Post-project sustainability of associations is problematic, however. Best results were achieved when associations focused on field trials and trial shipments to foreign markets. 3) SMEs tend to be poorly managed and organized, ill-informed about export market opportunities, and lack the capital needed to invest in improved equipment and technology. In shipping NTAEs to the EU, SMEs are at a disadvancts Spring 1998 6



tage, working on consignment (and thus assuming the entire risk) and lacking the means possessed by large firms to achieve economies of scale in cold chain technology. By maintaining a network of service providers, agribusiness incubators and FADCs can provide valuable support for SMEs. 4) FADCs are particularly important as sources of the financial services sorely needed by SMEs for expansion or diversification. Finally, there has been little attempt to assess the impact of agribusiness projects on the performance of assisted firms. While USAID is aware of the need for careful monitoring and evaluation (M&E) of ongoing agribusiness projects, few M&E systems permit the kind of cross-country comparison needed for serious analysis. Recommendations are included for USAID programming in all the above areas.

### Innovative Approaches to Agribusiness Development in Sub-Saharan Africa—Volume 3: East Africa—Final Report

Maxwell, Jim; Richard D. Abbott. Abt Associates, Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 80. December 1997. 104 pp. \$3.00 PN-ACB-883

This report synthesizes lessons learned from donor agencies' innovative agribusiness projects in the East African countries of Kenya and Uganda. The lessons, which are intended to help USAID design and implement its own agribusiness projects in the region, focus on nontraditional agricultural exports, NTAE associations, small and medium scale enterprises, financial services to agribusiness, and monitoring and evaluation of agribusiness projects. Key findings are as follows: 1) USAID can maximize the impact of its scarce resources by focusing NTAE projects on a few high-potential, medium-sized firms participating in high-potential product lines, as determined by subsector market opportunity assessments. Technical assistance provided to exporters should strike a balance between high- value (e.g., pre-pack horticultural products) and lower-value (e.g., cleaned and graded pulses)

items in order to mitigate risk and maximize export earnings. 2) Business association development projects need guidelines for assessing an association's potential for success and monitoring its progress in meeting member needs. The projects should include management training and provide beneficiary associations with matching grants for association development activities in order to stimulate member involvement and commitment. 3) Key constraints to SME development are lack of marketing expertise and minimal knowledge of sources of financial assistance (especially working capital) and how to apply for them. 4) Key constraints to agribusiness lending by financial institutions are the shortage of commercially viable projects and poor loan and investment "packaging" by the borrower, not lack of funds. 5) USAID M&E is in the early stages of development, but is more advanced than that of other donors. Substantial opportunity exists for enhancing USAID monitoring of direct and indirect impact by project component and type beneficiary, and through cost-benefit analysis. Both general and country-specific recommendations are included. Appendices contain detailed project assessments, association and private enterprise profiles, and a bibliography.

#### Innovative Approaches to Agribusiness Development in Sub-Saharan Africa—Volume 4: West Africa—Final Report

Holztman, John; Jim Maxwell; et al. Abt Associates, Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 81. December 1997. 126 pp. \$3.00 PN-ACB-884

This assessment of donor agencies' innovative agribusiness projects in the West African countries of Ghana, Mali, and Senegal synthesizes a set of lessons learned for use in designing and implementing USAID agribusiness projects in the region. The study concentrates mainly on agribusiness associations and financial services to agribusinesses, secondarily on nontraditional agricultural exports and small/medium enterprises; attention is also given to issues in project

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monitoring and evaluation. General findings and recommendations are as follows. 1) In West Africa, export financing systems for NTAEs are not well developed and/or are not managed efficiently; a modest export credit fund would enhance the effectiveness of most NTAE promotion projects. 2) Of the countries studied, Ghana has the most developed trade associations, though even these are weak. Further, agribusiness is under represented in most current business associations. It is recommended that donors strengthen umbrella organizations to enable member associations with limited clout and budgets to achieve some lobbying power and voice. 3) Typically, SMEs lack the capital or financing to expand or diversify. Commercial banks, agricultural development banks, and NGO/PVO credit projects do not target agribusiness SMEs. USAID could most effectively assist SMEs through an Agribusiness Service Center, which would provide an integrated package of services and access to outside service providers. 4) Financial institutions in all three countries are wary of extending credit for export financing or have weak credit systems. A model project combining management, technical assistance, training, and dedicated credit facilities would likely achieve a demonstration effect by generating credible results. A business-like orientation emphasizing strict credit management and responsibility for repayment would be necessary. 5) USAID has not actively supported association development in West Africa, except in Ghana, and even there to only a limited degree. At a minimum, those supporting associations should insist upon M&E of sources of finance by type, uses of funds by activity and actual versus expected return or benefits, and membership satisfaction with association management and services. Appendices contain detailed project assessments and association profiles.

# Innovative Approaches to Agribusiness Development in Sub-Saharan Africa—Volume 5: Southern Africa—Final Report.

Maxwell, Jim; Richard Gordon. Abt Associates, Inc., Baltimore, MD; AMEX International, Washington, DC; USAID/AFR/SD, Washington, DC. SD Publication Series: Technical Paper No. 82. December 1997. 159 pp. \$3.00 PN-ACB-885

This report on donor agencies' innovative agribusiness projects in the southern African countries of Zimbabwe, Mozambique, and Tanzania focuses on development in four sectors—nontraditional agricultural exports, agribusiness associations, small and medium enterprises, and financial services to agribusiness, with emphasis on SMEs and NTAEs. USAID's monitoring and evaluation of agribusiness projects is also addressed. Findings regarding possibilities and constraints in the four focus sectors concur with those found in sub-Saharan Africa generally (see PN-ACB-881, above). Very few firms, projects, or associations were identified in the SME high-value added processing sector. Given the relatively undeveloped nature of the private sector in Mozambique and Tanzania, most projects in the two countries are focused on small-scale production agriculture. In addition, association development continues to be constrained by the legacy of former socialist governments' control of cooperatives in Mozambique and Tanzania. Both general and countryspecific recommendations are made, and key issues warranting further study are noted. An appendix contains detailed profiles of projects, associations, financial organizations, and private agribusinesses in each country.



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## **Donor Coordination**

# Country-Led Aid Coordination in Ghana

Sawyerr, Harry. ADEA, Paris; USAID/AFR/SD, Washington, DC; USAID/Ghana. 1997. 59 pp. **PN-ACB-620** 

In 1993 the Ghanaian Ministry of Education (MOE) solicited and received donor support for its educational reform program—the Free Compulsory and Universal Basic Education Program (FCUBE). But given the size of the reforms envisioned and the level of support promised, the MOE soon realized it needed to make major changes in how it managed external funding. Essentially, the MOE initiated a series of ad hoc meetings in which donors began to communicate as a group with the minister, who, in turn, began to assume the lead in the funding management. By 1997, the MOE had institutionalized a mechanism (the Government of Ghana-Funding Agency Consultative Panel—GOG-FACP) for the coordination of aid for basic education, which reduced low priority programs and ensured better planning of aid missions and less duplication of effort. Several lessons were learned from the experience. 1) Strong political leadership is essential in formulating goals, plans, and implementation strategies. 2) Funding agencies need clear guidance from host country governments so that they have a better chance of getting approval to provide funding. Funding agencies also appreciate a well-organized means of communicating with one another, which prevents them from duplicating one another's efforts or working outside of the host country's interests. 3) A single implementation unit for procuring and disburs-

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Africa Bureau Information Center 1331 Pennsylvania Avenue, NW, Suite 1425 Washington, DC 20004-1703 USA ing the funds of every donor is more efficient than assigning each donor its own implementation unit. 4) Building a forum for ministry officials, funding agency representatives, and other stakeholders in the education system is a gradual process.

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