

9th Africa Forum 2005

**Improving Access to Resources, Services and Markets;
Agricultural Programmes as a comprehensive approach to rural
poverty reduction?**

19 to 23 September 2005, Ouagadougou, Burkina Faso

Table of Contents

- Supporting Agriculture: the Programme Based Approach2
- A synthesis of key findings from Agriculture Programme-Based Approaches in Africa3
- The Agriculture Sector Programme (CPSA) in Burkina Faso; processes and perspectives4
- ProAgri II: Building on achievements made and lessons learnt in Mozambique.....5
- The Strategy for Revitalising Agriculture (SRA); the Kenyan way towards a sector wide approach6
- The Agricultural Policy of the West African Economic and Monetary Union.....7
- Alignment of Sector Programmes with National Poverty Reduction Strategies: Findings of the Sector Support Working Group of SPA.....8
- Access to land and poverty reduction strategies: experiences from francophone West Africa9
- Equitable access to land and efforts towards policy-based support in Namibia 10
- HIV/AIDS coping strategies as part of a national programme in rural development: the case of Zambia..... 11
- Mainstreaming HIV/AIDS mitigation measures: Part A: the case of Mpulmalanga Province in South Africa..... 12
- Mainstreaming HIV/AIDS mitigation measures Part B: Approaches and achievements by the Sector Network Rural Development from Ghana, Kenya, Lesotho, Mozambique, Namibia and South Africa 13
- Access to rural finance by Farmers’ Associations at local levels in Burkina Faso 14
- Addressing poverty through the transformation of the Agricultural Sector: Rural Finance in the Plan for the Modernisation of Agriculture (PMA) in Uganda..... 15
- Improving Access to Services in Programme Based Approaches 16

Public Private Partnerships in the context of agricultural programmes: What have we learned and what is left to do?	17
Aligning agricultural initiatives under the Agricultural Sector Development Programme in Tanzania and the implications for service provision.....	18
The Farmer Based Organisations Development Fund in the context of Ghana's Agricultural Services Sub-Sector Investment Programme (AgSSIP)	19
Managing the cereal chain: Supporting the Union of Farmers Associations in the loop of Mouhoun	20
The challenge of decentralized service management; experiences from Malawi's Agricultural Sector Investment Programme	21
Farming is a business: Commercialisation of smallholders and expansion of large-scale farming in Zambia	22
Institutionalising demand-led service provision systems in South Africa	23
Fair Trade Initiatives: Are they sustainable and do they offer a solution to resource constraints? Evidence from Southern Africa	24
Smallholder farmers on the way to the global market: The role of government and trade organizations.....	25
Trade policies and agricultural development in Senegal: Does domestic market protection work?	26
Cash-Transfers as a means to increase food security whilst supporting local maize markets; experiences from Zambia.....	27
Promoting market access by supporting local enterprises and producers' associations in Burkina Faso	28

The role of agriculture in the Millennium Development Goals and an overview of donor policies with regard to rural development

Christoph Kohlmeyer

The Global Donor Platform for Rural Development (GDPRD) emerged out of the growing consensus among international development partners that national and global poverty reduction targets will not be met unless poverty in rural areas is reduced.

The global consensus on the strategic directions needed to deliver rural poverty reduction is, however, fragile. There are differences in development policies, the nature of intervention and institutional arrangements that need to be addressed in order to achieve lasting impact. Effective and systematic lesson-learning between agencies and a consensus among stakeholders on what works and what works less well in rural development is lacking. Besides, the situation of rural poor people is changing fast, with increased connectivity to markets, increased migration and far greater livelihood diversification than in the past.

Reduction of duplication, overlap of effort and competition is an essential prerequisite for sustained and effective development. As it is recognized that no single agency can address the needs of the rural poor in a world of competing agendas and limited financial resources, the Global Donor Platform for Rural Development has been put in place as a joint initiative of twenty-five donor nations and organisations to contribute to achieving the MDG-1 and to reducing poverty and enhance economic growth in rural areas in developing countries.

The three concrete objectives of the Global Donor Platform for Rural Development are:

- to raise advocacy of the needs and opportunities of the rural poor and to stress the importance of the agriculture agenda by the members of the platform at international, regional and national levels;
- to raise quality and impact of rural development investments through shared learning, innovation and better practice (including networking, collation and dissemination of innovation, joint training and missions);
- to foster harmonization & alignment in the rural sector at country level (including joint efforts on support to national rural strategies, harmonization of procedures and practices in the context of DAC/OECD donor alignment efforts, monitoring of impact).

During the presentation, the GDPRD and its structure will be introduced and progress in implementing the above objectives will be highlighted.

Supporting Agriculture: the Programme Based Approach

Désirée Dietvorst

In the early 1990s, Sector Investment Programmes, or SIPs, were introduced as an answer to the disappointing results of decades of development assistance. In the wake of the SIP came the SWAp, or the Sector Wide Approach, a term most often used in health and education sectors.

The introduction of the Poverty Reduction Strategy Papers or PRSPs, brought yet another policy framework and currently the talk is of Programme-Based Approaches or PBAs. By a quick review of the definitions and characteristics, this presentation aims to shed some light on the differences and the similarities between these concepts.

What binds these concepts is that they imply a fundamental reform of the way aid is administered and this presentation looks at this 'new way of doing businesses. An overview is given of the three main funding modalities of programme-based support: i.e. budget support; basket funding (or the common pool fund) and project support. Characteristics of each are explained as well as their relative use by sector.

The specific challenges of the agricultural sector are discussed and there is some reflection on how the PBA instrument may be a more suitable concept of support than the classical Sector Programme where it concerns the agricultural sector.

A synthesis of key findings from Agriculture Programme-Based Approaches in Africa

Samuel Asuming-Brempong and Helmut Albert

This study is a synthesis of findings from agricultural programmes across Africa, inspired by the central question of the present 9th Africa Forum: ‘Do Agricultural Programmes represent a comprehensive approach to rural poverty reduction?’

In order to address this question, sets of agricultural strategies, policies and programmes were examined from the following countries: Burkina Faso, Cameroon, Ethiopia, Ghana, Kenya, Malawi, Mozambique, Namibia, South Africa, Tanzania, Uganda and Zambia. Documents were screened against two sets of questions:

- (i) Related to the basic principles of the PBA as a first indication of the achievements and challenges towards issues like ownership and donor coordination; and
- (ii) Related to the conditions of agricultural growth and rural development, divided into the three main themes of the 9th Africa Forum namely: access to resources; access to inputs and services and access to markets.

The analysis shows that, although all PBAs are locally owned, there appears to be a lack of high-level political commitment in some of cases. Sector objectives seem to be clear and coherent and activities are linked to the national strategy. All programmes address cross cutting issues that are important for poverty reduction.

The importance of a single budget to allow for an effective allocation of resources over priorities is realised. However, donors’ funds are only partially, if at all, reflected in the national budget. The documents screened provide only minimal information on the extent to which donors are coordinated. Also not clear is whether donors make use of local structures and procedures for programme planning, budgeting, reporting or procurement. The role of technical assistance, as facilitators in policy formulation and in support of implementation, continues to be very important in the most countries in the study.

All programmes mention the importance of ensuring access to the resources of production. However, there seems to be a lack of strategic detail on how to improve situations of limited access: e.g. coping strategies in response to a loss of labour as a consequence of HIV/AIDS; issues of land reform and proposals to increase access to credit and micro-finance.

Services and input provision is part of every PBA analysed. However, certain types of services, e.g. regulatory and technical support services, may not be effectively covered. A worrying finding may be that service provision in disadvantaged areas or to resource poor clients is insufficiently addressed. Service provision by the state and central administration is being restructured to increasingly involve the private sector and non-profit organisations.

Where trade and marketing are addressed, the focus tends to be restricted to the simple exchange of goods and services, overlooking the intricate relation between marketing and many aspects of economic and social development. Similarly, the issue of standards and quality control for food needs more attention for these development programmes to be truly effective in realising the required economic growth.

In conclusion, agricultural PBAs show a clear commitment towards *growth*; strategies are in place to support *rural* growth, but these are inadequate especially where it concerns assuring *pro-poor* rural growth.

The Agriculture Sector Programme (CPSA) in Burkina Faso; processes and perspectives

Salif Guigma

Burkina Faso is a landlocked country without any access to the sea. With a few mining resources, the economy of the country depends mainly on agricultural activities. In fact, the rural sector counts for more than 86% of the active population and contributes for 40% to the GDP.

We therefore understand why the agricultural development has always been a main concern for the Authorities in view of the major challenges to be taken up among which are poverty control and food security.

The first sector support to agriculture development dates back to the Agriculture Sector Adjustment Program with the Agriculture Development Policy Letter (LPDA) adopted by the government in 1992 in which the main orientations and strategies were given.

After the implementation of the first fifty measures attached to the LPDA which among other made for the liberalization of trade and prices of agricultural products as well as the restructuring of agricultural services, the Government, in its concern to consolidate these results, elaborated and adopted in 1998 the Strategic Orientations Document (DOS), in accordance with all the partners.

The Operational Strategic Plan (PSO) and Plans of action elaborated for the implementation showed some limits with the main issue being the lack of elaboration of Investment Programs. The Plans of actions strongly interlinked and which should have had a coordinated and simultaneous implementation for clear and efficient results met with a lot of difficulties. Some of these plans have never been implemented.

For a better coherence of all the interventions related to rural development centered around The Strategic Framework for Poverty Control, the Government adopted The Rural Development Strategy (SDR) in 2003. From now on the SDR is the main reference of all public interventions related to rural development.

The global objective of the SDR is to make sure that the rural sector sustainable growth in order to contribute to poverty control, the reinforcement of food security and to the promotion of sustainable development.

As for the specific objectives, the SDR puts emphasis on the reinforcement of liaison production market, empowerment of rural population and the promotion of the gender-based approach. For its implementation, SDR clearly defines the roles of the different actors who are the State and its dismemberments, local authorities and grass root communities, professional organizations and the private, financial and technical partners.

Several programs already on progress at the adoption of the SDR or elaborated since then or still in elaboration align with the main orientations of SDR. Yet, implementation strategies and financial procedures vary from a program to another.

To overcome these numerous difficulties met in the interventions directed towards rural sector and to reach a genuine partnership, several meeting frameworks have been made available at all level (provincial, regional and national). The system of coordination of agriculture sector policies and the national meeting framework of rural development partners are the main coordination organs bringing together all the actors from the public, the private and financial and technical partners (PTF).

At the level of PTF, some frameworks also exist making room for exchange of ideas and experience sharing which must favor intervention synergy.

If the alignment question finds a more suitable answer, that of harmonization still remains answered. What must we harmonize and what is the ideal for harmonization?

Is a unique agriculture sector program possible if we considered the wide domain covered by the rural sector ?

Whatever the choice, there is a need to have a Medium Term Expenses Framework (CDMT) for the agriculture sector in order to make available sure and necessary resources to the implementation of the planned actions.

ProAgri II: Building on achievements made and lessons learnt in Mozambique

Rodney Reviere

ProAgri in Mozambique was one of the early programme based approaches in agriculture in Africa. It started out small; the Ministry of Agriculture and Rural Development (known as MADER) along with USAID and the European Commission, with a focus on strengthening capacity within MADER. It grew to include 16 contributors and has channelled over \$200 million into the agriculture sector in Mozambique.

Along the way, ProAgri has succeeded in harmonizing the support of all these donors based around key principles of agricultural policy, programmes, and institutions, and an acceptance of common procedures (i.e. those of the government) for planning, budgeting, procurement, supervision, disbursement, financial management and reporting. Furthermore success can be seen in establishing the principle and some of the practice of the common flow of funds (CFFM) mechanism, and in building the capacity and streamlining many of the operations of MADER.

ProAgri is now beginning its second 5-year phase. The new phase foresees expanding ProAgri (originally a sector investment programme) into a true sector-wide approach by bringing all partners involved in agriculture together into one group (and not just those who make financial contributions to the basket fund). Also, the strategy for ProAgri II calls for supporting rural development activities such as rural infrastructure and finance.

But the context is changing and in order to be successful ProAgri II must respond to these changes. Some are external, such as the world-wide focus on the Millennium Development Goals and the trend towards *general* budget support (as opposed to project- or even sector-specific support). Other critical contextual changes are internal; for example, the rural development department of MADER has been transferred to the new Ministry of Planning and Development, leaving a more traditional sectoral Ministry of Agriculture (MinAg). This complicates ProAgri II, whose strategy envisions making funds available for rural roads and infrastructures and other activities outside of the MinAg's control. Moreover, the new government of Mozambique is pushing the decentralization process. What are the consequences for ProAgri? Most importantly, however, are questions being asked about effectiveness: Where is the impact?

Rising to the challenge, ProAgri is undergoing change. It has rethought its dialogue structure between donors and MinAg in order to provide clearer advice and support in planning and monitoring. The donors intend to gradually shift ProAgri funds away from supporting MinAg core functions (recurrent expenditures) in order to focus on strategic activities and investments with the core functions to be financed from the general budget. This will allow the sector specialists to concentrate on their area of specialization and hopefully to increase impact on the ground in pursuit of the MDG's.

The future prospects for ProAgri are good as it is just entering into a new 5 year phase. But its long term survival and success depend on how well it responds to these and other challenges, and, more importantly, whether or not MinAg succeeds in improving the lives of rural Mozambicans.

The Strategy for Revitalising Agriculture (SRA); the Kenyan way towards a sector wide approach

James E O Ongwae

In March 2004, the Ministry of Agriculture, together with the Ministry of Livestock and Fisheries Development, launched the 'Strategy for Revitalizing of Agriculture' (SRA). The SRA represents a sector wide approach in response to the government's Economic Recovery Strategy.

In the course of SRA implementation, the Ministry of Cooperatives Development and Marketing also came on board. The three ministries formed the inter-ministerial 'Agricultural Sector Coordination Unit' (ASCU), which has the task to coordinate all SRA related activities. ASCU comprises of staff from all three ministries and is supported by several donors following an agreed upon work plan and budget.

Donors in the agricultural sector fully support the SRA, and ongoing and future support are focused towards its objectives 'to raise household incomes, create employment and ensure food and nutrition security'.

One of the main activities of the SRA is the commercialisation of agricultural activities, which is done by encouraging private sector participation at all levels as well as by improving governance in key agricultural institutions, which play an important role in the commercial production and marketing.

Six fast-track actions have been identified:

- (i) Reviewing and harmonizing the legal, regulatory and institutional framework
- (ii) Improving delivery of research, extension and advisory support services
- (iii) Restructuring and privatising non core functions of parastatals and ministries to bring about efficiency, accountability, and effectiveness
- (iv) Increasing access to quality farm inputs and financial services
- (v) Formulating food security policy and programmes
- (vi) Taking measures to improve access to markets, for example, rural roads and internal taxes

Within these fast-track actions, issues like service delivery are integrated and addressed.

The Agricultural Policy of the West African Economic and Monetary Union

Roger Kaboré

The Commission of the West African Economic and Monetary Union (WAEMU) embarked, in 2000, on a process to formulate the broad orientation of the Union's Agriculture Policy (UAP). The process was based on a close dialogue between the Commission and the different national and regional participants, which enabled the Union to define the objectives, guiding principles, main lines and the instruments of intervention of this policy. The policy was adopted by the Union's decision making authority in December, 2001, through the supplementary at number 03/2001. Implementation of the policy began in 2002.

The main objective of UAP is to contribute on a long-term basis to the satisfaction of the food needs of the community, to the economic and social development of Member States and to the reduction of poverty in rural areas. The scope of its activities covers agriculture, livestock production, fishery and forestry.

The intervention strategy of UAP is guided by the following principles: Subsidiarity, proportionality, region, complementarity, solidarity, progressiveness and partnership. The three major areas of intervention of the UAP are:

- The adaptation of the production systems and the improvement of the productive system's environment.

The idea is to create, at the regional level, a process of dialogue with the different institutional and private participants in order to keep the agricultural sectors in line with the regulations of regional and international market while at the same time promoting their production growth and improving their competitiveness.

- The intensification of the common market in the agricultural sector and the management of common resources.

This is done through interventions which are based especially on the harmonisation of production and marketing standards, sanitary regulations and taxes applied to the agricultural sector. The management of common resources is through appropriate control mechanisms, management of trans-border transhumance, the management of water resources and commonly owned water resources.

- Agricultural integration of the WAEMU zone into regional and world markets.

The objective is to better protect the exportation opportunities of farm produce and to increase food security within the Member States, by ensuring a gradual integration of agriculture into regional and world markets. The planned interventions will be based, especially, on the creation of a forum for dialogue within the Union, to prepare for international trade negotiations in the area of agriculture as well as a back-up information system and support to the decision-making process during negotiations.

Several UAP instruments and tools will soon be put in place, such as a Regional Fund for Agricultural Development, a Regional Agricultural Information System, Agricultural Sectors Consultation Frameworks, and a mechanism for the preparation of international trade negotiations on agriculture.

Alignment of Sector Programmes with National Poverty Reduction Strategies: Findings of the Sector Support Working Group of SPA

Georg Schaefer

The Strategic Partnership with Africa (SPA) is a forum of donors and African partner countries. In its current Phase Six (2003-2005) SPA has been working on sector and budget support and a better alignment with these instruments to national poverty reduction strategies.

The presentation will introduce SPA's Sector Support Working Group (SSWG) checklist for the alignment of sector programmes with national poverty reduction strategies. The results of the 2004 Sector Programme tracking exercise will be discussed, followed by the outcome of the *Workshop on Sector Support and its Coherence with Macroeconomic and Financial Frameworks* that took place in Burkina Faso in March 2005.

On the basis of these findings, key conclusions and recommendations are outlined with respect to the design and implementation of sector programmes in Sub-Saharan Africa. Particular reference is given to the specific challenges of agricultural sector programmes.

Access to land and poverty reduction strategies: experiences from francophone West Africa

Hubert Ouédraogo

Today, West-African governments and all their partners in developmental issues have recognised the crucial role of land tenure to the rural population, for agricultural development and the struggle against poverty. Beyond general reflections on the need to ensure access to rural land, we still have to determine how to realize this effectively.

In the past 20 years, all sorts of land reforms have been initiated by African governments of the “West African Economic and Monetary Union” (WAEMU). In the last decade especially, pilot experiences for land tenure have been used by development partners because the land reforms launched by the States have not been efficient. The analysis enables us to describe the principal reform approaches that follow:

- the promotion of legal and institutional frameworks regarding land right,
- the technical approaches on what tools to use to access to land
- Local approaches in the empowerment of the basic land structures or negotiation treaties concerning community land.

Up to date, the debate on African land reform has been concentrated on “how land reforms can be promoted”. This communication wants to change the perspective in bringing to light policy issues that have not yet been raised and go along side with the proposed reforms. The poverty reduction strategic paper offers a special opportunity to ask three key questions:

- Why do we look for a land reform and for whom?
- What level of appropriation of land policies by governments and which level of acceptance by the rural populations?
- What is the contribution of development programs in the effective realisation of land reforms?

Equitable access to land and efforts towards policy-based support in Namibia

Eric Ndala, Sam Kapiye, Albert Engel

Land is a crucial resource for many Namibians and the country depends to a large degree on benefits derived directly from the use of land through farming. Apart from farming, other non-agricultural economic activities such as (small-scale) mining, tourism and natural product development (“bio trade”) have gained importance in rural areas. Beyond these formal economic activities, land also provides for security and capital, and forms the basis for various other forms of exploitation of natural resources.

However, a serious dualism is evident in the access to productive assets, in particular to land. Unequal distribution of land and unsustainable, often destructive management practices, are factors, among others, that pose a major threat to both political stability and a healthy environment. The unequal distribution of land is mainly a result of the colonial past (between 1884 and 1915 under German rule) and the South African rule (from 1915 until independence in 1990). As a result of the historical legacy, land is unequally owned and divided into commercial and communal land. Commercial land, mainly „white“ farmland south of the veterinary fence, comprises about 44% (36,200,000 hectares) of the surface area with some 4000 farms. Here land is held as freehold title. About 41% (33,400,000 hectares) is considered „communal“. The rest is held by the state, mainly as parks and protected areas.

A legal framework has been established for both, commercial and communal areas (“Agricultural Commercial Land Act” and amendments, Communal Land Act”) and policy reviews were carried out. A Namibian land expert team (Permanent Technical Team, PTT) has been commissioned by the Government in 2003, bringing together individuals with a wide range of expertise in order to review the existing legal and policy framework, the economic sustainability of land reform, financial, institutional and environmental sustainability and other cross-cutting issues such as the position of farm workers, HIV and AIDS and the impact of gender on resettlement status. The team has come up with strategic options and an indicative action plan for implementation between 2005 and 2020. Key stakeholder groups were consulted and have been involved. The outcome is currently being reviewed by cabinet. In addition, a strategic planning exercise has been initiated in the Ministry of Lands and Resettlement, which included a SWOT analysis, vision and mission statements, corporate strategies for departments, directorates and divisions, sector collaboration and stakeholder obligations. Support to these processes has been provided through technical assistance projects.

Development initiatives in the land sectors are for the most part driven by the Ministry of Lands and Resettlement with (some) involvement of non-governmental entities (NGOs, unions). Development partners have started to provide more substantive support only fairly recently, perhaps to some degree induced by events in Zimbabwe. With donor support and pledges in the area of land reform increasing, the Ministry now aims at establishing a framework for a policy-based support, which foresees the creation of a Government-managed basket fund using Government procedures as a core funding mechanism. Project modalities are seen as complementary to this and would focus mainly on crucial capacity building measures. Performance monitoring and client consultation systems are foreseen as well. Discussions with KfW for funding through the sector basket are at an advanced stage and other development partners (EU) have indicated interest to support the land reform programme in Namibia.

Efforts towards policy-based support (using basket funding combined with project modalities for capacity building) are particularly sensitive when applied to “land reform”. Full country ownership and leadership is seen as the most crucial “PBA key component” in the process.

HIV/AIDS coping strategies as part of a national programme in rural development: the case of Zambia

Petronella Lubasi

The HIV/AIDS pandemic is of major national concern as it has devastating social and economic impacts on the nation at large. It has aggravated the pressure on the already limited resources in tackling the resulting problems from agriculture, health, education and other sectors. The drastic effects of the pandemic have affected production capacities at national, community, family and individual levels, among others by tremendously reducing the productive (15-45) age group. The disease has deteriorated food security, increased poverty and is causing an ever-rising expenditure on control and coping measures.

The government, supported by donor partners, has taken a lead role in taking measures to fight the scourge. Even though in the early years (1980s) HIV/AIDS was taken as a health problem and only involved health sectoral solutions, it was later realised that HIV/AIDS was a cross cutting issue. This prompted government, from 1994 onwards, to promote a multi-sectoral approach to fighting the disease.

To support the Ministry of Agriculture and Cooperatives (MACO) in its multi-sectoral initiative, a 'Multi-Team Process Approach' was developed in Southern Province by agricultural staff and GTZ advisors. Multi-Teams comprise of various stakeholders who motivate and facilitate interactive participatory processes in local communities, which result in an identification and analysis of constraints and solutions to the HIV/AIDS situation. The participatory process enhances ownership of decisions taken as well as commitment to the mitigation measures the community has decided to undertake. Experience has clearly demonstrated that this approach has been instrumental in HIV/AIDS mitigation at community level.

Communities appreciate the Multi-Teams and see them as initiators of development processes. However, while at the lowest local levels, teams are recognised, the case may not be the same at provincial or line ministry levels. This lack of recognition at higher levels, at times, becomes an obstacle to coordination and monitoring of activities. Therefore, the institutionalisation of Multi-Teams is crucial for the sustainability of the HIV/AIDS activities.

Mainstreaming HIV/AIDS mitigation measures: Part A: the case of Mpumalanga Province in South Africa

M C Magagula

Mpumalanga is one of the provinces in South Africa most affected by HIV & AIDS. The pandemic is no longer a mere health issue, but affects human and economic development in all sectors of society and economy.

With this understanding the Mpumalanga Government, under the direct leadership of the Director General, decided to address the impact of HIV/AIDS in cooperation with GTZ-MRDP through a “multi-sectoral mainstreaming” of mitigation measures.

So far, seven of a total of eleven departments have been introduced to the concept and are applying some of the principles in their programmes. These are: Departments of Agriculture; Public Works; Local Government & Traffic; Finance & Economic Affairs; Education; Health; and Social Services.

In addition two out of three districts have also been supported in the formulation of action plans to address the challenges posed to them by the pandemic.

Lessons learnt can be summarized as follows:

- It is important that ‘Mainstreaming of measures to mitigate the impact of HIV/AIDS’ are driven from the top (Director General / Head of Departments);
- A broad understanding of ‘mainstreaming’ needs to exist across all management levels;
- ‘Effective Mainstreaming’ will require and lead to increased intra/inter-departmental co-operation and also involve NGOs and the private sector;
- Requires adequate staff and financial resources. It is a process that will take 2-3 years in a department to adjust activity and budget cycles accordingly;
- ‘Mainstreaming’ is a process that can be initiated in a workshop, but requires continuous support and guidance over a period of time.

Mainstreaming HIV/AIDS mitigation measures Part B: Approaches and achievements by the Sector Network Rural Development from Ghana, Kenya, Lesotho, Mozambique, Namibia and South Africa

J L Grimm

Early in 2005 a survey was conducted among GTZ-supported projects in six different countries (Ghana, Kenya, Lesotho, Mozambique, Namibia, South Africa) to establish the extent in which mitigation measures to HIV & AIDS are being addressed. The analysis revealed a wide range of measures being applied on different intervention levels.

- Institutional Level and Work-Place Policies

The support concentrates on strengthening the position of the so-called “focal points” this is being pursued through technical training but also through upgrading their position in the institutional hierarchy. The success is somehow limited since most GTZ advisers partner the technical divisions of the respective ministries, whilst issues regarding Work-Place-Policies (WPP) are the responsibility of the Human-Resource-Departments in ministries.

- Policy Level

The objective in most projects is to create the awareness for the impact of the pandemic and to see relevant strategies for fighting HIV&AIDS adequately reflected in all major policy documents. The degree of the involvement varies from integrating clear measures into strategies to conducting studies that highlight the impact of the pandemic for the consideration by policy makers.

- Technical Level

The diversity of the technical objectives of respective GTZ-interventions results in diverse measures regarding mainstreaming. In some cases partner institutions are supported to formulate concepts for WPP and mainstreaming, while in other countries the respective materials are being developed or ready concepts are being applied in a multi-sectoral approach.

- Implementation Level

Depending on the focus of the support, agricultural extension service providers are being trained in communication strategies and in HIV/AIDS extension content. Nutritional aspects are being addressed and the value of home-grown herbs and vegetables as a means to strengthen the immune system is being disseminated. Home-based-care organisations are supported to improve care but also to link these grass-roots groups to formal health programmes.

It was revealing to see the wide range of interventions undertaken, as this signifies a high degree of awareness amongst advisers and their respective partner institutions. This commitment indicates a high political priority for the fight against the pandemic and raises hopes that in the (not too distant) future the level of infection can be detained.

Access to rural finance by Farmers' Associations at local levels in Burkina Faso

Christophe Yameogo

The Government of Burkina Faso, supported by the World Bank, initiated a direct financial support programme for the initiatives of Farmers Associations (FAs). Main objective of the programme is the reduction of poverty in rural areas. Specifically, this programme is based on the empowerment of FAs so that they become managers of their own development activities. The implementation of the programme involved several chronological stages:

- The establishment and involvement of structures representing the FAs;
- The design and promotion of technical and financial management tools;
- The formulation of micro-projects, their validation, financing and follow-up.

The programme has achieved some good results: as a consequence of capacity building, for example, there has been an increase in the options of financing activities in rural areas. Also, the participation of women in the development activities of their areas has increased.

Moreover, the FAs have responded to a changed environment and there has been an improvement in their mobilisation and negotiation. Finally, the programme has contributed to the promotion of an enabling micro-economic environment of villages, which has led to an increase in rural people's revenues.

The implementation of the programme witnessed some problems: these were associated with the delay in the transfer of funds to the FAs as well as their poor knowledge of the direct management of technical and financial operations.

One of the weaknesses of the programme is the low expenditure per micro-project, and the fact that they are scattered all over the country. That way, the total investment is spread widely and thinly which limits its efficiency and sustainability.

Nevertheless, the experiences gathered make it possible to draw some important lessons. On the basis of these, we are now convinced that representative and recognised farmer organisations are a pre-requisite to a successful programme of direct support to FAs. Other conditions for success are a flexible programme management based on the realities on the ground; a good communication strategy; appropriate follow-up and a financial audit suitable to the FA environment and a clarification of participants' missions in consonance with the government's withdrawal process.

Concerning the prospects, the coordinating bodies of the FAs, through the skills they acquired, would be used as technical organs by other permanent institutions such as the chambers of agriculture. They already serve as channels to other partners in the organisation of discussions and promotion of internal and external dialogue.

This experience demonstrates that the FAs have great potential to manage their development projects. However, the government's support and follow-up is necessary for the success of this mission.

Addressing poverty through the transformation of the Agricultural Sector: Rural Finance in the Plan for the Modernisation of Agriculture (PMA) in Uganda

Carol Kego Laker

The long-term vision of the Government of Uganda is to eradicate poverty by year 2017, i.e. to reduce the poverty incidence from 44 percent in 1996/97 to below 10 percent by 2017. The strategies for achieving this vision are defined in the Poverty Eradication Action Plan (PEAP) which represents Uganda's national development framework.

The Plan for Modernisation of Agriculture (PMA) was issued in 2000, after a long and inclusive consultation process, and implementation has started in 2001. The PMA mission is to *transform subsistence agriculture to commercial agriculture*. The PMA covers all renewable natural resources (i.e. crops, livestock, fisheries and forestry) as well as the processing and marketing of these sub-sectors. It adopts a multi-dimensional approach to the reduction of rural poverty and has prioritised seven complementary areas (i.e. research and technology; advisory services; rural finance services; agricultural marketing; agricultural education; natural resource management; and rural infrastructure, water & energy). Non Sectoral Conditional Grants, transferred by government to districts and sub-counties, aim to empower farmers to address their location specific PMA-related constraints.

The PMA places strong emphasis on developing public-private partnerships within agro-processing, marketing, rural financial, research and extension services. Co-funding of services by end-users and local governments is a fundamental principle of the PMA. The PMA applies a decentralised and participatory approach to planning and service delivery and is implemented within the decentralised administrative and political framework of Uganda. The centre focuses mainly on policy and overall resource allocation while implementation of activities in the field is by districts and sub-counties.

Presently, rural finance is restricted to only a minority of farmers. To increase access, the PMA focuses on Micro-Finance Institutes (MFIs) because of their comparative advantage at grass-root levels. The Microfinance Outreach Plan (MOP) of October 2003 aims to expand the outreach of sustainable microfinance in Uganda with a target of creating 40 new MFI branches and 40,000 new clients by June 2006. Within this context, five policy issues are given priority: legal and regulatory framework; capacity building for MFIs; privatization of government credit; and the promotion of the formal banking system's involvement in rural finance.

However, after four years of PMA implementation, experience showed that financial services for smallholder farmers cannot all be addressed by the Microfinance Industry. In response to this, PMA stakeholders have developed an Agricultural Finance Action Plan which supports the following areas: (i) agricultural finance policy formulation; (ii) agricultural investment; (iii) promotion of agricultural financial sector competition and effectiveness; (iv) the development of tailor made products; (v) services to member based institutions; and (vi) marketing and agro-processing.

Improving Access to Services in Programme Based Approaches

Andrea Wetzer

The performance of the agricultural service system determines its institutional and organisational sustainability as well as the development of market-oriented agriculture.

The agricultural service system includes the following components: research; extension or advisory services; education and training; rural finance; marketing; input delivery; certification; and communication (ICT).

The development of efficient services systems is an integral part of national programmes for the promotion of agriculture. For the development of these systems, three levels need to be focussed on:

1. the national policy level, including harmonised approaches;
2. the level of service providers, including coordination and capacity development; and
3. the level of farmers and other rural entrepreneurs, representing the demand side in the agricultural value chains.

All stakeholders in a national programme need to develop a common approach that envisages the optimum functioning of the service system on all three levels. For this purpose, key implementation factors need to be identified for a common understanding and as orientation for implementation.

In a programme-based approach, this process needs to be based on ownership development by national stakeholders, transparency of funding (donor funds and national budget contributions), donor coordination and harmonisation of procedures, including a common monitoring system.

The presentation starts with a vision of a functioning agricultural service system and how a common vision can be achieved in a programme-based approach. The next step is the elaboration and description of necessary key implementation factors, including strategies; some examples are given. Finally, main challenges and open questions concerning the assessment of services and the improvement of access to services in programmes are touched. Questions are raised on how development cooperation could contribute to their solution.

Public Private Partnerships in the context of agricultural programmes: What have we learned and what is left to do?

Hartwig Rupp, Geneviève Compaoré and J.B. Zoma

The paper is based on the findings of the 8th African Forum, “The private sector as a partner in the fight against poverty” held in Nairobi last year (2004).

The achievements of the German Technical Cooperation (GTZ) with regard to Public Private Partnerships (PPPs) in rural development are shown. The role of the private sector within integrated PPPs is highlighted.

The lessons learned about the interests of the private as well as the public sector when planning and implementing a PPP-project are put into the context of the Programme Based Approach (PBA). The possible role of the private sector within a PBA is shown on the macro-, mezzo- and micro level and possible cases of conflict of interests are addressed.

A few recent examples of PPP's in rural areas in Africa are described shortly. A case study of an agricultural PBA in Burkina Faso is presented. The respective roles of the public and private sector are shown in detail and followed by a depiction of the historical development of this PBA. The problems faced, the results achieved and the lessons learned are discussed.

The paper concludes with an anticipation of the role of the private sector in future Programme-based Approaches.

Aligning agricultural initiatives under the Agricultural Sector Development Programme in Tanzania and the implications for service provision

Hirofumi Hoshi

The Government of Tanzania has adopted an Agricultural Sector Development Strategy which sets the framework for achieving the sector's objectives and targets. The implementation framework of this strategy is provided by the Agriculture Sector Development Programme (ASDP), which was developed jointly by the four Agriculture Sector Lead Ministries¹.

Presently, the Agricultural Sector Development Programme (ASDP) is on-track to become truly sector-wide in its scope after it has recently integrated a large agricultural investment programme whilst being in the process of further aligning development initiatives in the sector within its framework.

Within the ASDP context, development activities at national level are based on the strategic plans of the line ministries, while activities at district level are to be implemented by Local Government Authorities, based on District Agricultural Development Plans, which in turn are part of the broader District Development Plans.

The Government and core funding development partners to the ASDP² have been working together to formulate a set of interventions in support of the District Agricultural Development Plans (DADPs) and they have prepared a sector basket fund (ASDP Basket Fund) to further support implementation of the DADPs.

A second major programme in the agricultural sector was the Agriculture Service Support Programme (ASSP), with a focus on research and development at the central level, and agricultural service delivery (including extension) at the local level. The ASSP was formulated by the Government, the International Fund for Agricultural Development (IFAD) and the World Bank. The ASSP is in line with the ASDP framework but follows a different funding system than the ASDP Basket.

Through discussion among the Government and development partners for ASDP and ASSP, it was decided to align ASSP into an integrated ASDP. This decision was based on the understanding that the interventions at the local level of ASSP have almost the same coverage as the interventions in the DADPs. In addition to this alignment, the Government and development partners' will begin discussing arrangements for further alignment between other programmes in the agricultural sector that are at present parallel to ASDP.

It is expected that the alignment of agricultural interventions increases transparency and reduces the management costs of the development programme. Service provision at farmer level will be improved, as the coordination of activities at field level has often been problematic in the past. The district level in Tanzania is now moving towards a situation in which there is one plan (DADP), one criterion (DADP Guideline) and one management body (District Government).

¹ The four Agriculture Sector Lead Ministries are: The Ministry of Agriculture and Food Security, Ministry of Water and Livestock Development and Ministry of Cooperatives and Marketing and the President's Office – Regional Administration and Local Government

² Core funding partners of the ASDP are: Danish International Development Agency (Danida), the Embassy of Japan (Japan), the European Union (EU), and Development Corporation Ireland (DCI),

The Farmer Based Organisations Development Fund in the context of Ghana's Agricultural Services Sub-Sector Investment Programme (AgSSIP)

Kwame Amezah and Emmanuel Dormon

Managing the cereal chain: Supporting the Union of Farmers Associations in the loop of Mouhoun

Bonzi Nonyeza

The union of farmers associations for the commercialisation of agricultural products of the loop Mouhoun (UGCPA/BM) is a democratic organisation governed by law nr 014/99/AN.

The union was created in 1993, and is today composed of about 1500 producers (men and women) which translates into 70 grassroots associations spread all over the six provinces of the loop of the Mouhoun river.

The major task of the union is the collective sale of members' surplus production of cereals and of biological bissap leaves (*hibiscus sabdarrifa*). The objectives of the union are:

- To increase the revenues of its members;
- To make qualitative products available to customers; and
- To promote quality control and standard weight in Burkina Faso.

The table below summarises the volumes collected during the last three years:

Product / Year	2002-2003	2003-2004	2004-2005
Dried cereals	3,008 tons	1,350 tons	750 tons
Biological bissap	14 tons	21 tons	20 tons

The union offers services to its members, which include:

- Advance payment on supply without interest;
- Supply of empty bags;
- Transportation of cereals and bissap leaves from villages to the union's headquarters;
- Provide associations leaders and members with relevant information;
- Storage and management of stocks;
- Sale of products to customers, traders and national organisations;
- Exportation of biological bissap to Germany; and
- Payment of basic revenues.

The challenge of decentralized service management; experiences from Malawi's Agricultural Sector Investment Programme

Ian Kumwenda

Since 1994, the Government of Malawi has taken a number of steps towards a decentralized policy. Most notably a Decentralization Policy as well as a Local Government Act was passed by parliament in 1998. The policy and the act aim at integrating all sectors of the economy into the District Assemblies. The Local Government Act empowers the district assemblies to make decisions over activities in the entire local government area. The current challenge for the agriculture sector is to assimilate optimally into the decentralisation policy.

The initial studies and debate on decentralization in the Ministry of Agriculture dates back to early 2000 when the first meetings took place and consultants prepared a roundtable conference that discussed the role of the agricultural sector in Malawi's decentralisation processes, which was held in August 2000. Findings of this conference are reported in the comprehensive report called 'The Role of Agriculture Sector Decentralization Process in Malawi'. This report and its findings form part of the framework for the Malawi Agricultural Sector Programme (MASIP).

From 2000 onwards, a number of initiatives have been undertaken in order to promote a decentralised and de-concentrated service provision at district level. The present paper outlines the various initiatives that have been undertaken under the MASIP process. The new extension policy, which is pluralistic and demand driven, is explained. Devolution plans and guidelines to devolve functions of Ministry of Agriculture are presented.

Finally, an analysis of lessons from pilot districts highlights the challenges that have to be addressed to achieve the desired state of service provision at field level.

Farming is a business: Commercialisation of smallholders and expansion of large-scale farming in Zambia

Klaus Droppelmann and Masiye Nawiko

Zambia has considerable agricultural potential for economic growth and for poverty reduction. The contribution of the sector to broad-based economic growth, however, has been limited. In part, this has been due to inefficient input and output service delivery systems resulting in low productivity levels among the small-scale farming community. At the same time, the expansion of commercial farming operations has been limited due to tedious land acquisition procedures and poor infrastructure.

Under its poverty reduction programmes (PRPs), the Zambian Government supported private sector out-grower schemes as a means to increase access of small-scale farmers to production inputs, crop specific extension services and effective market linkages.

Another component of the PRPs facilitated the opening up of agricultural land for commercial farming through the development of farm blocks. Within these farm blocks, part of the land is planned to be made available to smallholders who will be connected through out-grower scheme arrangements to core estates and their processing facilities.

This presentation will highlight findings from a survey among out-grower scheme operators and provides a current status view in the development of farm blocks in Zambia.

Institutionalising demand-led service provision systems in South Africa

Ephenia Kganyago

Since the first democratic elections in 1994, the South African Government has been in the process of transforming and establishing institutional systems to redress the unequal socio-economic development of the apartheid era. Organisational capacity and processes are not yet sufficiently developed to ensure sustainability and quality of public service provision for rural communities. The key challenges faced by public service provision systems are two fold:

- Government rural development programmes are often designed “at the top” and lack beneficiaries’ ownership (supply-driven service delivery).
- Rural development programmes created a culture of dependency in communities, reinforcing resistance to change instead of promoting self-reliance and innovation.

There is still insufficient competency and capacity in NGOs and Local Government to mobilise communities through effective community-based planning processes which can be integrated them into the various Municipal and line Departments developmental initiatives.

The Limpopo Department of Agriculture (LDA), with the technical support of GTZ, has undergone a seven-year change process aimed at making key departmental service delivery programmes more responsive to the demands of rural communities. Results have been achieved by facilitating change at different levels:

- At *micro* level participatory approaches have enabled communities to articulate demands and link with service providers. This has resulted into the formation of the Limpopo Smallholder Farmer Association (LSFA). The association co-ordinate the activities of more than 500 local groups and has fostered the formation of farmer-led enterprises, such as the Limpopo Seed Grower Association and service Co-op.
- At *meso* level communities were enabled to enter into partnership agreements with local service providers, which has led to development of innovative services based on self-reliance and the strengthening of local organisational capacity.
- At *macro* level organisational competence and systems were strengthened so that these are able to coordinate the various delivery programmes in line with community demands. This process was institutionalised in the Department of Agriculture and anchored in a 3-years change management plan for the integration of the project-developed approaches.

In order to disseminate the approaches developed, an NGO was jointly established by representatives of three Provincial Departments of Agriculture (Eastern Cape, Limpopo, Mpumalanga) and GTZ in mid-2003. As an independent organisation, this NGO, NOVAFRICA, will continue to promote the participatory approaches so successfully developed in Limpopo.

Fair Trade Initiatives: Are they sustainable and do they offer a solution to resource constraints? Evidence from Southern Africa

Andrew Charman

Smallholder farmers on the way to the global market: The role of government and trade organizations

Agayo Ogambi

Consumers in the international market are increasingly concerned about food safety, environment or the social dimensions of their food supply chain. The response to these consumer concerns has been a wave of legislative and regulatory activity, and the emergence of private sector requirements. These requirements pose serious challenges and threats to many existing and potential suppliers especially amongst smallholders.

Since Kenya's exports to the European Union are predominantly agricultural, standards and regulations concerning the quality of the agricultural inputs (seeds, fertilizers and agrochemicals) and the agricultural produce are critical for compliance with consumer health and environmental requirements in the EU and other international markets.

Market requirements, such as Sanitary and Phytosanitary Standards (eg general quality standards; traceability and maximum residue levels) as well as the European Retailers Code of Good Agricultural Practices (EUROGAP) have major implications as Kenya's smallholders are struggling to meet ever higher quality and food safety standards.

The legislation and market requirements of the EU have led to a concentration of the fresh vegetable export trade in the hands of a few large firms. Similarly, production has shifted to large farms, many of which are owned by exporters. This trend harbours the risk of marginalising small and medium-sized exporters as well as smallholder growers.

In the meantime, large supermarkets chains are pushing for a marketing system in which they source only from large growers who can assure them security of supply and the ability to meet the detailed product specifications laid down by the supermarkets chains. This narrowing of fresh produce distribution channels by supermarkets, further increases the barriers to market participation for smallholder producers.

Already, the effects of stringent market regulations are felt: Medium to large growers in Kenya are making less and less use of smallholder out-grower schemes, preferring instead to rely on a single integrated company which develops its own planting material and manages all stages from growing to the transporting and marketing of export horticultural produce.

The consequence of these developments has been that the number of farmers participating in the export production has declined in the recent past: For example, the share of horticulture exports accounted for by smallholder farmers has gone down from 60% a few years ago to around 55% in 2002.

Trade policies and agricultural development in Senegal: Does domestic market protection work?

Cheikh Tidiane Dieye

International agricultural markets are most of the time highly dominated by policy-based interventions, namely by the industrialised countries' protection and support measures, which prevent producers from developing countries to have access to Northern markets.

Agricultural negotiations of the World Trade Organisation (WTO) provide the most significant platform where the often-conflictual agricultural policies are discussed. Developing countries that vainly claimed for the drop of the subsidies by developed countries are today asking for the right to protect their weak agriculture, through two concepts, including: *special products (SP)* and *special safeguard mechanisms (SSM)*.

Numerous versions of those mechanisms have been suggested. For instance, the selection of products, level of protection, periodicity, implementation mechanisms, procedures.

Senegal have been in favour of both mechanisms. The imports of agricultural produce, namely rice, account for about one-fourth of the country's revenue, damp down agricultural prices and producers' income, and hamper as well the development of intensive agriculture, mainly by irrigation.

The study has focused on the most important agricultural subsectors in Senegal, including rice and industrial based-groundnuts. Even though there is a significant agricultural potential for both subsectors, the data collected seem to prove that this industry is facing numerous challenges, which require drastic, radical, long-term measures, mainly in terms of organisation. Therefore, the idea of going for the easiest solution of protection, instead of strengthening those sectors, has proved ineffective, especially for local consumers.

It has revealed that before taken any protective measures, an integrated and long-term strategy need to be developed, with the view to developing production capacities, organising and integrating subsectors and sectors, streamlining and getting the regulations adapted to the context as well as building administrative and technical capacities.

Cash-Transfers as a means to increase food security whilst supporting local maize markets; experiences from Zambia

Mwape Walumba

The Cash-Transfer concept is a social protection intervention which offers pro-poor support towards growth and sustainable development. Cash transfers ensure that incapacitated households have some income to meet basic needs as well as some protection against risks and shocks. Through cash transfers, poor people can adopt more productive, market oriented livelihood strategies.

In the Southern Province of Zambia, a Cash-Transfer pilot project has run successfully for two years. The project has had a significant positive impact on around 1027 households in Kalomo District. It has since been introduced in Kazungula District, where 18 households have benefited during the initial phase.

Cash transfers have made a positive impact on the situation of the critically poor as well as that of incapacitated households. The concept has proven to be more beneficial than the usual hand-outs and other commodity support.

Incapacitated households that have benefited are those where either the household head is too old or chronically ill; or households which are child-headed and/or taking care of orphans, often as a consequence of HIV/AIDS.

The Cash Transfer concept enables beneficiaries to have a freedom of choice on how they spend their money. Beneficiaries can buy what they want according to their own priorities based on their own situation. In Southern Province, some have invested in seed, fertilizer and livestock. Yet, others have invested in the education of their children and have bought books pencils uniforms and shoes for school children. Some people have even put aside their cash-transfers in the bank, in order to save enough money to repair their homes or hire labour to plough their fields.

Promoting market access by supporting local enterprises and producers' associations in Burkina Faso

Vincent Duermael

The objective of ESOP programme as implemented by CIDR 1 is to increase monetary income for agricultural small-scale producers. The programme, therefore, encourages and supports the creation of companies to serve as interface between producers and urban local markets. Meanwhile, it helps producers to get organized in order to establish a sustainable partnership with these companies. In 2005, 15 ESOPs have provided secured income for more than 3 000 small-scale producers in Mali, Togo, Burkina Faso and Benin.

The market and corporate dynamics: ESOP operates in some selected sub sectors, with previously identified market sustainability. For example, most of these companies now deal in sub sectors including milk, high-protein plants and rice. Market opportunities are often quality-based, which makes for a consistent remuneration for producers and helps minimize production costs for the companies as well.

Based on factors like initiative and innovation, but also on a strong requirement in terms of cost mastery, corporate dynamics has turned out to be favourable for sustainable structuring of marketing networks. Primary processing of products (drying, grinding,...), but also secondary processing (manufacturing of finished products), is equally a core viability factor.

Who are the concerned producers? ESOP includes small and medium-scale producers: they have sufficient production means to secure their food needs and then work out a surplus for sale; however, the main obstacle they face is market inaccessibility.

ESOP therefore makes available to producers in their area a mode of operation based on respect of mutual commitments: set prices and quantities from the beginning of the agricultural campaign, transactions carried out in kg but not in traditional measures, adoption of a quality-based terms of reference, and so on.

ESOP also supports those producers in building up marketing groups, which enables them to benefit from technical trainings, as well as simplify logistics operations, and take collective commercial commitments.

As ESOP is demanding on the quality of the products and on the respect of commitments, it can also commit with its clients and ensure its viability. When they reach their break-even point (usually after 2 – 3 years of assisted growth), the most reliable producer's groups are invited into the ESOP's capital, and thus take an active participation in its governance.

Some positive impacts on medium-term household agriculture: By securing stable income for small-scale producers who are part of the network, ESOP helps them invest in their activities and make plans for the future as well.

In addition, the benefits in terms of empowerment are numerous: improved capacity of negotiation for small-scale rural farmers, increased sphere of action for producers who become better informed about commercial mechanisms, dialogue with national and institutional partner.

1. Centre international de Développement et de Recherche (France)