

AIRGRAM

DEPARTMENT OF STATE

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TO - AID/W TOAID A - 193

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FROM - Rabat

SUBJECT - PROP, Livestock and Rangeland Improvement - 608-11-130-078

REFERENCE - AIDTO A-70

We appreciate the comments of AID/W in Refair concerning the subject PROP. The following is in reply to the specific points raised:

1. (Para 2a, reair) We concur with extending the "Physical Implementation Span" of the project through FY 1974 as suggested.

2. (Para 2b, reair) We agree that securing the willingness of pastoral people to cooperate in management programs on traditional tribal lands is extremely difficult. The Moroccan Pastoral people are particularly suspicious of GOM intervention on what they consider to be their lands, due to the history of expropriation for reforestation without compensation or subsequent dual use. Unfortunately prior to the arrival of the present Project Manager little emphasis had been given to informing the pastoral people of the project objectives and plans. The IVS volunteers assigned to the project areas were not supported by the GOM through provision of counterparts who were able to do the kind of personal contacts required while the IVS team itself had not been trained for a role in the midst of which they suddenly found themselves. In fact, there was little contact between the livestock owners as a whole and those responsible for project implementation. The management and development of the areas were approached from a technical standpoint with little regard for the social aspects. Under the circumstances, there is little wonder that the people strongly resisted the placement of boundary markers around large areas and even the plowing of 200 hectares for reseeding.

The revised PROP is reoriented with the intention of seeking to overcome the problems encountered in the past and make it more realistic in its approach to local conditions as well as responsive to the needs of the

PAGE 1 OF 3 PAGES

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6/18/70

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people. The GOM personnel presently assigned to the project are fully aware of the importance of having the support of the local people. There are, of course, some administrative officials who are not as sensitive. They are removed from close contact with the people and hence not subject to immediate pressure.

Significant progress has been made recently by GOM personnel in contacting local people to explain the program and to collect basic data from them concerning their livestock operations. During the past month GOM local project personnel have visited at least once each flock of sheep in the Midelt and Guercif project areas for the above purposes and to study possible sites for the pilot areas. They report being favorably received.

We fully concur that demonstrations and research on rangeland improvement alone will not materially change the attitudes of the pastoral people. For this reason, the project is also emphasizing animal health, livestock improvement and the social aspects. The pilot program will also be conducted under actual pastoral conditions using local people and their livestock and dealing with the problems attendant thereto rather than operating under government experimental farm conditions.

3. (Para 2c, reair) We concur that primary emphasis should be given to trials and studies in the 3000 hectare pilot areas. Obtaining and maintaining control of livestock numbers is most difficult as pointed out in the reair. However, unless this can be accomplished research will be largely of academic value for without control of livestock use, development should not be attempted.

The development of water facilities, reseeding, etc., without control of livestock use tends only to accelerate resource depletion, erosion and extension of barren lands. It is therefore planned immediately to seek in the pilot and adjoining areas ways that will induce the pastoral people to cooperate in maintaining a reasonable balance between their livestock and forage. Involved are a multitude of factors including social, economic, political, land tenure, and grazing laws. Under the circumstances we do not believe it would be desirable to limit all project activities to the small pilot areas. If this were done it would not be possible, for example, adequately to test the recent legislation. Management and development activities should be extended to ~~the~~ the balance of the 70,000 hectares over a period of several years as the support of a majority of the livestock owners is obtained.

4. (Para 2d, reair) Director of GOM Livestock Services Laaberki, who is responsible for implementation of the project, has stated his willingness to support the research and studies program set forth in the PROP. He also has agreed to the Work Plan and Prog containing these conditions.

5. (Para 2e, reair) Although it is not anticipated that the traditional market will be materially affected by the pilot program, we are cognizant of the importance of marketing. It is essential that improved meat quality be reflected in a better price. Marketing is also an important factor in the breeding program (timing the birth of lambs) to ensure that favorable marketing conditions consistent with forage availability.

We concur with the inclusion of a statement on marketing in addition to Paragraph 16 on Page 31 and suggest that consideration be given to inserting the following in the middle of Page 28 after the last paragraph on reseedling:

"Close attention will be given to the marketing aspects to ensure that better quality animals produced on the Perimeters will be reflected in higher income. The fattening of the animals at feedlots connected with sugar beet mills for the export market will be encouraged".

6. (Para 2f, reair) USAID will not support development by compulsion.
7. (Para 2g, reair) The term "collective" is the correct Moroccan legal term for the lands being addressed by the project. However, from a non-legal standpoint "common grazing lands" is an adequate description. USAID has no objection if AID/W would like to substitute "common" for "collective" in the "PROP".
8. (Para 3, reair) We will press COM to develop the necessary institutional capabilities as outlined in the revised PROP and to carry out planned targets.
9. USAID assumes AID/W will proceed with the issuance of the PROP making the necessary changes as discussed.

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TO - RABAT AIDTO A- 70

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FROM - WASHINGTON

SUBJECT - Non-Capital Project Paper (PROP), Livestock and Rangeland Improvement, Project 608-11-130-078

REFERENCE - TOAID A-127

DATE SENT

5-29-70

1. We note that the revised EROP maintains the purpose of the original PROP "to establish and carry out a demarcation range management and livestock improvement program" in Morocco. The scope and plan of action have been changed to emphasize applied research, concentrate on less acreage and promote self help. At least a two-phased project is envisioned. This PROP is specifically aimed at Phase I or an experimental phase covering a period of four years.

2. Generally, the approach to livestock and rangeland improvement outlined in TOAID A-127 dated April 8, 1970, is more realistic than that previously planned. While we view the EROP favorably, there are some points which we feel should be given further consideration.

a. Since this fiscal year will be gone before the revised PROP is initiated, it seems the physical implementation period for Phase I should be for a minimum of four years starting with FY 1971.

b. The PROP indicates that project management and development plans have not been initiated on any of the proposed management areas due primarily to the resistance of the pastoral people to grazing restrictions and to intervention on traditional tribal lands. Obviously this resistance will not be easily overcome and will not be eliminated by a decree of the government. Considerable attention on how to work with people needs to be given. It is difficult to understand how this project can move forward until the GOM secures the willing cooperation of the pastoral people. Presumably the

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AFR/NA:JBrooks (sub)

AFR/DP:HGray (substance)

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people who utilize the 70,000 hectares at the present time are similar to those who utilize the 350,000 hectare area. The same problems encountered earlier would be encountered again on a smaller scale. What can be done on the 70,000 hectares that could not be done on the 350,000 hectares? Does the GOM have personnel assigned to the Project who are sufficiently sensitive to this situation? Demonstration and research on rangeland improvement alone likely, will not materially change the attitudes of the local people.

c. The basic concept of the project, i.e., controlled grazing, reduction in size of flocks, provision of watering facilities, etc., is attractive in principle but as far as we know it has not been successfully sustained in the developing countries of Africa on lands utilized by nomadic herdsmen. When prolonged drought or other similar emergencies occur, and they usually do, the nomadic people overrun the controlled areas and the gains made are lost. Thus, we believe the applied research or experimentation aspect of the project is not only desirable but essential. We suggest that more attention should be given to experimentation on each of the 3,000 hectare areas during the next four years before giving specific attention to the development of the balance of the 70,000 hectare perimeter.

d. To what extent is the GOM willing to take the time and provide the funds to carry out the necessary research to determine what should be done and how it should be done?

e. The PROP gives little attention to the market situation. Perhaps it is assumed that the traditional market will not be materially affected. Even so, we suggest that the PROP should address this important part of the total livestock production-utilization cycle in view of the changes contemplated.

f. We feel the project would not be worthy of support if the GOM should decide to disregard the people and carry out rangeland development by compulsion.

g. The term "collective" is used in describing the rangelands used by the nomadic people. We wonder if the term "common" grazing lands would adequately describe the area.

3. The PROP points out the need for the GOM to "develop an administrative organization staffed with trained personnel capable of implementing" the project. It specifies that a beginning has been made in this direction by the GOM with the appointment in DKK December 1969 of a fulltime officer to "head up the range management program" and that other capable officers would be assigned to this project. TOAID A-124 states that the "revised plans lean heavily on the development of GOM institutional capabilities to carry out project implementations". We assume the USAID will insist that

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the GCM does in fact take this course and that the planned targets outlined in Part D of the PROP will be carried out by the GCM with USAID and AID contractor assistance.

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