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# SPIRITUALITY OF ENVIRONMENTAL JUSTICE AND HUMAN DEVELOPMENT IN AFRICA: AN APPRAISAL

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**Abstract:** At the beginning of the 21<sup>st</sup> century, the natural environment faces a lot of pressure that seriously endanger the deeply complex balance that sustains the richly interrelated diversity of all forms of life. This environmental crisis is commanding the attention of people in various disciplines of life: politics, economics, health, religion, and so on. Discussions on the concern for the environment and authentic human development revolve around areas of ecology: pollution of air and water; the extinction of various species of plants and animals, the exhaustion of natural resources; deforestation, desertification and super development. But less attention has been given to the historical causes and worldviews that have generated today's environmental crisis. Therefore, this paper adopts the historical and analytical approaches to investigate the root causes and worldviews that have made the environment to face serious challenges. The paper proposes a new spirituality of the environment that would enhance integral human development, and conclusively maintains that onslaught on the environment usually has multiple effects on the well-being of people. Hence, the urgent need to adopt new spirituality toward the natural environment.

## INTRODUCTION

It is germane to clarify the key terms in the title of the paper in order to provide a thrust and identify the objective of the discourse. The terms that need clarification are: Spirituality, Environmental Justice, and Human Development.

Spirituality, in the 21st century, has assumed a broad application beyond religious realm. The concept is no longer limited to only one area of study. *Oxford Advanced Learner's Dictionary*, 7th edition, defines spirituality as "the quality of being concerned with" (Horn 2005:1421). In other words, spirituality points to the ways people appropriate ultimate values and express same in worship and lifestyle. Spirituality as well expresses a people's worldview. In Christian tradition, spirituality is the whole human efforts to live in the light of conscious relationship with God, in Jesus Christ, through the Holy Spirit and within a community (Sheldrake 1998:34). Spirituality, in other traditions, has personal and communal dimensions. For example, the spirituality of Okonko Society of the Igbo in West Africa is practiced for the purpose of self-preservation and community cohesion. The spirituality functions to determine ritual behavior and to regulate social attitudes (Nwosu 2009:179).

In this paper, we shall argue that any faith tradition, system or way of life that does not recognize the interconnectedness between creatures displays symptoms of spiritual emptiness. Thus, Reuther (1996:332) says, "if we tried to experience this relatedness and to keep it present in our awareness, an intense spirituality would flow from it". Intense spirituality flows because environment and humanity are interrelated. Environment, undoubtedly, includes everything living and non-living, human beings, air, water, land, animals, birds, fish, plants and even rocks among others (Umejesi 2006:63).

Environmental justice points to the direction of appreciating the earth as a gift from God which human beings must account for. The earth and all therein are precious gifts of God with breath taking beauty. Hence, Groody (2007) notes that environmental justice is a call to care for the earth. According to him, "making the earth a hospitable and peaceful home for the diverse members of the human family is one of the enduring challenges of this global village" (Groody 2007:3). This calls for environmental agenda that is positive in vision, sustainable in practices

and renewable in use. It is in this regard that this paper sees environmental justice as fair, responsible, and reasonable treatment of the ecosystem that is relational rather than domineering.

Furthermore, the concept “human development” expresses the things that enhance the realization of human happiness within people’s environment. It includes the availability of the many real benefits provided in recent times by science and technology and freedom from every form of slavery (O’Brian & Shannon 2010:442). Yet, authentic human development has a moral foundation and orientation towards the truly good. Anything in the contrary is regarded as super development. Within this context, John Paul II (1987) argued that super development contradicts human development. According to him, Super development consists in an excessive availability of every kind of material goods for the benefit of certain social groups,... and multiplication of things already owned (John Paul II 1987:27).

This is to say that, authentic human development liberates the mind and makes people responsible enough to pursue common happiness; while super development is the culture of “consumption”, which involves waste, degradation, and disregard for those who are poor. The paper submits that human development in Africa must go beyond economic prosperity to include the care of the environment or the earth, from which God forms human bodies (Gen. 2:7).

It is therefore, the objective of this paper to examine the historical roots and worldviews that have made the environment to face serious challenges. Environmental challenges today endanger the complex balance that sustains the richly interrelated diversity of all forms of life on earth. This calls for a new spirituality of the environment. Hence, this work aims at showing the nexus between spirituality, the environment, and authentic development of the human person, especially in Africa. The paper concludes that onslaught on the environment usually has adverse effects on the wellbeing of people, regardless of culture or religion; and therefore, the need to adopt a more proactive approach regarding the natural world.

## **THEORETICAL FRAMEWORK**

At the outset of 21st century, humanity was struck by terror at the increasing vulnerability of the inter-connective web of life in the face of the destructive consequences of the human practices that have inflicted severe blow on the environment. Today, people in various areas of life are coming to understand the central fact that the natural environment has to be protected and sustained (Nwosu 2010:57). As this awareness of the natural world increases, it becomes relevant to highlight the theoretical framework that gave rise to humans’ disregard of the environment, and propose new spirituality for environmental concern.

In the context of contemporary environmental challenges, the theory of dualism comes to mind. The theory of dualism involves a dichotomy of principles that manifest themselves in the universe. In the Greek thought, Plato (428-347 BC) was the most prominent scholar of dualism and his work titled: *Timeus* has a purely dualistic foundations. For Plato, the human spirit belongs to the world of idea which is divine while the body which is mortal comes from the lower gods (Geisler & Feinberge 1980:215). Plato explains the presence of the immortal soul in this world with the doctrine of “the fall” of the soul; and the reason for this fall is non-reason. Pointing to the direction of environmental challenges, Russell (1983) correctly notes that, The truly real world, for Plato, is the world of ideas; for whatever we may attempt to say about things in the world of sense, we can only succeed in saying that they participate in such and such ideas, which, therefore, constitute all their character (Russell 1983:53).

Over time, Platonic dualism came to have a long echo in the religious history of the Western world. Consequently, Augustine of Hippo (354 – 430AD) came up with the idea of two cities: heaven and hell. As he notes, there is the city of God, the community of saints; on the other, there is the earthly city, the community of lost souls. ... one is predestined to reign eternally with God, and the other to suffer eternal punishment with the devil (Jones 1969:102).

In the light of the above, Augustine concluded that the created world, the earth or the natural environment, just because it is a creature, cannot be perfect and must therefore contain some evil.

One of the clear results of the theory of dualism on Christian attitude to the environment is the view that the natural world is doomed to destruction by fire. Hence, most Christians who believe that salvation is only a matter of saving individual soul, do not care about the environment, creation and the world “beyond exploiting it for human gain or using it to prove the existence of God” (Hunt 2010:272). So, the dualistic understanding of the natural order has resulted in humankind misusing God’s creation. Yet, even when the society goes in the opposite direction and down play “the things of the world” due to religious influences, the environment continues to exert considerable influence on the integral human development in the world, particularly in Africa. Hence, consistent and persistent violation of the ecosystem amounts to environmental injustice.

#### **HISTORICAL ROOTS OF THE PRESENT ENVIRONMENTAL CRISIS IN AFRICA**

Africa could be described as a compact of land mass with an area of about 29,952,000 square kilometers. This is approximately 22.4% of the whole land of the earth (Uwachue 1991:5). The vegetation of Africa ranges from tropical rain forest and mangrove swamps to mountain tundra, and the soil from tropical red earths to podols. It is on record that many of the world’s largest rivers are in Africa with the Nile flowing for nearly 6.611 km. The continent possesses, in the Rift valley system of East Africa, one of the greatest fractures of the earth’s crust, and, in the Drakensberg, one of the most magnificent of escarpments. In addition to diversity of land forms, Africa is blessed with rainfall that is characterized by its seasonal distribution. Everywhere in Africa, there are distinct wet and dry seasons. It is in the light of the foregoing that Mayson (2010) correctly notes that, Africa had plenty of land, resources, and people to develop from pre-history to a modern educated and productive state in a century, ... The original root of Africa’s wealth was its agricultural potentials, which could be developed to provide support for the vast move to the urban centers, where an industrialized population could turn Africa’s mineral and manufacturing potential into the full experience of a people enjoying economic, cultural, and environmental liberation (Mayson 2010:103).

Looking at Africa from an integral human perspective, one sees a continent that is rich in biodiversity, rich in aquatic and wild lives. In addition to these riches, the continent of Africa is also endowed with oil, gas, and many other mineral resources, combined with in-depth search for God expressed in African Religion (Afrel).

Unfortunately, modern foundational structures and advent of new religions in Africa set in motion the present day environmental degradation and woes in the land. At the foundational base of contemporary African economic, political and social blocks is a strong systemic structure of poverty that has economic interest protection as an objective (Nwosu 2010:66). In this regard, Dorr (1984) notes that the situation in Africa is that in which “the economy ... is reorganized to serve the interest of the imperial powers” (Dorr 1984:53). Not only were the outside boundaries of African countries decided by the West at the Berlin Conference of 1885, but the internal exploitation of the economy and environmental degradation have been designed by the West ever

since (Mayson 2010:104). At the heart of environmental crisis, poverty and underdevelopment in Africa is the continued ownership and control of the resources by the imperial powers and unaccountable African elite. The consequence of this, as witnessed in contemporary African society, is the loss of human solidarity and the community, the infringements on human dignity and individual rights, growing systemic poverty and inequality, and an industrialization which has not led to modernization of African economies (McCarthy and Rhodes 1992:214).

Furthermore, the coming of new religions to Africa consolidated the roots of the current environmental crisis. For instance, what did Christian missionaries tell people of Africa about their relation with the African environment? How did they treat sacred places and objects while propagating their new message?

In its Western form, Christian religion saw and still sees anything African as heathen, dangerous, and illogical. Many contemporary Africans have been so indoctrinated by the sweep of material progress that they degrade the spiritual progress through which Africans found life for centuries. Yet Africans know that spirituality is not 'otherworldly'. Spirituality is an experience that begins from the natural environment. Armed with its inherited concept of dualism of humanity and nature, early missionaries set out to exploit the environment and nature in Africa in a mood of indifference to the feelings of their host communities. Africans have deep-seated respect for the environment. For example, in most African communities, particularly in Igboland, certain shrubs are regarded as sacred. Some of them provide shade for the village streams while some are used as medicines. All these trees are normally preserved. It becomes a taboo to cut trees in certain forests, farm on a particular land or fish in certain streams. But the whole concept of a sacred grove is alien to early missionaries and their Western ethos.

Hence, with the advent of the new religions in various traditional communities in Africa, the restrictions and ways of life aimed at protecting the natural environment no longer have a hold on people. Today, in the name of being "born again", people exploit the sacred forest, cut-down trees and use them as timbers to build religious houses. The lands that harboured the original ancestral flora and fauna shrines of some deities are no more. Thus, open environmental crisis ensued in Africa when missionaries began, in various ways to destroy and enter into lands and places where any form of human activity was forbidden (Nwosu 2010:62). In this regard, Onwubiko (1999:123) observed with sadness that, "the foreign religions ignited ecological and community crises, particularly in Nigeria".

Having said all these, it is noteworthy that what we do about environmental crisis depends on our idea of human-nature relationship. More science and more technology are not going to get the world out of the present environmental challenges unless there is a new spirituality of the environment.

### **WORLDVIEW ISSUES AND DEVELOPMENT**

Before now, the paper tried to differentiate integral human development from super development. It was noted that the availability of the benefits of science and technology is not the totality of human development. That is to say that, trying to achieve true development suitable for Africa must recognize the specific nature of human beings and the environment. This is because environment and humanity are interrelated (Umejesi 2006:63). Within this context, Himes and Himes (1993) submit that, integral human development does not necessarily mean increased consumption. It means greater responsibility to sacrifice in order to reduce pollution and to overcome poverty, raising the standard of the living of the poor to achieve long-term positive effects on the environment (Himes & Himes 1993:119-122).

Therefore, the term development in whatever form indicates the goal of rescuing peoples from everything that prevents them from experiencing the fullness of life. At the level of the individual, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material wellbeing. At the level of social groups, sustainable development implies an increasing capacity to regulate both internal and external relationships. In Africa, much of human history has been a fight for survival against natural hazards, against real and imagined human enemies. Hence, the increase in the ability to protect the independence of social groups in Africa. According to Benedict XVI, the Supreme Pontiff of the Catholic Church, development that is sustainable means, active participation on equal terms, in the international economic processes from the social point of view, it meant their evolution into educated societies marked by solidarity; from the political point of view, it meant the consolidation of democratic regimes capable of ensuring freedom and peace (O'Brien & Shannon 2010:537).

In other words, development that stresses only economic, technological skills and capacity for dealing with the environment is insufficient. This is because, capacity for dealing with the environment is dependent on the extent to which people understand the laws of nature, that is, science; on the extent to which they put that understanding into practice by devising tools, and on the manner in which work is organized. Hence, sustainable development, particularly in Africa, needs to be true, integral, and all embracing.

This is important for Africa because industrial development has provided needed goods and jobs. But most times such development results in harm. For example, recently in some parts of Northern Nigeria, dams that provide irrigation flooded some states, depriving families of their homes, farms and businesses (Oropo 2010:1-6). Agricultural chemicals control pests and increase profits but it can also pollute the environment.

On these issues and many more, there is urgent need of a new spirituality and consciousness among people about the impact of past abuses and the expressed intention to avoid such abuses from henceforth. Here a key concept is respect for the environment, for God, and respect for the rights of others. The integrated ecosystem is essential for sustainable development in Africa. To achieve this all nations need to re-evaluate their views on how the natural environment works.

People's view of the environment ultimately affects how efficient they apply development. There are different worldviews concerning nonhuman creation. Elmore (1996:1) identified some of them as "theocentric, biocentric, and anthropocentric". The implication of worldview issues is that no one can claim to be a passive observer of the environment. We constantly have an impact on it, and the impact is dependent on our worldview.

A biocentric worldview prioritizes nature and reduces humanity to an instrumental value. The approach elevates the ecosystem over humans. People who believe in this view tend to worship creation. This view is associated with some traditional religions and New Age Movements. Since this worldview of the environment puts humanity at odds with nature, it may not be the spirituality needed today.

While the biocentric worldview is inadequate, some people swing to anthropocentric view. This approach "over-values human power over the natural world" (Thompson 2010:160). The anthropocentric worldview exalts humans over the rest of creation. Hence, Hunt (2010) notes that, One direct result of this worldview is the tendency to view the natural world simply in terms of price. This results in a focus on short-term actions and often near sighted approaches to ... natural resources (Hunt 2010:271).

Anthropocentric worldview assumes that forest, for example, is only valuable when humans can utilize them. This view does not recognize any intrinsic value in nature. It treats natural envi-

ronment “as a mere resource for human well-being” (Thompson 2010:161). Treating the natural environment in this manner is to live a fundamentally flawed environmental ethic that has little or no regard for non-human effects.

From another angle, anthropocentric worldview of the environment can drive human being to “demand so much of the natural world’s benefits that others are left with nothing” (Hunt 2010:272). Today, particularly in Nigeria, some politicians own vast tracts of land while the majority is left landless. God condemns such exploitation in no uncertain terms. Again, views of the end-time that emphasize the destruction of the earth also lead to neglect of environmental ethics. African religious spirituality finds such view unattractive. In Africa, the foundations of spiritual beliefs are laid in the material world. The supernatural is a facet of the natural. This remains a feature of all traditions in Africa, and because traditional religions permeate all aspects of life there is no sharp distinction between the spiritual and the material areas of life (Mayson 2010:121). With today’s environmental challenges, it may be difficult for God to grant anybody entrance into heaven without the person giving due account of his/her environmental actions while on earth. God is not going to destroy the earth. He does not destroy the works of His hands; what He would do is to regenerate the earth because He is sovereign.

In line with the objective and aim stated earlier, the paper proposes a spirituality of genuinely relational and theocentric approach to current environmental crisis. Under this approach natural environment is understood as a “given” which gives the planet a sacred character that can be perceived. This is nearer to the vision of the creation stories in the Christian Bible. The vision is relational. Thompson (2010) captures the relational vision properly when he notes that, in the creation myth... God... is present, calling humanity into relationship with God, with each other, and with other creatures. To be the image of God means that humans are relational, not sovereign (Thompson 2010:162).

Drivers of sustainable development in Africa ought to pay attention to this vision that occasions a relationship between humans and nature that is mutual at the same time. It is a vision or spirituality that anchors on the “I - Thou” category of Buber (1970:75). It is an “I-Thou” relationship between humanity and creation rather than an instrumental “I-It” vision. The approach includes all the creation with genuinely intrinsic value. Indeed, humanity and the natural world are in a mutually interdependent relationship. In fact, humans are more dependent on nature than nature is on us. Humanity has a future only when the future of natural environment is assured. And this is not possible if the latter is exploited and degraded. It is against this background that the Biblical injunction of Genesis 2:15 makes meaning: ‘Yahweh took the man and settled him in the garden of Eden to cultivate and take care of it’.

## **CONCLUSION**

In our life time, human understanding has opened upon the dynamisms of the microcosmic and macrocosmic order of the universe. And we have been struck by the deep wounds inflicted upon the ecosystem. Hence, the paper has established that there is a synergy between human and environmental spirituality. We have equally seen that the subject of sustainable development is also closely related to the duties arising from our relationship to the natural environment. The environment is God’s gift to everyone, and the use of it calls for proper application of worldview and appropriate development. If these are not done, the poor, future generation, and humanity as a whole stand the risk of more devastating ecological crisis. To prevent this from happening, the paper suggested a new spirituality anchored on “I-Thou” relationship rather than “I-It” interaction prevalent in the world today. Respect for the intrinsic balance of creation is not negotiable

given the fact that the way people treat the environment influences the manner it treats itself, and vice versa.

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# TALENT DEVELOPMENT IN EDUCATIONAL INSTITUTIONS IN INDIA

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**Abstract:** The Concept of Human Resource Development (HRD) is mainly concerned with developing the skills, knowledge and competencies of people and it is a people-oriented concept. The word talent can be understood as any potential or an acquired skill or behaviour that leads to enhanced performance in any or all the facets of life. It is predicted from review of related studies that talent development practices lack the edge in schools in India in comparison to international counterparts. Attempt has been done to find out answers to these questions through the present study. The present study tries to find out whether sensitivity exists towards the talent development practices in Government and Private schools and whether this sensitivity towards development of talent is more prevalent in Private schools than Government run schools. The results indicate that no significant difference exists between Private schools and Government schools as far as talent development practices are concerned. The schools are required to play a more proactive and meaningful role as far as talent development practices and HRD & OD Interventions are concerned. Human Resource Development Professionals need to ensure that small and personalized learning environment is being provided by the educational institutions.

## INTRODUCTION

This paper seeks to examine whether sensitivity exists towards the talent development practices in Government and Private schools and whether this sensitivity towards development of talent is more prevalent in Private schools than Government run schools.

A.P.J. Abdul Kalam remarked, "Education has to lead to capacity building among students". Education has often been confused with the ability to memories facts. Education should be directed to the aim of enlightenment of head and heart; illumination of consciousness for all round development of individual personality. Education should enable a human being to attain the greatest possible harmony, internal and external, spiritual and material, for the fullest possible development of human talent, potentialities and capacities.

Rao (2003) defined HRD as a process by which the individuals are helped in a continuous and planned way to acquire or sharpen capabilities required to perform various functions associated with their present or expected future roles; develop their general capabilities as individual and discover and exploit their inner potentials for their own and/or organizational development purposes; and development of an organizational culture in which superior-subordinate relationship, team work and collaboration among subunits are strong and contribute to the professional well-being, motivation and pride of employee.

Talent (Latin Talentum; Ancient Greek Talenton) is a marked ability or skill, the potential or factual ability to perform a skill better than most people.

C.W.Taylor (1968) categorizes talent into academic, creative, communication, planning, forecasting and decision-making.

Sultan Kermally (2004) a management development consultant and author of "Developing and Managing Talent" understands talent as a special aptitude or faculty of high mental ability. He categorized talent functionally as well as generally.

Talent can refer to capability or to an acquired behaviour; to a latent process or to a manifest product and it can be described in generic terms such as intelligence or creativity or in specific terms such as manual dexterity or artistic technique.

## **LITERATURE REVIEW**

The results of a major survey conducted jointly by Educational Initiatives and Wipro(2006) on students in 142 of India's top private schools spread across five metros reveal a frightening gap in learning in key subjects. Worse, when their performance was compared to students in 43 other countries, Indian schools fared well below international levels. Study concludes that schools need to refocus their priorities towards skill development.

Wentzel (1991) in a study of social relationships and motivation in middle school especially with reference to the role of parents, teachers and peers found that motivational process are intrapersonal outcomes that might explain links between socialization experiences and academic achievement.

There is increasing recognition among scholars that children's overall adjustment and success at school requires a willingness as well as ability to meet social as well as academic challenges. The goals for education held by teachers, school administrators, and society at large reflects desires for children to develop social and moral competencies as well as intellectual skills, students who are academically successful report trying to achieve socially appropriate as well as academic goals at school (Hinshaw1992: 127; Ladd1989).

Pooja Garg and Renu Rastogi (2006 ) in a comparative study of teachers working in public and Private schools found teachers working in Public schools exhibit higher levels of Organizational Citizenship Behaviour (which means individual behaviour that is discretionary, not directly or explicitly recognized by formal reward system and that in aggregate promotes effective functioning of the organization). In the study the total sample consisted of 100 teachers out of which 50 were from public schools and the other 50 from private school. Besides this, out of the sample of 100 teachers, 44 were male teachers and 56 female. Teachers up to the age level of 35 years were 42 in number and 58 teachers were above 36 years of age.

Ranjana Srivastava (1985) in a study on School Effectiveness in relation to Organizational Climate found that teacher attitudes and behaviours are vital in successful functioning of the school; results also indicate that disengagement among teacher is negatively related to school effectiveness. Feeling of spirit on part of teacher is found to be a contributing factor to effectiveness of school.

Reynolds and Mann (1987) found that academically talented children usually possess superior intellectual ability or a specific subject matter attitude and have ability to do well in one and more academic subjects in school.

Sinha (1984) conducted a study of achievement motivation socio-economic status, self-concept and creativity among academically talented and average talented students. It was concluded that academically talented and average students belonging to science curriculum were significantly different on self-concept, academically talented group seemed to have more realistic self-concept as compared to average group of students.

In another study peer tutoring, an instructional system in which students teach other students has been found to be an effective way to learn school-related material (Cohen, Kulik and Kulik, 1982: 237; Fuchs, Fuchs, Benz, Philips and Hamlett, 1994: 75; Greenword, Delquadri, and Hall, 1987:371). Attempts made to determine why and how tutoring is effective have pointed to the role of specific interactions in promoting learning during tutoring and other peer-directed small group learning.

Webb and Farivar (1994) found that interactions that are considered effective are ones that support students' engagement in higher order cognitive processes, such interactions include providing elaborated explanations, asking appropriate questions and using supportive communi-

cation skills such as listening attentively to partner's response and giving feedback and encouragement.

The conclusion that emerges from literature review clearly shows that practices such as focus on skill development, peer tutoring and activities eliciting student participation are essential for talent development of the students but how much they are prevalent in private and government schools appears not very clear.

In the light of these studies the objectives of the study and hypotheses were framed. Attempt has been done to find out answers to these questions through the present study.

## **OBJECTIVES AND HYPOTHESES**

It has been assumed that the quality of teaching in Government Educational Institutions has not been up to the mark. But what about the teaching in Private Institutions which claim to carry out a lot of talent development practices for the development of each and every student studying in their institution. Can we compare the talent development practices of Private and Government institutions? How can more accurate picture of talent development practices in Private Educational institutions and Government institutions be obtained? In India studies and researches on talent development, competency-building, HRD & OD Interventions in education sector are very rare.

There are no agencies dedicated to the development of the competencies of school principals and teachers. The present study is considered important due to the following factors-

- Lack of interest of HR professionals in Educational sector
- Lack of researches and practices related to OD interventions in schools/colleges
- Increasing need for talent development policies and practices due to the highly competitive environment
- Increasing need for a learning environment where students can perform upto their potential and explore and develop their creative abilities
- Hardly any figures or researches available to show the mental, emotional & behavioural problems faced by children
- Need for a comparative study of Private and Government schools to find out talent development practices existing in Government and Private institutions
- Need for a study to find out how Government and Private Institution's differ in policies and practices towards HRD Systems
- Need to find out how Government and Private Institution's differ in Personal Effectiveness and Skill Development Programmes
- Need for a comparative study to find out innovative teaching methodology used by Government and Private schools
- Increasing need to find out how Government and Private schools differ in initiatives towards career guidance and counselling

### *Talent Development in Educational Institutions: The concept operationally defined*

In the present study "Talent development in Educational institutions" means the policies and practices of the institution towards identifying and developing the potential of the students, initiating programmes on personal effectiveness & development of essential skills, assessing needed competencies and learning needs of the students, designing and developing a variety of methods for learning, offering learning experiences, innovations in learning methodologies to promote learning and the extent to which an institution is concerned about career development of the students and takes initiatives for career guidance and counselling.

The present study tries to find out whether sensitivity exists towards the talent development practices in Government and Private schools and whether this sensitivity towards development of talent is more prevalent in Private schools than Government run schools.

Four dimensions were included to study the concept of talent development in Educational institutions-

Dimension 1: Institution's Policies Towards HRD Systems, Dimension 2: Programmes on Personal Effectiveness and Development of Essential Skills, Dimension 3: Concern for Innovations in the Methodology of Teaching and Dimension 4: Initiatives for Career Guidance and Counselling.

Each of the dimensions is being separately discussed and defined.

*Dimension 1: Institution's Policies towards HRD Systems*

Operational definition-Institution's policies towards HRD Systems reflect the degree to which Institution is aware and sensitive towards establishing HRD Systems & Talent Development systems.

*Dimension 2: Programmes on Personal Effectiveness and Development of Essential Skills*

Operational Definition-Programmes on Personal Effectiveness and Development of Essential Skills means the extent to which institution is carrying out programmes on personal effectiveness such as sessions on positive attitude, goal-setting, management of time, stress management; it also means the extent to which institution shows its commitment towards developing vital skills such as leadership skills, interpersonal skills, team spirit etc.

*Dimension 3: Concern for Innovations in the Methodology of Teaching*

Operational Definition-Concern for innovations in the methodology of teaching is the degree to which institution promotes innovations and creativity in teaching techniques and incorporates the feedback of students.

*Dimension 4: Initiatives for Career Guidance and Counselling*

Operational Definition-Initiatives for career guidance & Counselling reflect the extent to which institution considers career development & career planning as a key competency for all round development of the student and initiates different awareness and counselling programmes related to career development.

*Objectives*

To understand & investigate the nature of practices prevalent in Government Schools and Private Schools for talent development of Senior Secondary School Students (11<sup>th</sup> and 12<sup>th</sup> class students included for the present study).

1. To find out whether the differences exist in Government and Private schools in talent development practices
2. To assess whether Private Educational institutions have better policies and practices for HRD support systems in comparison to Government Educational institutions
3. To find out whether Private Educational institutions are more sensitive and carry out more programmes on Personal effectiveness and development of Essential skills in comparison to Government Educational institutions
4. To assess whether Private Educational institutions are more concerned for innovations in the methodology of teaching than Government Educational institutions
5. To find out whether Private Educational institutions take more initiatives for career guidance & counselling than Government schools

### *Hypotheses*

Keeping the above objectives in mind following hypotheses were formulated-

#### Hypothesis 1.

Talent development practices are more prevalent in Private schools in comparison to Government schools (according to the attitude of the students of the two categories of schools)

#### Hypothesis 2

Private Educational institutions have well-defined HRD policies, practices and strategies for development of the children in comparison to Government Educational institutions (according to the attitude of the students of the two categories of schools)

#### Hypothesis 3

Private schools tend to show more sensitivity (in terms of attention and quality) towards programmes on personal effectiveness and development of essential skills than Government Schools (according to the attitude of the students of the two categories of schools)

#### Hypothesis 4

Private Educational institutions are more concerned about innovations in the methodology of teaching than Government Educational institutions (according to the attitude of the students of the two categories of schools)

#### Hypothesis 5

Private schools take more initiatives regarding career guidance and counselling than Government schools (according to the attitude of the students of the two categories of schools)

## **METHODOLOGY**

**Population:** Population for the present study was Class 11 and 12 students belonging to private educational institutions and government educational institutions.

**Sample:** Sample consisted of 11<sup>th</sup> and 12<sup>th</sup> Class students belonging to government educational institutions and private educational institutions. Four Private Educational Institutions were chosen for the present study. Three Government educational institutions were chosen for the present study.

Students belonging to all possible streams were covered --

Science (Biology), Science (Mathematics), Science (Biology & Mathematics), Commerce, Arts

Sample Size-- $n=520$ ,  $n_1=260$ ,  $n_2=260$

$n_1$  stands for the students belonging to private educational Institutions

$n_2$  stands for the students belonging to government educational institutions

Location of the Study: Allahabad

### *Method of Data Collection*

Questionnaire method of data collection was used in the present study. There was use of Summated Scale (Likert Type Scale) in the present study to measure the responses.

### *Development of Likert scale in the present study*

As a first step a large number of statements were framed which were relevant to the attitude being studied with the help of preliminary pilot.

### *Preliminary Pilot*

In the present study a pilot field work was conducted in which fifty students from Class 11 and 12 were interviewed from six different educational institutions of Allahabad to find out the kind of talent development practices they would like to have in their institution (out of which twenty five belonged to private educational institutions and another twenty five belonged to government educational institutions). On the basis of interactions with the students, the inputs from review of

related studies, 4 Dimensions were identified responsible for talent development in educational institutions namely, Institution's policies towards HRD Systems, Programmes on Personal Effectiveness and Development of Essential Skills, Concern for Innovations in the Methodology of Teaching and Initiatives for Career Guidance and Counselling. 40 items were framed in all with 9 items for Dimension 1, 11 items for Dimension 2, 11 items for Dimension 3 and 9 items for dimension 4.

*The Pilot Testing*

The questionnaire was administrated on 50 respondents of Class 11 and 12 belonging to a 10+2 English Medium School of Allahabad for gaining clarity regarding statements on questionnaire.

**Table 1: Reliability of the Scale**

Dimensions	No. of items	Range	Alpha
Institutions Policies Towards HRD Systems	9	9-45	.75
Programmes on Personal Effectiveness and Development of Essential Skills	11	11-55	.84
Concern for Innovations in the Methodology of Teaching	11	11-55	.74
Initiatives for Career Guidance and Counselling	9	9-45	.87
Total Scale	40	40-200	.94

The Pilot testing also aimed to foresee the possible difficulties in data collection and to develop necessary precautions.

*Reliability*

Table 1 shows reliability of the scale. Pilot study was conducted and data was used to find out the split half reliability of the questionnaire. Split half reliability of the total scale was found to be .94.

Split-half reliability was calculated for the scale for all the four Dimensions. The scale has 4 dimensions, dimensions 1 is Institutions Policies towards HRD Systems. It has 9 items and range of the scale is 9 to 45 and alpha is .75.

Dimension 2 is Programmes on Personal Effectiveness and Development of Essential Skills. It has 11 items, the range is 11 to 55 and alpha is .84.

Dimension 3 is Concern for Innovations in the Methodology of Teaching, it has 9 items, range of the items is 11 to 55 and alpha is .74.

Dimension 4 is Initiatives for Career Guidance and Counselling. It has 9 items, range of the items is 9 to 45 and alpha is .87. The alpha value shows that the reliability is high on all the four Dimensions.

**Table 2 : Dimension wise position of statements in the questionnaire**

Dimensions	Position of Statement in the questionnaire
Institution's Policies Towards HRD Systems	1,6,7,11,16,20,24,28,40
Programmes on Personal Effectiveness and Development of Essential Skills	3,8,12,17,21,23,25,32,33,37,39
Concern for Innovations in the Methodology of Teaching	2,5,9,14,18,22,26,,29,35,36,38
Initiatives for Career Guidance and Counselling	4,10,13,15,19,27,30,31,34

*The Final Questionnaire Used In the Present Study*

The final questionnaire used in the present study consisted of forty statements belonging to four Dimensions. Maximum possible score for any respondent was  $40 \times 5 = 200$  and minimum possible score for any respondent was  $40 \times 1 = 40$ . As the statements were randomly distributed in

the questionnaire the Dimension wise statements with their serial order in the questionnaire are being presented in table 2.

#### *Sampling Design*

Stratified random sampling was the sampling design in the present study. Population from which sample was drawn did not constitute a homogenous group and therefore stratified sampling technique was applied to obtain a representative group. Initially population was stratified according to the different streams of the students and then simple random sampling was done.

### **PROCEDURE**

#### *How the study was carried out*

The top four private schools in Allahabad were identified based on popular perception. Three Kendriya Vidyalayas were identified so that the comparative study can be carried out in the seven schools identified.

Then, the principals were approached and were told about the objectives and details of the study. They were shown the questionnaires as they wanted to have a look at the questionnaire. The principals were told that the questionnaires were to be filled by Class 11 and 12 students. The principals were told that the questionnaires had to be filled proportionately according to the strength of the students in different streams (which form different strata in stratified random sampling) of Class 11 and 12 students.

The distribution of questionnaires according to the institutions selected was as follows-

Private Educational Institutions: 65×4

Government Educational Institutions: 85×2, 90×1

After the principals had a look at the questionnaire they authorized the data collection either the same day or fixed some specific day to administer the questionnaire.

After that the questionnaires were distributed to the students in the Class room. Students were told to read the instructions carefully before starting to give their responses to the questionnaire. After the questionnaires were distributed doubts which the students had were cleared.

#### *Questionnaires Distributed and Returned*

Total study was conducted on 520 respondents; 260 respondents belonged to private educational institutions and 260 respondents belonged to government educational institutions. The questionnaires that were returned properly filled were 503 and therefore data analysis was done on 503 respondents. 248 questionnaires out of 260 questionnaires were fully filled by the students of private institutions and 255 questionnaires out of 260 questionnaires were fully filled by the students of government institutions.

#### *Salient Features of the Study*

A group of eminent educationists, psychologists and HR professionals were consulted on various aspects of the study.

#### *Challenges Faced*

Few schools initially agreed to distribute the questionnaire the same day they were approached but changed their plan due to some unknown reasons; may be the principal wanted to discuss with higher authorities whether such kind of study should be allowed or not.

Some schools refused to participate without citing any reason.

Accessibility to the Principals was also sometimes difficult as sometimes they were involved with staff meetings or addressing important issues relating to the institutions.

In two cases the institutions had to be approached four times before the appointment finally got fixed with the principal.

*Scoring*

Since all the statements were positively worded encircling Strongly Agree meant score of five on that particular statement, encircling Agree meant score of four on that particular statement, encircling Cannot Say meant three, encircling Disagree meant two and encircling Strongly Disagree meant a score of one.

Then the scores of all the statements were summed up to get the total score of the respondent. However, the analysis has been conducted dimension wise.

**Table 3 : Sample Distribution (Valid Questionnaires) In Terms Of Government and Private Schools**

Nature of school	Ratio
Private	49.3%
Government	50.3%

Table 3 shows distribution of students in terms of percentage of the questionnaires that were valid and finally included in the analysis.

*Statistical Plan*

After the data was collected, codification was done to study whether the mean value of the responses of the students of private educational institutions differ from mean value of responses of students of government educational institutions. ANALYSIS OF VARIANCE (ANOVA) research technique was used. The basic principle of ANOVA is to test for differences among the means of the populations by examining the amount of variation within each of these samples relative to the amount of variation between the samples.

The analysis was done through SPSS.

**RESULTS**

Table 4 shows the inter dimension correlations between all dimensions. It shows that all dimensions of the scale are significantly correlated. Dimension 1 Institution’s Policies towards HRD Systems shows a correlation score of .79 with Dimension 2 Programmes on Personal Effectiveness and Development of Essential skills. Dimension 1 shows a correlation of .67 with the Dimension 3 Concern for Innovations in the Methodology of Teaching and Dimension 1 shows a correlation score of .71 with Dimension 4 Initiatives for Career guidance and Counselling. Dimension 2 Programmes on Personal Effectiveness and Development of Essential skills shows a correlation score of .68 with Dimension 3 Concern for Innovations in the Methodology of Teaching. Dimension 2 shows a correlation score of .75 with dimension 4 Initiatives for Career Guidance and Counselling.

**Table 4: Inter Dimension Correlation of the Scale**

Dimensions	1	2	3	4
Institution’s Policies Towards HRD Systems	1.00			
Programmes on Personal Effectiveness and Development of Essential Skills	.79**	1.00		
Concern for Innovations in the Methodology of Teaching	.67**	.68**	1.00	
Initiatives for Career Guidance and Counselling	.71**	.75**	.69**	1.00

P\* > .05, \*\* > .01, \*\*\* > .001

Dimension 3 Concern for Innovations in the Methodology of Teaching shows a correlation score of .69 with Dimension 4 Initiatives for Career Guidance and Counselling. The correlation scores of the Dimensions with each other show that the dimensions are significantly correlated

with each other. Dimension 1 is significantly correlated with Dimension 2, Dimension 3 and dimension 4. Dimension 2 is significantly correlated with Dimension 3 and Dimension 4. Dimension 3 is significantly correlated with Dimension 4.

**Table 5 : Mean Differences between Attitude of Students of Private and Government Schools on All Dimensions**

Dimensions	Private	Government	F value
Institution’s Policies Towards HRD Systems	32.33	31.13	2.84
Programmes on Personal Effectiveness And Development Of Essential Skills	38.98	38.01	1.42
Concern for Innovation in the methodology of teaching	37.75	37.67	.01
Initiatives for Career Guidance and Counselling	29.42	30.47	1.89
Total of scale	138.49	137.29	.17

P>.05, \*\* >.01, \*\*\* >.001

Table 5 shows the mean differences between the attitude of Private and Government school students on all dimensions. F value shows that there no significant differences between both group on any dimension. It means that Private and Government school students have similar views on all dimensions of the scale.

No significant difference has been found between the attitude of the students studying in Private schools and Government schools as far as talent development practices towards these institutions are concerned. Table 5 shows that the total mean score of attitude of students studying in Private schools towards Talent Development Practices is 138.49 and the total mean score of attitude of students studying in Government Schools towards Talent Development Practices has been found as 137.29. This shows that according to the attitude of the students of both the institutions, Private and Government schools do not vary in terms of Talent Development Practices. The mean score between the two shows a very slight difference which is not significant even at .05 level.

The mean values on first dimension shows that attitude of the students of Private Schools is slightly more positive towards Institution’s Policies towards HRD Systems than students of the Government Schools. But, this difference in attitude between the students of Government and Private Schools is not significant (Institution’s Policies towards HRD Systems–Mean of Private School students =32.33, Mean of Government School students =31.13).

The mean values on second dimension show that attitude of the students of Private Schools is slightly more positive towards Programmes on Personal Effectiveness and Development of Essential Skills than students of the Government Schools. But, this difference in attitude between the students of Government and Private Schools is not significant (Programmes on Personal Effectiveness and Development of Essential Skills –Mean of Private School students =38.98, Mean of Government School students =38.01).

The mean values on third dimension show that attitude of the students of Private Schools is slightly more positive towards Concern for Innovations in the Methodology of Teaching than students of the Government Schools. But, this difference in attitude between the students of Government and Private Schools is negligible and not significant (Concern for Innovations in the Methodology of Teaching –Mean of Private School students =37.75, Mean of Government School students =37.67).

The mean values on third dimension show that attitude of the students of Government Schools is slightly more positive towards Initiatives taken for Career Guidance & Counselling than students of the Private Schools. But, this difference in attitude between the students of Government and Private Schools is negligible and not significant (Initiatives taken for Career Guidance &

Counselling—Mean of Private School students =29.42, Mean of Government School students =30.47).

#### *Findings*

The major findings of the study are as follows—

- Research hypotheses (Hypothesis 1 to 5) get rejected which indicate that overall there exists no difference in attitude of the students of government schools and private schools regarding talent development practices in these institutions and also this effect is visible in each and every dimension of talent development practices in both kinds of schools (namely government and private schools).
- Therefore, the main finding of the study is that there are no significant differences in Talent Development Practices as far as Government and Private Schools are concerned according to the attitude of the students of both category of schools and belonging to class 11 and 12 of various disciplines as reflected in the responses of the student.
- This shows that development-related initiatives of both private owned schools and government owned and run schools are not perceived as sufficient by the students. The attitude of the students in these private institutions hardly differs from the attitude of the students of government educational institutions regarding the talent development practices and the difference is not significant even at .05 levels.

#### **CONCLUSION**

From the results it is clear that research hypothesis has been rejected as no significant differences were found in talent development practices between Private schools and Government schools. This indicates that practices needed to develop talent need to be initiated by all categories of schools and HRD professionals are required to play a significant role in this attempt.

HRD professionals need to train the students in vital skills needed to succeed in life such as goal-setting, time management, leadership development, team building skills, train the principal in leadership development, creating organizational culture conducive to growth and development of the students and staff and train the teachers regarding teaching effectiveness, handling difficult behaviours, innovations in the methodology of teaching and mentoring and counseling skills.

Finally, taking cognizance of the overall results, it can be said that HRD professionals need to design HRD systems for ensuring talent development practices for all kinds of schools. Human Resource Development interventions need to be “packaged” plans that are modified to the needs of the student. The HR professional should recommend individualized approaches for talent development, along with a mix of various group activities for the competency building of the students.

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# INTERNET SEX-SEEKING: HIV RISKS AMONG A SAMPLE OF ASIAN AMERICAN AND PACIFIC ISLANDER MEN WHO HAVE SEX WITH MEN

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**Abstract:** Internet use has expanded by leaps and bounds to become the modern-day social venue of choice. Easy access and cost-efficient socializing on this global platform significantly expands opportunities for sex networking. In this study, we explore the phenomenon of online dating and sex seeking among a sample of Asian American and Pacific Islander men who have sex with men (MSM). The purpose of this study was to identify the segment in our sample who engaged in with online sex-seeking behaviors those who engaged in sex with someone they met online in order to identify high-risk HIV sexual practices.

## INTRODUCTION

The internet continues to be a fast and efficient means of accessing sexual partners among men who have sex with men (Paul, Ayala, and Choi, 2010; Wang & Ross, 2002), and it has been linked to risky sexual behaviors and sexually-transmitted diseases. Consequently, a main appeal of this forum is that the internet provides individuals with privacy and anonymity, at minimal cost, and it is easy to access (Liau, Millett & Marks, 2006) to pursue sexual partners. Paul and his colleagues, in their 2010 study, found that websites specific to MSM have emerged, catering to sexual connections between men in given geographic regions. Moreover, the internet has increasingly become a popular medium on which men who have sex with men surf to hook up for sex.

Several notable studies (Benotsch, Kalichman & Cage, 2002; Parks & Robert, 1998; Ross, Tikkanen and Mansson, 2000) have demonstrated that people who initially meet online often engage in sexual activity. Bull, McFarlane, Lloyd and Rietmeijer (2004) and Klein (2009) all reported on men who actively use the internet as a means of locating potential sex partners; 97% reported actually having met someone online for sex, and 86% said that they used internet MSM sites at least once a week to identify possible partners. Benotsch, Kalichman and Cage (2002) reported similar findings: when 75% of participants in their study reported visiting gay-oriented websites and 34% reported having sex with someone they initially met online. Sowell and Phillips (2010) found similar results identifying that 71.3% of men aged 18 to 39 years were more likely to be seeking sex with older men. Moreover, in this study 28.5% (or 184 men) of the sample openly admitted to being married; and 375 men did not report their marital/partnership status. In their ongoing research on the topic, Hightow, et al. (2006) stated that 56% of the men in their study reported meeting their sex partners over the internet within one year prior to HIV diagnosis.

Meta-analysis of online sex-seeking behaviors among MSM further found that approximately 40% of MSM had sought sex partners online, and, of that number, 30% had actually engaged in sex with persons they met online (Liau, Millett & Marks, 2006). In addition, MSM who were HIV-positive were more likely to look for their sex-partners on the internet and to engage in un-

protected anal sex (Halkitis, & Parsons, 2003). When a syphilis outbreak in San Francisco was traced back to an American Online chatroom, the internet as a venue for sexual risk really gained momentum (Benotsch, Kalichman & Cage, 2002; CDC, 2003; Klausner, Wolf, Fischer-Ponce & Zolt, 2000). While the literature covering studies that link internet use with sexual risks among MSMs, is compelling, few studies have explored this risk among Asian-American and Pacific-Islander (API) MSM in the United States.

API is one of the fastest growing ethnic groups in the United States (Zaidi et al., 2005; Choi, Wong & Sy, 2005). Overall, APIs account for 4% (11.9 million) of the U.S. population. By the year 2050 the API population is projected to double (U.S. Census Bureau, 2004). These persons primarily reside in larger cities such as New York, San Francisco and Los Angeles. A significant proportion of the API population in the U.S. is foreign-born (Census Bureau, 2010). Approximately 9,000 APIs are currently living with HIV/AIDS. A majority of these AIDS cases are among foreign-born persons (CDC, 2005). At the end of 2004, API MSM comprised 72% of APIs living with HIV in the U.S. (CDC, 2005; see also Do et al., 2005), and 69% of the cumulative AIDS cases. Compared to MSM of other racial/ethnic groups, API MSM tend to perceive themselves at lower risk for HIV/AIDS (Chng, Wong, Park, Edberg, & Lai, 2003). Subsequently, HIV rates increased rapidly to 35% in cases among APIs (Choi, Wong & Sy, 2005), reflecting an acquisition rate that is faster than other minorities.

Discussions about increasing HIV/AIDS rates usually include some focus on mode of transmission. In this article we explore the internet as a mediating mode of transmission for HIV. While new data is forthcoming on this topic, several studies have already noted (e.g., Sun et al., 2005) correlations between Asian ethnicity and heavy internet use. Additionally, Asian men who used gay chatrooms tend to be more socially isolated and marginalized (Kwong-Lai Poon, Trung-Thu Ho, Pui-Hing Wong, Wong & Lee, 2005). Han Chong-Suk (2008) and Paul et al. (2010) found in their studies that African American, Latino, and API men reported race and ethnicity as significant factors in facilitating internet-mediated sexual encounters. Further, Paul et al. (2010) reported that experiences of rejection and a perceived hierarchy of value in the sexual market, based on race, had definite costs for MSM of color who use online sites to connect with sexual partners. The isolation of API MSM in the gay community makes the internet chat room an attractive forum for those seeking sex with men.

Wei et al. (2011) and Raymond et al. (2011) examined racial/ethnic differences in reported seroadaptive and serodisclosure behaviors among the partnerships of MSM and found that of men, who engaged in seroadaptive behaviors in the past 6 months, API men reported 169 partnerships, White men reported 878 partnerships, Black men reported 101 partnerships, and Latino men reported 281 partnerships. However, when compared with other ethnic groups, a significantly higher proportion of the partners of API men were met through the internet (34.9% for API vs. 25.5, 27.7, and 17.8, for White, Black, and Latino). There was a borderline significant difference that discussion of HIV status was less likely to occur among API men's partnerships than among other men's partnerships. Finally, in comparison to other MSM, API men reported at a significantly higher rate of being unaware of their partners' HIV statuses before having sex for the first time.

Despite these findings, few methodological studies have investigated internet use as a main conduit for HIV risk among API MSM. Moreover, to our knowledge, to date no study has attempted to delineate internet HIV risks among API MSM extended by country of origin.

Our study looks at predictors for HIV risk among a sample ( $n = 170$ ) of API MSM who use the internet to meet sex partners. Particularly, we wanted to understand whether online sex-seeking

would predict HIV risk behaviors. For purposes of this paper, HIV risk is defined as behavior in one or more of the following categories: unprotected anal sex, having sex with persons met online, or having sex anonymously.

## **RESULTS**

Preliminary data suggest that among API MSM, the internet is a useful forum for sex-seeking and engaging in risky sexual practices. Moreover, the internet can be linked to what is clearly a growing trend: online dating and having anonymous sexual encounters with different partners. In this context, the internet has established itself as a force to be reckoned with in determining the future of the dating scene and in shaping sexual relationships for API MSM. It lends a new concept to the phrase “mode of transmission” as the internet makes its foray into the HIV transmission milieu. This presents an important public health issue.

Our United States born (USB) sample reported higher rates of unprotected sex for both the past 30-days and past 12-month periods. However, we observed higher rates of AIDS cases among the foreign-born (FB) API sample. This confirms a CDC (2004) report which stated that the highest rates of AIDS cases are found among the foreign-born API.

According to the 2007 National HIV Prevention Conference, APIs are among the fastest growing group of new HIV/AIDS cases in the United States. Nearly three-quarters of HIV/AIDS cases are API. To better understand this, we looked more closely at the influence of acculturation and found that a majority of our sample identified themselves as “American,” whether or not they were born in the U.S. This group overwhelmingly indicated English as their language of choice (see Table 1). This association between language as a significant predictor of acculturation and sexual risk is supported by Adam, McGuire, Walsh, Basta & LeCroy (2005). As a result, since our foreign-born sample identified as American, this reflects the acculturation factor as defined by Adam, MCGuire, Walsh, Basta & LeCroy (2005), and may explain the higher numbers on measures of unprotected anal sex.

Indeed, if more MSMs visit the internet for meeting sex partners, it creates a potential concern, as this study demonstrates high associations between internet dating and HIV risk behaviors and that men who engage in these activities are more inclined to do so in an unsafe manner, which results in risk exposures for them and their sexual partners.

## **DISCUSSION**

Han (2008) reported that Asian culture may hinder access to safe-sex information because the culture has strong taboos against openly discussing sexuality and the API community heavily stigmatizes of homosexuality. Racism in the gay community is a strong factor in influencing API men to engage in unsafe sex. Han (2008) did an in-depth interview of 15 gay Asian men, and found three themes in the interviews: (1) racism was a primary factor in their experience in the larger gay community, (2) racism in the gay community placed gay API men at a disadvantage in mate selection, and (3) being disadvantaged resulted in gay API men competing for white male partners. This meant taking on the submissive role during sexual intercourse, and having less ability to negotiate safer sexual behavior with white male partners.

Since APIs are reluctant to respond to in-person questions about their sexual behaviors, but appear to be heavy internet users (Sun et al., 2005), the internet should be considered an important mechanism for accessing Asian MSMs, as well as other hard-to- reach groups. Sowell and Phillips (2010) further underscore this importance when they report that they found one website where 885,785 men posted profiles seeking sexual connections with other men. The health

community need not be reactors on this issue. Instead timely attempts to get prevention messages into chat rooms and developing studies that target online sex-seekers are important possible approaches for health professionals to consider in their practice of preventive HIV care. Furthermore, community programs such as education in the gay community and the mainstream community about safe sex and data sharing (e.g., potential sexual partner profile, sexual risk behavior, and sexually transmitted diseases) about internet MSM sex-seekers may decrease unsafe sex among API MSM.

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### Appendix

**Table 1. Demographic and Socio-economic characteristics of Southeast Asian MSM (N=170)**

	Frequency	Missing	US-born (n=32)	Foreign-born (n=138)
	%			
<b>Nativity</b>				
US born	18,8		18,8	81,2
Foreign born	81,2			
<b>Age</b>				
18-24	18,0		31,3	14,5
25-44	76,0		68,8	77,5
45+	6,0		0,0	8,0
<b>Gender</b>				
Male	100,0		100,0	100,0
<b>Marital Status</b>				
Single	80,6		96,9	78,5
Married/living with partner	14,7		3,1	17,8
Separated/Divorced/Widowed	2,9		0,0	3,7
		1,8		
<b>Primary Language at home</b>				
English	64,1		93,0	57,0
Not English	35,9		7,0	43,0
<b>Ethnicity</b>				
Chinese	41,2		37,5	42,0
Filipino	27,6		40,6	24,6
Vietnamese	17,6		3,0	21,0
Other	13,5		18,7	12,3
<b>Income Level</b>				
<\$39,999	33,5		53,2	29,0
\$40,000-\$79,999	44,7		31,3	47,8
>\$80,000	15,9		12,5	16,7
		5,9		
<b>Education</b>				
High school or less	3,5		3,1	3,6
Some college/Bachelors/Technical	56,5		90,6	48,6
Masters/Doctorate	39,4		6,2	47,4
		0,6		

Employment	Yes	85,9	78,1	87,7
Sexual Identity	Gay/Bi-sexual	166,0	100,0	97,8
	Other	3,0	0,0	2,2
			1,0	
Acculturation		100,0	91,0	64,0

**Questionnaire Used in the Present Study**

Age	:	
Gender	:	
Class	:	
Stream	:	
Science (Bio/Maths/)	:	
Arts, Commerce	:	
School / College	:	

**Instructions**

Given below are certain statements. After reading each statement encircle the response that most appropriately represents your views or feelings on that statement. For example, after reading a statement if you “Highly Agree” with the statement encircle 5, if you simply “Agree” with the statement encircle 4, if you are not certain about your response encircle 3, if you “Disagree” with the statement encircle 2 and if you “Highly Disagree” with statement encircle 1.

There are no right or wrong answers. This study is purely for academic purposes and your responses would be kept strictly confidential.

You are not required to write your name on the questionnaire for keeping your identity undisclosed.

	Statement	Strongly Agree	Agree	Cannot Say	Disagree	Strongly Disagree
1.	This institution has helped me in reaching my peak performance.	5	4	3	2	1
2.	This College encourages teachers to move from teaching for exams to teaching for understanding.	5	4	3	2	1
3.	This College focuses on developing leadership abilities of the students.	5	4	3	2	1

4.	This Institution has helped me by providing knowledge of career opportunities available to me.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
5.	Here, participation of the students is encouraged in the class to develop new insights on different topics.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
6.	This college has helped us to understand our own potentials and abilities.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
7.	Our Institution has different strategies for developing excellent and poor performers.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
8.	Teachers and authorities of this school provide us training to learn skills essential for development.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
9.	Here, teachers & students work together to maximize the learning for the students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
10.	The guidance provided to me by this school helped me set realistic & meaningful goals in life.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
11.	Continuous development of the students is the goal of this college.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
12.	This college has helped me in handling the pressures related to studies and examination.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
13.	This college has guided me in understanding my strengths and weaknesses vis-à-vis my career goals.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
14.	Teachers here work to bring best out of the students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
15.	Experts and teachers here made me realize the skills I am lacking for my chosen career.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
16.	Management & teachers of this college are actively involved in talent development of the students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
17.	Continuous guidance by the teachers has helped me in building good relationship with others.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
18.	Teachers in this college guide the students to develop the capacity for self-direction and self-improvement.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
19.	This Institution also gives emphasis on career planning & career development of students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1

20.	This school is putting maximum efforts to develop talent of students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
21.	This institution has taught us the importance of positive attitude in our lives.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
22.	In this school, teachers are the source of generating self-motivation in the students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
23.	This college focuses on developing the overall personality of the students.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
24.	This Institution considers students as a resource to create and transfer knowledge.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
25.	Our school sees us in terms of future potential, and not on the basis of our past performance.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
26.	Teachers in this school generate curiosity among students by encouraging queries on the topic taught.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
27.	This college has taught us the need for self-assessment in identifying the right career.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
28.	This college believes that each individual possesses special ability.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
29.	The teachers of his institution modify their teaching according to our understanding and requirements.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
30.	This Institution has provided us guidance in choosing the right career.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
31.	Our school has helped us to prepare Action Plan to work in the direction our career goals.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
32.	The focus of this college is to help students learn skills that they will use in their lives.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
33.	This Institution provides us opportunities to develop creativity within ourselves.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
34.	Our school has helped us plan our careers in a long term perspective.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
35.	In this Institution, teachers adjust their teaching according to time taken by students to internalize the concept.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1

36.	In this school, teaching is done in a way that students retain their knowledge as they move to higher classes.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
37.	Here, attention is also paid on how to develop our writing & expression competencies.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
38.	Goal of this Institution is not to cover syllabus but to encourage knowledge creation and knowledge sharing.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
39.	This institution has helped us to realize the importance of goal-setting in our lives.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1
40.	The focus of this college is to develop our capacity to think and act.	Strongly Agree 5	Agree 4	Cannot Say 3	Disagree 2	Strongly Disagree 1

# POLICY OPTIONS ON UTILIZING THE AFRICAN GROWTH OPPORTUNITY ACT TO FOSTER AGRICULTURAL MARKET ACCESS WITHIN THE CAADP FRAMEWORK

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**Abstract :** The Africa Growth and Opportunity Act (AGOA) is an effective trade and development cooperation tool which was passed by the U.S Congress and signed into law in May 2000. Interestingly, the contribution and impact of AGOA to economic development in SSA face a plethora of challenges and these have been copiously discussed in the African – U.S trade literature. One of the major concerns of the impact of AGOA on SSA exports is that it is concentrated in the energy-related sectors. In view of this development, this paper attempts to discuss how AGOA could be used to better enhance market access for agricultural commodities within the Comprehensive Africa Agriculture Development Programme (CAADP) framework.

While it adopts both qualitative and quantitative approaches, it presents a brief understanding of the nexus between AGOA and CAADP as the African designed agricultural development strategy for the continent. Finally, policy recommendations are made on how to strengthen AGOA's impact on regional and international market access for agricultural commodities in Africa.

## INTRODUCTION

In Africa, improved farm output and access to regional and international markets for agricultural commodities are vital ingredients in the alleviation of extreme poverty and hunger. Though, Africa has recorded modest agricultural growth rate in the last few decades<sup>1</sup>, Africa remains a perpetual net importer of agricultural products. In 2007, Africa imported USD44.0 billion worth of total agricultural products compared to USD25.2 billion worth of exports, thereby recording a net imports of USD18.8 billion (FAOSTAT, 2009).

Due to the insignificant contribution of Africa to global trade in commodities and investments, trade experts had thought of a new form of trade preferences exclusively for Africa, in addition to already existing Generalized Systems of Preferences (GSP)<sup>2</sup>. Some of these include the American African Growth Opportunity Act (AGOA), the European Union / African, Caribbean and the Pacific Economic Partnership Agreement (EU/ACP EPA), and the Canadian Least Developed Countries Initiative (LDCI).

Thus, in order to promote the trade relations between Africa and the United States, the African Growth Opportunity Act (AGOA) was signed into the US law in May 18, 2000, as Title 1 of The Trade and Development Act of 2000. The Act offers tangible incentives for African countries to intensify efforts to open their economies and build free markets. It was put in place to provide preferential access to SSA products in US markets. In return, beneficiary countries must be committed to improve their economic policy environment, participate more actively in the glob-

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<sup>1</sup> In the last couple of decades, Africa has recorded positive agricultural growth rates of averaging 5 per cent per year, with North Africa leading with 7 per cent annual growth rate among the five sub-regions (UNECA and AUC, 2008).

<sup>2</sup> For more information on Generalized System of Preference (GSP), GSP<sup>+</sup> and AGOA, see: Laura Paez, Stephen Karingi, Mwangi Kimenyi and Mekalia Paulos, 2010. 'A Decade (2000 – 2010) of African - U.S. Trade Under the African Growth and Opportunities Act (AGOA): Challenges, Opportunities and a Framework for Post-AGOA Engagement', prepared under the African Trade Policy Centre of the Economic Commission for Africa for the 5<sup>th</sup> African Economic Conference in October 2010 organized jointly by African Development Bank and the United Nations Economic Commission for Africa (UNECA). While looking at GSP vis-à-vis AGOA, it is important to note that the eligibility criteria for GSP and AGOA substantially overlap, and countries must be GSP eligible in order to receive AGOA's trade benefits including both expanded GSP and the apparel provisions. Although GSP eligibility does not imply AGOA eligibility, 47 of the 48 SSA countries are currently GSP eligible and 38 of the 48 SSA countries are currently AGOA beneficiaries. For an empirical study of the impact of the US trade preferences under the GSP on beneficiary country exports, see: Seyoum B. 2006. 'US Trade Preferences and Export Performance of Developing Countries: Evidence from the Generalized System of Preferences'. *International Business Review* 15 (2006), pp 68 – 83.

alization process, promote political and economic stability and foster rule of law in order to alleviate poverty.

Interestingly, the contribution and impact of AGOA to economic development in SSA face a plethora of challenges and these have been copiously discussed in the African – U.S trade literature. One of the major concerns of the impact of AGOA on SSA exports is that it is concentrated in the energy-related sectors. In other words, the steady growth in this sector could have occurred due to other market forces (in the absence of AGOA). In addition, growth in the energy-related sectors has low and indirect impact on an average African who is poor and food-insecure. Most of the poor people in Africa live in rural areas and depend largely on agriculture, which accounts for about 35 per cent of SSA's gross domestic product, 40 per cent of its exports and approximately 75 per cent of its labour force.

In view of this, strategically expanding AGOA's framework to widely cover agricultural commodities which are of importance to poor smallholder African farmers and households will make a significant impact on reducing hunger, malnourishment and poverty in Africa<sup>3</sup>. Thus, promoting access to markets for agricultural commodities and reducing the tariffs and non-tariff barriers to trade through AGOA will have the greatest impact, by improving the livelihood of the poor Africans and driving the continent towards achieving the MDGs as well as the CAADP<sup>4</sup> objectives.

This paper is structured as follows: The first section introduces the paper. Section 2 provides a brief overview of the AGOA framework, its provision, eligibility criteria and some of the initiatives taking place under the act. Section 3 discusses CAADP and some of the critical market issues of relevance to AGOA. While Section 4 reviews the relevant literature on the impact of preferential trade arrangement (PTA) with special reference on AGOA, Section 5 briefly examines AGOA's achievement since its inception in 2000, and also itemizes some of the challenges faced by African farmers and entrepreneurs in utilizing AGOA window to access the U.S markets for agricultural commodities. Finally, section 6 concludes by highlighting some of the policy recommendations on optimizing AGOA to promote agricultural market access within the CAADP framework.

### **AN EVOLUTION OF THE AFRICAN GROWTH OPPORTUNITY ACT (AGOA)**

On 18 May 2000, President Bill Clinton signed into law the "Trade and Development Act of 2000," which included the African Growth and Opportunity Act (AGOA). It is the U.S. trade policy that is based on the general philosophy of 'trade', not 'aid' as the potent tool for promoting economic development. At the signing ceremony, Clinton noted that the legislation would expand SSA access to our markets and improve the ability of African nations to ease poverty, increase growth, and heal the problems of [its] people (Lobe, 2001). It is the United States initiative at establishing a new trade and investment policy with Africa. It represents a significant improvement of conditions for preferential access to the U.S. markets. Given that the "normal" GSP of the U.S. is characterized by several limitations in terms of product coverage, AGOA amends the GSP programme by providing duty-free treatment for a wider range of products, and such could be called "super GSP".

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<sup>3</sup> The International Food Policy Research Institute (IFPRI) estimated that a 1 per cent rise in agricultural productivity would raise the income of 6 million African people above US\$1 per day, and a US\$1 increase in agricultural production generates about US\$2.32 in economic growth. See: Bread for the World, 2003. 'AGOA 2003 and African Agriculture'. 50 F Street NW, Suite 500, Washington, DC 20001. Website: [www.bread.org](http://www.bread.org)

<sup>4</sup> Ansah E, & O. Taiwo, 2010. 'AGOA and the African Agricultural Sector' in 'AGOA at 10: Challenges and Prospects for U.S-Africa Trade and Investment Relations.' Africa Growth Initiative (AGI), Brookings Institute, Washington D.C, USA. Website: [http://www.brookings.edu/~media/Files/rc/reports/2010/07\\_agoa\\_africa/07\\_agoa\\_africa.pdf](http://www.brookings.edu/~media/Files/rc/reports/2010/07_agoa_africa/07_agoa_africa.pdf)

Prior to AGOA, 48 sub-Saharan African countries were granted preferential access to the US market – essentially paying a zero tariff subject to certain conditions – for a range of exports under the GSP. AGOA presents some advantages over the GSP: (i) the existing preferential access enjoyed by SSA countries under the GSP scheme has been extended in time; (ii) it increases the range of products for which preferential access is granted to include petroleum products, apparel products, previously subject to quotas under the MFA and tariffs (iii) a range of other agricultural and industrial products. AGOA provides a number of key economic benefits and incentives to promote economic reforms and trade expansion in sub-Saharan Africa. The Act also institutionalizes a process for strengthening U.S. trade relations with sub-Saharan African countries by establishing an annual ministerial-level forum with AGOA-eligible countries. It aims to promote free markets, expand U.S. – African trade and investment, stimulate economic growth, and facilitate SSA integration into the global economy. Its approach to achieving this include: reinforcing Africa own economic and political reform efforts; providing greater African access to US technical assistance and trade finance facilities; and promoting high-level U.S.-SSA dialogue on trade and investment issues. Other objectives include increasing trade between the U.S. and SSA; reducing tariff and non-tariff barriers to trade as well as other barrier; and negotiating trade agreements, including ones that might result in the establishment of free trade areas (FTAs) (Lobe, 2001).

AGOA is designed to encourage and support SSA countries to become more open, market and growth-oriented economies. AGOA originally covered the 8-year period from October 2000 to September 2008, but amendments signed into law by U.S. President George Bush in July 2004 further extended AGOA to 2015. At the same time, a special dispensation relating to apparel was extended by three years to 2007. On 20 December 2006, key changes to AGOA were signed into law, extending the garment provisions to 2012. In June 2007, a revised textile certificate of origin was published to give effect to the "abundant supply" provisions contained in the most recent legislative changes.

AGOA provides enhanced market access under the GSP for the region's reformers and represents a trade – and investment – based approach to economic development. AGOA:

- offers eligible SSA countries duty-free access to the U.S. market for substantially all products;
- provides additional security for investors and traders in SSA countries by extending benefits under the GSP programme for beneficiary countries through 2015;
- eliminates the GSP competitive need limitation for beneficiary countries in SSA;
- provides incentives for SSA countries to achieve political and economic reform and growth;
- institutionalizes a process for strengthening U.S. trade relations with SSA countries;
- establishes the annual U.S. SSA Trade and Economic Cooperation Forum ("AGOA Forum") to facilitate regular ministerial-level trade and investment policy discussions; and
- promotes the use of technical assistance to strengthen economic reforms and development, including assistance to strengthen relations between U.S. firms and firms in SSA.

### **AGOA Eligibility**

#### *Country Eligibility*

First of all, any AGOA beneficiary country must be eligible under the normal GSP programme. As additional eligibility requirements, under AGOA, as an eligible beneficiary the President is authorized to designate a SSA country if the country has made or is making progress in all of the following respects:

- (a) The country must have established, or be in the process of establishing:
  - 1. The market-based economy that protects private property rights, incorporates an open rules-based trading system, and minimize government interferences in the economy;
  - 2. The rule of law, political pluralism and the right to due process, a fair trial and equal protection under the law;
  - 3. The elimination of barriers to US trade and investment, including by: (a) The provision of national treatment; (b) The protection of intellectual property rights; and (c) The resolution of bilateral trade and investment disputes;
  - 4. Economic policies to reduce poverty, increase the availability of health care and education opportunities;
  - 5. A system to combat corruption and bribery;
  - 6. Protection of internationally recognized worker rights;
- (b) The country must not engage in activities that undermine United States national security or foreign policy interests;
- (c) The country must not engage in gross violations of internationally recognized human rights;
- (d) The country must have implemented its commitments to eliminate the worst form of child labour (ILO Convention No. 182).

If an eligible country does not continue to make progress in complying with the above requirements of AGOA country eligibility, the President shall terminate designation of the country.

An interagency AGOA Implementation Subcommittee of the Trade Policy Staff Committee (TPSC), chaired by United States Trade Representative (USTR), conducts the annual country eligibility review, drawing on information from the public, non-governmental organisations (NGO), the private sector, and potential beneficiary governments. With 34 SSA countries in October 2, 2000, by January 2, 2007, eight more countries had been added to the list, and four countries had been removed. On June 28, 2007, following an interim AGOA-eligibility review, Mauritania was added to the list of eligible SSA countries. Effective April 17, 2008, Togo was designated as a new AGOA-beneficiary country, bring the total to 40, the highest number to date. Thereafter, due to political instability and disrespect of rule of law in Madagascar and Niger, the two countries were removed from the AGOA beneficiary country list, and this reduces the number of eligible members to date to thirty-eight<sup>5</sup>.

### **Product Eligibility**

AGOA authorizes the President of the US to provide duty-free treatment for selected products from designated SSA if, after receiving advice from the U.S. Trade Representative and U.S. International Trade Commission (USITC), he determines that the products are not "import-sensitive" in the context of imports from those countries. AGOA adds 1,835 products to the regular GSP products (approximately 4, 650). All AGOA designated countries are granted duty-free treatment on all products currently eligible under the GSP programme, including those on which, so far, only least developed beneficiary countries have been enjoying GSP treatment. AGOA-designated products, which were previously statutorily excluded by the GSP programme even for the LDCs, include watches, electronic articles, steel articles, footwear, handbags, luggage, flat goods, work gloves and leather wearing apparel, and semi-manufactured and manufactured glass

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<sup>5</sup> The AGOA eligible countries include Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Chad, Republic of Congo, Democratic Republic of Congo, Djibouti, Ehiopia, Gabon, The Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, South Africa, Swaziland, Tanzania, Togo, Uganda, and Zambia.

products. *By implication, the special GSP LDCs` preferences have been diluted since other designated non-LDC SSA countries can now benefit from similar preferential product coverage.* Furthermore, AGOA eliminates the GSP competitive-need limitations.<sup>6</sup>

However, with respect to the product eligibility, essentially all products of AGOA beneficiary countries may enter the U.S. duty-free, either under AGOA, GSP, or under a non-preference (normal-trade-relations) zero rate of duty. In 2007, over 29 per cent of US imports from AGOA beneficiary countries entered duty-free. In the few cases where U.S. tariff rate quotas (TRQs) exist – for sugar, tobacco, peanuts, beef, and some dairy products – goods of AGOA beneficiary countries enter duty-free within the quota, but remain subject to any over-quota duties for shipments above the applicable quantitative limit. Products are eligible for preferential access to the U.S. market from AGOA-eligible countries in three ways:

- First, AGOA extends the GSP programme (which covers 4, 650 products) for beneficiary countries through September 30, 2015. For SSA exporters, this provides stable, longer-term access to the U.S. market than they enjoyed under the existing GSP programme, which applies to developing countries around the world. AGOA also eliminates the application of the GSP's competitive need limitation for beneficiary countries in SSA.
- Second, AGOA grants the President authority to provide duty-free treatment for certain goods not covered under the existing GSP programme. Using his authority to expand GSP, on December 21, 2000, the President proclaimed duty-free treatment for an additional 1, 835 items and other items have been added since then<sup>7</sup>.
- Third, separate AGOA provisions grant duty-free treatment to qualifying apparel articles of beneficiary SSA countries; textile or apparel articles that are determined to be handloomed, handmade or folklore items, or ethnic printed fabrics; and certain textiles or textile articles (e.g., towels, sheets, blankets, floor coverings) originating entirely in one or more lesser-developed AGOA beneficiary countries.

Thus, these provisions have made very few products of beneficiary countries not eligible for duty-free treatment. Ineligible items currently include certain steel products, canned peaches and apricots, and dehydrated garlic. The full list of products from AGOA beneficiaries that may enter the U.S. duty-free may be found in the AGOA Implementation Guide<sup>8</sup>

### **AGOA III**

Due to the modification of certain provisions in the AGOA, the AGOA Acceleration Act of 2004 (AGOA III), signed by President Bush on July 12, 2004 extends preferential access for imports from beneficiary SSA countries until September 30, 2015; extends third country fabric provision for three years, from September 2004 until September 2007; and provides additional Congressional guidance to the Administration on how to administer the textile provisions of the bill. The-

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<sup>6</sup> Competitive-need limitations are intended to prevent the extension of preferential treatment to countries that are already competitive in the production in an item.

<sup>7</sup> The commodities covered by AGOA include agricultural commodities (in particular, food items, with more than 600 tariff lines), petroleum products (20 tariff lines), minerals and manufacturing (more than 700 tariff lines), and apparel and footwear (about 500 tariff lines). Agricultural commodities that are new compared with earlier provisions for LDCs include fresh-cut roses, citrus products (fresh or juice), and vegetables (tomatoes, celery, cucumbers, and dried onions). Non-agricultural products can be grouped into apparel, footwear, handbags, gloves, luggage and trunks, and watches.

<sup>8</sup> The AGOA Implementation Guide is available at:

[http://www.ustr.gov/assets/Trade\\_Development/Preference\\_Programs/AGOA/AGOA\\_Implementation\\_Guide/asset\\_upload\\_file146\\_6512.pdf](http://www.ustr.gov/assets/Trade_Development/Preference_Programs/AGOA/AGOA_Implementation_Guide/asset_upload_file146_6512.pdf).

se modifications are collectively referred to in the region as "AGOA III" and became effective on July 13, 2004. In summary, the AGOA Acceleration Act of 2004 (AGOA III) includes:

- Extends AGOA from 2008 until 2015.
- Extends third country fabric provision for three years, from September 2004 until September 2007, including a phase down in year three. The cap would remain at the full current level available in years one and two. In the third year, the cap would be phased down by 50 per cent.
- Includes a statement of Congressional policy that textile and apparel provisions under the programme should be interpreted in a broad and trade-expanding manner to maximise opportunities for imports from Africa, accompanied by minor technical corrections to reverse restrictive interpretations by Customs officials. These minor technical corrections include a modification of the rule of origin to allow articles assembled either in the US or SSA to qualify for AGOA treatment (hybrid).
- Expands current eligibility to allow non-AGOA produced collars, cuffs, drawstrings, padding/shoulder pads, waistbands, belts attached to garments, straps with elastic, and elbow patches for all import categories to be eligible. Also included is the continued use of fabric from AGOA countries that also become free trade partners with the US.
- Increases the De Minimis Rule from its current level of seven percent to 10 per cent. This rule states that apparel products assembled in SSA which would otherwise be considered eligible for AGOA benefits but for the presence of some fibres or yarns not wholly formed in the US or the beneficiary SSA country will still be eligible for benefits as long as the total weight of all such fibres and yarns is not more than a certain percent (currently seven percent) of the total weight of the article.
- Includes findings and statements of policy about the benefits of AGOA to Africa and supporting various SSA efforts such as reducing poverty, promoting peace, attracting investment and trade, and fighting HIV-AIDS.
- Provides a sense of Congress that Africans should support WTO negotiations and trade liberalization.
- Expands the current "folklore" AGOA coverage to include certain machine-made ethnic printed fabric made in SSA or the US.
- Encourages bilateral investment agreements.
- Directs the Administration to implement an interagency trade advisory committee.
- Encourages the development of infrastructure projects that increase trade capacity through the eco-tourism industry.
- Directs the President to assign personnel for the purpose of providing agricultural technical assistance to select AGOA countries and advising them on improvements in their sanitary and phytosanitary standards to help them meet US requirements.
- Promotes investment in infrastructure projects that support the development of land transport, roads, railways, ports, the expansion of modern information and communication technologies and agriculture.
- Facilitates increased coordination between customs services at ports and airports in the US and SSA countries to reduce time in transit and increase efficiency and safety procedures.

#### **AGOA IV**

AGOA IV expanded AGOA benefits to textile articles originating entirely in one or lesser-developed beneficiary SSA countries. This new provision extends preferential treatment to textile articles such as fibers, yarns, fabrics, and made-up goods (i.e., towels, sheets, blankets, floor coverings) and will be implemented by incorporation into the AGOA Visa Arrangements. The Africa Investment Incentive Act of 2006 (signed by President Bush on December 20, 2006) amends portions of the AGOA and is referred to as "AGOA IV". The legislation extends the third country fabric provision for five years, from September 2007 until September 2012; adds an abundant supply provision; designates certain denim articles as being in abundant supply; and allows lesser developed beneficiary SSA countries export certain textile articles under AGOA. In summary, AGOA IV:

- Extends textile and apparel provisions of the AGOA programme until 2015.
- Extends the third country fabric provision until 2012 and increases the cap to 3.5 percent beginning October 1, 2006.
- Provides for special rules for fabrics or yarns produced in commercial quantities (or, "abundant supply") in any designated SSA for use in qualifying apparel articles. Upon receiving a petition, the International Trade Commission will determine the quantity of such fabrics or yarns that must be sources from the region before applying the third country fabric provision.
- Provides for 30 million square meter equivalents (SMEs) of denim to be determined to be in abundant supply beginning October 1, 2006.
- Expands duty-free treatment for textiles or textile articles originating entirely in one or more lesser-developed beneficiary country.
- Provides for a process to remove designated fabrics or yarns that were determined to be not available in commercial quantities for use by lesser-developed beneficiary SSA countries on the basis of fraud.

#### **AGOA RoO**

Relating to the AGOA rules of origin requirements, for non-apparel items to be eligible for duty-free under AGOA, they must be the growth, product, or manufacture of a beneficiary country, and the sum of the cost or value of the materials produced in the beneficiary country plus the direct costs of processing must equal at least 35 per cent of the appraised value of the article at the time of entry into the US. Regarding the AGOA Apparel and Textile Benefits, AGOA provides duty-free and quota-free treatment for eligible apparel articles made in qualifying SSA through 2015. Qualifying articles include:

- Apparel made of U.S. yarns and fabrics;
- Apparel made of SSA yarns and fabrics, subject to a cap until 2015;
- Apparel made in a lesser-developed SSA of third-country yarns and fabrics, subject to a cap until 2012;
- Apparel made of yarns and fabrics not produced in commercial quantities in the U.S.;
- Certain cashmere and merino wool sweaters;
- Eligible hand-loomed, handmade, or folklore articles; or ethnic printed fabrics; and
- Textiles and textile articles (e.g., towels, sheets, blankets, and floor coverings) produced entirely in one or more designated lesser-developed SSA countries.

As of May 2008, 27 AGOA-eligible countries had instituted acceptable customs measures to prevent illegal transshipment and, accordingly, had been certified for AGOA's textile and apparel benefits.

#### *AGOA's Wearing Apparel Rules of Origin*

Since apparel and textiles are not included in the GSP programme, AGOA provided eligible SSA countries duty-free access to the US market for apparel, subject to specific rules of origin and other administrative requirements. The following are the main features of AGOA's "wearing apparel" provisions:

- AGOA-eligible SSA countries wishing to export apparel duty-free into the US under AGOA must first be certified as having complied for the "Wearing Apparel" provisions. This entails having taken adequate steps to "establish effective product visa systems to prevent illegal trans-shipment and the use of counterfeit documentation, as well as having instituted required enforcement and verification procedures",
- Apparel made in qualifying SSA countries from US fabric, yarn, and thread is provided with duty-free and quota-free access to the US market without limitations. Such apparel may also have been "embroidered or subject to stone-washing, enzyme-washing ... screen-printing or other similar processes".
- Apparel made in qualifying SSA from domestically produced fabric and yarns, or from fabrics and yarns, or from fabrics and yarns produced in AGOA-beneficiary countries in SSA. Such market access into the US is subject to a cap of 1.5% of overall US apparel imports, growing in equal yearly increments to 3.5% of overall imports by 2008. For the period 2008 to 2015, the quota will remain unchanged (as per AGOA III legislation). Amendments to AGOA ("AGOA II") doubled the applicable percentages of this cap. The cap is measured in Square Metre Equivalents (SMEs), and has no dollar equivalent. Rather, it is based on the aggregate SMEs of all apparel articles imported into the US in the preceding 12-month period for which data is available;
- Apparel otherwise eligible for preferential treatment under AGOA shall not be ineligible for the duty-free benefits simply because the article contains certain interlinings of foreign origin, as long as the value of such interlinings (and any finds and trimmings) does not exceed 25 per cent of the cost of the components of the assembled apparel article.
- "De Minimis Rule"; Apparel otherwise eligible for preferential treatment under AGOA shall not be ineligible for such treatment simply because the article contains fibres or yarns not wholly formed in the U.S. or in one or more AGOA-beneficiary SSA countries if the total weight of all such fibres and yarns is not more than 10 per cent of the total weight of the article;
- A special rule for LDCs (classified as such by their GNP per capita being less than \$1,500 in 1998 as measured by the World Bank), which initially allowed such countries duty-free access for apparel made from non-originating fabric for a 4-year period until September 30, 2004. AGOA III extended this provision by a further three years to September 2007, but halves the quota level applicable to this category in the final year of extension. Only South Africa, Gabon, Mauritius, and the Seychelles are not designated as LDCs and therefore do not benefit from this waiver from normal rules of origin.
- Manufacturers of apparel wishing to export duty-free to the US under AGOA are required to "maintain complete records of the production and the export of covered articles, including materials used in the production, for at least 2 years after the production or ex-

port" For this purpose, manufacturers are required to draw up and sign a "Certificate of Origin".

AGOA provides duty-free and quota-free benefits for hand loomed, handmade, and folklore articles, and ethnic printed fabrics made in beneficiary SSA countries. This provision is known as "Category 9". In Executive Order 13191 and Presidential Proclamation 7912, the President authorized CITA, after consultation with the Commissioner of Customs and Border Protection, to consult with beneficiary SSA countries and to determine which, if any, textile and apparel goods shall be treated as being hand loomed, handmade, or folklore articles, or ethnic printed fabrics. As of April 2008, Botswana, Ethiopia, Ghana, Kenya, Lesotho, Madagascar, Malawi, Mali, Mozambique, Namibia, Niger, Nigeria, Senegal, Sierra Leone, South Africa, Swaziland, Tanzania, and Zambia have been approved for the hand loomed and the handmade provisions of Category 9. Mali, Niger, Nigeria, South Africa and Tanzania have been approved for ethnic printed fabrics. Instructions from Beneficiary Country Government to Apply for Approval of AGOA Category 9 benefits can be found at <http://web.ita.doc.gov/tacgi/eamin.nsf/OTEXA/agoa>.

AGOA provides duty-free access to garments manufactured in Africa, subject to certain double-eligibility conditions. Most importantly, the eligible countries are subject to a special apparel provisions and stringent rules of origin. However, not all countries have qualified for the "Special Wearing Provisions", which extended AGOA benefits to the wearing apparel sector. Countries classified as "Lesser Developed Countries" (LDCs) have been granted the opportunity to qualify for the special benefits, permitting the use of third country inputs (essential fabric) in the manufacture of AGOA-eligible clothing. These eligible countries may export apparel (and certain textiles) into the US duty-free, subject to an annual limit. Such limit is measured in Square Metre Equivalent (SME) and is set as a fixed percentage of all US imports of apparel in the preceding 12-month period. The annual limit was initially set at 1.5% of total US textile and apparel imports, and was due to increase in equal annual increments to 3.5% by the end of AGOA, September 30, 2008. AGOA II doubled the applicable quotas to 7% in year 8. AGOA III extended normal apparel benefits to 2015, without changing the applicable quota limits. By implication, from 2008 to 2015, the annual quota limit will be set at 7% based on total imports of apparel into the US (from all sources) during the previous period. Under AGOA IV, some changes enacted at the end of 2006, the apparel provisions were extended to 2012, subject to certain conditions. For example, the changes introduce a provision whereby certain textiles (notably denim-based) – where it is determined that specific types of fabric are available in African countries in commercial quantities – must be used before similar foreign – sourced fabrics are utilized. The apparel trade data reveals that currently only relatively few countries export apparel to the US under AGOA. Some of these countries are Lesotho and Kenya, which show significantly high utilization rate (that is, proportion of exports under Trade and Development Act (AGOA) to total exports of apparel) in their apparel exports to the US.

On April 14, 2008 the United States Trade and Development Agency (USTDA) launched the multimodal *African Trade Lanes Partnership* at the African Growth and Opportunity Act (AGOA) Transportation and Trade Forum, in order to "advance the development of SSA's most vital trade lanes and transportation networks to facilitate local, regional, and global trade. This initiative is designed to promote regional cooperation and connectivity in all modes of transportation, including aviation, maritime, land, and rail." Further, the Partnership will support a coordinated intermodal transportation infrastructure programme in order for Africa to better take advantage of the AGOA benefits. USTDA notes that an inadequate transportation network is one of the main impediments to alleviating poverty in SSA. Thus, the development of the region's trade

lanes will contribute to economic development and trade by reducing transport costs, facilitating the shipment of goods, and promoting the free movement of people. Modernising airports, roads, and customs networks will help landlocked countries improve their access to global markets, while more efficient and secure ports and airports will reduce traffic congestion and facilitate international trade. During the two-year initiative, USTDA will provide \$4 million for transportation infrastructure planning across SSA, including technical assistance, investment analysis, business workshops, training, project definition, and other critical trade capacity building activities. The first phase of USTDA's *African Trade Lanes Partnership* will involve a series of project definitional missions to evaluate and define appropriate trade lane development investment and capacity building activities for USTDA's funding consideration, covering such topics as transportation standards, customs facilitation, multimodal development planning, integrated border management systems, and communications networks to facilitate commerce.

### **THE COMPREHENSIVE AFRICA AGRICULTURE DEVELOPMENT PROGRAMME (CAADP)**

The Comprehensive Africa Agriculture Development Programme (CAADP) is one of the most crucial programmes of the African Union's New Partnership for Africa's Development (NEPAD<sup>9</sup>) Planning and Coordinating Agency (NPCA) agenda. In fact, it is a core driver of the NPCA's mandate. Its origin dates back to 2001 when African Heads of States and Government signed up to the NPCA initiative which gave a crystal clear perception of the crucial role of agriculture in mobilizing resources and efforts in order to drive regional integration and development in Africa. Recognizing that agriculture is the mainstay of African economies, NPCA has taken the lead in highlighting the critical role agriculture must play in successful efforts to reduce food insecurity and poverty. In other words, the CAADP is the NPCA framework for development of agriculture in Africa.

CAADP have undoubtedly mobilized unprecedented attention, both at the national and international levels, to the precarious food security situation in Africa, thus serving as effective advocacy machinery. As a policy tool, however, the CAADP poses significant challenges, which include: monitoring and reporting; designing, costing and implementing policy interventions; and mobilizing resources. CAADP translates the NPCA vision into an operational framework to guide agriculture-led development. Its overall goal is to improve livelihoods, food security, and environmental resilience in Africa. Within this context, its specific objective is to support country-driven agricultural development strategies and programmes by:

- Establishing clear commitment to deliver on specific targets, including investing 10 per cent of national budgets in the agricultural sector and achieving a 6 per cent growth in agricultural domestic product;

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<sup>9</sup> The New Economic Programme for Africa's Development (NEPAD) is a strategic initiative by African leaders to eradicate poverty and place their countries, both individually and collectively, on a path of sustainable growth and development while at the same time contributing to the global economy. NEPAD originated from a mandate given by the Organization of African Unity (OAU) to the Heads of State of Algeria, Egypt, Nigeria, Senegal and South Africa to develop an integrated socio-economic development framework for Africa. The resulting framework was adopted by the OAU in July 2001. The overall NEPAD objectives include: establish conditions for sustainable development (peace and security; democracy and good political, economic and corporate governance; regional cooperation and integration; capacity building); encourage policy reforms and investments in priority sectors (agriculture, human development, infrastructure, environment, etc); and mobilize resources (increasing domestic savings and investments; management of public revenue and expenditure; Africa's share of global trade; foreign direct investment). NEPAD identifies agriculture as the driving force for achieving poverty alleviation, food and nutrition security, and attaining the UN MDGs in Africa. Thus, CAADP (including livestock, forest and aquaculture agenda as articulated in the CAADP Companion document) provides a common framework for stimulating and guiding national, regional and continental initiatives on enhanced agricultural productivity. The NPCA's vision for agriculture is to attain and sustain a 6% annual growth of agriculture; develop dynamic markets that integrate farmers into the market economy; ensure equitable distribution of wealth; position Africa as a strategic player in agricultural science and technology development; and ensure sustainable environmental and natural resource management.

- Promoting analyses of growth options and strategies by key stakeholders, leading to consensus around a national plan of action for agricultural development;
- Enhancing systemic planning and implementation capacities, taking advantages of the best practices and analysis of past successes and failures;
- Ensuring mutual responsibility and accountability for programme results, through joint analysis and ownership of problems and peer review of progress and outcomes;
- Strengthening implementation mechanisms, including institutional arrangements and policy alignment.
- Aligning government and development partners to agreed national agendas through African-led partnerships and development partner involvement, with resource mobilization as part of the process;
- Exploiting regional synergies through access to AU-NPCA, RECs and pillar institutions for advocacy, technical backstopping and for capturing regional and continental overlap and opportunities for building critical mass; and
- Putting a premium on knowledge and skills development, and making lessons learnt available to neighbouring countries and the continent as a whole.

Under CAADP, Africa's government has further identified four continent-wide entry points or pillars, for investment in pursuing increased and sustainable productivity in agriculture, forestry, fisheries and livestock management. These are:

Pillar I: Extending the area under sustainable land and water management.

Pillar II: Improving market access through improved rural infrastructure and trade-related interventions;

Pillar III: Increasing food supply and reducing hunger across the region by increasing smallholder productivity and improving the response to food emergencies; and

Pillar IV: Improving agricultural research and systems to disseminate appropriate new technologies as well as increasing the support to help farmers adopt them.

Each of these pillars incorporates policy, institutional reform and capacity building and has a framework through which the challenges prioritized by CAADP might effectively and efficiently be achieved. In fact, CAADP Pillar Lead Institutions<sup>10</sup> are currently working with development partners to support countries to develop their investment and food security programmes, design CAADP Compacts<sup>11</sup> and develop national agricultural investment plans.

CAADP Pillar II is of great relevant to the U.S AGOA. CAADP Pillar II aims to accelerate growth in the agricultural sector by raising the capacities of private entrepreneurs, including commercial and smallholder farmers, to meet the increasingly complex cost of quality, and logistical requirements of domestic, regional and international markets, focusing on strategic value chains with the greatest potential to generate broad-based income growth and create wealth in rural areas and the rest of the regional economy. Its agenda focuses on policy and regulatory actions, infrastructure development, capacity-building efforts, and partnerships and alliances<sup>12</sup>.

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<sup>10</sup> Pillar 1: University of Zambia, & Permanent Interstate Committee for Drought Control in the Sahel; Pillar 2: Conference of Ministers of Agriculture of West and Central Africa, Dakar, Senegal; Pillar 3: University of Kwazulu-Natal; Pillar 4: Forum for Agricultural Research in Africa.

<sup>11</sup> CAADP compacts are high-level agreements among governments, regional representatives and development partners for a focused implementation of CAADP within a given country (or region if it is regional compact). They are meant to detail programmes and projects addressing national priorities to which the various partners can commit resources.

<sup>12</sup> For further details on CAADP Pillar IV, visit the FARA website of the AU or the NPCA: [www.caadp.net/pdf/Summary/FIMA](http://www.caadp.net/pdf/Summary/FIMA)

#### **4.0 Review of Relevant Literature**

The section briefly discusses the theory and reviews the relevant literature on selected international trade flows issues, as well as the impact of trade preference schemes. The core of the modern analysis of trade is the factor proportions theory – the Heckscher-Ohlin (HO) model and its extensions. The theory of comparative advantage, which forms the basis for this paper, arises from the differences in technology and factor proportions among nations. It emphasizes the critical role of specialization and trade in promoting productivity and economic development.

A significant number of studies has attempted to assess the implications of preferential trading arrangements for trade patterns. Some have analyzed the impact of unilateral preferences of the EU and the US on the export performance of LDCs. Ianchovichina, Mattoo and Olarreaga (2002) use a general equilibrium model to stimulate the possible impact of the AGOA on the export performance of Sub-Saharan countries. The result of the study showed that AGOA would bring about a 0.6 per cent increase in SSA exports to the US.

Furthermore, Brenton and Ikezuki (2004) analyse the economic effect of AGOA on African LDCs. They find that only a few countries have been able to benefit from AGOA and that the broader economic impact has almost been negligible. They show that the textiles and clothing's sector of benefiting countries was key whenever an improvement of exports was recorded. Brenton and Hoppe (2006) also examine the impact of AGOA trade preference on African countries exports to the US and put them in the perspective of the development of the region. The analysis shows that the impact of US trade preference has been highly concentrated on the apparel sector, where the margin of preference remains large. They find that while stimulating export diversification in a few countries, AGOA has fallen short of the potential impetus that preferences could otherwise provide African exporters. In other words, there will be more benefits for African exporters if preferences were extended to all products by removing tariff barriers to a range of agricultural and manufactured products, and a fundamental review in approach to the RoO. The paper concludes that the benefits will be much more if the following issues of enormous infrastructure weaknesses, and extremely poor policy environment that raise trade costs are addressed in Africa.

Mattoo, Roy, and Subramanian, (2002) assesses the quantitative impact of AGOA on African exports, particularly in the apparel sector. Its main conclusions are:

- AGOA will provide real opportunities to Africa. Even on conservative estimates about Africa's supply response, Africa's non-oil exports could be increased by about 8-11 per cent.
- However, the medium-term gains could have been much greater if AGOA had not imposed certain conditions and not excluded certain items from its coverage. The most important condition is the stringent rule-of-origin, that is, the requirement that exporters source certain inputs from within African or the US. Estimates suggests that the absence of these conditions would have magnified the impact nearly five-fold, resulting in an overall increase in non-oil export of US\$0.54 billion compared with the US\$100- US\$140 million increase that is expected in the presence of these restrictions.
- These restrictions serve as threats to Africa as the region becomes increasingly exposed to competition for other developing countries when the quotas maintained on the latter are export under the Multi-Fibre Agreement (MFA) are eliminated. Specifically, Africa's apparel exports will be lowered by over 30 per cent with the dismantling of the MFA; which could be fully offset if AGOA provides unrestricted market access.

- Mattoo et al (2002) notes that AGOA allows African countries to realize 19 – 26% of the benefits that they could have realized had rules of origin not been applied<sup>13</sup>. It estimates a difference of between US\$100 – 140 million increase in exports realizable with the rules of origin and the US\$540 million that could have been realized without them. It observes that AGOA, as the US trade preferential scheme for Africa is restricted in two ways: it is restricted to a strategically selected list of products, and it imposes extremely strict rules of origin on many of the products that are granted preferential access. Mattoo et al (2002) explains that:

.....when we compare [the benefits that will accrue to African countries under the] AGOA against the second benchmark, of fully unrestricted access, which is the level that Africa's trade would have attained had the United States (i) not excluded any products from the scope of AGOA and (ii) not imposed stringent rules of origin requirements to qualify for the benefits under it [we observe that] AGOA as it now stands [sic] will yield only 19 – 26 per cent of the benefits that could have been provided if access had been unconditional. Nearly 80 per cent of this shortfall is accounted for by the rules of origin requirements in the apparel sector which will significantly reduce exports below Sub-Saharan Africa's full potential.'

Seyoum (2007) assesses the implications of the US trade preferences under the AGOA and its impact on beneficiary country exports, using the Wilcoxon signed rank test and time series regression analysis using ARIMA. It investigates whether AGOA has led to increased exports from SSA to the USA since it entered into force in 2000. Its results show that AGOA has a positive but insignificant effect on beneficiary exports to the USA for all country groups. It also notes that AGOA's effect is quite marginal on sectoral exports except for textile and apparel. Similarly, it was observed that AGOA's effect is positive but not significant for all major exporters except Lesotho.

Kneller (2007) uses the DiD approach to examine whether the rate of growth following trade liberalization in "liberalizing countries" differs significantly from growth in other "non-liberalizing" developing countries. The study considers two measures of liberalization, Dean, Desai, and Riedel (1994) and Sachs and Warner (1995, as updated by Wacziarg and Welch, 2003). However, due to the fact that these measures do not correspond exactly to one another, it splits the sample into three five year periods: the five year period before liberalization, the five year period during liberalization and the five year post-liberalization era. Thus, assigning time dummies that equal unity for the liberalizing countries, for the five-year periods, during and post-liberalization it is possible to determine whether liberalization had any impact on growth relative to the initial five-year period. The result suggests that the difference in growth between liberalizing countries and non-liberalizes is negligible, though the result is robust across the two measures of liberalization and when a smaller set of control group countries sampled.

Seyoum (2007) discusses the export performance of developing countries under AGOA with special reference to the SSA's experience with the US trade preferential scheme. While adopting the Wilcoxon signed rank test and time series regression analyzing using ARIMA, it assesses the implications of AGOA for SSA and its impact on the exports of the beneficiary countries. It concludes that AGOA has a positive but not significant effect on beneficiary exports to the USA for all country groups. In addition to its major findings that the effect of AGOA is quite marginal on sectoral exports except for textiles and apparel, it also notes that its effect is positive but not sig-

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<sup>13</sup> Mattoo, Roy and Subramanian (2002), 'The African Growth and Opportunity Act and its Rules of Origin: Generosity Undermined? The World Bank Development Research Group, Policy Research Working Paper No. 2908.

nificant for all major exporters except Lesotho. One of its major recommendations is the need for the USA to make AGOA more permanent and binding. It also urges the African government to provide a conducive investment climate for private entrepreneurs and foreign investors to thrive<sup>14</sup>.

Frazer and van Biesebroek (2007) adopt the triple difference-in-differences (DiD) technique to analyse the trade effect of AGOA, factoring in the information that AGOA was introduced in 2000, and it consists of a set of trade concessions on a broad list of products. More importantly, the analyse captures the fact that the list of concessions was applied selectively to both countries and products, but not to all countries, nor to all products, in the same year. Thus, the study applies the triple DiD estimation technique in order to fully capture the impact of the policy. The authors conclude that the Trade Act considerably increased AGOA-eligible African country exports relative to non-eligible exports, particularly in the apparel sector, despite the AGOA product list being chosen so as not to include a series of "sensitive products". It is pertinent to state that the use of the triple DiD approach controls for both country and product level effects at the time of onset. The approach is chosen in order to address the endogeneity critique which is implicit in DiD analysis.<sup>15</sup>

Jones and Morrissey (2008) analyse the responsiveness of African imports to tariff reductions, using the DiD techniques. The approach allows for the evaluation of the impact of trade liberalization on imports at the general and sector-specific level. During the period of study (1996 – 2004), Algeria (in 1997), Ethiopia (2001), Egypt (1998), Tanzania (2000) and Uganda (2000) all liberalized their tariffs. These countries act as a "treatment" group. In comparison, Cameroon, Gabon and Madagascar all left their tariffs unchanged. These countries act as the "control" group or counterfactual. The paper compares the effects of tariff reductions on imports for liberalizing countries relative to non-liberalizing countries, controlling for the timing of liberalization, trends in import capacity (country effects) and in sector imports across countries (product market effects). It concludes that using the three methods of measuring imports, there is little evidence that suggests that imports increased for the treatment group countries relative to the control group countries both at general and sector-specific levels.

## **AFRICA-US TRADE IN THE CONTEXT OF AGOA AND SPECIAL REFERENCE TO AGRICULTURE**

Five countries accounted for 93 per cent of AGOA utilization in 2002 – Nigeria (\$5.4 billion), South Africa (\$1.3 billion), Gabon (\$1.1 billion), Lesotho (\$318 million) and Kenya (\$129.2 million). Of the total, \$6.8 billion was accounted for by petroleum products; \$803.3 million by textiles and apparel (which was more than double the 2001 level); \$544.7 million by transportation equipment (primarily South African passenger cars, which represented an 81 per cent increase); and \$212.4 million by agricultural products (which represented a 38 per cent increase).

According to the 2008 US-African Trade Profile, the top AGOA beneficiary countries have been Nigeria, Angola, South Africa, Chad, Gabon, Lesotho, Madagascar, Kenya, Cameroon, Swaziland, and Mauritius. Based on the enormous benefits that would be accrued to Nigeria and other SSA countries, the AGOA beneficiary African countries applauded the U.S. commitment to en-

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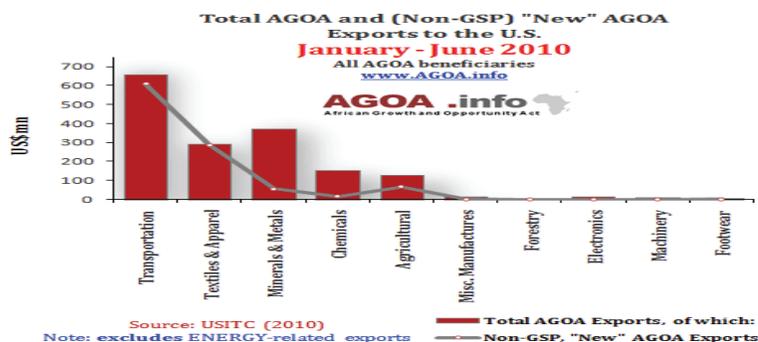
<sup>14</sup> Seyoum B. 2007. 'Export Performance of Developing Countries under the Africa Growth and Opportunity Act: Experience from US Trade with Sub-Saharan Africa.' *Journal of Economic Studies*, Vol. 34, No.6 pp. 515 – 533.

<sup>15</sup> Frazer and van Biesebroek (2007) use the following example of the endogeneity critique: "At the country-level, suppose that countries were given AGOA-eligibility just as their economies started to improve. This might result in an increase in US imports from this country at the same time as the country gained eligibility, although the imports might just result from the overall boost in the exporter's economy. The country-by-country DiD estimator would erroneously attribute the positive export effect to AGOA."

hance development of SSA with AGOA. Consequently, many countries have been actively involved in reforming their economic and political structures in order to increase foreign direct investment (FDI) and gain greater access to US markets.

Lee (2004) noted that "eighty-two per cent of all US imports came from only four countries – Nigeria, South Africa, Gabon and Angola. US imports from three of these countries came from oil-exporting countries, while imports from South Africa primarily consisted of diamonds, platinum, and motor vehicles. Apparel imports were the second largest source of goods sourced from SSA, followed by unwrought platinum and diamonds.

Major agricultural-related AGOA exports to the US Include: South Africa (citrus fruit, wine and footwear); Lesotho (apparel); Kenya (fresh cut roses, sporting fishing supplies, nuts, plastic products, essential oils and apparel); Ghana (chocolates, baskets and preserved pineapples); Ugandan organic T-shirts, Mauritanian seafood, Malian tote bags, and Ethiopian flowers<sup>16</sup>; Nigeria (as at 2006: cocoa beans, whole or broken, raw or roasted which is to the tune of US\$69, 669, 955 at 0.052 per cent of the total imports; technically specified natural rubber (TSNR), in primary forms [US\$31, 546, 203]; gum Arabic [US\$7, 561, 769]; Woven cotton fabric, 85% or more cotton by weight, plain weave, weight over 100 [US\$5, 799, 598]; Shrimps and prawns, cooked in shell or unlocked, dried, salted or in brine, frozen [US\$ 5, 268, 040]; Ginger, not ground [US\$4, 226, 451]; cocoa butter, fat and oil [3, 023, 842]; original sculptures and statuary, in any material [US\$2, 853, 686]; cocoa paste, wholly or partly defatted [US\$2, 706, 765]; wet blues of sheep or lamb skin leather, without wool on, not including chamois, patent, patent laminated or metallised leather, retanned [US\$1, 459, 005]; tropical wood specified in chapter 44 subheading note 1, nesoi, sawn or chipped [US\$1, 381, 318]; sheep or lamb skins, without wool on, tanned but not further prepared, wet blue [US\$1, 322, 778]; nonconiferous woods, nesi, sawn or chipped lengthwise, sliced or peeled, over 6 [US\$1, 231, 032]; cashew nuts, fresh or dried, shelled [US\$1, 133, 705]; wooden statuettes and other wood ornaments [US\$813, 921]; et cetera. All these point to the fact that Africa-U.S trade relations dwell much less on agricultural products, thereby providing some opportunities for the private sector in Africa to explore especially within the CAADP framework.



According to UNCTAD (2003), the limited AGOA non-petroleum benefits represent a modest expansion over the preferential treatment enjoyed by SSA countries under the GSP. The report concluded that "with the exception of textile and apparel products the net effect would likely be small, with no significant increase in Africa's access to the U.S. market." Further, the report noted that the increased benefits in textile exports stem from the significant trade barriers (high tar-

<sup>16</sup> Laura Paez, Stephen Karingi, Mwangi Kimenyi and Mekalia Paulos, 2010. 'A Decade (2000 – 2010) of African - U.S. Trade Under the African Growth and Opportunities Act (AGOA): Challenges, Opportunities and a Framework for Post-AGOA Engagement', prepared under the African Trade Policy Centre of the Economic Commission for Africa for the 5<sup>th</sup> African Economic Conference in October 2010 organized jointly by African Development Bank and the United Nations Economic Commission for Africa (UNECA).

iff and quota) imposed on this sector prior to AGOA and that a considerable rise in SSA exports to the US would be realized, if they were allowed both duty- and quota-free entry. UNCTAD (2003) also concluded that "the chief goal of the AGOA rules of origin is to encourage a pattern of trade with African countries that more closely resembles the NAFTA and CBI pattern, in which the finished products that are imported on a preferential basis incorporate significant amounts of U.S. content."

It is pertinent to note that Nigeria is the largest trading partner of the U.S. in SSA. In fact, U.S.'s largest imports come from Nigeria and its second largest exports go to Nigeria. In a detailed study carried out by the United States International Trade Commission (USITC), though the leading export sectors in its trade relations with the U.S. are energy related, including petroleum and liquefied natural gas, its greatest export growth potentials lie in agriculture, forestry, fisheries, and agro-processing, including cocoa, cashews, sesame, shrimp, and prawns, and leather; energy-related, including petroleum and liquefied natural gas; manufacturing, including leather products; and minerals and metals, including tantalum and niobium.

Some of the problems faced by farmers and agricultural entrepreneurs in utilizing AGOA as an access tool to the U.S markets include, *inter alia*:

African-related constraints<sup>17</sup>:

- High dependence on a limited number of export commodities which further worsens the increasing eroded benefits from AGOA
- Policy-induced restrictions, which result from agricultural trade and macroeconomic policies that have biased the structure of incentives against agriculture and exports.
- The withdrawal of governments from direct involvement in agriculture at all levels has left a yawning gap, which the private sector is yet to create the requisite capacities to fill.
- Inadequate legal and regulatory institutional frameworks in Africa.
- Insufficient and poor transport, storage and marketing infrastructure leading to high transaction costs in Africa.
- Inability to set up effective HACCP systems to address problems of food safety and quality assurance.
- Limited information on market opportunities and prices in regional and international markets.

AGOA-related hurdles:

- Increasing use of non-tariff barriers under the guise of meeting sanitary and phytosanitary (SPS) requirements. This is also compounded by inadequate capacity to address SPS related problems.
- Restrictive rules of origin (RoO) in the AGOA scheme.
- Rapid growth in agricultural subsidies in the US, leading to dumping of certain products in African markets such as milk powder.

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<sup>17</sup> Krafft and Page (2010) discusses that the low impact of AGOA on SSA exports with particular reference to agriculture is not due to AGOA's rules of origin, but rather on the supply-side constraints which are inherent in the economies of SSA. See: Krafft N., & J. Page, 2010. 'Trade Logistics: AGOA's Next Frontier' in 'AGOA at 10: Challenges and Prospects for U.S-Africa Trade and Investment Relations.' Africa Growth Initiative (AGI), Brookings Institute, Washington D.C, USA. Website: [http://www.brookings.edu/~media/Files/rc/reports/2010/07\\_agoa\\_africa/07\\_agoa\\_africa.pdf](http://www.brookings.edu/~media/Files/rc/reports/2010/07_agoa_africa/07_agoa_africa.pdf)

## CONCLUSION

This paper discusses how the AGOA scheme could be utilized to promote agricultural development within the continental framework of CAADP. AGOA could serve as a potent tool for promoting food security, alleviating hunger and achieving some of the MDGs in Africa. In spite of the various supply and demand side constraints, stringent standards and technical regulations inherent in AGOA, the temporary, unilateral and conditional nature of AGOA, the Africa – U.S. agricultural trade relations with specific focus on agricultural exports have grown and improved modestly over time. In order to utilize AGOA as an effective strategy for driving the CAADP agenda:

AGOA should be implemented in such a way as to encourage regional cooperation and integration, while leveraging on the CAADP framework, with special reference to CAADP Pillar II on trade and market access. There is a dire need to use the AGOA window to stimulate agricultural productivity and also enhance regional and international market access for agricultural commodities. In line with AGOA principles, the United States Agency for International Development (USAID) signed a \$113 million funding to back food security in SSA through agricultural productivity and elimination of bottlenecks along the value chain of intra-regional trade. The fund aims at directly supporting agricultural productivity, food security and natural resources management initiatives in the West African Sub-region. The value chain activities will also support NEPAD's Comprehensive African Agricultural Development Programme (CAADP) and the U.S Presidential Initiative to End Hunger in Africa. This will help to ensure that there is coherence, coordination and efficient management of financial resources for the donor community.

In addition to enhancing smallholder farmers' productive capacity, reducing supply side constraints at all levels will contribute to trade expansion and poverty reduction in Africa. The expansion of supply capacity will also contribute to the competitiveness of the regional economy.

Africa needs to improve on its compliance with international standards. A World Bank study on trade facilitation and standards reveals that if Africa could participate in international standards and implement internationally acceptable rules, the continent could gain up to US\$1 billion a year from higher exports of nuts, dried fruits, and other agricultural commodities.<sup>18</sup> Thus, innovative programmes and initiatives should support and strengthen the capacities of African agricultural exporters (and smallholder farmers) to comply with the U.S. (and international) standards and globally acceptable trade rules / practices; develop joint projects with African and U.S.-based organizations to improve the agribusiness in Africa, through the USAID, Regional Trade Hubs, Agribusiness and Trade Promotion Projects, et cetera. More importantly, capacity building should respond to standards and technical regulations as major non-tariff barriers in Africa-US agricultural trade relations. Trade capacity strengthening is central to the entire process.

The roles of U.S-resident Africans cannot be overemphasized in promoting agricultural investment and also creating awareness on how to utilize the AGOA framework to achieve the CAADP agenda<sup>19</sup>. There is a need for AGOA-Agricultural policy dialogues on relevant agricultural market access issues. This could be initiated, supported or strengthened by the Africa Growth Initiative (AGI)<sup>20</sup> in collaboration with other Civil Society Organizations (CSOs).

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<sup>18</sup> Note that Africa's trade and investment with the US still lags behind the rest of the world. SSA accounted for less than 1% of total US exports and less than 2% of total US imports in 2000.

<sup>19</sup> Ansah E, & O. Taiwo, 2010. 'AGOA and the African Agricultural Sector' in 'AGOA at 10: Challenges and Prospects for U.S-Africa Trade and Investment Relations.' Africa Growth Initiative (AGI), Brookings Institute, Washington D.C, USA. Website: [http://www.brookings.edu/~media/Files/rc/reports/2010/07\\_agoa\\_africa/07\\_agoa\\_africa.pdf](http://www.brookings.edu/~media/Files/rc/reports/2010/07_agoa_africa/07_agoa_africa.pdf)

<sup>20</sup> This could also be an innovative area of new partnership and strategic alliances with selected organizations in alignment with the AGI's strategic focus

AGOA should be designed to have the elements of Everything But Arms initiative. In other words, AGOA should allow 100 per cent duty-free quota-free (DFQF) for standardized African agricultural products. The US government should: relax the rules of origin criteria that is contained in the AGOA scheme; should remove all the restrictions on agricultural products being imported from Africa; and also extend the 2015 AGOA IV deadline. In the renewal of AGOA, which could be called a 'super-AGOA V' or AGOA V<sup>+</sup>, due consideration should be given to the challenges that smallholder farmers face in Africa and how AGOA could contribute to achieving the CAADP objective and the UN MDG of reducing extreme hunger and poverty by the year 2015.

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