



Guidelines on Developing a National AGOA Strategy & the Related Monitoring and Evaluation Framework

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Foreward

The Africa Trade Policy Centre in Addis Ababa has as one of its objectives enabling African countries to better use trade as an engine for growth. In line with this objective, as well as the decisions of the 6th African Ministerial Consultative Group meeting held on 8 June 2011 in Lusaka, Zambia, to develop a Monitoring and Evaluation framework to track the implementation of AGOA in eligible AGOA member countries, the Africa Trade Policy Centre commissioned this study to develop guidelines for a National AGOA Response Strategy as well as the related Monitoring and Evaluation Framework.

The report identifies gaps in AGOA's performance as it relates to AGOA's expectations and outlines four elements that serve as guidelines for the development of a structured and results-based National AGOA Response Strategy. These four elements are the establishment of a national AGOA institutional infrastructure, the identification of priority sectors for support, the development of support programs for priority sectors, and the development of a comprehensive strategy for increasing U.S. investments.

In addition, the report proposes a complementary Monitoring and Evaluation Framework that is structured along two levels, a national level and a continental level. The annual deliverables at the national level are a results-based management report and the related performance measurement framework. While, the annual deliverable at the continental level is a results-based management report that itemizes key operational challenges faced by a country as it implements its National AGOA Response Strategy.

The African Trade Policy Center strongly believes that with adequate U.S. support, the adoption of the recommendations in this report at the country and continental will result in AGOA meeting its development mandate and maximizing U.S.-Africa trade and investment relations. Moreover, the Centre stands ready to support African countries with the needed technical assistance in developing and instituting National AGOA Response Strategies.

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Acronyms

AGOA – African Growth and Opportunity Act
ATPC- African Trade Policy Centre
CEO – Chief Executive Officer
CIDA- Canadian International Development Agency
EXIM – Export Import
GAAP – Generally Accepted Accounting Principles
GNP – Gross National Product
GSP – General Service Program
HTS – Harmonized Tariff Schedule
LDCs – Less Developed Countries
MDAs- Ministries, Departments and Agencies
PMF – Performance Measurement Framework
PR – Public Relations
RBM – Results Based Management
SMEs – Small and Medium Enterprises
SSA – Sub-Saharan Africa
TWG – Technical Working Group
UNECA – United Nations Economic Commission for Africa
U.S. – United States
USAID – United States Agency for International Development
USDA – United States Department of Agriculture
USITC – United States International Trade Center

Section I. Introduction and Background of AGOA

Introduction

Following the recommendation made at the 10th African Growth and Opportunity Act (AGOA) Forum in Lusaka, Zambia, which called for the development of a monitoring and evaluation (M&E) framework to track the implementation of AGOA in eligible member countries, this report aims to develop guidelines for the development of a National AGOA Response Strategy, as well as the related M&E framework.

To identify gaps between AGOA's performance relative to its expectations over the ten years following AGOA's promulgation, a gap analysis is conducted. This gap analysis informs on a set of guidelines for a National AGOA Response Strategy to ensure a more effective country response to AGOA. Moreover, an M&E framework based on results-based management (RBM) principles that tracks the implementation of AGOA at country level is outlined.

The report is structured by first introducing AGOA and then performing a gap analysis to identify shortfalls between AGOA's expectations and performance. Thereafter, the report recommends guidelines for the development of a National AGOA Response Strategy as well as the related M&E framework.

Background of AGOA

AGOA is a U.S. development effort that was promulgated into law in May 2000 and provides eligible countries in sub-Saharan Africa with more liberal access to the U.S. market. Initially set to expire in 2008, AGOA was extended to 2015 in 2006, and efforts are currently under way to extend AGOA through to 2025.

With AGOA's introduction, eligible countries were provided duty-free coverage to an additional 1,835 product lines over the 4,650 product lines under the General Service Program (GSP).¹ These additional product lines include a number of articles that were

¹ See New GSP Products Added under AGOA on the International Trade Administration's website, www.agoa.gov, at http://www.agoa.info/index.php?view=about&story=product_lines 21 March 2012.

ineligible under GSP because they were deemed to be “import sensitive”.² These articles are presented in Table 1 below.

Table 1. Eligible Products under Duty-Free under AGOA

Textile and Apparel - Subject to Specific Guidelines

Apparel assembled in an AGOA-beneficiary country (ies) from U.S. fabric and U.S. yarn cut in the U.S. (no limits)

Apparel assembled and cut in an AGOA-beneficiary country (ies) from U.S. fabric and U.S. yarn and assembled using U.S. thread (no limits)

Apparel assembled in an AGOA-beneficiary country (ies) from fabric and yarn, irrespective of origin.

Limits: Imports limited under AGOA to 1.5% of all U.S. imports in agg. sq. m. equiv. in FY 2001, increasing to 3.5% over 8 years.

Apparel assembled in an AGOA-beneficiary country (ies) from fabric made in one or more AGOA beneficiary countries from yarn made in the U.S. or an AGOA beneficiary country/ies.

Limits: Square meter equivalent cap on products under this category is 3.5% of all U.S. imports.

Footwear, handbags, luggage and flat goods, work gloves, and leather wearing apparel which were not eligible articles for purposes of this subchapter (i.e. GSP) was in effect on 1 January 1995.

Import sensitive semi-manufactured and manufactured glass products.

Import sensitive electronic products.

Watches

Any other articles which the President determines to be import sensitive in the context of GSP

Source: Langton, Danielle. 2008. *U.S. Trade and Investment Relationship with Sub-Saharan Africa: The African Growth and Opportunity Act and Beyond*, Congressional Research Service, page 11.

Country eligibility under AGOA is based on a set of criteria that evaluates a country’s progress toward establishing a market-based economy, the rule of law and political pluralism, as well as its efforts to protect intellectual property rights, combat corruption, reduce poverty, increase the availability of health care and educational opportunities, protect human and workers’ rights and eliminate certain child labor practices.³

Subsequent to its promulgation, AGOA has been amended on several occasions with the objectives of ensuring that the legislation clarified with the intent of Congress and

² Langton, Danielle. 2008. *U.S. Trade and Investment Relationship with Sub-Saharan Africa: The African Growth and Opportunity Act and Beyond*, Congressional Research Service.

³ See *Summary of AGOA I* on the International Trade Administration’s website, www.agoa.gov, at <http://www.agoa.gov/agoalegislation> 21 March 2012.

expanding eligibility to selected countries whose GNP per capita exceeded \$1,500 in 1997. In addition, the subsequent amendments have extended AGOA's benefits and incorporated presidential directives that encourage U.S. support for African agricultural exporters to meet U.S. technical standards, and promote investment in agriculture, agricultural processing and infrastructure projects.⁴

Section II: Gap Analysis and Documentation

This section captures the gaps between the expectations of AGOA and its actual impact on beneficiary countries. The section's findings are based on a review of AGOA's legislation, decisions made at AGOA forums, and country export and investment performance under AGOA. Table 2 summarizes the findings and provides the basis for the development of guidelines for a National AGOA Response Strategy, which is outlined in Section III.

On AGOA's promulgation, the following were the broad expectations of the Act:

- Exports from sub-Saharan Africa (SSA) to the U.S. would increase substantially in response to AGOA;
- U.S. investments in Africa would increase and there would be a strong engagement by U.S. small and medium-size enterprises (SMEs) in sub-Saharan Africa;
- AGOA's benefits would extend across countries throughout sub-Saharan Africa;⁵
- AGOA would stimulate the development of sub-Saharan Africa's light manufactures (e.g., textiles and apparel, leather products, shoes and sporting equipment), and it would reinforce the development of Africa's economies, which are principally agriculture-based; and
- AGOA's temporary nature would result in the development of the productive capacities of exporting firms and allow them to sustain a growth trajectory as the trade preference erodes.

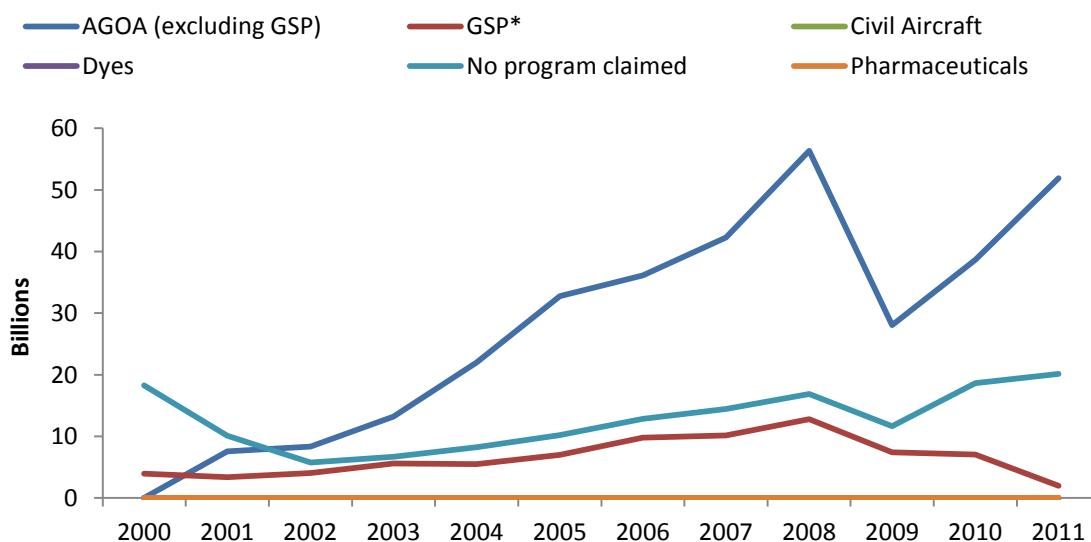
⁴ See *Summary of AGOA I* on the International Trade Administration's website, www.agoa.gov, at <http://www.agoa.gov/agoalegislation> 21 March 2012.

⁵ This is particularly important given that AGOA was designed to be the central platform in U.S./Africa trade and investment relations.

After 11 years of AGOA's enactment, its impact has been as follows:

- Exports from sub-Saharan Africa to the U.S. have increased substantially since 2000, with an increasing share of these exports utilizing AGOA preferences (see Figure 1. From 2000 to 2011, U.S. imports from sub-Saharan Africa increased from US\$22.2 billion to US\$74.1 billion. Moreover, U.S. imports under the import program *duty-free under AGOA* were approximately \$51.9 billion in 2011 or 70% of all U.S. imports from sub-Saharan Africa.

Figure 1. U.S. Imports from sub-Saharan Africa by Import Program, 2000–2011



Source: USITC database, sourced on 5th April 2012

- U.S. direct investment in Africa⁶ increased significantly from \$11.891 billion in 2000 to \$53.522 billion in 2010, a rise of 350%.⁷ However, this increase of \$41.6 billion represented about 1.6% of the increase in U.S. direct investment position worldwide over the same period.⁸ Moreover, it was concentrated in a few

⁶ Africa here includes all countries – not just sub-Saharan Africa – as disaggregated data was not available.

⁷ This data was sourced from the U.S. Bureau of Economic Analysis on 15 April 2012
<http://www.bea.gov/international/ai1.htm#usdia>

⁸ This data was sourced from the U.S. Bureau of Economic Analysis on 15 April 2012
<http://www.bea.gov/international/ai1.htm#usdia>

countries, i.e. Egypt, Nigeria, South Africa and Angola, and in a few sectors, i.e. mining and financial services.⁹ In addition, these investments are attributed to large firms and underscore the limited investment activity of U.S. small and medium enterprises in Africa.

- AGOA-related trade and investments have been heavily dominated by the oil and gas sector, with only a moderate impact in light manufactures¹⁰ and very limited impact on agriculture and food processing.¹¹ In 2011, oil and gas imports from sub-Saharan Africa under the duty-free under AGOA import program amounted to \$48.5 billion or 93.5% of the total duty-free under AGOA imports from sub-Saharan Africa.¹² Moreover, light manufactures (i.e. not including South Africa's automobile exports under AGOA)¹³ represented less than 2.5% of the total duty-free imports under AGOA in 2011.¹⁴
- AGOA's impact across countries has been very disparate, and this disparity in country performance is problematic given that AGOA was designed to be the central platform in U.S. Africa trade and investment relations. In 2011, for example, just five countries accounted for 96% of the value of exports under the duty-free under AGOA program (See Figure 2). Moreover, 15 countries did not register any exports under the duty-free under AGOA program.¹⁵

⁹ This conclusion was reached after an examination of the various documents in the Bureau of Economic Analysis' U.S. Balance of Payments and International Investment Position.

¹⁰ This impact in light manufactures is limited to the apparel sector – with very limited responses in leather production, shoe manufacture, sporting equipment, ceramics and glass products.

¹¹ Policy briefs by organizations such as the Partnership to Cut Hunger and Poverty in Africa have highlighted the disappointing impact of AGOA on trade and investment in Africa's agriculture sector.

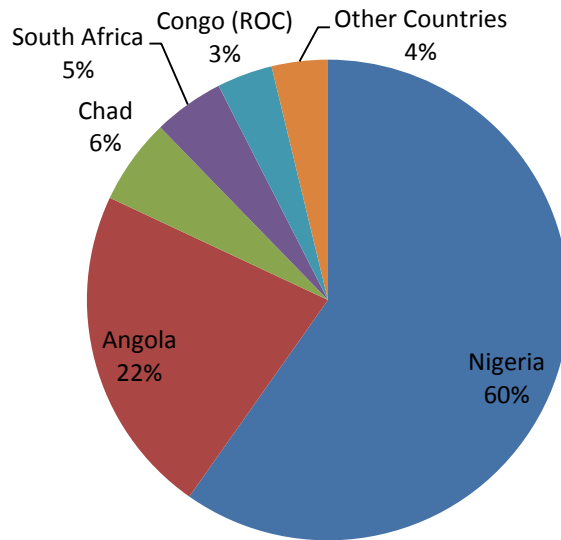
¹² According to the USITC dataweb, the U.S. imported a total of \$48.5 billion worth of oil and gas from sub-Saharan Africa under the duty-free under AGOA program in 2011. This compares with the total U.S. imports under the duty-free under AGOA program from sub-Saharan Africa of \$51.9 billion for the same year.

¹³ South Africa's exports of automobiles falls under HTS category 87 and amounted to \$2.04 billion in 2011 or 3.9% of all duty-free imports under AGOA program in 2011.

¹⁴ This amount was computed by summing the total imports under the HTS categories 41, 42, 46, 61, 62, 63, 64, 65, 69, 70, 72, 82, 94, 95 and 96.

¹⁵ These countries were Benin, Burundi, Comoros, Congo DR, Cote d'Ivoire, Djibouti, Guinea, Guinea-Bissau, Liberia, Mauritania, Niger, Sao Tome & Principe, Seychelles, Sierra Leone and Togo.

Figure 2. U.S. Imports, Duty-Free under AGOA, by Top 10 Country Exporters, 2011



Source: USITC database sourced on 5th April 2012

- The disparity in country performance highlights the significant supply-side bottlenecks many countries face in effectively responding to AGOA. Benin, for example, has not exported anything under AGOA despite being eligible for textile and apparel exports since January 2004, instituting an AGOA commission with a broad public-private mandate in the same year, and setting up an AGOA contact liaison officer at the Chamber of Commerce.¹⁶
- AGOA-eligible countries have also experienced difficulty developing the productive capacities of exporting firms that would enable them to continue exporting to the U.S. after the erosion and/or expiration of the trade preference program. Apparel exports from AGOA-eligible countries, for example, were

¹⁶ Chambre de Commerce et d'Industrie du Benin. 2006. *La Loi AGOA au Benin*, Chambre de Commerce et d'Industrie du Benin, 2006.

http://www.ccibenin.org/index.php?option=com_content&view=article&id=106&Itemid=147&showall=1 16 May 2012

strongly affected by the phase-out of the Multi-Fiber Arrangement in 2005 and have been very sensitive to the expiration of the third-country fabric provision.

Table 2 on the following page summarizes the results of the gap analysis on AGOA.

Table 2. Summary of Gap Analysis on AGOA

Expectations	Actuality	GAP Exists	GAP Description
Exports from Sub-Saharan Africa to the U.S. would increase substantially since 2000, with an increasing share of these exports utilizing AGOA preferences.	Exports from Sub-Saharan Africa to the U.S. have increased substantially since 2000, with an increasing share of these exports utilizing AGOA preferences.	No	N/A
U.S. investments in Africa would increase commensurately with a strong involvement of U.S. Small and Medium Size Firms engaging in Africa.	US investments in Africa have increased in only a handful of countries and these investments are dominated in the mining and financial services sectors.	Yes	<p>Concentration of U.S. investments in very few countries.</p> <p>Limited investments by U.S. SMEs in Africa</p> <p>Limited U.S. investments in sectors such as agriculture and food processing; and labor-intensive manufactures.</p>
AGOA's reach would be broad across AGOA-eligible beneficiary countries	AGOA's impact across countries has been very disparate. A few countries have enjoyed a relatively robust response. However, most countries have experienced a weak response. With some not experiencing any response at all.	Yes	Country response to AGOA has been stymied by supply-side constraints that have affected some countries and sectors more than others. These supply-side factors include deficiencies in (i) export firm productive capacity, (ii) technical skill sets, business service availability, and entrepreneurship, (iii) international market sophistication, (iv) trade facilitation, (v) physical infrastructure, and (vi) effective policy support.
AGOA's impact on development would stimulate light manufactures (e.g. textiles, apparel, leather), as well as agriculture and food processing.	AGOA's impact on development in agriculture and food processing has been very limited, while impact on development in light manufactures has been limited (except for apparel).	Yes	Sector response to AGOA has been stymied by a lack of a robust and focused sectoral strategy response to supply-side constraints by all relevant stakeholders, i.e., public, private and donors, to the supply-side constraints.
Benefits would be temporary - and the productive capacities of exporting firms would be emerge so that they are able to take advantage of US market as trade preferences erode.	Exporting firms have been very sensitive to the erosion and expiration of tariff preference coverage and have had some difficulty building productive capacity.	Yes	Gap in the development of the productive capacities in exporting firms.

Section III: Guidelines on Developing a National AGOA Response Strategy

In line with the gap analysis, it is recommended that National AGOA Response Strategies address the following identified gaps:

- General weak response to AGOA at the country level as a result of supply-side constraints;
- Weak response to AGOA in agriculture and agro-processing, as well as light manufactures;
- Difficulty faced by exporting firms in building the productive capacity needed to move beyond dependency on tariff-preference coverage; and
- Limited U.S. investments across countries – with emphasis on U.S. SME investments and U.S. investments in agriculture and food processing.

To remedy these deficiencies, it is recommended that countries develop a dynamic national AGOA response strategy that is results-based and focuses on identified priority sectors. Moreover, it is recommended that the response strategy attracts U.S. investments, with emphasis on SME investments and investments in agriculture and food processing.

This section outlines the elements of a National AGOA Response Strategy. It advocates a strategy that includes a results-based monitoring and evaluation framework, and recommends the following:

- Establishment of a national AGOA institutional infrastructure that includes a *Ministerial Task Force on AGOA* and a *National AGOA Secretariat*;
- Identification of priority sectors for support;
- Development of support programs for priority sectors; and
- Development of a comprehensive strategy for increasing U.S. investment, with emphasis on investments by SMEs, as well as in agriculture and agro-processing.

A discussion of each of these broad elements ensues. Thereafter, a strategy plan matrix summarizes the actions required and the actors that should be responsible for executing these actions.

Establishment of a National AGOA Institutional Structure

To provide the institutional framework for the development and implementation of a country's national AGOA strategy, a *Ministerial Task Force on AGOA* and a *National AGOA Secretariat* should be established. The *Ministerial Task Force on AGOA* should have overall responsibility for AGOA and provide strategic guidance on its implementation. Meanwhile, the *National AGOA Secretariat* should report to the *Ministerial Task Force* and have the responsibility for developing and implementing the National AGOA Response Strategy.

Ministerial Task Force on AGOA

The *Ministerial Task Force on AGOA* is the overarching national body or committee responsible for AGOA. It is recommended that this Task Force be chaired by the Minister of Trade and Industry, with membership composed of ministers from other ministries that support AGOA either directly or indirectly. These include the ministries of finance, planning, agriculture, livestock and fisheries development, energy, and foreign affairs. Table 3 illustrates the activity required, responsibility, and expected outcome in establishing the *Ministerial Task Force on AGOA*.

Table 3. Element 1A: Establishing the Ministerial Task Force on AGOA

Element 1	Responsibility	Expected Outcome
A Establish Ministerial Task Force on AGOA	Ministers of Trade & Industry, Energy, Finance, Agriculture/Livestock/Fisheries, Foreign Affairs, and Planning.	Establishment of an overarching national institution responsible for AGOA, which provides: overall responsibility for AGOA and strategic guidance on AGOA.

National AGOA Secretariat

The *National AGOA Secretariat* should work under the oversight of the *Ministerial Task Force on AGOA* and maintain responsibility for developing and implementing the National AGOA Response Strategy. This Secretariat should be marked by a robust mandate, strong leadership, appropriate membership and sufficient capacity.

The Secretariat should have a **robust mandate** that authorizes the *National AGOA Secretariat* to ensure that the country, particularly the private sector, takes stronger advantage of AGOA. This mandate should be authorized by the *Ministerial Task Force*

on AGOA and provide a broad description of the duties of the *National AGOA Secretariat*.

This Secretariat should have **strong leadership** to ensure the achievement of its mandate. Its coordinator or chief executive officer (CEO) should have the necessary vision to articulate strategy coherently; the leadership to ensure that the Secretariat is nimble enough¹⁷ to achieve its objectives with limited resources; and the credibility to fast-track implementation of necessary legislation as well as recommendations that will help a country better respond to AGOA across the relevant government departments and agencies. Annex I provides an inventory of skills of the AGOA Secretariat/CEO.

Suggestion: An AGOA Secretariat's CEO should be selected on the basis of identified skill requisites (see Annex I) and the professional exposure needed for the job.

The Secretariat should have the **appropriate structure and technical capacity** to carry out its mandate of developing and implementing the National AGOA Response Strategy. Consequently, it is recommended that the CEO of the *National AGOA Secretariat* head a team of technical experts and administrative support staff. The technical experts should have the following expertise:

- Industrial expertise;
- Agribusiness expertise;
- Financial expertise;
- Investment expertise;
- Logistics management expertise; and
- Marketing and communication expertise.

Moreover, the Secretariat should include *Technical Working Groups* (TWGs) structured around the following areas:

- TWG Industry/manufacturing;
- TWG Agriculture/agro-processing;
- TWG Finance;
- TWG Investment;
- TWG Logistics management; and
- TWG Marketing and communication.

¹⁷ It is suggested that the Committee should not be bloated as that would only stymie institutional effectiveness.

These TWGs should have responsibility for developing the National AGOA Response Strategy in their key area of focus. In addition, TWGs should coordinate the implementation of the National AGOA Response Strategy and provide a platform for public-private partnerships.

Membership¹⁸ for the TWGs should include:

- Representatives of ministries, departments and agencies (MDAs) aligned to the work assigned for a particular TWG;
- Representatives of the private sector (e.g., chamber of commerce, industry/trade associations); and
- Representatives of bilateral and multilateral development partners (e.g. U.S. Embassy/U.S. Commercial Office).

Moreover, each TWG should have two co-chairs – one from the public sector and the other from the private sector. It is envisaged that the technical experts working at the Secretariat convene and coordinate responsibility for the specific TWG associated with their area of expertise. Consequently, for example, the technical expert with expertise in industry/manufacturing will coordinate the work of the TWG on industry.

Suggestion: On the government side, it is suggested that the TWGs include high-level staff from MDAs whose activities are closely related to the work of the specific TWG. It should also include representatives of quasi-independent public-sector institutions whose activities could impact the work of each TWG. On the private sector side, it is suggested that the TWGs include membership from the Chamber of Commerce, industry/trade associations or professional groups associated with the work of the TWG. Overall, however, it is recommended that each TWG be nimble and not bloated so as to ensure institutional effectiveness.

A *Steering Committee* of the *National AGOA Secretariat* should be established to provide executive oversight and overall coordination and consolidation of the work of the TWGs. This *Steering Committee* should meet at least once a month and should be chaired by the CEO of the *National AGOA Secretariat*, with the co-chairs of the various technical working groups as members. The formulated AGOA strategies should then be

¹⁸ If required, TWGs can elicit specific technical support from sector advisors (sector specialists) working as paid consultants.

submitted to the *Ministerial Task Force on AGOA* by the *Steering Committee* for review and endorsement. Figure 3 below depicts the National AGOA Institutional Infrastructure

Figure 3. National AGOA Institutional Infrastructure



The National AGOA Secretariat should have the **needed budgetary resources** and would need to exist for at least five years to ensure the achievement of its mandate. It is therefore recommended that budget for the Secretariat be part financed by national government and U.S. sources, as this arrangement will increase funding and allow for the institution of a budgetary mechanism that can be monitored and evaluated.

Suggestion: The Secretariat should prepare annual budgets. It is suggested that the annual budget be derived from a dedicated national budgetary allocation for AGOA, and supplemented on a case-by-case basis with funding from the budget of representative MDAs as well as from U.S. government sources. To ensure effective program delivery, it is advised that the TWGs have members with supervisory authority of departments/agencies or other institutions to enable them be in a position to commit either technical or financial resources to support a national response strategy on AGOA.

Table 4 below outlines actions, assigned responsibility, and expected outcomes for element 1B of the outlined AGOA National Strategy Document, i.e. establishing and operationalizing the National AGOA Secretariat.

Table 4. Element 1B, Establishing and Operationalizing National AGOA Secretariat

Element 1	Responsibility	Expected Outcome
B Establish and Operationalize National AGOA Secretariat		
B.1 Engage in high-level consultations at the Ministerial level to: A. Identify AGOA Secretariat's CEO B. Outline mandate of AGOA Secretariat C. Agree on budgetary arrangements for Secretariat	Ministerial Task Force on AGOA - with early consultations with the U.S. Embassy and USAID.	Establishment of National AGOA Secretariat with robust mandate, strong leadership, adequate structure/technical capacity, and sufficient budgetary resources.
B.2 Staff Secretariat with needed Technical Experts and Administrative Staff	AGOA CEO	Secretariat staffed with the following: * Industrial/Manufacturing Expert; * Agribusiness Expert; * Finance Expert; * Investment Expert; * Logistics Management Expert; * Marketing & Communication Expert * Administrative Staff
B.3 Set-up Technical Working Groups that aim to recommend and implement approved strategies in their key areas of focus.	AGOA CEO & Technical Experts	The following Technical Working Groups are established: * Industry/Manufacturing TWG * Agr./Food Processing TWG * Finance TWG * Investment TWG * Logistics Management TWG * Marketing & Communications TWG
B.4 Set-up AGOA Steering Committee that aims to coordinate the various TWGs activities.	AGOA CEO	AGOA Steering Committee established.
B.5 Articulate 1st Year Strategy of AGOA Secretariat	AGOA Secretariat	1st Year Strategy of AGOA Secretariat outlined and submitted to Ministerial Committee for approval.

Identification of Potential Core Sectors for Support

To ensure early focus on sectors with the best chance of responding to AGOA, core sectors that have the potential to produce products that are competitive as exports under AGOA should be identified for active support. These core sectors should also include products that are competitive as intermediate exports to another AGOA-eligible country for further processing and thereafter to the U.S.¹⁹

Suggestion: Core sectors should be articulated broadly to allow for a sector strategy that focuses on sector specific interventions. Table 5 below provides a sample listing of core sectors and their related sub-sectors under the Duty-Free under AGOA Program.

Table 5. Sample Listing of Core Sectors

Potential Core Sectors for Support
1. Agriculture & Food Processing
1.1. Agriculture - Cereals, Honey, Tubers, Cotton, Fruits, Nuts, etc.
1.2 Cut Flowers - Red Roses etc.
1.3. Fish and Fish Processing - Canned Tuna, etc.
1.4. Meat and Meat Products - Beef, etc.
1.5. Agro-Processing - Canned Fruits, Juices, Wines, Spirits
2. Light Manufactures
2.1 Apparel
2.2 Headgear
2.3 Footwear
2.4 Leather Products - Hand Bags, etc.
2.5 Statues, Traditional Artifacts, etc.
2.6 Straw, Basketware
2.7 Toys, Sporting Goods - Fishing Tackle, etc.
2.8. Glass, Ceramic Products

When identifying potential core sectors for support, it is recommended that an analysis of the country's historic exports is conducted to identify the most prolific product categories that enter the U.S. under the Special Import Programs, i.e. AGOA-Duty Free and GSP,. This information is available at U.S. International Trade Commission's

¹⁹ The examples of this are cotton and/or fibers exported from an AGOA-eligible country to another AGOA-eligible country for processing and export as apparel to the U.S. under AGOA, and macadamia transferred to South Africa from Mozambique (by a South African macadamia producer) for processing and re-export to the U.S.

website (<http://dataweb.usitc.gov/>). Thereafter, these product categories should be aligned with an articulated core sector as presented in Table 3. This task is best delegated to a capable trade analyst in the Ministry of Trade, with support from the U.S. Hub.²⁰

Suggestion: It is best to start the analysis by identifying HTS 4 imports by the U.S. under AGOA-Duty Free. This level of analysis will provide the analyst with a good sense of the product that the U.S. is importing from the country. If more details about the product type are required, the analyst can retrieve the import details to the level of HTS 10.

In addition, there should be deliberation on possible new products that the country will export to the U.S.²¹ and raw/intermediate products that the country might export to other AGOA-eligible countries for further processing and export to the U.S.

Table 6 outlines actions, assigned responsibility, and expected outcomes for Element 2 of the outlined National AGOA Response Strategy, i.e. identifying potential core sectors for support.

²⁰ This site is extremely useful as it allows the analyst to compare a country's export performance under a particular HTS with that of other countries, including other AGOA-eligible countries and to determine the actual trade preference benefit of AGOA by HTS-10 category.

²¹ Possible game-changing events, e.g. the establishment of direct flights, may make some products competitive that were not previously competitive,

Table 6. Element 2: Identifying Potential Core Sectors for Support

Element 2	Responsibility	Expected Outcome
Identify Potential Core Sectors for Support		
2A	Identify historic exports to the U.S. under the Special Import Program by the Harmonized Tariff Program (HTS) categories, GSP and Duty-Free under AGOA	Technical Working Group I- Ministry of Trade/Planning/Finance/Industry/Agriculture USAID Hub Services)
2B	Identify historic exports of raw/intermediate products to other AGOA eligible countries that are re-exported to U.S.	Recommendations of potential core/sub-sectors for support compiled and submitted to AGOA Secretariat. Sectors for support should be broadly articulated to allow for sector-specific interventions.
2C	Identify possible exports to the U.S. that the country has not yet exported.	
2D	Align these identified products to well articulated potential core sectors for support	
2E	Determine export competitiveness of potential core sectors for support	
2F	Draft Recommendations of Potential Core/Sub Sectors for Support to AGOA Secretariat	
2G	Decide on Priority Core Sectors to Prioritize based on recommendations submitted.	AGOA Steering Committee
		Decide (adjust if necessary) on Priority Sectors to Support

Table 7 provides a cursory listing of potential core sectors for support in the countries sampled.²²

²² This cursory listing was derived from an analysis of the export performance of the countries under AGOA. See annex for the methods.

Table 7. Cursory Listing of Potential Core Sectors for Support for Select Countries

Country	Region	Agriculture & Food Processing		Light Manufacturing	
Angola	South Africa	Fish & Fish Processing		Apparel	
		Agro-Processing			
Benin*	West Africa	Cotton (Intermediate Export)		Traditional Artifacts	
					Apparel
Botswana	South Africa	Meat and Meat Products (Beef)		Articles of Leather	
					Apparel
Cape Verde	West Africa	Fish & Fish Processing (Canned Tuna)		Apparel	
Ethiopia	East Africa	Floriculture - Red Roses, etc		Apparel	
		Cereals - Broomcorn		Footwear	
		Agro-Processing (Tomato Paste)		Leather Products	
Ghana	West Africa	Honey, Cassava, Millet, etc.		Apparel, Headgear	
		Fish & Fish Processing (Canned Tuna)		Traditional Artifacts	
		Agro-Processing (Cocoa Prep., Dried Fruits, etc.)		Leather Products	
Kenya	East Africa	Floriculture - Red Roses, etc		Apparel	
		Fruits, Macadamia		Leather Products	
		Agro-Processing (Conc. Fruits Preps, Juices, etc.)		Sporting Equipment, e.g., Fishing Tackle	
Lesotho	South Africa			Apparel, Headgear	
Mauritius	South Africa	Fish & Fish Processing (Canned Tuna)		Apparel	
		Spirits (Rum)		Leather Products	
Nigeria	West Africa	Cotton (Intermediate Export)		Articles of Leather	
		Fruits, Macadamia		Footwear	
Tanzania	East Africa	Floriculture - Red Roses, etc		Apparel	
		Fruits, Tobacco			
Uganda	East Africa	Fruits, Tobacco		Apparel	
		Floriculture - Red Roses, etc		Other (Footwear and Ceramics)	

Development of the Support Programs for Priority Sectors

Once the National AGOA Secretariat has decided on the priority sectors to support, it is recommended that support programs for priority sectors be developed. These support programs should have a short-term and long-term orientation. The short-term orientation should emphasize an accelerated export support strategy that focuses on targeted export firms, while the medium to long-term orientation should emphasize the development of overall sector and national competitiveness.

The short-term accelerated export program should include the following actions:

- Identification of sector association heads and selected export firms in the prioritized sector to determine their readiness to engage in a stakeholder-driven effort at improving the performance and competitiveness of the sector's exporters under AGOA.

Suggestion: "Targeted export firms" should be selected based on criteria that measure their readiness to export to the U.S. market. Criteria that can be used include: (i) export experience to the U.S. or to Europe, (ii) export commitment as displayed by budgets and export plans; (iii) business acumen and professionalism of the management/owners; (iv) production capacity and ability to fulfill orders in a timely manner while still meeting quality objectives; (v) consistency of quality in terms of production and (vi) profitability.

- Undertaking of surveys of targeted export firms to take stock of their export performance, export objectives, export readiness, productive capacities, productive efficiencies, requisites for achieving export objectives, financial attractiveness, etc. Table 8 provides the information needed in the stock-taking requisite, which should be collected in the beginning of the program period and at the fiscal year end for monitoring and evaluation purposes.

Suggestion: The consultative meetings should be followed by a questionnaire that is distributed to the export firms for completion.

Table 8. Stock Taking Requisite – Information Needed

STOCK TAKING REQUISITE - INFORMATION NEEDED	
TAKING STOCK OF FIRM'S EXPORT PERFORMANCE (U.S.) <i>Firm's Export to U.S. in past three years (\$, Value)</i> <i>Firm's Export to U.S. in past three years (Volume)</i>	REQUISITES FOR ACHIEVING EXPORT OBJECTIVES TO U.S. Machinery and equipment: <i>Machinery and equipment needs (Description & Amount)</i> Financing: <i>Development Financing (Working Capital)</i> <i>Development Financing (Machinery & Equipment)</i> <i>Trade Financing (i.e., L/C for purchase of imported inputs, export credit lines/guarantees, bill of exchange & Export Credit Insurance.</i>
TAKING STOCK OF FIRM'S EXPORT OBJECTIVES <i>Firm's Expected Export to U.S. in FY_1 (\$, Value)</i> <i>Firm's Expected Export to U.S. in FY_1 (Volume)</i>	Entrepreneurship/Business Skills & Technical Skills Needs <i>Cost estimate for any support needed for Business Plan Preparation, Export Plan Preparation, Enhancing and Expanding Networks, Technical Skills for improved practices, e.g., Good Agricultural Practices) and process certifications, e.g. HAACP.</i>
TAKING STOCK OF FIRM'S EXPORT READINESS <i>Firm has an export plan (Yes/No)</i> <i>Firm has exported to either U.S. or Europe before (Yes/No)</i>	Total Investment Costs to Meet U.S. Exports (Per Export Plan) Financial Attractiveness of Investment/Financing, i.e., Internal Rate of Return on Investment Needs
TAKING STOCK OF FIRM'S PRODUCTIVE CAPACITIES <i>Firm's Productive Capacity, i.e., production volume @ 1 standard shift</i> <i>Firm's Current Production Volume & # of Standard Shifts Utilized</i> <i>Evaluation of Plant Equipment & Machinery Utilized</i> a <i>Above par, no need for any upgrade</i> b <i>Suitable, no upgrade required</i> c <i>Suitable, but some upgrade required</i> d <i>Not suitable, total overhaul required</i>	Financial Attractiveness, i.e, Creditworthiness of Business <i>Borrowers Ability to Pay (Low, Medium, or High)</i> <i>Borrowers Willingness to Pay (Low, Medium or High)</i>
TAKING STOCK OF FIRM'S PRODUCTIVE EFFICIENCIES <i>Current Inventory Rates, i.e. levels of working capital tied up in inventory OR Value of Inventory/Total Sales</i> <i>Current Cycle Time, i.e., length of time from input to finished good</i>	Trade Indicator <i>Average time & cost to export to U.S. incl. inland transport, customs clearance, and port clearance</i> <i>Average time and cost to import primary input</i>

Note: These indicators must be collected at the beginning of the program's implementation and after the first fiscal year.

- Agreement upon short-term support that would boost exports under AGOA. The levels of support can take the form of the following:
 - Establishment of an AGOA-fund²³, which offers matching grants to target firms that are exporting or intent on exporting under AGOA;
 - Establishment of a special AGOA customs window by the National Customs Bureau in support of the reduction where possible of cost and time to import primary inputs as well as cost and time to export to the U.S. for firms exporting under AGOA;
 - Provision of sector-wide tax incentives for importation of capital goods and spare parts;
 - Facilitation of linkages between sector firms and U.S. suppliers that have access to EXIM bank financing;²⁴

²³ AGOA Fund is described here as a joint-U.S. and beneficiary country fund that constitutes matching of U.S. funding to beneficiary country funding.

²⁴ This support can be provided by U.S. Commercial Office.

- Improvement of target firms' efficiencies with a focus on inventory turnover, lead and cycle times;
 - Improvement of selected target firms' ability to access finance.²⁵ Selection of target firms for access to finance should be based on financial attractiveness, i.e., firms that are creditworthy and have a good internal rate of return on investment needs for the export plan;
 - Improvement of the target firms' ability to reduce cost and time to export to U.S. and import primary products;²⁶
 - Improvement of target firms' ability to prepare export plans, business plans and network;²⁷
 - Provision of diagnostic services by National Export Agency to improve export readiness of firms within sector;
 - Improvement of the target firms' knowledge of the U.S. market and ability to brand products appropriately;²⁸ and
 - Improvement of the target firms' ability to meet U.S. product standards.²⁹
- Agreement upon medium to long-term support that would improve both sector and national competitiveness. The levels of support can take the form of the following:
 - Provision of business support services by Ministry of Industry that allow for industry-wide benchmarking of financial and inventory data;
 - Extension of export support services by the National Export Agency sector-wide;
 - Public-private partnerships that support an increase of business support services, as well as technical and human resource development;
 - Improvement of national logistics performance; and
 - Improvement of overall investment and business environment.

²⁵ This finance can be sourced from an AGOA fund or development/concessional financing sources.

²⁶ This support can be derived from an instituted Special AGOA Customs Window, which is described more under sector support.

²⁷ This support can be provided by national export agencies, the Ministry of Industry, as well as development partners.

²⁸ This support can be provided by USAID and other development partners.

²⁹ This support can be provided by USAID and USDA.

Suggestion: When assisting firms or sectors, it is imperative to keep in mind that AGOA is a temporary program that is subject to tariff preference erosion and removal. As a result, any instituted assistance should be transparent, benchmarked, and understood to be temporary.

Table 9 below outlines actions, assigned responsibility, and expected outcomes for Element 3 of the outlined AGOA National AGOA Strategy Document, i.e. the development of support programs for priority sectors.

Table 9. Element 3: Developing of Support Programs for Priority Sectors

Element 3	Responsibility	Expected Outcome
Development of the Support Programs for Priority Sectors		
A Short Term Accelerated Export Support Program		
A.1 Identify sector association heads and targeted export firms in the priority sectors.	TWGs Agriculture/Food Processing & Industry/Manufacturing	Sector Association Head Identified and Targeted Export Firms Selected
A.2 Determine the identified individuals/firms readiness to engage in a stakeholder-driven effort at improving the performance and competitiveness of the sectors exporters under AGOA.		
A.3 Take stock of selected firms export position vis-à-vis a questionnaire	Targeted firms	Completed questionnaire
A.4 Agree-upon firm and sector-level intervention options and outline a Monitoring and Evaluation Framework that would monitor and evaluate progress.	All TWGs and AGOA Steering Committee	An outline of firm and sector level interventions as well as an M&E framework for evaluation
A.5 Submit draft of Short-Term Accelerated Export Strategy to AGOA Steering Committee for Review		Draft of Short-Term Accelerated Export Support Program
B Medium/Long-Term Sector Development Program		
B.1 Identify institutional improvements to logistics performance and the business environment that would support the sector's competitiveness.	All TWGs and AGOA Steering Committee	
B.2 Develop a Medium/Long-Term Sector Development Program		
B.3 Submit draft of Medium/Long Term Sector Development Program to AGOA Steering Committee for Review		Draft of Medium/Long Term Sector Development Program
C Decide on Support Programs		
C.1 Submit Support Programs to Ministerial Task Force for	AGOA Steering Committee	
C.2 Review Support Programs - adopt/adjust if necessary	Ministerial Task Force	Support Programs ready for Implementation

Development of a Comprehensive Strategy for Increasing U.S. Investments

To attract U.S. investors, including both large corporations and SMEs, it is recommended that the AGOA Secretariat adopt a comprehensive investment strategy that targets U.S. investors and promotes an attractive investment and business environment. This strategy should emphasize U.S. SME investments and U.S. investments in agriculture and food processing.

Suggestion: It is suggested that this comprehensive strategy be developed with insights from the U.S. Embassy's Commercial Officer.

In addition, it is recommended that the government appoint a specific individual as an AGOA focal point in the National Investment Promotion Agency. This individual should be promoting U.S. investments in the country by supporting U.S. investors in finding local partners, setting up offices and overcoming bureaucratic hurdles.

Moreover, the government should establish strategic alliances with U.S.-based business promotion organizations, e.g. the U.S. Chamber of Commerce and Corporate Council on Africa, as well as advocate for incentives for U.S. AGOA investments in Africa within the U.S. government (both legislative and executive branches).

Table 10 outlines actions, assigned responsibility and expected outcomes for Element 4, the AGOA National AGOA Strategy Document, i.e. developing a comprehensive strategy for increasing U.S. investments.

Table 10. Element 4: Developing a Comprehensive Strategy for Increasing U.S. Investment

Element 4	Responsibility	Expected Outcome
Develop Comprehensive Strategy for Increasing U.S. Investments		
4A Identify key constraints inhibiting U.S. investments in the country with emphasis on U.S. SMEs and U.S. investments in agriculture and food processing.	TWG -Investment & U.S. Embassy/Commercial Office	Recommendations of potential core/sub-sectors for support compiled and submitted to AGOA Steering Committee. Sectors for support should be broadly articulated to allow for sector-specific interventions.
4B Develop a comprehensive investment strategy that targets U.S. investors.		
4C Establish strategic alliances with U.S. based business promotion organizations, e.g., U.S. Chamber of Commerce and Corporate Council on Africa.		
4D Identify competitiveness/business environment indicators that can be used to benchmark country progress in creating an attractive investment/business environment.		
4E Draft Recommendations of Strategies of increasing SME investments & increasing U.S. investments in agriculture and food processing to AGOA Steering Committee	TWG - Investment	
4F Decide on Strategies for increasing U.S. Investments based on recommendations from 4E	AGOA Steering Committee	
4G Submit Strategy to Ministerial Task Force for Review	AGOA Steering Committee	
4I Review Support Programs - adopt/adjust if necessary	Ministerial Task Force	Investment Strategy ready for implementation

Strategy Plan Matrix of All Elements in Developing a National AGOA Response Strategy

A depiction of all the components required in developing a National AGOA Response Strategy is provided over the next few pages.

Table 11. All Elements in Developing a National AGOA Response Strategy

Element 1	Responsibility	Expected Outcome
A Establish Ministerial Task Force on AGOA		
	Ministers of Trade & Industry, Energy, Finance, Agriculture/Livestock/Fisheries, Foreign Affairs, and Planning.	Establishment of an overarching national institution responsible for AGOA, which provides: overall responsibility for AGOA and strategic guidance on AGOA.
B Establish and Operationalize National AGOA Secretariat		
B.1 Engage in high-level consultations at the Ministerial level to: A. Identify AGOA Secretariat's CEO B. Outline mandate of AGOA Secretariat C. Agree on budgetary arrangements for Secretariat	Ministerial Task Force on AGOA - with early consultations with the U.S. Embassy and USAID.	Establishment of National AGOA Secretariat with robust mandate, strong leadership, adequate structure/technical capacity, and sufficient budgetary resources.
B.2 Staff Secretariat with needed Technical Experts and Administrative Staff	AGOA CEO	Secretariat staffed with the following: * Industrial/Manufacturing Expert; * Agribusiness Expert; * Finance Expert; * Investment Expert; * Logistics Management Expert; * Marketing & Communication Expert * Administrative Staff
B.3 Set-up Technical Working Groups that aim to recommend and implement approved strategies in their key areas of focus.	AGOA CEO & Technical Experts	The following Technical Working Groups are established: * Industry/Manufacturing TWG * Agr./Food Processing TWG * Finance TWG * Investment TWG * Logistics Management TWG * Marketing & Communications TWG
B.4 Set-up AGOA Steering Committee that aims to coordinate the various TWGs activities.	AGOA CEO	AGOA Steering Committee established.
B.5 Articulate 1st Year Strategy of AGOA Secretariat	AGOA Secretariat	1st Year Strategy of AGOA Secretariat outlined and submitted to Ministerial Committee for

Element 2	Responsibility	Expected Outcome
Identify Potential Core Sectors for Support		
2A	Identify historic exports to the U.S. under the Special Import Program by the Harmonized Tariff Program (HTS) categories, GSP and Duty-Free under AGOA	Technical Working Group I - Ministry of Trade/Planning/Finance/Industry/Agriculture USAID Hub Services)
2B	Identify historic exports of raw/intermediate products to other AGOA eligible countries that are re-exported to U.S.	Recommendations of potential core/sub-sectors for support compiled and submitted to AGOA Secretariat. Sectors for support should be broadly articulated to allow for sector-specific interventions.
2C	Identify possible exports to the U.S. that the country has not yet exported.	
2D	Align these identified products to well articulated potential core sectors for support	
2E	Determine export competitiveness of potential core sectors for support	
2F	Draft Recommendations of Potential Core/Sub Sectors for Support to AGOA Secretariat	
2G	Decide on Priority Core Sectors to Prioritize based on recommendations submitted.	AGOA Steering Committee
		Decide (adjust if necessary) on Priority Sectors to Support

Element 3	Responsibility	Expected Outcome
Development of the Support Programs for Priority Sectors		
A Short Term Accelerated Export Support Program		
A.1 Identify sector association heads and targeted export firms in the priority sectors.	TWGs Agriculture/Food Processing & Industry/Manufacturing	Sector Association Head Identified and Targeted Export Firms Selected
A.2 Determine the identified individuals/firms readiness to engage in a stakeholder-driven effort at improving the performance and competitiveness of the sectors exporters under AGOA.		
A.3 Take stock of selected firms export position vis-à-vis a questionnaire	Targeted firms	Completed questionnaire
A.4 Agree-upon firm and sector-level intervention options and outline a Monitoring and Evaluation Framework that would monitor and evaluate progress.	All TWGs and AGOA Steering Committee	An outline of firm and sector level interventions as well as an M&E framework for evaluation
A.5 Submit draft of Short-Term Accelerated Export Strategy to AGOA Steering Committee for Review		Draft of Short-Term Accelerated Export Support Program
B Medium/Long-Term Sector Development Program		
B.1 Identify institutional improvements to logistics performance and the business environment that would support the sector's competitiveness.	All TWGs and AGOA Steering Committee	
B.2 Develop a Medium/Long-Term Sector Development Program		
B.3 Submit draft of Medium/Long Term Sector Development Program to AGOA Steering Committee for Review		Draft of Medium/Long Term Sector Development Program
C Decide on Support Programs		
C.1 Submit Support Programs to Ministerial Task Force for	AGOA Steering Committee	
C.2 Review Support Programs - adopt/adjust if necessary	Ministerial Task Force	Support Programs ready for Implementation

Element 4	Responsibility	Expected Outcome
Develop Comprehensive Strategy for Increasing U.S. Investments		
4A Identify key constraints inhibiting U.S. investments in the country with emphasis on U.S. SMEs and U.S. investments in agriculture and food processing.	TWG -Investment & U.S. Embassy/Commercial Office	Recommendations of potential core/sub-sectors for support compiled and submitted to AGOA Steering Committee. Sectors for support should be broadly articulated to allow for sector-specific interventions.
4B Develop a comprehensive investment strategy that targets U.S. investors.		
4C Establish strategic alliances with U.S. based business promotion organizations, e.g., U.S. Chamber of Commerce and Corporate Council on Africa.		
4D Identify competitiveness/business environment indicators that can be used to benchmark country progress in creating an attractive investment/business environment.		
4E Draft Recommendations of Strategies of increasing SME investments & increasing U.S. investments in agriculture and food processing to AGOA Steering Committee	TWG - Investment	
4F Decide on Strategies for increasing U.S. Investments based on recommendations from 4E	AGOA Steering Committee	
4G Submit Strategy to Ministerial Task Force for Review	AGOA Steering Committee	
4I Review Support Programs - adopt/adjust if necessary	Ministerial Task Force	Investment Strategy ready for implementation

Section IV: Monitoring and Evaluation Framework

This section outlines a proposed Monitoring and Evaluation (M&E) Framework to the National AGOA Response Strategy Document. It offers a framework that complements the recommendations outlined in the previous section, i.e. Guidelines on Developing a National AGOA Response Strategy.

The proposed M&E framework is structured on two levels, a national level and a continental level. At the national level, which is the primary reporting level, the M&E framework follows a logical model and includes a related performance measurement framework (PMF). At the continental level, which is the secondary reporting level, a result-based monitoring output is developed.

The national level is the primary reporting level of the M&E framework and it follows a logical model with defined expected results and a related results chain. This logical model identifies three levels of development results, which reflect the actual changes in the long-term (ultimate outcome), medium-term (intermediate outcome), and short-term (immediate outcome) as a result of the outlined inputs, activities and outputs.

The ultimate outcome identifies the highest level of change that can reasonably be attributed to a National AGOA Response Strategy. The intermediate outcome identifies medium-term outcomes that are achieved, typically at the beneficiary level, as a result of the instituted AGOA Response Strategy. The immediate outcomes reflect changes that are directly attributable to the strategy and are reflected by an increase in capacity, knowledge, awareness and/or skills amongst the strategy's beneficiaries.³⁰

The annual deliverables for the national level include a results-based management report that documents progress, achievements, variances, learning and adjustments, as well as the related performance measurement framework.

The continental level is the secondary reporting level of the M&E framework and requires the preparation of a results-based management report that itemizes key operational challenges faced in the implementation of the National AGOA Response Strategy.

³⁰³⁰ Model derived from the CIDA framework on Results Based Management.

At the annual AGOA forums, each country is required to provide a results-based management report, as well as the related performance measurement framework. In addition, each country is required to provide a result-based monitoring output that itemizes key operational challenges faced in the implementation of the National AGOA Response Strategy.

Ultimate Outcome

A country takes stronger advantage of the opportunities afforded under AGOA by supporting sectors in which it has a competitive advantage, with a resulting improvement in growth and employment in these priority sectors, as well as in the standard of living of the country's populace.

Intermediate Outcomes

1. Improvement in a country's export performance to the U.S. as demonstrated by the following:
 - Exports under AGOA (i.e. duty-free under AGOA) increase at levels that greater than the sub-Saharan African average and the baseline year;
 - Total exports to the U.S. increase at levels greater than the sub-Saharan Africa average and the baseline year;
 - Exports under AGOA (i.e. duty-free under AGOA) diversify compared to baseline year, i.e. registered diversification of the share of the top five performing sectors at HTS-2 level, compared to baseline year;
 - Exports of agriculture and food processing (i.e. duty-free under AGOA) increase at levels greater than the baseline year; and
 - Exports of light manufactures (i.e. duty-free under AGOA) increase at levels greater than the baseline year.
2. Improvement in the export performance and productive efficiencies of targeted export firms as demonstrated by the following:
 - Increase in exports to the U.S.:
 - Increase in exports of targeted firms in agriculture and food processing; and
 - Increase in exports of targeted firms in light manufacturing sector.
 - Increase in productive efficiencies:

- Improvement in targeted firms' inventory rates over the baseline year, i.e. decrease in inventory value/total sales;
 - Improvement in targeted firms' lead times over the baseline year, i.e., decrease in lead times; and
 - Improvement in targeted firms' cycle time, i.e. decrease in length of time required from input to finished goods.
 - Improvement in trade facilitation:
 - Average time of targeted firms to export to U.S. (i.e. inland transport, customs and port clearance times, excluding offshore transport) decreases;
 - Average cost of targeted firms to export to U.S. (i.e. inland transport, customs and port clearance costs, excluding offshore transport) decreases;
 - Average time of targeted firms to import primary product (i.e. inland transport, customs and port clearance times, excluding offshore transport) decreases; and
 - Average cost³¹ of targeted firms to import primary product (i.e. inland transport, customs and port clearance times, excluding offshore transport) decreases.
3. Improvement in U.S. direct investments flows as demonstrated by the following:
- Country registers an increase in the dollar amount of total U.S. investments, i.e. over that of the baseline year;
 - Country registers an increase in the dollar amount of U.S. SME investments, irrespective of sector, i.e. over that of the baseline year; and
 - Country registers an increase in the dollar amount of U.S. investments in agriculture and food processing, i.e. over that of the baseline year.
4. Improvement in overall country's trade, business and investment environment as evidenced by the following:
- Improvements in performance per the World Bank's Logistics Provision Index³², which measures trade logistics efficiencies; and

³¹ Cost measures the fees levied on a 20-foot container in US dollars.

- Improvements in either World Bank's Doing Business Indicators³³

Immediate Outcomes

- Improved knowledge of AGOA and the country's sectors with a good potential for export;
- Improved awareness of bottlenecks to sector competitiveness under AGOA;
- Improved awareness of bottlenecks to firm-level competitiveness under AGOA;
- Improved productive capacity of targeted firms;
- Improved productive efficiency (i.e. adoption of best practices) of targeted firms;
- Improved knowledge of the U.S. market and skills to market to the U.S.;
- Improved awareness of logistical bottlenecks to efficient trade; and
- Improved awareness by potential U.S. SME investors of opportunities for investments in-country;
- Improved awareness by potential U.S. agriculture/agribusiness investments of opportunities for investment in country; and
- Improved knowledge by potential U.S. investors on how to invest and/or engage in joint ventures with local partners in the country.

Outputs

1. Establishment of Ministerial Task Force on AGOA
2. Establishment and operationalization of National AGOA Secretariat
3. Identification of potential core sectors for support
4. Development of support programs for priority sectors
5. Development of strategy for increasing U.S. Investments

Activities

1. Convene meeting with ministers from ministries that support AGOA either directly or indirectly to establish *Ministerial Task Force on AGOA*;

³² World Bank's Logistics Provision Index examines metrics in customs, infrastructure, international shipments, logistics competence, tracking and tracing and timeliness of deliveries.

³³ Starting a business, dealing with construction permits, getting electricity, registering property, getting credit, protecting investors, paying taxes, trading across borders, enforcing contracts and resolving insolvency.

2. Identify *National AGOA Secretariat's* CEO, outline mandate of AGOA Secretariat and agree on the Secretariat's budgetary arrangements;
3. Staff and structure *National AGOA Secretariat* so that it is able to discharge functions of recommending and implementing national AGOA response strategies;
4. Articulate first year's strategy of the *National AGOA Secretariat*;
5. Identify historic exports and possible new exports to the U.S., and align these to well-articulated potential core sectors for support;
6. Decide on priority core sectors for support;
7. Identify sector association heads and targeted export firms in the priority core sectors for support and determine their readiness to engage in a stakeholder-driven effort to improve the performance and competitiveness of the sectors' exporters under AGOA;
8. Take stock of targeted firms' export position with a questionnaire;
9. Agree upon a short-term accelerated export support program for the selected priority sector that includes the following:
 - Establishment of an AGOA fund, which offers matching grants to target firms that are exporting or intent on exporting under AGOA;
 - Establishment of a special AGOA-customs window by the National Customs Bureau in support of the reduction where possible of cost and time to import primary inputs as well as cost and time to export to the U.S. for firms exporting under AGOA;
 - Provision of sector-wide tax incentives for importation of capital goods and spare parts;
 - Facilitation of linkages between sector firms and U.S. suppliers that have access to EXIM bank financing;
 - Improvement of target firms' efficiencies with a focus on inventory turnover, lead and cycle times;
 - Improvement of target firms' ability to access finance. Selection of target firms for access to finance should be based on financial attractiveness, i.e. creditworthiness and a good internal rate of return on investment needed for the export plan;
 - Improvement of the target firms' ability to reduce cost and time to export to U.S. and import primary products;

- Improvement of target firms' ability to prepare export plans, business plans and networks;
 - Provision of diagnostic services by national export agency to improve export readiness of firms within sector;
 - Improvement of the target firms' knowledge of the U.S. market and ability to brand products appropriately; and
 - Improvement of the target firms' ability to meet U.S. product standards.
10. Agree upon a medium- to long-term sector development plan that would support the sector's competitiveness, which includes the following:
- Provision of business support services by ministry of trade/industry that allow for industry-wide benchmarking of financial and inventory data;
 - Extension of export support services sector-wide by the national export agency;
 - Public-private partnerships that foster an increase of business support services, as well as technical and human resource development;
 - Improvement of national logistics performance; and
 - Improvement of overall investment and business environment.
11. Agree on a comprehensive investment strategy that attracts U.S. investment with an emphasis on SMEs and U.S. investments in agriculture and food processing. This strategy should include the following:
- Identification of key constraints inhibiting U.S. investments in the country, with an emphasis on SMEs and U.S. investments in agriculture and food processing;
 - Establishment of strategic alliances with U.S.-based business promotion organizations;
 - Employment of an AGOA officer in the national investment agency who is tasked with facilitating U.S. investments in-country; and
 - Identification of competitiveness/business environment indicators that can be used to benchmark country progress in creating an attractive investment and business environment.

Inputs

1. AGOA Secretariat line-item budget (sourced from involved government departments and U.S. government);
2. Technical support from USAID hub in sector prioritization;
3. Human resource requisites for staffing technical working groups;
4. Human resource requisites for instituting approved secretariat strategies across departments and agencies;
5. Institute sector-wide tax breaks for capital and spare part imports;
6. Institute financing by U.S. EXIM bank to U.S. suppliers of identified inputs for priority firms;
7. Institute tax incentives for U.S. SME investments & U.S. investments in agriculture & food production;
8. Institute concessional development and trade financing in support of selected firms;
9. Institute AGOA fund³⁴ offering grants for the technical analysis of the productive capacities and efficiencies of participating firms willing to match the grant amount offered by the fund; the AGOA fund can assist entrepreneur or enterprise staff with training from U.S. sources. In addition, the AGOA fund can assist entrepreneur or enterprise staff with training from U.S. sources.
10. Institute human resource efforts by National Customs Bureau to assist in the streamlining of import or export activities of selected firms;
11. Institute human resource efforts of export promotion offices and other training centers in support of building the capacity of priority sectors to meet their entrepreneurial, business and technical needs;
12. Institute concessional development financing from development banks for select firms that are that are financially attractive, i.e. are creditworthy and have a good internal rate of return on investment needs for the export plan;
13. Institute concessional trade financing and/or export credit insurance for selected firms that are financially attractive, i.e. are creditworthy and have a good internal rate of return on investment needs for the export plan;

³⁴ The AGOA fund is described here as a joint U.S. and beneficiary country fund matching U.S. funding to beneficiary country funding.

14. Institute technical support by USAID and USDA to help selected firms to meet import standards of priority firms that need such services to meet their export objectives;
15. Institute technical support by national plant and animal health inspectorate services/ministry of agriculture in helping selected agricultural firms improve their ability to adopt good agricultural practices and improve agricultural product standards;
16. Institute technical support by USAID and national export promotion agency to firms selected for export readiness, ability to understand the U.S. market, and capacity to market their products/services in the U.S.;
17. Human resources to undertake necessary backstopping and M&E for program.

Risks Register

- Financial risks:
 - Risk that funding required from the various stakeholders is not forthcoming (high);
 - Risk that any one stakeholder, tasked committee/working group, and/or selected firm does not perform according to the statutory expectations of the program (high);
- Development risks:
 - Risk that strategic orientation of the AGOA secretariat is not aligned with the fact that interventions have to have a sunshine clause, particularly when working in the development context, i.e. interventions have an opportunity cost (high);
 - Risk that the macroeconomic environment (e.g. exchange rate fluctuations, inflation, oil shocks, etc.) impinges on the program's ability to have the expected beneficial impact in the beneficiary country (high);
 - Risk of global market and national sector shocks (e.g. drought, diseases, etc.) that impinge on the ability of the agriculture and food processing sector strategies to achieve their objectives (high);
 - Risk of global market shocks in the light manufacturing sectors (i.e. textile, leather etc.) that diminish the ability of interventions to achieve their objective (medium);
 - Risk that the political environment in the beneficiary country impinges on sustained implementation, particularly when AGOA status is decided on the basis of annual review (low);
 - Risk of downturns in the U.S. market that diminish the ability of the program to achieve its expectations (medium);
 - Risks that concerted supply response to the U.S. market by African suppliers in one sector might result in increased price competition (low);
 - Risk of negative environmental impact as a result of increased investments in sectors such as tannery, floriculture and glass manufacturing (medium); and
 - Risk that development intervention reinforces a gender divide (medium).
- Operational risks:
 - Risk that AGOA will not be extended for a substantive duration (low);

- Risk that national capacities in some countries may not be at levels needed to institute appropriate sector strategies and implement the required M&E framework (high); and
- Risk that performance measures may become skewed to promote institutional (government or private-sector related) objectives as opposed to the mandate of increasing a country's response to the opportunities afforded under AGOA (high).
- Reputational risks:
 - Risk that USG sources may see this program as just another request for USG money (high); and
 - Risk of a lack of stakeholder confidence (high).
- Data sources for indicators/benchmarks suggested
 - U.S. International Trade Center Website and national government data on exports;
 - World Bank's Logistics Performance Index and Doing Business Indicators;
 - Questionnaires submitted at firm level by technical working groups.

Section V: Conclusion

As AGOA celebrates its 12th year, it is important to take stock of the lessons that Africa and the U.S. have learned from it, so as to ensure that AGOA fulfills its development mandate and strengthens U.S. trade and investment relations.

Toward this end, the gap analysis of AGOA in Section II identifies gaps in AGOA's performance vis-à-vis expectations. These gaps are related to the following: general weak response to AGOA at the country level as a result of supply-side constraints; weak response to AGOA in agriculture and agro-processing, as well as light manufacturing; difficulty faced by exporting firms in building the productive capacity needed to move beyond dependency on tariff-preference coverage; and limited U.S. investments across countries, particularly from U.S. SMEs and U.S. investments in agriculture and food processing.

To ensure a structured and results-based country response to the opportunities afforded under AGOA, the development of a dynamic National AGOA Response Strategy is recommended, which includes the following four elements:

- Establishment of a national AGOA institutional infrastructure that includes a *Ministerial Task Force on AGOA* and a *National AGOA Secretariat*;
- Identification of priority sectors for support;
- Development of the support programs for priority sectors; and
- Development of a comprehensive strategy for increasing U.S. investments, with emphasis on investments by SMEs, as well as investments in agriculture and agro-processing.

Complementary to this National AGOA Response Strategy is the proposed M&E framework that is structured on two levels, a national and a continental level.

The national level is the primary reporting level of the M&E framework and follows a logical model with defined expected results and a related results chain. The results chain includes the ultimate outcome, intermediate outcomes, immediate outcomes, outputs, activities and inputs. The annual deliverables for the national level include a results-based management report that documents progress, achievements, variances, learning and adjustments, as well as the related performance measurement framework.

The continental level is the secondary reporting level of the M&E framework and requires the preparation of a results-based management report that itemizes key operational challenges faced in the implementation of the National AGOA Response Strategy.

At annual AGOA forums, each country is required to provide a results-based management report and the related performance measurement framework, as well as an itemized listing of key operational challenges faced in the implementation of the National AGOA Response Strategy.

It is strongly believed that adopting the recommendations under the guidelines for a National AGOA Response Strategy and the related Monitoring and Evaluation Framework will result in AGOA meeting its development mandate, while at the same time maximizing U.S.-Africa trade and investment relations.

Annex I. AGOA Coordinator/CEO Skills Inventory³⁵

The AGOA Coordinator/CEO articulates the vision for the National AGOA Secretariat, provides the secretariat with needed leadership and pursues its vision with a sense of urgency. The CEO should have years of experience in both industry and government and should use this experience to successfully lead the National AGOA Secretariat.

A roster of the CEO's required attributes and skills is listed below:

- Integrity and ethics;
- Analytic intelligence and results orientation (with a sense of urgency);
- Communication, team-building, and interpersonal skills;
- Leadership and mentorship skills;
- Problem solving, decision-making, and critical thinking skills; and
- Political impartiality.

In terms of job description, the CEO should have functional responsibility for strategic planning, management, financial management, human resource management, marketing and public relations, community relationships, programmatic effectiveness and fundraising. The specific responsibilities under these individual functions are listed below:

- Strategic planning: the CEO:
 - Collaborates with the AGOA Ministerial Task Force to define and articulate the national AGOA secretariat's vision and to develop strategies for achieving that vision;
 - Creates annual operating plans that support the strategic direction set by the AGOA ministerial task force, and which correlate with annual operating budgets. These annual plans are submitted to the AGOA ministerial task force for approval; and
 - Develops and monitors strategies for ensuring the long-term financial viability of the national AGOA secretariat.

³⁵ The information for the above skills listing was heavily sourced from a document shared on docstoc by Doan Thuan titled CEO Job Description and accessed on 9th May 2012 <http://www.inc.com/tools/ceo-job-description.html>. In addition, a document titled *CEO Skills Inventory* by Fred Gibbons was utilized to identify the necessary personal attributes <http://www.stanford.edu/class/ee353/ceo.htm> accessed 8th May 2012.

- Management: the CEO:
 - Promotes a culture that reflects the secretariat's values, encourages good performance and rewards productivity;
 - Hires, manages and fires the human resources of the secretariat according to authorized personnel policies and procedures that fully conform to current laws and regulations;
 - Oversees the operations of the secretariat and manages its compliance with legal and regulatory requirements;
 - Creates and maintains procedures for implementing plans approved by the ministerial task force;
 - Ensures that staff and the ministerial task force on AGOA have sufficient and up-to-date information; and
 - Evaluates the secretariat and staff performance on a regular basis.
- Financial management: the CEO
 - Oversees staff in developing annual budgets that support operating plans and submit these budgets for ministerial task force approval;
 - Manages the secretariat's resources within budget guidelines;
 - Ensures that staff practice all appropriate accounting procedures in compliance with Generally Accepted Accounting Principles (GAAP); and
 - Provides prompt, thorough and accurate information to the ministerial task force to keep them apprised of the secretariat's financial position.
- Human resource management: the CEO
 - Recruits and contracts the secretariat's staff;
 - Supports staff development and training;
 - Develops human resource policy and documentation;
 - Engages in employee relations;
 - Institutes a performance management and improvement system;
 - Ensures employment compliance to regulatory concerns; and
 - Facilitates company-wide meetings/committees, including arranging meetings, attending meetings, setting agendas, and taking down the minutes of the meetings.
- Marketing and public relations: the CEO
 - Manages press development, advertising opportunities and organizes the availability of secretariat members for media/PR events as necessary;

- Oversees content, production and distribution of all marketing and publicity materials; and
- Coordinates invitation of potential future promoters and supporters of the secretariat.
- Community relationships: the CEO
 - Serves as the primary spokesperson and representative for the secretariat;
 - Assures that the secretariat and its mission, programs and services are consistently presented in a strong, positive image to relevant stakeholders;
 - Actively advocates for the organization, its beliefs, and its programmatic efforts; and
 - Acts as a liaison between the secretariat and the community, building relationships with peer organizations when appropriate.
- Programmatic effectiveness: the CEO
 - Oversees design, delivery and quality of programs and services;
 - Stays abreast of current trends related to secretariat's deliverables and anticipates future trends likely to have an impact on the secretariat's work; and
 - Collects and analyzes evaluation information that measures the success of the secretariat's program efforts; refines or changes programs in response to that information.
- Fundraising: the CEO
 - Serves as a primary person in donor relationships and the person to make one-on-one fundraising solicitations;
 - Develops fundraising strategies with the task force and supports the task force in fundraising activities;
 - Oversees staff in the development and implementation of fundraising plans that support strategies adopted by the task force;
 - Oversees staff in the timely submission of grant applications and progress reports for funders; and
 - Develops fundraising strategies with the task force and support the board in fundraising activities.

Annex II. Ensuring that Implementation Decisions at AGOA Forum are Actionable and able to be Monitored and Evaluated

To ensure that AGOA implementation decisions are actionable and subject to monitoring and evaluation, it is important that the following guidelines be utilized to ensure that the how, what and why of the decision are addressed:

1. Articulate the implementation decision;
2. Articulate the expected outcomes of the implementation decisions (i.e. provide it with a results orientation/results statement)³⁶;
3. Assess whether the expected outcome are measurable³⁷, realistic and achievable;
4. Articulate the action plan needed to achieve the expected outcomes of the implementation decisions; and
5. Assign responsibility for the outlined actions.

³⁶ Sourced from CIDA <http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/NAT-92213444-N2H>

³⁷ Indicate what type of change is expected, specify who is the target beneficiary, and where the change will occur

Annex III: Reporting for AGOA

It is recommended that the following outcomes are reported at the AGOA Forum:

Section A:

- Country's status eligibility under AGOA (i.e. AGOA eligibility, textile/apparel eligibility, LDC eligibility);
- Country exports to the U.S. under AGOA – Duty-Free under AGOA
- Country exports to the U.S. under GSP;
- Country exports to the U.S. under AGOA – Duty-Free under AGOA, as a share of Total SSA exports – Duty Free under AGOA;
- Country's top 5 exports (by HTS 2) to the U.S. – under Duty-Free under AGOA; as a share of Total SSA exports (by same HTS 2) – Duty Free under AGOA;
- Country exports to the U.S. under AGOA for HTS sectors aligned to agriculture and food processing;
- Country exports to the U.S. under AGOA for HTS sectors aligned to light manufacturing;
- Registered investments by U.S. SMEs in the country for the year;
- Registered U.S. investments in agriculture and food processing;
- Country's performance per the World Bank's Logistics Performance Indicator; and
- Country's performance per the World Bank's Doing Business Indicators or World Economic Forum's Global Competitiveness Index.

Section B:

- Itemize key operational challenges faced in implementation of AGOA strategy at national level.

Annex IV. Performance Measurement Framework

	Expected Results	Indicators	Baseline Data	Targets	Data Sources	Data Collection Methods	Frequency	Responsibility
Ultimate Outcome (Long-Term)								
Intermediate Outcomes (Medium Term)								
Immediate Outcomes (Short Term)								

Performance Measurement Framework

	Expected Results	Indicators	Baseline Data	Targets
Ultimate Outcome (Long-Term)	Improvement in growth and employment in priority sectors, and standard of living of country's populace.			
Intermediate Outcomes (Medium Term)	Increase of country's duty-free exports under AGOA over that of SSA average and baseline year	Country's duty-free exports under AGOA		
	Increase of total exports to the U.S. over that of SSA average and baseline year	Country's total exports to the U.S.		
	Registered diversification of country's exports compared to baseline year	Share of country's top 5 exports (HTS2-level) to the U.S. under AGOA		
	Increase of country's agriculture and food processing exports under AGOA compared to baseline year	Country's duty-free exports (agriculture/food processing)		
	Increase of country's light manufacturing exports under Agoa compared to baseline year	Country's duty -free exports (light manufacturing)		
	Increase in exports of targeted firms exports to the U.S. over baseline year	Targeted firms exports to the U.S.		
	Increase in exports of targeted firms exports of agriculture and food processing exports under AGOA compared to baseline year	Targeted firms exports (agriculture & food processing) to U.S.		
	Increase in exports of targeted firms exports of light manufacturing exports under AGOA compared to baseline year	Targeted firms exports (light manufacturing) to U.S.		
	Improvement in targeted firms inventory rates over baseline year	Targeted firm's inventory rates		
	Improvement in targeted firms average lead time over baseline year	Targeted firm's leadtime		
	Improvement in targeted firms cycle time over baseline year	Targeted firm's cycle rates		
	Decrease in targeted firms average time to export to the U.S. over baseline year	Targeted firm's average time to export to U.S.		
	Decrease in targeted firms average cost to export to the U.S. over baseline year	Targeted firm's average cost to export to U.S.		
	Decrease in targeted firms average time to import of primary product over baseline year	Targeted firm's average time to import		

Performance Measurement Framework

	Expected Results	Indicators	Baseline Data	Targets
	Decrease in targeted firms average cost to import of primary product over baseline year	Targeted firm's average cost to import		
	Increase in amount of U.S. SME investments over baseline year	U.S. SME investments		
	Increase in amount of U.S. investments in agriculture and food processing over baseline year	U.S. investments in agriculture and food processing		
	Improvement in performance of World Bank's Logistics Provision Index over baseline year	World Bank's Logistics Performance Index		
	Improvement in performance of World Bank's Doing Business Indicator over baseline year	World Bank's Doing Business Indicator		
	Improvement in performance of World Economic Forum's Competitiveness Index over baseline year	World Economic Forum's Global Comp. Index		
Immediate Outcomes (Short Term)	Improved knowledge of AGOA and the country's sectors with a good potential for export			
	Improved awareness of bottlenecks to sector competitiveness under AGOA;			
	Improved awareness of bottlenecks to firm-level competitiveness under AGOA;			
	Improved productive capacity of targeted firms;			
	Improved productive efficiency (i.e., adoption of best practices) of targeted firms;			
	Improved knowledge of the U.S. market and skills to market to the U.S.;			
	Improved awareness of logistical bottlenecks to efficient trade; and			
	Improved awareness by potential U.S. SME investors of opportunities for investments in-country;			
	Improved awareness by potential U.S. agriculture/agribusiness investments of opportunities for investment in country; and			
	Improved knowledge by potential U.S. investors on how to invest and/or engage in joint ventures with local partners in country.			

Performance Measurement Framework

	Data Sources	Data Collection Methods	Frequency	Responsibility
Ultimate Outcome (Long-Term)				
Intermediate Outcomes (Medium Term)	USITC dataweb	Database research & analysis	Quarterly, and end of project	Technical Working Groups
	USITC dataweb	Database research & analysis	Quarterly, and end of project	Technical Working Groups
	USITC dataweb	Database research & analysis	Quarterly, and end of project	Technical Working Groups
	USITC dataweb	Database research & analysis	Quarterly, and end of project	Technical Working Groups
	USITC dataweb	Database research & analysis	Quarterly, and end of project	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups

Performance Measurement Framework

	Data Sources	Data Collection Methods	Frequency	Responsibility
	Submitted Questionnaire	Firm Survey	Annually	Technical Working Groups
	U.S. Commercial Rep./AGOA Resource	Research/Interviews	Annually	Technical Working Groups
	U.S. Commercial Rep./AGOA Resource	Research/Interviews	Annually	Technical Working Groups
	World Bank's Data	Database research & analysis	Annually	Technical Working Groups
	World Bank's Data	Database research & analysis	Annually	Technical Working Groups
	World Economic Forum's Data	Database research & analysis	Annually	Technical Working Groups
Immediate Outcomes (Short Term)				

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