

PD-ABC-451

UNCLASSIFIED

SAHEL REGIONAL INSTITUTIONS PROJECT  
625-0975

PROJECT PAPER  
AMENDMENT NO. 1

AGENCY FOR INTERNATIONAL DEVELOPMENT  
Washington, D.C. 20523

Approved: March 7, 1991  
LOP Amount: \$15,000,000

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add  
 C = Change  
 D = Delete

Amendment Number

1

DOCUMENT CODE

3

COUNTRY/ENTITY Africa Regional

3. PROJECT NUMBER

625-0975

4. BUREAU/OFFICE

AFR

06

5. PROJECT TITLE (maximum 40 characters)

Sahel Regional Institutions

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY  
 01 6 31 9 7

7. ESTIMATED DATE OF OBLIGATION

(Under "B." below, enter 1, 2, 3, or 4)

A. Initial FY 87 / B. Quarter 3 C. Final FY 96

8. COSTS (\$000 OR EQUIVALENT \$1 = )

A. FUNDING SOURCE	FIRST FY 87			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	1,000	-	1,000	15,000	-	15,000
(Grant)	(1,000)	(-)	(1,000)	(15,000)	(-)	(15,000)
(Loan)	(-)	(-)	(-)	(-)	(-)	(-)
Other U.S.						
1.						
2.						
Host Country Member-States		1,030	1,030		9,190	9,190
Other Donors)		2,070	2,070		22,170	22,170
<b>TOTALS</b>	<b>1,000</b>	<b>3,100</b>	<b>4,100</b>	<b>15,000</b>	<b>31,370</b>	<b>46,370</b>

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SSA	7715	910		3,775		10,000		13,775	
(2) SDP	7715	910		1,225				1,225	
(3)									
(4)									
<b>TOTALS</b>				<b>5,000</b>		<b>10,000</b>		<b>15,000</b>	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code  
 B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

Improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic, and other development policies and implementation strategies.

14. SCHEDULED EVALUATIONS

MM YY MM YY MM YY  
 Interim 04 90 01 93 Final 01 96

15. SOURCE/ORIGIN OF GOODS AND SERVICES

900  901  Local  Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_\_\_ page PP Amendment.)

This amendment increases life-of-project funding from \$5 million to \$15 million and extends the PACD from July 28, 1992 to June 30, 1997.

17. APPROVED BY

Signature: John F. Hicks  
 Date: 03/07/91  
 John F. Hicks  
 Director, AFR/SWA

Date Signed: MM DD YY  
 03 07 91

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY  
 | | | | |

Agency for International Development  
Washington, D.C. 20523

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AFR/PD, Timothy J. Bork

SUBJECT: Sahel Regional Institutions Project, 625-0975

I. Proposed Action: Your approval is requested for an amendment to the subject project to increase life-of-project funding from \$5 million to \$15 million and to extend the Project Assistance Completion Date five years, from July 28, 1992 to June 30, 1997.

II. Discussion:

A. Background: The Inter-State Committee for Drought Control in the Sahel (CILSS) was established in 1973 to develop an indigenous capacity for regional planning, coordination and evaluation of programs and mobilization of funds. The Club-du Sahel Secretariat (Club) was formed in 1976 to mobilize and to coordinate donor support for Sahelian countries and to work with the CILSS in assessing needs, strategies and mobilizing resources. Under the Sahel Regional Coordination and Planning Project (625-0911), authorized in 1978, A.I.D. provided \$12,596,000 to assist the CILSS/Club and other regional organizations in strengthening their capacity for regional planning and coordination. As a result of good progress in identifying development constraints and securing additional resources for the region, A.I.D. authorized a \$5 million follow-on Sahel Regional Institutions Project for the purpose of improving Sahelian and donor understanding of the potential impact of social, economic and other development policies and implementation strategies.

In order to facilitate key policy dialogue breakthroughs achieved during the 1987-90 period, project funds authorized under the Sahel Regional Institutions Project have been expended at a rate greater than expected. The present amendment to the 1987 Project Paper permits further funding for institutional strengthening and the pursuit of additional initiatives. Based on regular monitoring and a recent formal evaluation, AFR/SWA believes that additional funding is justified by the performance of the institutions to dates. Notable recent achievements of the CILSS/Club include:

- famine early warning coordination;
- dismantling of national food and agriculture protection systems; and
- forestalling the elaboration of a regional protection system.

B. Amended Project Description

1. Policy Dialogue Themes: The present amendment provides an opportunity to reenforce a number of development and management

themes within the context of two principal overriding concerns in the Sahel: food security and environmental management. The proposed new policy dialogue themes include:

- o The nature of civic life (the state and society);
- o Food Aid Charter;
- o Decentralization of natural resource management;
- o Land tenure security for the land developer;
- o Decentralization for local revenue generation and better governance;
- o Privatization and enterprise development;
- o Open regional markets for better food security and wider income generation parameters.

2. Goal, Purpose and Outputs: The goal and purpose of the present project amendment are identical to those indicated in the original project paper and logframe. The project goal is food self-reliance and ecological balance within and among Sahelian states. The project purpose is the improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic and other development policies and implementation strategies.

In order to realize the project purpose, the following project outputs will be achieved: (1) a series of conferences, workshops, reports, and other activities will be conducted at both the national and regional levels to promote dialogue and study in a number of areas bearing on food security and environmental management, including private sector development, natural resources management, decentralization, cereals markets, land tenure reform and food aid; (2) Club and CILSS institutional effectiveness will be strengthened through technical and financial assistance; and (3) a unit ("cellule") will be established for promoting regional exchanges of data and analyses concerning regional trade.

3. Implementation Approach: According to their individual and collective mandates, the CILSS and Club will develop both separate and common work plans. Project funding will support work program activities centered on ongoing CILSS/Club priority themes, agreed upon in collaboration with the Donors Advisory Group (DAG). These working group activities will typically take the form of studies, national, sectoral or regional coordination meetings or other meetings and research as necessary to define, elaborate and promote member state/donor adoption of development policies and strategies related to improved food security and environmental management. A.I.D. priority themes will be emphasized by the Project Management Team working through the Club Secretariat, DAG, and CILSS Secretariat.

4. Budget Summary: Funding for the CILSS and Club Secretariats under the Amended Sahel Regional Institutions Project will be

increased to \$15 million from the \$5 million provided under the original five-year project. New project funding will thus provide \$10 million over the seven year life of the amended project - two years remaining on the original project life span, plus five additional years. Funding to be added by this amendment breaks down as follows:

	<u>Annual</u>	<u>7 year LOP</u>
Club Secretariat	\$250,000	\$1,750,000
Club Work Program	\$550,000	\$3,850,000
CILSS Work Program	\$500,000	\$3,500,000
CILSS Technical Assistance	\$100,000	700,000
Evaluations (2)		200,000
TOTAL		----- \$10,000,000

Contributions from other sources to the CILSS and Club over the life of project are estimated at \$23.5 million from other donors and \$9.2 million from member states. Approximately 70% of these funding levels will be expended during the remaining seven year project implementation period.

C. Results of Executive Committee for Project Review (ECPR) Meeting

The ECPR was convened July 26, 1990 to review the proposed Project Paper Amendment and recommended its approval subject to the following revisions:

- (1) clarification of the fact that the policy themes identified for greater attention are to be viewed as additional means for achieving enhanced food security and improved environmental management;
- (2) the addition of a covenant to the project authorization and grant agreement amendments calling for the CILSS and Club to develop a longer term plan clarifying objectives and setting forth a strategy for their achievement;
- (3) an acknowledgement that the division of labor between the CILSS Secretariat, INSAH and AGRHYMET is unclear and a strategy developed pursuing this question through the DAG;
- (4) stronger justification for the proposed increases in Club/CILSS work programs;

4.

- (5) amending the logical framework to clarify project outputs and related verifiable progress indicators;
- (6) expanding the monitoring and evaluation plan to, inter alia, assess progress in implementing the longer term plan to be developed by the CILSS and Club, including discussion of impact at the country level; and
- (7) a clearer explanation of how women's and Gray Amendment concerns will be addressed under the project.

The revisions to the Project Paper Amendment have been effected.

III. Justification to the Congress: A Congressional Notification was transmitted to the Congress on January 18, 1991. Obligations may be incurred under the amended project by February 2, 1991, provided no objections have been registered by the Congress.

IV. Recommendation: That you sign the attached Project Authorization Amendment No. 1 and thereby approve (1) an increase in the authorized amount of the Grant from \$5 million to \$15 million and (2) an extension of the Project Assistance Completion Date from July 28, 1992 to June 30, 1997.

Attachments

- A. Amended Project Authorization
- B. Amended Project Paper

Clearances:

AFR/SWA:JHicks:	<u>[Signature]</u>	date	<u>2/11/91</u>
GC/AFR:PJohnson:	<u>[Signature]</u>	date	<u>25 Feb 91</u>
AFR/DP:MBonner:	<u>[Signature]</u>	date	<u>2/12/91</u>
AFR/TR:RCobb:	<u>[Signature]</u>	date	<u>2/13/91</u>
DAA/AFR:ELSaiers:	<u>[Signature]</u>	date	<u>2/21/91</u>

[Signature]  
 OFR/PD/SWAP:BBurnett:DOC#0661m:1-23-91:x76331

AGENCY FOR INTERNATIONAL DEVELOPMENT

WASHINGTON, D C 20523

PROJECT AUTHORIZATION

(Amendment No. 1)

Name of Country/Entity: Sahel Regional  
Name of Project: Sahel Regional Institutions  
Number of Project: 625-0975

1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended (the "FAA"), the Sahel Regional Institutions Project was authorized on July 1, 1987 (the "Authorization"). The Authorization is hereby amended as follows:

a. Paragraph 1 is deleted in its entirety and the following is substituted therefor:

"1. Pursuant to Section 121 and Section 496 of the Foreign Assistance Act of 1961, as amended (the "FAA"), I hereby authorize the Sahel Regional Institutions project, encompassing a grant to the Organization for Economic Cooperation and Development ("O.E.C.D.") for the Club du Sahel ("Club") and a grant to the Inter-State Committee for Drought Control in the Sahel ("CILSS"), and involving planned obligations not to exceed Fifteen Million United States Dollars (US \$15,000,000) in grant funds ("Grant") over a ten-year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the project is ten years from the date of initial obligation. The Project Assistance Completion Date ("PACD") is June 30, 1997."

b. Paragraph 3a. is deleted in its entirety and the following is substituted therefor:

"3.a. Source and Origin of Commodities, Nationality of Services

(1) O.E.C.D.

Pursuant to the A.I.D. policy for grants to international organizations set forth in A.I.D. Handbook 1, Supplement B, Chapter 16, (Sections 16C1a(2) and 16C3a(2)(b)), and the provisions of A.I.D. Handbook 13, Chapter 5, the auditing and procurement policies and procedures of the O.E.C.D. will apply to procurements utilizing Grant funds which will be provided to the O.E.C.D.

(2) CILSS

(a) Procurement with Sahel Development Program Funds

Commodities financed by A.I.D. under the Grant for the CILSS utilizing Sahel Development Program Funds shall have their source and origin in the United States or in countries included in A.I.D. Geographic Code 941, except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the United States or countries included in A.I.D. Geographic Code 941 as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Grant shall be financed only on flag vessels of the United States, except as A.I.D. may otherwise agree in writing.

(b) Procurement with Development Fund for Africa Funds

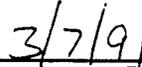
Commodities financed by A.I.D. under the Grant for the CILSS utilizing Development Fund for Africa Funds shall have their source and origin in the United States or in countries included in A.I.D. Geographic Code 935, except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the United States or countries included in A.I.D. Geographic Code 935 as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Grant shall be financed only on flag vessels of the United States or countries included in A.I.D. Geographic Code 935, except as A.I.D. may otherwise agree in writing."

c. Paragraph c is amended by adding at the end thereof the following new subsection:

"(3) The Club and CILSS agree to develop a longer term plan which clarifies objectives and sets forth a strategy and work plan for achievement of specific activities and objectives."

2. Except as amended herein, the Authorization remains in full force and effect.

  
\_\_\_\_\_  
Scott M. Spangler

  
\_\_\_\_\_  
Date

Clearances as Stated on  
Action Memorandum

  
GC/AFR, PGJohnson, 25Jan91, 79218, SahelAm1.SRI

Project Paper Amendment

SAHEL REGIONAL INSTITUTIONS PROJECT  
(625-0975)

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A.	Revised Logical Framework	
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C.	Evaluation Executive Summary	
D.	Project measures to respond to evaluation recommendations	
E.	Recent Data on other donor and U.S. support to CILSS	
F.	Joint CILSS/Club du Sahel Work Program, 1990-91	
G.	Food Aid Charter	
H.	Reporting Cable 11/23/90 on the evolving Club/CILSS joint. multiyear planning process.	
I.	Towards a Joint CILSS/Club de Sahel Joint Work Program (provisional document)	
J.	Revised Statutory Checklist	
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## Part I. Background and Rationale for Amendment

### A. The 1990 Evaluation and the Amendment

On account of key policy dialogue breakthroughs achieved during the 1987-90 period, project funds authorized under the Sahel Regional Institutions Project (625-0975) have been expended at a rate greater than expected. In order to build upon recent progress and to capitalize on emerging opportunities, the present proposal is for an amendment to the 1987 Project Paper to permit further funding. A.I.D. believes that additional funding is justified by the performance of the institutions to date.

The present amendment provides an ideal opportunity to reemphasize or refocus a number of substantive and management themes along lines suggested by the recent project mid-term evaluation. The evaluation, conducted during mid-1990, suggested a variety of efforts to sharpen the project focus and to tighten its management. The evaluation Executive Summary and Recommendations are attached as Annex C. A presentation of project responses to these recommendations which are incorporated in the amendment is attached as Annex D. A point-by-point discussion of the evaluation's methodology and conclusions has been prepared and is available in the official project files.

These reviews of the evaluation and the management office's direct feedback from other donors as well as from the CLISS<sup>1</sup> and Club du Sahel<sup>2</sup> and CILSS Secretariats suggest consensus on where important achievements have occurred since the inception of the current project. Notable among these are:

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<sup>1</sup> The Comité Inter-États de Lutte Contre la Sécheresse au Sahel (or Permanent Inter-State Committee for Drought Control in the Sahel). Founded in 1973, and initially composed of six countries - Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal - CILSS presently also includes Cape Verde, the Gambia, and Guinea Bissau. Its Executive Secretariat is located in Ouagadougou, Burkina Faso.

<sup>2</sup> The term "Club du Sahel" has often been interpreted to mean either the Club Secretariat (representing donors and located in the OECD) or the broader grouping of donors and Sahelians inaugurated in 1976 (CLISS). In this PP Amendment, the terms "CILSS" and "Club" will be used to refer to the respective secretariats individually, the term "CILSS/Club" will be used to indicate collaborative efforts involving both Secretariats. References to the wider grouping will be made explicit in the text.

New Policy Dialogue Themes:

- o The nature of civic life (the state and society):
- o Food Aid Charter (see Annex G):
- o Decentralization of NRM control:
- o Land tenure security for the land developer:
- o Decentralization for local revenue generation (cf. fiscal adjustment) and better governance:
- o Privatization and enterprise development:
- o Open regional markets for better food security and wider income generation parameters.

Notable achievements:

- o Famine early warning coordination
- o Dismantling of national food and agriculture protection systems:
- o Forestalling the elaboration of a regional protection system:
- o Food Aid Charter endorsed.

Furthermore, it is also generally agreed that while many of the pitfalls of the previous project period have been remedied, several areas remain in which continuing efforts are needed. Major areas identified by the evaluation for further improvement included:

- o division of labor within the CILSS system, between the Executive Secretariat, INSAH and AGRHYMET;
- o institutional, analytic and data management capacity of INSAH;
- o linkage between the DAG and the Ouagadougou Group, and the role of the latter;
- o linkage between regional and national-level analytic and

decision-making processes.

Both the evaluation and the project management office's interpretation of these persistent weaknesses have led to the targeted project management approach outlined in Part IV below.

Continued cooperative analysis within CILSS/Club fora and the setting of more precise objectives for each management intervention by J.S. representatives in those fora is justified by the possibility of greater further achievements in all of the areas listed above. In particular, changing conditions world-wide now allow for a greatly accelerated level of effort with all policy dialogue topics related to the accountability of governments in West Africa.

### B. The Emergence of Governance as an Issue

As we progressively disentangle the various problems holding back development in the Sahel, it has become increasingly clear that all roads lead to Rome, i.e., the fundamental structural constraints in the relationship between the governments and their populations. Recently, the World Bank, in Sub-Saharan Africa: From Crisis to Sustainable Growth, came to conclusions strikingly similar to those of the Sahel Futures Study, prepared earlier under the auspices of the Club/CILSS. Citing the failure of public institutions as the root cause of weak economic performance in the past, the study suggests that private sector initiative and market mechanisms must go hand in hand with good governance, e.g., efficient administration that is accountable to its public.

The substantive foci advanced through the amended SRI will be designed to facilitate change along two dimensions: open markets and open systems. Project emphases are fully consistent with and support the strategic objectives identified under the Development Fund for Africa (DFA):

1. improving the management of African economies by redefining and reducing the role of the public sector and increasing its efficiency;
2. strengthening competitive markets to provide a healthy environment for private sector-led growth;
3. developing the potential for long-term increases in productivity in all sectors; and
4. improving food security.

Many of the actions implied in the achievement of these objectives will require significant changes in the relationship between state and society, and entail substantial costs, at least in the

short-run for the governing class. They will not, as a consequence, be easily accepted.

### C. Continued Dialogue Through the CILSS/Club Relationship

The SRI approach is predicated on the belief that significant opportunities presently exist for addressing these fundamental structural issues, that there are significant advantages to be gained by addressing many of the central issues at a regional rather than strictly bilateral level and that, in the Sahel, the CILSS/Club provides an ideal venue for supporting evolution in the desired direction. Indeed, in the era of perestroika and the disintegration of alternative models in Eastern Europe, CILSS, supported by the Club, is emerging as one of the most credible fora for analysis, critical reflection and debate on issues of local participation and non-public management in the Sahelian region.

Sensitization and policy discussion at the regional level is an essential element of a wider process of stimulating first a redefinition of the reform agenda, then more gradually, a substantive evolution in the structure of state-society relations. The CILSS/Club approach -- cooperative analysis and debate focused on policy-relevant themes, punctuated by periodic high-level conferences -- provides important legitimizing functions, and establishes a point of departure from which further discussion and dialogue on issues of particular sensitivity can proceed on a bilateral as well as regional basis.

Efforts to promote change through sensitization at the regional level should be seen as an essential complement to those undertaken on a bilateral basis by members of the donor community. Africa-wide experience with broad-based policy reform efforts (e.g., structural adjustment) to date suggests that policy reform measures/packages which are not discussed extensively, understood, accepted, and internalized at the national level, have often proven ineffective. As a consequence, the recent World Bank study cited above advocates the inclusion of much more extensive dialogue between the Bank and African states on the direction and content of policy reform prior to the implementation of adjustment programs. In the Sahel, the CILSS/Club provides one of the most useful regional forums for such dialogue.

As an efficient, flexible, relatively non-political regional presence, the CILSS/Club appears to have a decided comparative advantage in stimulating the sustained and critical dialogue necessary to bring about the internalization of reform agendas. It is at this level that the importance of long-term cooperative policy analysis and sensitization efforts becomes apparent. Clearly, the content of adjustment and policy reform packages often has its origins far beyond the borders of the Sahel -- often they originate with the Bank/Fund or other donors. At the same time, the CILSS/Club process (much more so than the donor-managed Consultative Group or Roundtable processes) greatly improves the

chances that reform packages will be substantially internalized, rather than simply viewed as an imposition.

In this regard, support for the CILSS/Club appears both useful and cost-effective. Policy analysis and policy dialogue, where they support the evolution of more appropriate policy environments, can be expected to increase the overall effectiveness of development assistance. Relatively modest levels of support to institutional structures designed to advance policy analysis and dialogue can have a substantial effect.

Independently of its effects on the Sahelian policy agenda, the CILSS/Club process provides important opportunities for influencing the policies and agendas of other donors at a variety of levels - through the DAG, through the joint working groups, and via their substantive outputs.

Support provided through SRI provides a means to influence the scope and focus of CILSS/Club activities in directions consistent with A.I.D.'s understanding of what is desirable, both for the CILSS/Club process, and for the region as a whole. SRI thus enhances the United States' ability to influence the collective policy agenda in a region in which its assistance is of a relatively modest scale compared to that of other donors.

In the wake of recent CILSS/Club efforts, the opportunity for further progress on a variety of critical reform issues presently appears great. As a consequence, the returns on further investment should be substantial.

#### D. The Current Breakthrough

The Futures Study, prepared under CILSS/Club auspices during 1986-87, has provided a convincing rationale for integrating a wide range of social, political and economic issues, many of which had been difficult or impossible to raise directly. Recently, its conclusions were closely paralleled by those of the World Bank's long term Perspective Study.

By linking issues of critical importance to the Sahelian states which had previously tended to be considered primarily on a sectoral basis, and by demonstrating that although the technical issues often vary between sectors, appropriate policy solutions may tend to converge (e.g. local participation and private management as at least a partial solution in the NRM area as well as in the area of food security), the Futures Study has provided important openings for future dialogue leading to policy reform.

Accepted by the CILSS Heads of State as the product of a cooperative process of analysis and discussion in which Sahelians figured prominently, the Futures Study provoked wide ranging debate, and served both to legitimize and provide a point of departure for efforts to explore further many of the issues it raised.

In this way, it provided an opening for a strong private sector emphasis which runs parallel to the underlying premise of A.I.D.'s approach to the private sector in Africa: that the basic human needs of the poor majority can best be met through an open economy which encourages competitive markets, trade and private enterprise. This emphasis served to legitimize, for the first time, the inclusion, at the Segou and Lome conferences, of non-state Sanelian actors in CILSS/Club fora. It has also made possible new, more explicitly political, emphases in the actions planned as follow up to the Lome and Segou conferences, notably in the areas of private sector development, decentralization and land tenure reform. Finally it served to reinforce the existing CILSS/Club emphasis on the need for cereals market liberalization.

#### E. Refining the Approach

The mandated focus of the Club/CILSS is twofold: ecological balance and food security. Until recently, the optic through which these problem areas were approached was technical. Ecological balance was cast in terms of halting and rolling back desertification. Food security was viewed as famine prevention and relief.

The opportunity to press beyond the narrowly sectoral and technical to a more refined and thus more effective approach to ecological balance and food security came in the wake of the Futures Study.

Openings provided by this study have been capitalized upon through subsequent efforts - extensive analysis, documentation and debate leading up to the Segou and Lome conferences, the conferences themselves, and the agendas for future action to which they in turn contributed.

#### 1. Post-Segou Ecological Balance: NRM, Decentralization and Land Tenure.

The Futures Study and Segou Conference have contributed substantially to altering the terms of the debate from a concentration on sector-specific investment and project design issues to a focus on policy and process issues which transcend narrow sectoral boundaries. There has been a marked shift in emphasis over the project period from "technology issues to people issues: from forestry per se to sustainable management of rural production systems; from isolated projects to generalized incentive systems; from specific solutions promoted by the public sector to a menu of options which capitalize on locally-available opportunities. In short, the starting point for Segou was the premise that the locus of power and initiative must shift

in order for resource management to be sustainable beyond the limited confines of externally funded projects." <sup>3</sup>

In preparation for the Segou conference, a wealth of information on local-level NRM experiences was brought together, evaluated and discussed in the context of CILSS/Club. All of these synthesis studies came to a similar conclusion: with all the technical know-how in the world, local groups were not going to rehabilitate their land resources - a precondition for sustainable production - until they had a clearer idea of what "their", in this instance, meant.

The Segou Declaration which emerged at the end of the conference identified eight areas of priority emphasis: 1) investment to upgrade the land; 2) local participation; 3) decentralized management; 4) savings and credit; 5) land tenure security; 6) the role of women; 7) information exchange and 8) population and development. The issues themselves are not new. What is new is the recognition that the set of policy and process issues identified by the conference is of higher priority than initial concerns about projects and technology.

The Segou Conference on natural resource management was one step in a larger process, but a critical one. The Segou priorities, endorsed by the Sahelian Chiefs of State at Bissau in early 1990, suggest new roles for local populations, governments and donors. The greatest implied change is in the conception of what government's highest payoff role should be. Seeking to build on the openings provided by the Segou Declaration, the CILSS/Club has defined an agenda of future efforts around three closely connected priority themes: ecological rehabilitation and preservation (NRM), land tenure reform and decentralization. Prior to the Segou conference, open discussion of these once politically delicate topics by the Chiefs of State, as at Guinea Bissau, would have been unimaginable.

The terms in which "decentralization" is conceived at the national level in the SaneI vary considerably. However, despite the absence of a consensual definition of "decentralization" they have accepted it as a priority issue and one deserving of considerable attention in the future. This acceptance provides an opening which can be used to redefine the terms of debate in a useful direction. Although the decentralization issue was initially raised in the context of NRM efforts it is one with wide cross-cutting implications for efforts in other substantive areas -- food security and agricultural production, private sector development, governance, etc.

Working groups are being constituted to address the decentralization issue at two levels, one linked to local level natural resource management, the other to devolution in the

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<sup>3</sup> Asif Shaikh, pg. 2

provision of public services. Simultaneously, efforts are under way to examine the land tenure issue.

## 2. Post-Lome Food Security: Regional Trade, Private Sector Development, Food Security:

A number of trends have become increasingly clear in recent years. West African agricultural production and productivity are making slow (if any) progress. Sahelian and coastal countries are failing to make the most of their comparative advantages, and trade policies are remarkable more for their contradictions than for their complementarity.

At the same time it is also increasingly evident that long-term Sahelian food security depends to a large extent on the efficient functioning of the broader West African market system. This fact carries with it a variety of implications for the direction of future efforts. It suggests that although efforts to improve cereals production and markets have long been regarded as the key to regional food security, non-cereal, and indeed non-food, agricultural commodities are critical to food security, as well as to broader economic growth. It also suggests the need for a broader focus on household income strategies rather than the traditional approach to food security via production-oriented strategies. Obviously, production must be increased. However, a rise in production can only have a really positive impact on food security if it stems from increases in productivity, coupled with broad-based diversification in the sources of household income.

In the area of food security, as in the area of natural resource management (and many others), many of the fundamental issues involve the role of the state and the nature of its relationship to society. Efforts to increase productivity and to diversify income streams are constrained by a variety of factors: exchange rate distortions appear to be a critical determinant of comparative advantage; high transaction costs, volatile prices and market insecurity all have negative effects. This suggests the utility of efforts to identify ways to reduce market volatility and unpredictability both on a country-specific and a regional basis.

At the national-level these might include, but are not limited to, an exploration of more appropriate roles for the private and public sectors or efforts to reduce transaction costs imposed by inefficient or unpredictable public intervention and the scarcity of reliable and timely market information. At a broader level, they might include an examination of mechanisms to promote inter and intra-regional trade either directly or by promoting greater compatibility among the policies of neighboring countries. Improved policy coordination among the countries of the Sahel as well as with the coastal countries should begin with identifying and addressing concrete issues.

The CILSS/Club clearly has a significant role to play in this domain at a variety of levels: as a forum for discussion and debate among donor and Sahelian experts aimed at identifying areas of disagreement, as a forum for identifying opportunities for collaborative research aimed at resolving such disagreement, as a forum for identifying and shaping options, as a forum for discussion and sensitization with Sahelian officials, and for facilitating dialogue between state and non-state actors at the broader regional level.

Discussions of regional food security issues in the DAG and other CILSS/Club fora have proven useful both in bringing a degree of resolution to debate among donors over the issue of a regional protected cereals market, and in suggesting directions for future collaborative research and action. Given the intimate connections between national food security, economic growth and trade within the wider West African region, it is essential to improve understanding of existing patterns of regional trade (formal and informal) and to seriously explore the question of comparative advantage.

Initial efforts in this direction, undertaken in preparation for the Lome Seminar (November 1989), serve to underscore the need to stimulate the development of an efficient system of exchange covering the wider West African regional market. As an efficient, flexible, relatively non-political regional presence, the CILSS/Club appears to have a comparative advantage over alternative regional fora in the area of trade promotion.

It is to this end that the Club proposed, and the CILSS Council of Ministers approved in February 1990, the establishment of a "Cellule" for the promotion of regional exchanges. The "cellule" (funded by the EEC, Canada, the United States, the Netherlands and France), will function as a forum for collective analysis, discussion, trade promotion, and lobbying -- at a general level -- on behalf of the Sahel as a regional block. The "Cellule" is not intended to exist independently as a separate institution. Rather, it is a three year liaison project, funded through the Club Secretariat, whose aim is to identify institutional constraints responsible for present market failure. As such it does not compete with or supersede other regional organizations or structures. To the extent that it overlaps with these structures, it is as an operational exercise designed to identify missing links between them.

#### F. Current Implications:

In short, CILSS is providing necessary regional legitimacy for a new set of issues raised for discussion by its member states and donors all of which bear directly on the fulfilment of its original mandate. In the era of perestroika, glasnost and the disintegration of alternative systems in Eastern Europe, CILSS.

supported by the Club, is emerging as one of the credible sources of analysis, reflection and debate on issues of local participation in the Sahelian region.

Donors, including the U.S. and World Bank, are increasingly turning to the CILSS/Club system as a way to generate discussion on governance options and alternatives for the region. There seem to be considerable and manifest advantages to be gained by approaching these issues via cooperative regional fora rather than on a strictly bilateral basis, or through the Consultative Group or Round Table processes. Africa-wide experience with policy reform initiatives to date suggests that policy reform measures/packages which are not discussed extensively and internalized at the national level, have often proven ineffective. In essence, this has been the CILSS/Club's approach since its inception.

It is at this level that the importance of long-term cooperative policy analysis and sensitization efforts becomes apparent - not because the content of policy reform packages originates in CILSS/Club studies (often they originate with Bank/Fund or bilateral donors), but because CILSS/Club process (much more so than, for instance, the Consultative Group process) improves the chances that reform packages will be substantially/effectively internalized.

Although the precise focus of efforts may change over time, we expect work to continue in -- and SRI project funds to be devoted primarily to -- areas of current CILSS/Club concentration which demonstrate considerable promise and take us in the direction of the broad objectives identified under the DFA. Areas of emphasis to be supported under SRI presently include:

- o Ecological Balance:
  - Management of renewable natural resources
  - Decentralization
  - Land tenure reform
- o Food Security:
  - Regional trade
  - Private sector development

The relationship between present CILSS/Club initiatives in these areas and the objectives outlined under the DFA is presented schematically in Annex B.

## Part II. (Revised) Project Description

### A. Goal and Purpose

The goal and purpose of the present project amendment are identical to those in the original project paper and logframe. The project goal is food self-reliance and ecological balance within and among Sahelian states. The project purpose is the improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic and other development policies and implementation strategies. Achieving the project purpose serves the creation of an improved policy environment, through greater information, better analysis of problems and constraints and a strengthened mechanism for increased coordination among donors and member countries. This will be achieved through support, provided under the amended Sahel Regional Institutions (SRI) project, to the CILSS and Club du Sahel. A revised Logframe is appended as Annex A.

As with the original, the amended Sahel Regional Institutions Project will encourage the continued evolution of the CILSS/Club system along the lines agreed to by donors and CILSS member states when CILSS was restructured in 1985, and periodically amended by the Donors Advisory Group (DAG).

### B. Project Outputs

The nature of this project does not lend itself easily to a normal logframe format. Nevertheless, in the amended logframe, more general quantitative outputs have been expressed in terms of what the activities to be financed will produce. The Club/CILSS is well along in the development of a joint multiyear planning process which is expected to be approved by the CILSS Heads of State in 1992 (See Annex H and I). The outputs indicated reflect those major areas of concern in the 1990-1991 workplan and which are likely to receive follow-up attention in future years.

### C. Approach

Supported through this project, CILSS and Club staff, Sahelian and expatriate consultants and member-state experts and administrators will work collaboratively to define and elaborate useful guidance and strategies in domains of high priority and will encourage their adoption by both Sahelian states and donor agencies.

According to their individual and collective mandates, the CILSS and Club will develop both separate and common work plans. Project funding will support work program activities centered on ongoing CILSS/Club priority themes, agreed upon in collaboration with the DAG. These working group activities will typically take the form of studies, national, sectoral or regional coordination meetings or other meetings and research as necessary to define and elaborate development policies and strategies in relevant domains, and to

TABLE I

Breakdown of Assistance

	<u>1987-1990 4-year Total</u>	<u>Annual Plan in Original PP</u>	<u>Actual Annual Average</u>	<u>Annual Plan in Amended PP</u>	<u>1991-1997 7-year Total</u>
Club Secretariat	1,000,000	200,000	250,000	250,000	1,750,000
Club Work Program	1,900,000	380,000	475,000	550,000	3,850,000
GILSS Workplan	1,600,000	400,000	400,000	500,000	3,500,000
GILSS Tech. Assistance	400,000	---	100,000	100,000	700,000
Evaluations	100,000				200,000
<b>TOTAL</b>	<b>5,000,000</b>	<b>980,000</b>	<b>1,225,000</b>	<b>1,400,000</b>	<b>10,000,000</b>

promote their adoption by the member states and donors. A.I.D. priority themes will be emphasized by the Project Management Team working through the Club Secretariat, DAG and Ouagadougou Group. These themes are outlined in the sections which follow.

#### D. Measuring Accomplishment

The ultimate success of the project will depend both on the effective execution of joint CILSS/Club work program activities and on the consolidation of CILSS as an efficient, effective and credible regional institution.

#### E. The New PACD

This amendment will authorize the provision of support over the next seven years (an additional five years beyond the current 1992 PACD) to the Secretariat of the Club du Sahel (Club) in Paris and to the Executive Secretariat of the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) in Ouagadougou. The new PACD will be June 1997. Support for the CILSS, so-called "specialized institutions", the Institut du Sahel (INSAH) in Bamako, and AGRHYMET in Niamey, will continue to be channeled through separate projects.

#### F. Project Management

Project management responsibilities will be shared, as described in the original Project Paper, by the members of the A.I.D. project management "team", to which one member has been added since funding began in 1987. The revised management team approach, outlined below, is designed both to provide effective oversight of CILSS/Club activities and to foster greater integration of regional analysis within bilateral A.I.D. programs.

#### G. Breakdown of Assistance

Funding for the CILSS and Club Secretariats under the Amended Sahel Regional Institutions Project will be increased to \$15 million from the \$5 million provided under the original five-year project (See table I). New project funding will thus add up to \$10 million over the seven year life of the amended project - two years remaining on the original project life span plus five additional years. Total project funding will be \$15 million over the ten year life of project.

## 1. Assistance to the Club

Under the terms of the present amendment, the Club will concentrate on implementing its work program, supporting the CILSS' work program, and on improving donor coordination through the meetings of the Donors Advisory Group (DAG). The latter task will fall largely on Club staff, who will follow up on the recommendations of the DAG. The former will be divided between Club professionals, and consultants hired for specific tasks.

Assistance to the Club will be divided between support for the Club Secretariat itself and support for its work program activities.

Club Secretariat - Support for the Club Secretariat account will total \$250,000 per year. This includes expense categories such as printing, translation, secretarial assistance, photocopying, communication, and consultant fees. Travel expenses for the direct-hire Development Coordination Advisor in Paris will be covered by the Club Secretariat budget. Travel expenses for meetings of the DAG and Ouagadougou Group will be covered by A.I.C. and other donors.

Club workplan - Annual support for the Club work program account will total \$550,000. Of this, \$200,000 per year for at least three years will be allocated to support the "Cellule", the lobbying group for the promotion of regional trade, described in Part I.E.2. Other specific activities will be approved annually in the Club/CILSS Workplan. These include items such as regional and national conferences and workshops as well as support for the research commissioned in support of priority topics identified for Club/CILSS collaboration.

Thus, for the remaining seven years of the project, the two categories together will receive \$800,000 per year, on average, for a total of \$ 5.6 million over the remaining seven years of the project.

## 2. Assistance to the CILSS

The Executive Secretariat

The CILSS Executive Secretariat will receive a total of \$600,000 per year for its work program, with the understanding that up to 20% can be used for core administrative support. This will make an additional \$100,000 per year available to the CILSS to carry out its increased responsibilities in the areas of natural resources management and regional trade. Specifically, the supplemental funds will cover the local costs for regional meetings as well as the engagement of Saneilian consultants to work with the CILSS on these two increasingly important areas. The CILSS Executive Secretariat will receive \$4.2 million over the life of the project.

### 3. CILSS Technical Assistance

\$100,000 per year will be allocated to provide technical assistance to the CILSS Executive Secretariat. Initially, this will take the form of a contract strategic planning advisor to assist the CILSS Executive Secretary in establishing an effective planning and evaluation system for the organization. Over the life of the project, the focus of technical assistance may vary.

### 4. Evaluations

Another major evaluation of the project, totaling \$100,000, will be contracted for directly by A.I.D. It will be preceded by an impact assessment also costing \$100,000. A 5% per cent cost inflation factor has been included in these figures.

### 5. Provision for Adjustment

The figures budgeted above are deemed appropriate for the current capability and work programs of the two organizations. However, over time this may change and A.I.D. might find advantage in favoring one organization over the other for specific tasks. In such a situation, the SRI budget should be considered flexible. Funds could therefore be shifted between organizations, as well as between activities within their approved work programs, as deemed necessary and approved by the project management team and in compliance with A.I.D. management guidelines. Data on recent donor support for CILSS Executive Secretariat and a breakdown of recent U.S. support is attached as Annex E.

### 6. Justification of Increased Funding

The requested funding increase is necessary if the United States is to remain a key player in sustaining the momentum unleashed by the policy dialogue breakthroughs in the key areas of private sector development and governance.

Over the past three years, United States support has been primarily responsible for the increasing private sector emphasis in the Club/CILSS which is consistent with AID's approach to the private sector in Africa: basic human needs of the poor majority can best be met through an open economy which encourages competitive markets, trade and private enterprise. Support for the "cellule" for the promotion of regional trade is a direct outgrowth of this convergence.

Likewise, at a time when the United States, the other donors and elements of Sahelian states are recognizing the connection between economic development and good governance, policy dialogue on improved public policy (the *sine qua non* of good governance) is well advanced in the Club/CILSS forum. Here, too, the United States has played a major role in framing the agenda and influencing the direction of the dialogue.

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The other donors have recognized the significance of these policy dialogue breakthroughs and are increasing their support to the Club/CILSS (Annex E). If the United States is to maintain its vanguard position, it must do the same.

#### 7. FAA Section 511(a) Requirement

GC/AFR has reviewed the illustrative budget and description of project assistance to the CILSS and the Club du Sahel given above and determined that the statutory requirements under FAA Section 511(a) for adequate financial and other plans and reasonableness of cost estimates are satisfied. Concerning planning, disbursement of A.I.D. funds will be for ongoing activities under established procedures which have worked well in practice. Concerning cost estimates, these are based on historical experience of a negotiated "reasonable share" for A.I.D. to bear of the total costs of the activity.

### Part III. (Revised) Project Analyses

#### A. Institutional

This project seeks to achieve two sets of management objectives: the first set relates to the choice of substantive issues and approach by the CILSS and Club du Sahel; the second to implementation oversight and the continued development of CILSS' institutional capacity.

As noted in the Project Paper, the Sahel Regional Institutions project does not follow the normal pattern of project management, nor would such an approach be practical. Since the SRI project management team will not initiate CILSS/Club work program activities directly, the nature, sequence and timing of those activities is beyond their direct control. The specific project activities to be financed are implemented through the Club and CILSS Secretariats, which are responsible for furnishing detailed descriptions in their annual (after 1991, multiyear) work programs. Project management thus focuses on closely monitoring and influencing the work plan design and approval process.

In the past, the work programs have been established each year. The current CILSS/Club du Sahel Joint Work Program is included as Annex F. Although, a precise description of the activities to be supported by the project cannot be provided in the present Project Amendment, Annex F is illustrative of the kind of activities A.I.D. will be funding in the future. A joint multiyear planning process is expected to be put in place during FY 1992, while the draft Club/CILSS "Plan d'Orientation" (Annex I) will undergo some changes

before it is submitted to the CILSS Heads of State in 1992. Its basic structure is not expected to be significantly changed. It is based on three "finalite": (1) natural resources management; (2) food security and (3) institutional development for strategizing and networking. Objectives and subobjectives within each of the three "finalites" have been laid out as well as short and long-term benchmarks against which progress can be assessed. An attempt has been made to identify the "manageable interest" of the donor(s) for each subobjective in question. A covenant will, however, be added to the Amended Grant Agreements calling for the CILSS and Club to develop a longer-term plan which establishes clear objectives and a strategy for their achievement.

Given the cooperative and multinational nature of the CILSS/Club system, and its justifiable need for flexibility, it would not be productive to mandate the inclusion of particular substantive issues in the work program for either organization as a condition of support. Nor is such an approach necessary. Instead, an attempt has been made to build the project around and strengthen existing processes which permit regular and constructive oversight of the CILSS/Club work program formulation cycle. Through its direct presence in the Club Secretariat and its participation in the DAG and Ouagadougou Group, the project management team will be in a position to ensure that the work program reflects A.I.D. priorities. These same processes will also facilitate subsequent monitoring and oversight of work program implementation. This approach is intended to provide CILSS/Club and A.I.D. essential flexibility to make strategic choices and to respond to unforeseen constraints or opportunities, while at the same time providing for an acceptable level of accountability (See the Monitoring and Evaluation Plan in Part V.)

A.I.D. priority themes will be emphasized by the Project Management Team at all levels in the process: through the Club Secretariat, DAG and Ouagadougou Group. These themes are outlined in the sections which follow. CILSS work program funding provided under SRI will be devoted primarily to these themes.

## B. Administrative

Two central administrative themes will be pursued through the Sahel Regional Institutions Project.

### 1. Lean and efficient CILSS organization

As a result of decisions made by the Council of Ministers, a process of organizational reform has been under way at CILSS since May 1985. As part of this process, several departments have been consolidated, personnel replaced and management efficiency generally improved. A consolidated budgeting process has been

designed and implemented and plans for the initiation of a multi-year work program planning process -- critical to organizational efficiency -- are well underway. The SRI management team will emphasize the need to continue these efforts.

To this end, SRI project support will be targeted to encourage the CILSS Executive Secretariat to continue to consolidate its position as a regional policy analysis and networking institution along the lines identified at the time of the May 1985 "restructuring". The key functions to be supported by this project remain, as defined in the Project Paper, those of "think tank", information exchange/dissemination and coordination.

A.I.D. supports a restrained interpretation of these functions, emphasizing the importance of undertaking activities only when there is strong evidence of considerable value-added to be gained through action at the regional as opposed to national level. CILSS should avoid duplication of or substitution for national level functions. In support of these principles, project staff will emphasize the need to clearly articulate a supporting rationale for proposed actions, prior to their inclusion in the joint work program. This will be facilitated by the multi-year planning process now being developed at CILSS. A.I.D. remains committed to the general donor consensus that the CILSS should avoid direct involvement in activities of a directly operational nature, and will maintain this position in the DAG.

In the DAG, the Ouagadougou Group and in discussions with other donors and CILSS member states, A.I.D. will maintain a consistent emphasis on the spirit of reform recommendations that the work program be consistent with a conservative interpretation of the revised CILSS mandate and remain limited in scope. Because the demands placed on the CILSS by both member states and donors fluctuate and staffing requirements may vary, SRI avoids placing undue emphasis on either particular organizational configurations or on specific numerical limits to staff. However, project staff will operate according to the principle that permanent CILSS staff should be kept to a minimum in relation to tasks and resources. If necessary, additional personnel can be retained on contracts of limited duration for specific tasks.

Clearly, as the mid-term evaluation notes, efforts must be made to ensure that unnecessary duplication and overlap are not the result of CILSS intrusion into areas in which other regional bodies possess relevant experience and competence. In selecting themes and initiatives, the CILSS and Club Secretariats should coordinate carefully with other West African regional organizations. This is not solely a matter of mandate but a question of conserving scarce organizational resources by capitalizing on individual institutional competencies. Project staff will consider whether such efforts have been made before deciding on support for particular CILSS/Club initiatives.

TABLE II

## ORGANIZATIONAL STRUCTURE OF THE CILSS SYSTEM

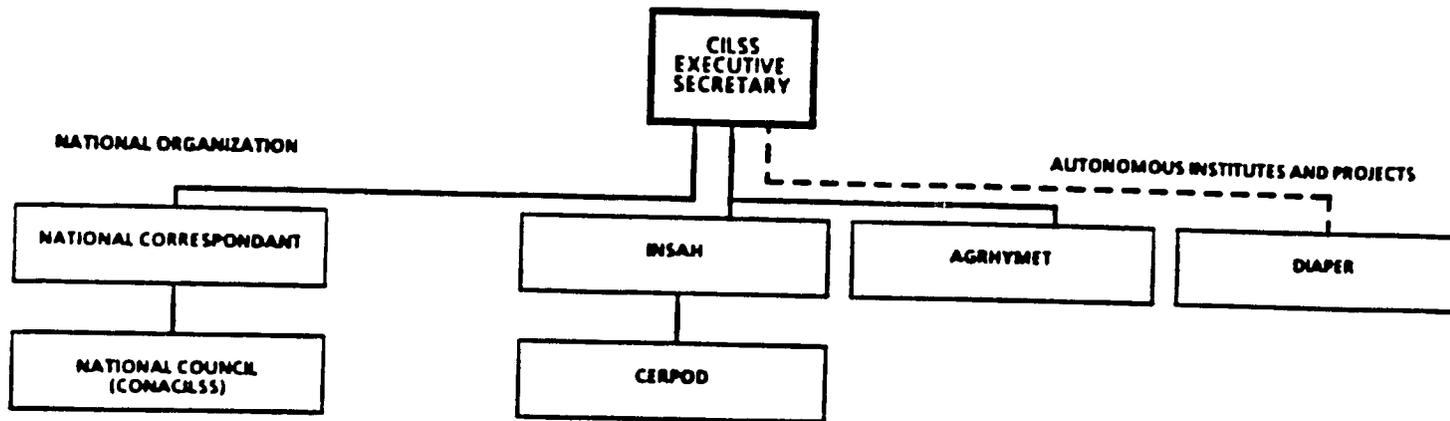


CHART DRAWN FROM SRI EVALUATION OF APRIL, 1990 BY ACADEMY FOR EDUCATION DEVELOPMENT.

CILSS Executive Secretary -- Strategic direction, sensitization, policy dialogue, region-wide development projects (such as DIAPER, a food security project that measures cereals production and imports and estimates cereals balances).

INSAN -- Research, technical information storage and dissemination, networking of Sahelian and donor specialists.

AGRHYMET -- Gathering of climatological data relating to CILSS' two central themes, food security and ecological equilibrium (NRM), and dissemination of that data to CILSS projects, donors, and Sahelian governments and universities.

National Correspondants and CONACILSS -- Intended to be the liaison between CILSS and each Sahelian government; usually a Minister of Agriculture or Interior.

in collaboration with other donors, through the DAG and Ouagadougou Group and through direct observation by project staff, the SRI management team will monitor the work program formulation and implementation process. Unless otherwise stipulated, the use of project funds will be limited to activities contained within the joint CILSS/Club work program;

## 2. Rationalization of division of labor within the CILSS system.

One of the major issues raised by the SRI mid-term evaluation concerns the allocation of tasks and functions within the CILSS "system". This issue was raised at the time of the 1984 evaluation and subsequently by the Palin report. Until recently, however, a serious consideration of solutions was precluded by the limited capacity of INSAH to undertake all but the most rudimentary of tasks. Substantial progress in reforming INSAH has been registered in the past year, such that it is again worthwhile to reconsider the division of labor between the CILSS Executive Secretariat, INSAH and AGRHYMET.

A.I.D. believes that attention should be given to the separation of data collection, analysis, and dissemination functions from policy analysis, sensitization and policy dialogue functions. Efforts should be undertaken to strengthen CILSS' capacity with regard to both, but should focus on different components of the CILSS system. Stress should be placed on the need to avoid duplication of functions both between the CILSS Executive Secretariat and the specialized institutions.

To this end, the project management team will emphasize the need to further focus the CILSS mandate to provide clearer definition to the division of functions between the CILSS Executive Secretariat and the "specialized institutions", INSAH and AGRHYMET. This subject will also be raised for discussion by the DAG. Once the principles which should govern the allocation of functions within the CILSS system are clearly established, project funds will be expended only for activities which conform to these principles, following an appropriate transitional period. A.I.D. will encourage other donors to adhere strictly to these principles as well and monitor the process through the Ouagadougou Group.

The functions of the CILSS/Club system and, hence, the relationship between the CILSS Executive Secretariat and the specialized institutions, should be understood in terms of a two-tiered model. The first tier corresponds to the system's "think tank", strategic analysis, sensitization and policy dialogue functions. At this highest level, the questions which need to be asked concern strategic direction (asking where does the region need to go, what should we invest in) over the longer term. The CILSS Executive Secretariat and Club Secretariat should take the lead within the CILSS/Club system at this level. Interchange between donors, CILSS/Club and states at this level is essential.

Once something approaching a consensus emerges at this level (not necessarily on the precise definition of policy options, but on the definition of issues and questions for future analysis) the focus should shift to the second tier.

At this lower level, efforts should involve analysis focused on the design and management of information and research systems to support effective analysis, on networking, and on efforts to promote efficient circulation of information related to priority themes, etc. At this level, the specialized institutions should predominate. Research and policy analysis are viewed as qualitatively distinct, although closely connected. A.I.D. agrees with the recommendation that research and information management functions be allocated at INSAH, as its mandate suggests, rather than the Executive Secretariat.

Support for INSAH is envisaged under a separate project. In the current plan for the new project, AID would assist INSAH in building five analytical databases for interpretation and dissemination: pest management, food security information, natural resource management assessments, agricultural research coordination and informal enterprise surveys.

AGRHYMET will continue to support the CILSS/Club system by providing climatological data to CILSS development projects and to INSAH research projects in food security and NRM.

### C. Management

Project management responsibilities will be shared among the members of a Project Management Team. As outlined in the Project Paper, this team includes direct-hire A.I.D. officers in Washington (AFR/SWA, Paris (Club du Sahel) and Ouagadougou (Regional Liaison Officer) under the strategic leadership of AFR/SWA.

Since funding for SRI began in 1987, one additional member has been added to this team. In 1988, a project-funded (PSC) Strategic Planning Advisor was assigned to the CILSS Executive Secretariat, charged with assisting the Executive Secretary in developing CILSS planning capacity, and with promoting interaction and communication between CILSS and A.I.D. Sahel Missions.

With the objective of encouraging greater Mission engagement with and participation in the CILSS/Club program, the SRI management team will make a concerted effort to keep Sahel Missions informed of ongoing CILSS/Club initiatives. Missions, in turn, should be encouraged to offer feedback on these initiatives, and to submit their ideas for special studies, assessments or seminars which might be best conducted under the auspices of the CILSS/Club work program. The SRI management team, with AFR/SWA taking the lead, will review these requests along with others from A.I.D./W offices

and, following consultations with the DAG, recommend them for incorporation into the Club work program.

The Planning Advisor will closely monitor the CILSS planning and budgetary process, and assist the A.I.D./Burkina Regional Liaison Officer (RLO) with project design and management functions. Both the Planning Advisor and Regional Liaison Officer collaborate with the other members of the Project Management Team in identifying substantive and management issues worthy of attention in preparation for periodic meetings of the DAG and Ouagadougou Group.

Through its provision of a senior development professional to the Club Secretariat, A.I.D. will contribute directly to the definition of broad strategic objectives, to decisions on the practical steps best suited to achieve them, and to negotiating agreements on the joint work program with the CILSS Executive Secretariat.

The DAG is a dual purpose mechanism designed both to promote donor coordination in development policy areas of mutual interest and to oversee the CILSS/Club process. Through the DAG, A.I.D. will have an opportunity to raise issues for inclusion in future work programs and to review and suggest modifications of the current Joint CILSS/Club work program before it is officially approved for implementation.

Through the Ouagadougou Group, A.I.D. will have an opportunity to monitor and track CILSS implementation of work program activities and to monitor the compliance of other donors with understandings on the appropriate role of CILSS. At meetings of the Ouagadougou Group, SRI project staff will emphasize the need for greater transparency in donor policies with regard to assistance for CILSS work program activities and institutional support. Finally, through direct Mission oversight (RLO, assisted by project funded PSC), A.I.D. will monitor CILSS drawdown of project funds. Recent improvements in the CILSS budgetary process should facilitate the process of work program oversight. CILSS accounting practices have generally been satisfactory.

An efficient division of labor between these groups should be maintained. The primary focus of the DAG should remain issues related to strategic direction and substantive issue focus. The Ouagadougou Group is more suited to issues of CILSS management, administration, and implementation oversight. With regard to the "grey area" between these two functional specialization -- e.g. Ouagadougou-based donor insights and perceptions of the way in which CILSS/Club chooses to approach the issues identified in the workplan -- the Ouagadougou Group may be able to contribute constructively to strategic thinking. Effective and regular communication and the sharing of information between the Club, DAG and Ouagadougou group will be encouraged. Progress in this direction is demonstrated in Annex H.

The project's success will be judged in part by continued improvement in CILSS managerial and administrative efficiency and by the extent to which U.S.A.I.D.s in the Sahel can be drawn into real participation by initiating, carrying out and exploiting the results of CILSS/Club activities.

D. Other (unchanged)

#### Part IV. Implementation Plan

##### A. Background

Since the mid-1970s, CILSS and the Club du Sahel have worked in tandem to analyze, draw attention to and focus discussion on a wide range of issues related to food security and the maintenance of ecological balance in the Sahel. In doing so they have demonstrated a utility unmatched by other African regional organizations or collaborative structures.

A.I.D. was instrumental in establishing the Club du Sahel in 1976 and, joined over time by other donors, has been a consistent contributor to the CILSS/Club process up to the present. A.I.D. regional support for the CILSS and Club du Sahel was initially through the Sahel Regional Coordination and Planning Project (625-0911), which began in 1978 and was extended through 1986. A.I.D. reformulated its approach to assistance at the end of this period in the wake of major reforms undertaken, with donor support, within the CILSS.

Although the formal structure of the CILSS/Club relationship has remained relatively constant, the character and focus of CILSS/Club activities have evolved considerably over the period of A.I.D.'s involvement (1976-present). As a consequence, the CILSS/Club system which functions today, does so along lines markedly different from those envisioned by the donor community and the CILSS member states in 1976. Its efforts have been refocused, its approach refined, and the CILSS itself has been restructured. This positive evolution has reflected changes in state and donor priorities, the situation in the Sahel itself and thinking about development.

The original Project Paper provides a brief overview of the circumstances surrounding the creation of the CILSS and Club, and a narrative description of their activities during the years which followed. There is no need to repeat that narrative in the present Amendment.

##### B. Previous Design Considerations and Outcomes

As noted in the Project Paper, CILSS was restructured in 1985 with the assistance of the Club and the donor community. The reasons for this institutional reform were straightforward. By 1984/85 it had become evident that although in many areas the Club and CILSS had been able to identify conditions needed to improve the effectiveness of assistance, the donors themselves and the CILSS states were never able to agree on the ways and means to create the appropriate conditions. In addition, although the CILSS/Club continued to produce products of considerable utility, the CILSS itself was found to be in need of revitalization. After a period of prolonged institutional decay, much of which was related to the ineffectiveness of senior-level management, both its capacity and credibility were adversely affected.

Responses came at two levels. Attempts were made to improve the programmatic coherence and internal functioning of the CILSS itself, and an effort was made to improve on the linkages between the three parties to the regional equation -- donors, states, and CILSS/Club.

With donor encouragement, the Sahelian Heads of State undertook to "restructure" CILSS during 1984-85. With the assistance of the Club, a consultant was charged with recommending changes in the wider CILSS system. The product of this effort, the Palin Report, served as the basis for a refocusing of the CILSS mandate and subsequent alterations in organizational structure. These structural alterations focused both on reinforcing the linkages between CILSS and its member states and on improving the efficiency of the CILSS Executive Secretariat.

At the second level, A.I.D., in cooperation with other donors, supported the formation of a Donors Advisory Group (DAG) to enhance donor coordination, and to provide work plan oversight to the CILSS/Club in an effort to ensure that the general orientations of the Palin Study, as adopted by the CILSS Heads of State at Niamey (1985), were adhered to in practice. It met for the first time in 1986. Through the DAG, donors have encouraged the CILSS to restrict its activities to areas clearly compatible with the organizational functions emphasized during the "restructuring": "think tank", information exchange/dissemination, and coordination. In this it has been largely successful.

Following the creation of the DAG, local level monitoring of CILSS was strengthened by the establishment of a Ouagadougou-based system of donor consultation on CILSS program activities which has come to be known as the Ouagadougou Group. In addition, direct A.I.D. monitoring of CILSS' internal management and administration was strengthened by the addition of a project-funded planning advisor (PSC) at the CILSS Executive Secretariat.

The design of the Sahel Regional Institutions Project (925-0475), which was reviewed and approved in mid-1987, incorporated explicit responses to these developments. The project was to run for five years beginning in 1987 at a level of \$5 million LOP.

Of this, \$400,000 annually was allocated to CILSS to fund work program activities, with the understanding that up to 20 per cent could be used for core administrative support. This represented an annual reduction of roughly \$100,000 from funding levels under the previous project (625-0911). This reduction in funding to CILSS was reflective of a "wait and see" stance adopted by the Agency following the "restructuring" of CILSS.

Developments during the 1987-90 period suggest that CILSS has indeed carried through on its commitment to redirect its activities along the lines initiated with the "restructuring", and to tighten its internal management process. Over the SRI project period, several departments have been consolidated, personnel replaced, and management efficiency generally improved. A consolidated budgeting process has been designed and implemented, and plans for the initiation of a multi-year work program planning process are under discussion. Such a process is critical to the efficient functioning of the organization, and consequently will be a priority for the project-funded strategic planning advisor.

Most importantly, however, the CILSS and Club have been instrumental in stimulating and supporting movement in a variety of areas which A.I.D. considers of critical and pressing importance. If past support has produced substantial benefits, continued support can be expected to bring even higher returns.

At the same time, further efforts to improve the coherence of the CILSS system could be beneficial to its overall impact. The present amendment also provides an ideal opportunity to focus attention on this issue, along lines suggested by the recent project mid-term evaluation.

### C. Linkage

The evaluation raises the important general issue of the need to strengthen linkages between CILSS/Club efforts at the regional level and what is "received" by CILSS member states to be incorporated into national-level policy-making processes. If such linkages are weak, CILSS/Club "products" can be expected to be of lessened utility in supporting improved national policy making.

Effective linkage to national-level policy processes is in part a function of the structure, capacity and strategic approach of the CILSS/Club system, but is also greatly complicated by the tenuousness of inter-ministerial communication and coordination within the national governments. As a regional organization, CILSS' capacity to effectively support intra-state coordination between ministries is limited and its propriety uncertain. Such coordination is, however, indispensable to CILSS' effectiveness (although concern with the issue has often appeared limited to the donor community).

The way around this impasse is to attempt to ensure that relevant ministries remain aware of CILSS/Club activities, both at the regional level and those specifically targeted to individual states. Given the variety of efforts which may be under way in a given CILSS member state at any particular time, this is very important.

## 1. Structural Approaches

Periodic attempts have been made to find structural solutions to the linkage problem. Two approaches have been pursued. Both were reemphasized by the Palin Report in 1984, and have been the subject of recurrent discussion since.

First, periodic attempts have been made to associate "non-technical" (meaning ministries other than Agriculture/Rural Development) ministries to the CILSS Council of Ministers. After all, nowhere in the mandate of CILSS is it stated that the Council of Ministers is to be the exclusive domain of the MA/MRD. A Technical Committee of (National) Experts was established in 1985 as part of the "restructuring" of CILSS to this end. In practice, however, control has remained with the MA/MRD. Efforts to selectively involve representatives of other ministries in particular CILSS/Club activities on an ad hoc basis as required have proven more successful.

The second structural approach has focused on the revitalization of the system of CILSS "Correspondents National". Formally constituted following CILSS' creation in 1973, the position of "Correspondent Nationale du CILSS" (CONICILSS) remained largely theoretical at the time the Club du Sahel was established in 1976. Following the Ottawa Conference of the Club in 1977, the apparent absence of linkage between the emerging regional planning process and national-level policy formulation led "the Club to decide to animate the CILSS National Committees (which were decided upon at the Dakar Meeting)..."<sup>4</sup>

In principle, these structures ("animated", in turn, by the National Correspondent) were to follow the activities of CILSS and act as a mechanism of transmission/communication between the regional structure and the various national ministries concerned with issues related to its mandate and programme. National Committees were to be composed of key individuals from concerned ministries which, through committee meetings, and the efforts of the National Correspondent, would be kept abreast of CILSS

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<sup>4</sup> Albert Baron, "Measures to strengthen the Sahel Development Program", Annex B, memo on "Strengthening development planning and programming in the Sahel", 23 Nov. 1977, UN/CDPPP/DPAS.

activities. The same mechanism would work in reverse to keep CILSS informed of the various ministries' interests and priorities.

In practice, the CONACILSS approach has never functioned effectively from its inception. The March 1981 Auditor General's report concluded that, "although the committees have been established in theory, their activities are limited and mostly superficial." (p.24) As the SRI-funded planning advisor at CILSS put it in November 1989, "the CONACILSS are a vital part of the CILSS structure but they simply don't perform. Some kind of donor reflection is called for." (11/28/89)

Several approaches to improved linkage have been discussed. One approach would be a renewed attempt to strengthen the CONACILSS system (capacity and role). The SRI mid-term evaluation adopts this strategy, and recommends a variety of measures to reinforce the CONACILSS' capacity to carry out its present mission: *inter alia*,

- o elevate CONACILSS to a full-time representative with a small staff;
- o emphasize consistent CILSS coordination with the CONACILSS on the CILSS program;
- o reestablish annual CONACILSS meetings;
- o direct all CILSS correspondence through the CONACILSS;
- o coordinate all CILSS project activities through CONACILSS and not through project committees established independently in country.

The linkage functions which the CONACILSS were intended to perform are indeed critical to the system's overall effectiveness, and must be carried out at some level. It is less certain that the existing CONACILSS system could be effectively transformed along the lines supported in the evaluation to enable it to do so. The CONACILSS' mission should be one of networking at the national level, designed to facilitate the circulation of information and to promote CILSS programs rather than that of formal liaison. Efforts should be directed to facilitating the free flow of information along multiple channels rather than to directing its flow through a single channel. Attempts to strengthen the CONACILSS in the way suggested above would create rather than eliminate major impediments to effective communication.

The design of effective measures to reinforce CONACILSS networking capacity requires an accurate analysis of existing constraints. The fact that the CONACILSS feel underpaid, understaffed (and staffed by persons of uncertain qualifications), and lack operating funds does little to encourage motivation or effectiveness and, indeed, it may well encourage corruption. The lack of adequate funding should be seen as a symptom rather than as a cause. The

problems afflicting CONACILSS appear structural and political, not financial. Improved funding is therefore unlikely to produce greater CONACILSS efficiency.

A variety of factors contribute to determining the degree to which the CONACILSS system functions effectively. Most critical among these perhaps are the competence, dynamism and stature of the Executive Secretary, the strength his personal relationships with individual Sahelian Ministers, and the degree to which he (and they) view the CONACILSS as potentially useful. The degree to which National Committees are formed and function and the competence and stature of the National Correspondent are largely derivative of this complex of factors.

Correspondents have typically been relatively low-level bureaucrats in either the Ministry of Rural Development or the Ministry of Agriculture and, as such, have had little weight to put behind their functions, and have been unable to communicate effectively with those whose activities they are charged with "coordinating" at the national level (even, at times, with their own ministries/ministers).

There have been exceptions when somewhat competent and energetic individuals with particularly effective personal skills have been appointed -- this has occurred at various times in Niger, Burkina, Chad, and Cape Verde. In general, however, those appointed have been of a level (formal and substantive) which effectively precluded their having a serious impact or even entry to the levels where they might have been effective.

The most effective interaction between CILSS and its member states will probably continue to occur either at the highest levels, through the Executive Secretary and his inner circle, or via contact at a technical level on specific issues, through the working group process. It probably will not occur as the result of formal systems of interaction established to give structure to the process.

Since the July 1990 ECPR on the present amendment, the topic of CONACILSS performance has been critically discussed in both the November 1990 Group de Ouagadougou and the December 1990 DAG meetings. As reported in Annex H, future funding of CONACILSS offices will be linked to specific services which help CILSS attain objectives in the joint Club/CILSS multi-year workplan to be inaugurated in 1992. In the future, these offices are to function like consulting firms which generate operating funds through overhead. The host governments and other donors (if they wish) will pick up all operating expenses not generated from overhead. Aside from support for task-specific overhead, no AID funds are budgeted for CONACILSS operating expenses under this amendment.

## 2. Procedural Approaches

The most effective mechanism for promoting linkage between regional and national-level policy and analytic processes remains the combination of cooperative analysis and joint discussion orchestrated by CILSS/Club through issue-specific working groups, followed-up with periodic high-level meetings. This pattern of study, sensitization and policy dialogue in specifically defined, high priority sectors, outlined in the original SRI Project Paper, continues to offer substantial benefits and should constitute the core of CILSS/Club efforts for the future. The product of these efforts can be expected to provide important input into policy changes not only among the CILSS member states but also in the donor community.

#### a. Technical-level Linkages

The evaluation perceptively notes both that the composition of CILSS/Club working groups has varied over time and that group composition is critically related to the quality of group outputs and to their utility in stimulating productive national-level discussion and critical reflection on policy options. An effectively designed working group can hope to accomplish both ends simultaneously. The analysis serves to underscore the utility of heterogeneous -- including both official and non-official Sahelians in combination with external experts -- team composition in this regard.

The participation of Sahelian officials serves to ground the analysis in the concerns and perspectives of those most closely connected to state processes in the Sahel and to provide a tangible link between the planning processes at the regional and national levels. At the same time, official Sahelian participants must be complemented by both non-official Sahelian and externally-recruited experts if group products are to remain free from institutional bias. The inclusion of non-state actors will be of increasing importance in the future, as attempts are made to involve the society end of the state-society continuum in the exploration of options for change.

#### b. Policy-level Linkages

In addition to discussion centering on the substance of upcoming work programs, high-level meetings of the Club might be used as a forum for in depth examination of a severely restricted (probably no more than one, at most two, per meeting) range of topics -- e.g., decentralization, or land tenure, etc. -- agreed upon well in advance and thoroughly prepared. Issues could be agreed upon among donors through the DAG, in consultation with the CILSS Secretariat, then become subject of additional in-depth study.

This might provide an effective mechanism for focusing attention on issues which donors collectively consider to be of overriding

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importance and which merit a serious cooperative attempt to explore options. Background studies should seek to define, and lay out for consideration, these options. Such a process might constitute part of a wider attempt to encourage a prioritization of issues in the DAG, and a step in the direction of greater CILSS/Club work program focus.

## Part 7. Revised Monitoring and Evaluation Plan

### A. The DFA Connection

The Club du Sahel and CILSS have recently refocused and revised the regional objectives for the Sahel (See Annex H). These objectives closely fit the primary focus of the Development Fund for Africa. The CILSS is working in all four major Africa objective areas as reflected in the recent planning meetings held in the Hague December 17 - 19, 1990. Regular monitoring of CILSS activities and member states' responses to these initiatives provides the Africa Bureau and the Sahel Regional Office a special opportunity to monitor changes in the region independently of individual bilateral programs. The history of the Sahel with its frequent need to supplement food production with additional resources in times of drought has led to a growing commitment on the part of member states to improve the prospects for economic growth in the subregion via concerted action. The new emphases on medium and long term planning of the CILSS reflects this concern for a focus beyond food security to maintenance of a fragile human and ecological balance as the basis for not only survival but potential growth and autonomy within the broader West African region. The SRI project will carefully monitor progress of the CILSS in achieving these more focused objectives.

### B. The Monitoring and Evaluation Plan

The amended project will take advantage of the clearer CILSS focus on the collection of information on overall regional progress through the special relationship between the CILSS and Club du Sahel. This approach calls for a two-tiered monitoring system which allows the Africa Bureau representative to the Club du Sahel and the Ouagadougou antenna to collect information periodically on overall regional progress in meeting its objectives as described in planning documents as well as more specific data on achievement of the project specific actions. AFR/DP is currently assisting the Sahel Regional Office and the AID representative to the Club in Paris in defining a simple monitoring system to propose to the broader CILSS and Club member audience. The collection of this information calls for commitments of time and resources by other Club members and the CILSS member states themselves. The system described in this monitoring plan is a subset of this larger system comprising the second tier.

The SRI monitoring system will monitor the impact of A.I.D. funded inputs by reporting not only project outputs as described

in the Logical Framework (Annex A), but also on specific CILSS/Club accomplishments which are closely tied to DFA objectives and targets (See Annex B). While direct attribution of causality between SRI outputs and higher DFA objectives can only be made in a limited way due to the multiplicity of actors (the CILSS member states and nine bilateral donors plus multilateral interventions), it is fair to say that where A.I.D. has funded conferences, technical analysis and report dissemination, there is a plausible association which is positive and which contributes to the DFA vision of a viable African economic system. The realm of food security already shows major policy advances in CILSS statements. The DFA interest in a sustainable natural resources base is also an area of increasing concern for the CILSS. As these are observed, they can be reported on.

The broader CILSS monitoring system will develop specific indicators for each CILSS objective and targets (See Annex B) can serve as at least partial measurement of regional policy impact in those areas. The congruency of the DFA and CILSS objectives makes this task more feasible over time. The CILSS objectives contribute additional targets which reinforce the DFA.

#### 1. The Objectives of the Monitoring Plan

The objectives of the monitoring plan are the following:

- Collect data on progress in meeting project objectives as outlined in the PP amended Logical Framework (See Annex A).
- Allow the Sahel office, the Club du Sahel representative and the Ouagadougou USAID to spend a minimum of time in collecting and analyzing data to chart project progress.
- Take advantage of regular Club du Sahel and CILSS reports to collect information on progress.
- Use special studies and evaluations in a targeted way to examine DFA concerns.
- Make an effort to capture whenever possible the broader changes which the member states are implementing which may not be measurable at the national level alone.

#### 2. The Focus of Monitoring and Evaluation

Reflecting the DFA concern for people level impact, the SRI efforts to monitor progress in meeting project objectives will include national gender disaggregated data wherever these are available in the subregion. Where such data is unavailable, the CILSS/Club will be proactive in encouraging the member-states to secure gender disaggregated data on a routine basis. The nature of the A.I.D. contribution to these efforts is largely facilitative

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to the actual decision-making of each member state and the CILSS collectively. While over time, progress in each of the three major objectives of the joint CILSS/Club work plan can be assessed both through the Club and by individual missions in selected countries, the question of attribution remains important. It can be said that without a SRI activity, the U.S. forfeits its right to be heard in the dialogue. At the same time, the intended progress is being made by the member states themselves with bilateral and multilateral organizations working in partnership. The final positive results can be heralded by all, but probably not attributed to any single entity.

SRI monitoring will focus primarily on output level activity as reflected in the Logical Framework. Additional impact related information closely linked to DFA continental objectives can be collected at regular intervals as opportunities present themselves.

In collecting such data, SRI will take full advantage of ongoing CILSS/Club reporting, special assessments done by the other donors and governments. Attention will be given to DFA impact issues in commissioning any special studies.

The carefully structured CILSS/Club meeting and working group methodology provides a fertile venue for capturing progress on the key policy dimensions of each member state and changes in policy over time. These results can then be compared to policy environment reporting being done by individual USAIDs. This approach calls for selective issue monitoring across the region carefully targeted to actual A.I.D. intervention. For example, the post-Segou initiative to better promote the role of women in the protection of the ecology in the region can be monitored both nationally and by the Club/CILSS. The Africa Bureau representative in Paris and his/her colleague at the CILSS Secretariat in Ouagadougou can report on progress in this area in regional meetings and working sessions.

USAIDs with activities in the natural resource policy area can also report any changes going on nationally over time. These can be compared and selected cases of geographically focused impact can be studied for real effects. These efforts should be determined within the existing portfolios of each USAID and compared to CILSS efforts on a selected basis. As a practical solution, the Sahel Regional Office, the Club du Sahel representative and USAID/Ouagadougou could select two policy issues on which to monitor progress over time. This would allow the USAIDs in the region the choice of a CILSS focus which fits their portfolio and for which they are already collecting impact data for DFA reporting. The substantial progress of all the Africa Bureau missions in improved DFA impact reporting makes this possibility more feasible over time. Initially one or two missions could be asked to select a policy area from the CILSS/CLUB objectives on which to monitor and report. This should not require additional resource allocation but merely an inclusion of the Club Secretariat and CILSS in the distribution loop for results of policy

monitoring. The selection of one issue per country will permit some impact monitoring without increasing the data collection burden on the missions. Initially participation in the comparison exercise could be voluntary and considered a pilot activity.

TABLE III

## SRI MONITORING/EVALUATION RESPONSIBILITY CHART

REPORT	PREPARED BY	PERIODICITY	DATA SOURCES
PIR	Paris, Ouaga offices, SWA	6 Months	Project and CILSS documents
Annual progress	Paris, w/ input from Ouaga	After first year of amendment period	CILSS planning documents
Financial	Paris, Ouaga SWA, AFR controller	Quarterly	Financial records
Mid-term evaluation and revised logframe	SWA and Paris	After year 2	CILSS, USAIDS Club members, member States
Policy issue pilots reports	Volunteer USAIDs w/ CILSS rep Ouaga	When appropriate beginning years 2	A.I.D. funded policy dialogue activities
Special Impact assessments	A.I.D. or Club du Sahel members	As needed	A.I.D. CILSS member other donors

### 3. Dimensions of the Monitoring System and Responsibilities

Each level of the monitoring system will have its data collection responsibilities for output and impact monitoring (See Table III). They are discussed by locus.

The Africa Bureau Sahel Regional Office has overall aggregation responsibility for both impact and output reporting. PIRs from Paris and Ouagadougou will be compared and analyzed. Financial data from both places on resource allocation and disbursement will also be collated there.

The Club du Sahel A.I.D Office in Paris will be responsible for measuring and reporting on output indicators annually with additional information provided by the CILSS Secretariat Office. It will also report all financial information on the budget allocations for which it is responsible. In addition, beginning in the second year of the amended project, at least two missions could participate with the Club Office in assessing policy impact on a mutually agreed policy dimension from the CILSS workplan. This information would then become part of the annual report for use by the Bureau in DFA reporting.

Each USAID will be asked to select one area of policy to report on to the Club Secretariat which it is leveraging through existing programs. A mutually agreed on format will be developed to allow this to be done from existing monitoring and reporting documents. Essentially this serves as an additional comparative base for the Club/CILSS and the Bureau to assess progress.

#### C. Evaluation requirements

A formal evaluation should be planned near the end of the second year of the amended project. The FP review has recommended that a Gray amendment organization be used for this evaluation. The focus of the evaluation will be on impact issues as well as output delivery performance. At that time the monitoring links proposed here should be reviewed to determine if adjustments in the information collection and analysis plan are needed. The evaluation should focus on at least two countries where policy monitoring has been undertaken and determine if this model for CILSS impact monitoring is feasible over time. A revised project logical framework showing actual versus planned progress should be completed. Changes in output objective statements and indicators should be made if needed.

ANNEX A: LOGFRAME  
(625-0975 -- 1990)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><b>GOAL:</b> Food self-reliance and ecological balance within and among Sahelian states.</p>	<p>&gt;&gt; Increased food grain production or enhanced capacity to procure required food grains from other sources.</p> <p>&gt;&gt; Stop/reverse current trends of soil/vegetation degradation</p>	<p>&gt;&gt; Nutrition and food consumption surveys</p> <p>&gt;&gt; Food production, marketing and grain storage data</p> <p>&gt;&gt; Macro statistics on grain trade and foreign exchange reserves</p> <p>&gt;&gt; Declining levels of food aid</p> <p>&gt;&gt; Survey information on soil/vegetation degradation</p> <p>&gt;&gt; Selected USAID policy reports</p>	<p>&gt;&gt; Political and military priorities of Sahelian states will permit the adoption of CILSS/Club policy and strategy proposals.</p> <p>&gt;&gt; Donors who are involved with Sahelian development will promote trade policies to aid this development.</p>
<p><b>PURPOSE:</b> Improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic, and other development policies and implementation strategies.</p>	<p>&gt;&gt; Improved Sahelian development policies.</p> <p>&gt;&gt; Greater consensus of donors on policies and strategies to pursue.</p> <p>&gt;&gt; Donors actively supporting CILSS objectives in specific funded programs.</p> <p>&gt;&gt; Sahel countries support CILSS areas in their policies.</p>	<p>&gt;&gt; Third party opinion such as evaluations and special analyses of IMF, World Bank and other major development specialists.</p> <p>&gt;&gt; Annual DAG Review.</p> <p>&gt;&gt; CILSS/Club Annual ODA Report</p> <p>&gt;&gt; Selected USAID policy impact reports</p>	<p>&gt;&gt; Sahelian decision-makers and donors will have the necessary background and openness to new ideas to enable them to use CILSS/Club information appropriately and put it into perspective with regard to other immediate priorities.</p>

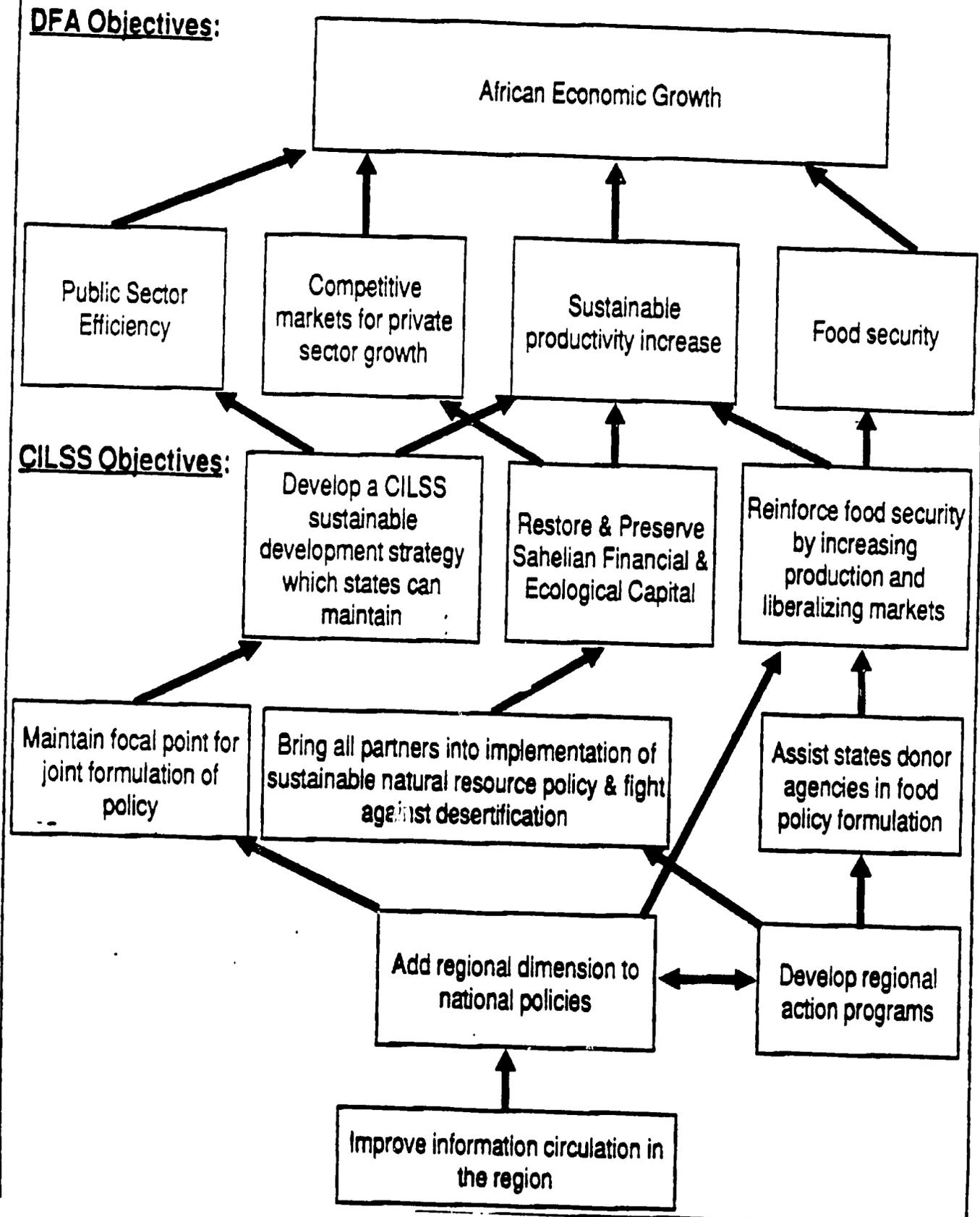
In the original Project Paper, the logframe failed to set forth clear outputs and output indicators, against which progress and achievements could be measured. In this amendment, we are remaining with the original project goal and purpose, slightly expanded in the Project Description section, but have expressed the project outputs in terms of what the activities to be financed will produce. Although the Club/CILSS are moving toward multi-year planning, at the time of the present amendment specific activities are still identified annually in the Club/CILSS Workplan, the outputs indicated are limited to those major areas of concern for which activities are proposed for 1990-91 and are likely to receive follow-up attention in future years. For this reason, it is not possible to offer specific quantified output indicators for the life of the amended project, but instead more general qualitative measures of progress are proposed.

1. Series of activities sponsored through Club/CILSS Work Program, to promote dialogue and study in matters of mutual interest, including private sector development, natural resources management, decentralization, cereals markets, land tenure reform, food aid, etc.
- >> Conferences and workshops conducted at both national and regional levels.
  - >> Agreements reached on approach and measures to address problems in areas studied.
  - >> CILSS/Club focus areas supported over time.
  - >> Appropriateness of outputs requires a comparison of CILSS/Club workplans and the DAG review of the workplans with the CILSS/Club products that year.
  - >> Quality of outputs requires an investigation into the actual application of output results toward actual decision making in selected countries.
  - >> The political environment among Sahelians will permit effective communications between them.
  - >> Donors will continue to be supportive of the DAG and CILSS/Club process and work towards better donor strategy.
2. Strengthened institutional effectiveness of the Club and CILSS through technical assistance and financial support.
- >> A multi-year strategic planning process in place
  - >> A strategy developed for improved linkage with national systems
  - >> Third party opinion such as evaluations and consultants'
  - >> Funding is available in the prescribed amounts.
3. "Cellule" established at AFDB for promotion of regional exchanges on data collection, analysis of regional issues and trade.
- >> Greater awareness and understanding of problems related to regional trade and information exchanges.
  - >> Agendas of regional and national conferences.
  - >> The political climate between the coastal and Sahelian states permits successful lobbying.
  - >> Countries develop plans for expanding inter-regional trade linkages
  - >> Proceedings of international, national and regional meetings.

INPUTS to:

Club Secretariat	\$1,750,000	>> Annual budget reports	>> Funding is available in the prescribed amounts.
Club Work Program	\$3,850,000		
CILSS Work Program	\$3,500,000	>> Grant Agreement	
CILSS Technical Assistance	\$700,000		
Evaluations (2)	\$200,000		
TOTAL	\$10,000,000		

## Annex B DFA/CILSS Program Objectives



**MID-TERM EVALUATION  
SAHEL REGIONAL INSTITUTIONS  
PROJECT  
(No. 625-0975)**

by

**JIM KELLY**

and

**GORDON APPLEBY**

**June 15, 1990**

## EXECUTIVE SUMMARY

This evaluation examines the attitude shift on issues of regional development and aid coordination which occurred in the Sahel over the past decade. The focus of the evaluation is on donor-Sahelian collaboration--and the two Secretariats responsible for fostering this collaboration. The CILSS Secretariat was created in 1973 and the Club Secretariat in 1976. In the intervening years donors have channeled over \$30 million through the Secretariats to help promote development in the Sahel. The principal issue is how effective have these Secretariats--and their donor sponsors--been in fostering a regional framework within which member states and donors collaboratively pursue agreed on objectives.

As a newcomer to the development arena, the CILSS/Club in 1976 had to carve out a niche for itself. The Secretariats decided that strategy formulation--as opposed to macro-planning or project development--would be their area of specialization. Enormous energy was expended in drafting (and updating) a regional development strategy for the Sahel in the expectation that it would be used as a reference document for preparing national development plans and aid policies. Over the years, however, there has been little evidence that Sahelian planners or donors have heeded the CILSS/Club "global-view" of the Sahel's development needs. As a result the Secretariats moved away from regional strategizing to explore special themes or opportunities (e.g., private sector, decentralization, trade flows).

The CILSS/Club can rightfully take credit during the 1980s, for helping to change Sahelian attitudes on the need for more open discussions on cereals-related policy issues. The airing of these issues by the Secretariats, at the regional level, enabled planners and donors to engage in more productive dialogue at the national level. As the "protectionist debate" continued into 1988-89, however, it became counterproductive and failed to recognize that micro-level policy preoccupations should be less focused on cereals or even on crop production and more on the household as a set of enterprises.

The Secretariats have used sector working groups as their principal analytical tool over the years. Recently, more emphasis has been placed on inter-sectoral ramifications because of concerns about overly narrow sector prescriptions. There is now need for more involvement of nationals from the private sector (e.g., NGOs, consulting firms) in the working-groups to help maintain report quality and objectivity.

In its role as a catalyst for development action, the CILSS/Club has had difficulty translating regional discussion, or sensitizing into action planning at the national level. Expectations of a significant filtering down of CILSS/Club ideas as Sahelians returned home from conferences have not been met--at least in the anticipated time-frame. The Secretariats have also

had difficulty trying to lobby directly at the national level to convert CILSS/Club sector recommendations into action. On the other hand, the Secretariats have been effective in providing support and guidance for fledgling development networks (e.g., MIS) throughout the Sahel.

Much of what has passed for as Sahelian-donor policy dialogue has been serious and protracted debate among the donors themselves. The idea of using the CILSS/Club as a regional forum for policy dialogue was never part of the CILSS Presidents' vision. This suggests that the CILSS/Club policy dialogue effort is "at the wrong level--it is at the national level that significant dialogue has to occur."

The CILSS/Club has hosted more than a score of regional meetings over the years to help donors better coordinate their development approaches. These sessions have been more successful in helping donors understand the rationale behind their differences than in melding program strategies or standardizing aid procedures. Since the formation of the donor advisory group in 1986, there has been an improvement in the quality of dialogue among donors--and with the Secretariats. At the same time, the more disciplined approach has highlighted short-term political, economic and social realities which can inhibit donor coordination.

The task for the CILSS/Club in the 1990s is not to try to figure out where the Sahel's regional economic future lies, any more than that is the principal task of governments or donors. The Secretariats' role in this decade will be to help prepare the Sahelian peoples to capitalize on whatever options may emerge and to help create an open, nurturing environment congenial to innovation. Better information and data are key conditions for helping Sahelians to discover and capitalize on their emerging options. The CILSS/Club, with its considerable experience in information brokering over the years in the Sahel, is in an excellent position to undergird the whole nurturing process with a Sahel Development Networking System.

The Sahel Development Networking System (SDNS) does not call for new institutions, large staff build-ups or significant new budget outlays. The SDNS is largely a matter of actualizing unused potential within the CILSS/Club system, breathing life into relationships and linkages that now exist only on paper, and bringing a more disciplined approach to the 'nurturing process.' The SDNS should be focused on the CILSS/Club's two emphasis areas, food security and environmental management. A strategy covering these two areas should be drafted as soon as possible in order to determine the relative priority of existing and planned CILSS/Club initiatives and, thereby, improve resource allocation within the system. The CILSS/Club workplan for 1991 should be revised to reflect the priorities established in the new mandate related strategy.

The CILSS/Club should rely more extensively on its regional arm for applied research coordination, the Institute of the Sahel (INSAH). The Institute has made considerable progress in recent years in putting in place an organizational structure, work program and financing arrangements which now permit it to address mandate areas assigned to it at the creation of the CILSS structure. The CILSS/Club group should come in time to regard INSAH as the central data base source for the elaboration and revision of all Secretariat strategies and initiatives. To this end, there should be a better rationalization of the division of labor between the CILSS Secretariat and INSAH. CILSS should assume responsibility for policy analysis, strategy formulation, and resource mobilization. The regional institute should have responsibility for collating, synthesizing and disseminating project results and research information through Sahelian networks.

The principal role of the Donor Advisory Group (DAG) in the 1990s will be to assist the Secretariats in creating and strengthening the Sahel Development Networking System (SDNS). This will call for a much more structured exchange of information between the donor community and the CILSS/Club systems. The CILSS/Club/INSAH should take responsibility for the initiation and maintenance of a region-wide inventory on research activities currently being carried out in the Sahel in the two CILSS/Club mandate areas. The DAG will then work with the Secretariats to determine gaps in the research effort and establish priorities for future donor collaboration on research endeavors.

Given the limited opportunity for genuine policy dialogue between Sahelians and donors within the regional CILSS/Club framework, more attention should be devoted by the Secretariats to supporting selective policy dialogue efforts at the national level--through technical analysis and advice. Efforts to create donor coordination 'products' like the Food Aid Charter should continue. The process of coordinating is beneficial even when the result is a qualified success. The CILSS/Club 'high-level' meetings should be viewed not so much as occasions for policy dialogue as opportunities to sensitize senior officials--both donor and Sahelian--through carefully structured presentations and discussions entailing specific follow-up.

The Secretariats should undertake a more systematic assessment of their audience, i.e., the size, composition and information needs of various CILSS/Club user segments. There is also a need for periodic surveying of literature on the Sahel that originates outside the CILSS/Club nexus. The best of this material should be culled into an abstract review, which is development-action oriented and scholarly in tone.

CILSS/Club colloquia and workshops should be part of a well thought-out strategy aimed at furthering development progress on the ground. Sensitizing cannot be an end-goal, rather it is a

means to effect some specific change over time. Consequently, a methodology for assessing the impact of CILSS/Club initiatives should be incorporated into each activity workplan.

Initiatives conceived by the Secretariats or the DAG must be embraced and internalized by the Sahelian member countries--if their impact is to be felt in the Sahel. Trying to accelerate or circumvent the process by staging 'donor happenings' will be illusory in terms of development progress. In this connection, there should be a review of the recent CILSS/Club decision to open a donor-financed office at the ADB in Abidjan to promote trade between the Sahelian and the coastal countries. Without greater evidence of Sahelian interest in this endeavor, manifested by material support, there is little chance that the trade office will make a difference in this area of crucial importance.

In selecting themes and initiatives for future CILSS/Club concentration, the Secretariats should coordinate carefully with other West African regional organizations. In particular, the CILSS/Club Secretariats need to familiarize themselves with current CEAO program plans and organizational strengths.

In the future, financial support for CONACILSS should be borne by the member states to reflect their recognition of the need for the CONACILSS agency.

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Annex D

Comparative Analysis of Project Emphases and Evaluation  
Recommendations:

There are close logical connections between many of the recommendations which flow from the SRI mid-term evaluation. As a consequence, they have been grouped for clarity of presentation. The original numbers have been retained to facilitate references to the evaluation text.

Group I.

Recommendation 1. CILSS/Club should move away from strategies reflecting a broad "global view" of the Sahel development task, in the direction of more focused efforts:

Recommendation 11. The CILSS and Club Secretariats should emphasize support for supporting selective policy dialogue efforts at the national level through technical analysis and advice.

Recommendation 2. The CILSS and Club Secretariats should emphasize efforts designed to help prepare the Sahelian peoples to capitalize on whatever options may emerge and to help create an open, nurturing environment congenial to innovation:

Recommendation 21. There should be recognition of the fact that initiatives conceived by the Secretariats or the DAG must be internalized by the Sahelian countries if their impact is to be felt. The internalization process may be lengthy, and efforts to circumvent the process will be illusory in terms of development progress.

Recommendation 18. CILSS/Club colloquia and workshops should be part of a well thought out strategy aimed at furthering development progress on the ground. A methodology for assessing impact should accompany each activity workplan.

Accompanying Measures under SRI:

- Project emphasis on DFA objectives, with particular focus in areas of natural resource management, decentralization, land tenure reform, regional trade and private sector development:

- Emphasis on need to maintain cooperative working group process; particular attention to need to maintain effective mix of working group participants;
- Emphasis on need for multi-year strategic planning process at both Club and CILSS Secretariats;

Group II.

Recommendation 17. Efforts to advance donor coordination should continue.

Recommendation 18. CILSS/Club high-level meetings should be viewed as opportunities to sensitize senior officials -- both donor and Sahelian -- through carefully structured presentations and discussions entailing specific follow-up.

Recommendation 19-20. CILSS/Club initiatives should be kept manageable in the sense that the Secretariats have a clear understanding of where they hope the endeavor will lead and the capacity to nudge the process along the desired path. Undue expectations should not be created.

Accompanying Measures under SRI:

- Project emphasis on effective use of the Donors Advisory Group and the Ouagadougou Group as a mechanism for fostering greater donor coordination with regard to both CILSS administration and substantive issues related to work program content;
- Emphasis on strengthening policy-level sensitization and dialogue functions by altering approach taken in high-level meetings of CILSS/Club to include detailed consideration of small number of special issues.
- Emphasis on multi-year strategic planning;

Group III:

Recommendation 8. Information collection, exchange and networking functions should focus on the CILSS/Club's two emphasis areas, food security and environmental management. The priority of existing initiatives should be evaluated according to this criteria, and the joint CILSS/Club work program revised to reflect necessary changes.

Recommendation 7. Efforts should be made to rationalize the division of labor between the CILSS Executive Secretariat and INSAH.

Recommendation 6. In approaching its information management functions, the CILSS/Club should come to rely more heavily on INSAH, which in time should become a central data base source for the elaboration of Secretariat strategies and initiatives:

Recommendations 7,4. CILSS/Club should support the development and consolidation of information exchange and networking systems in the region:

Recommendation 14. With regard to information clearing-house functions, the CILSS/Club should undertake a more systematic assessment of their audiences, i.e., the size, composition and information needs of various CILSS/Club user segments.

Recommendation 5. CILSS/Club should concentrate on compiling information which can be used to support innovation, serving as a clearing house for development insights, and functioning as a regional development interlocutor:

Accompanying Measures under SRI:

- Emphasis in DAG on need for increasing transparency in donor assistance in region and, particularly with regard to assistance to CILSS.
- SRI emphasis on need rationalize the division of labor between CILSS Executive Secretariat and Specialized Institutions, particularly with regard to information management, networking and data analysis functions:
- SRI Management Team will raise issue of rationalization of the division of labor between CILSS Executive Secretariat and Specialized Institutions in the DAG:
- Emphasis on focused mandate and on supporting only activities which fall within mandate:
- Emphasis on networking and information exchange;
- Separate project to support INSAH is contemplated. Many of the above recommendations deal with INSAH functions.

Group IV:

Recommendation 9. The Donors Advisory Group should assist CILSS/Club in strengthening its information collection, exchange and networking functions by supporting a more structured exchange of information between the donor community and the CILSS/Club system. The DAG should take responsibility for having "lessons learned" material from donor-sponsored projects channeled to INSAH to facilitate its circulation throughout the Sahel:

Recommendation 10. CILSS/Club and INSAH should take responsibility for developing a region-wide inventory of ongoing research activities related to CILSS/Club emphasis areas. The DAG should then support efforts to identify gaps and to establish priorities for future donor collaboration on research endeavors.

Recommendation 17. A more systematic surveying of analytical materials on the Sahel that originate outside the CILSS/Club nexus should be undertaken on a regular basis. The best of this material should be culled into an abstract review. This initiative should initially be undertaken jointly by the Club Secretariat and INSAH, the latter should gradually assume full responsibility.

Accompanying Measures under SRI:

- A separate INSAH support project is contemplated. According to the division of labor viewed as appropriate under this project, majority of functions discussed above should be undertaken through INSAH.
- Project stress on necessity for effective and continual communication and information exchange within and between elements of the CILSS system - including INSAH and AGHRYMET.

Group V.

Recommendation 15. The utility of the Club ODA report could be improved through the inclusion of more current data and greater emphasis on analysis:

Recommendation 25. The capacity of the Ouagadougou Group to monitor donor inputs into CILSS operations and project activities should be strengthened.

Accompanying Measures under SRI:

- Project emphasis on strengthened communication between the DAG and Ouagadougou Group;
- Emphasis on information exchange among members of DAG and Ouagadougou Group, and on monitoring compliance with common positions adopted with regard to CILSS work program;
- Emphasis on multi-year programming;

Group VI (Remainder).

Recommendation 27. In selecting themes and initiatives for future CILSS/Club consideration, the Secretariats should

coordinate carefully with other West African regional organizations. In particular, the CILSS/Club Secretariats should familiarize themselves with current CEAD program plans and organizational resources.

Accompanying Measures under SRI:

- Project emphasis on strict and narrow interpretation of organizational mandate:

Project staff will emphasize need to avoid duplication and overlap with programs of other regional organizations:

- Emphasis on networking and information exchange:

Recommendation 22. CILSS/Club should review its recent decision to open a donor-financed office at the ADB in Abidjan to promote trade between the Sahelian and coastal countries.

Accompanying Measures under SRI:

- The "Cellule" is not in fact an separate institution as implied. Rather, it is a 30 month liaison project, funded through the Club Secretariat, whose aim is to identify institutional constraints responsible for present market failure. As such it does not compete with or supersede other regional organizations or structures. To the extent that it overlaps with these structures, it is as an operational exercise designed to identify missing links between them.

- PP Annex F notes: In selecting themes and initiatives, the CILSS and Club Secretariats should coordinate carefully with other West African regional organizations. This is not solely a matter of mandate but a question of conserving scarce organizational resources by capitalizing on individual institutional competences. Project staff will consider whether such efforts have been made before deciding on support for particular CILSS/Club initiatives.

Recommendation 24. CILSS Executive Secretary should take steps necessary to resolve the problems identified in the internal 1986 CONACILSS evaluation. CONACILSS cost should increasingly be born by CILSS member states.

Accompanying Measures under SRI:

- Emphasis on reinforcing non-structural linkages between regional and national decision making processes:

- Issue of CONACILSS will be raised by project management team in DAG:

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- Further funding for CONACILSS is not contemplated until a overall improvement in their effectiveness has been demonstrated:

Recommendation 16. Club newsletter should contain a regular feature explaining the uses of the computerized Sahel archives system to encourage its use:

Accompanying Measures under SRI:

- Issue will be raised by management team member at Club;



REVISED ANNEX E

Justification of Amounts on PP Facesheet

1. The First FY data, for FY 1987, are the actual amounts spent by USAID in that year as well as estimates of actual contributions by other donors and the CILSS member states.

2. The Life-of-Project data assumes that the average CILSS member-States contributions and other donor contributions over the *next seven years* will be slightly less than over the *last three years*. The reasoning behind such conservative estimates is as follows: Italy seems to have withdrawn from the Sahel, for now at least. At the same time, Canadian and French contributions to the Club du Sahel have been increasing rapidly. Finally, the CILSS member-state compliance rate in 1989 (84%) was so high that it suggests a fluke year.

The following estimated *annual* contribution rates were used:

	<u>1987-90 average</u>	<u>1990-97 estimated</u>
CILSS member-state contributions	1,036	870
Other Donors' contributions to CILSS	1,493	1,000
Other Donors' contributions to Club du Sahel	1,000	1,100

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### Member-States Contributions to CILSS

	<u>1987</u>	<u>1988</u>	<u>1989</u>
Contribution (\$ 000s)	1,030	813	1,266
Compliance Rate	67	55	84
% of CILSS Budget	28	39	22
% of Actual Contributions	21	18	32
Arrears (includes previous years)	719	1,028	1,162

Note. The above chart conceals the unevenness of contributions by various member-States. For example, Gambia is perpetually in arrears; on the other hand, Niger pays its full dues each year. In between are countries like Senegal and Guinea-Bissau who move between full payment and slight deficits; or Chad, Burkina Faso, Mali and Cape Verde, whose payments vary from year to year. Mauritania did not contribute at all in 1988 or 1989.

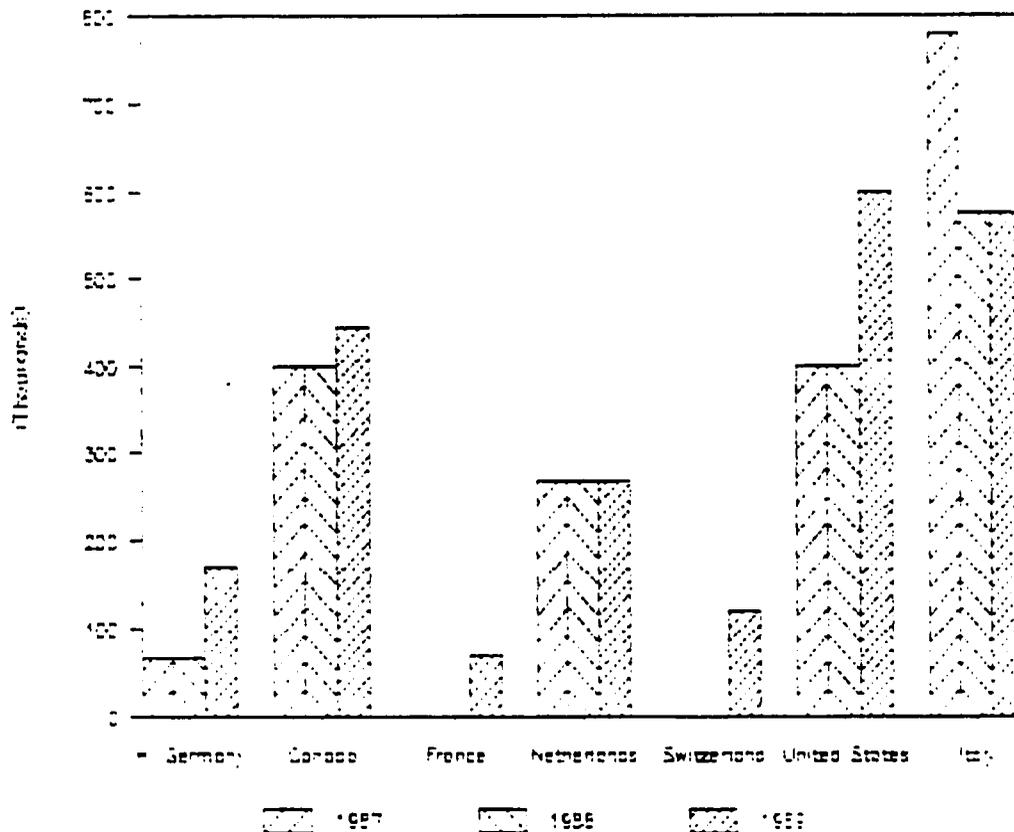
Estimated Contributions to the CILSS Secretariat, 1987-1989  
(E 000s)

Donor	1987	1988	1989	Total	(%)
W. Germany	69	69	170	306	5%
Canada	400	400	445	1,245	21%
France			70	70	1%
Netherlands	270	270	270	810	14%
Switzerland			120	120	2%
United States	400	400	600	1,400	24%
Italy	780	575	575	1,930	33%
Totals	1,919	1,713	2,250	5,881	100%
Total Other Donors	1,518	1,313	1,650	4,481	

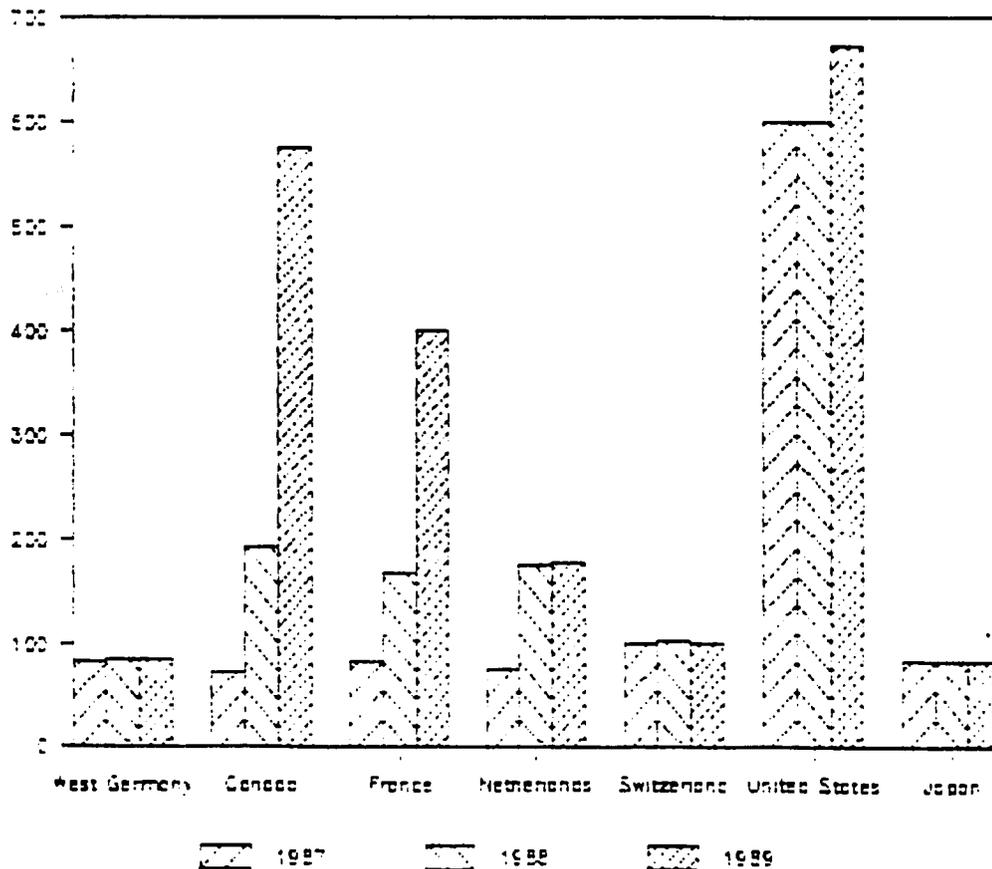
*Does not include contributions of EEC and other donors for major regional projects coordinated out of CILSS Executive Secretariat:*

EEC: Gaz Butane - \$6.6 m. 1989-92  
Energie Solaire - \$4 m. 1990-93  
DIAPER - \$6.2m. 1988-92

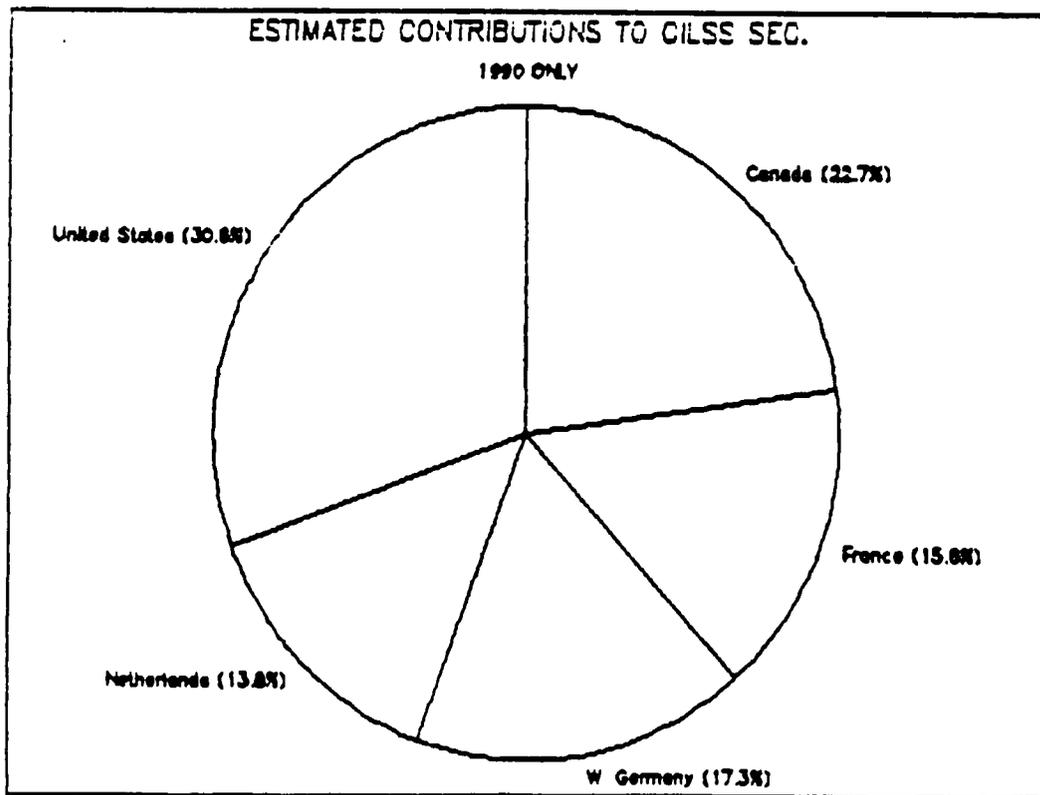
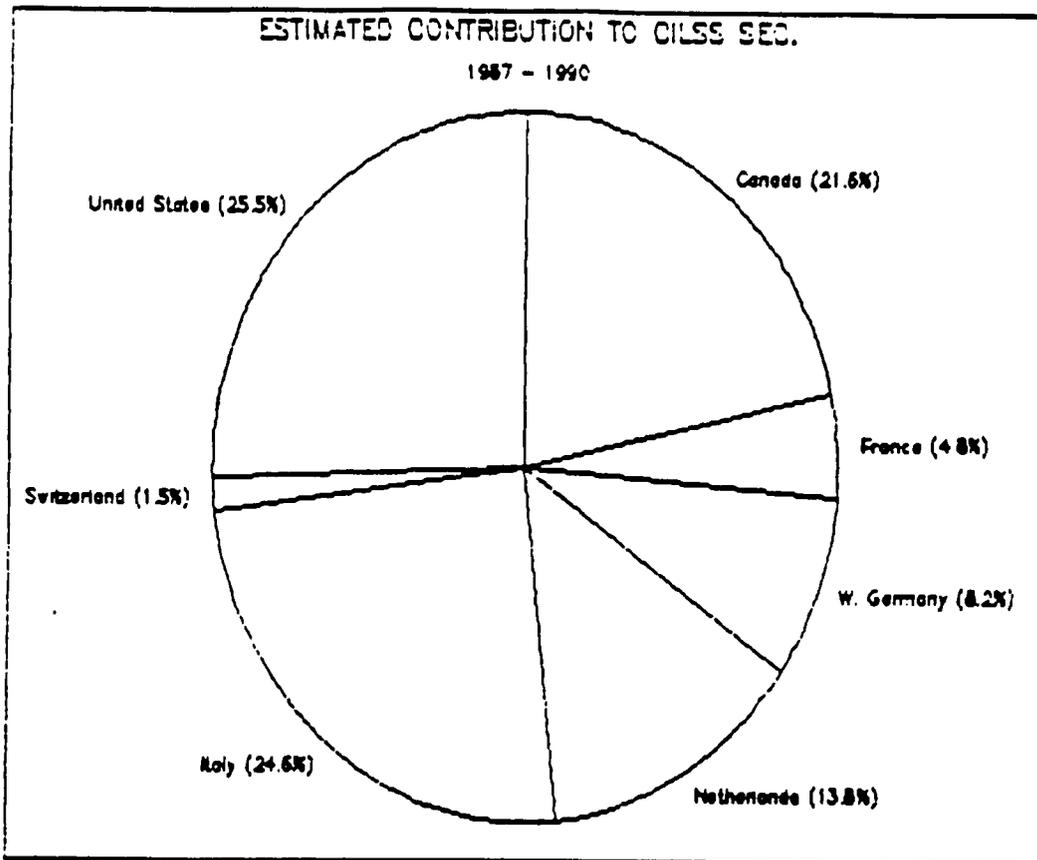
Italy: DIAPER - \$2.3m. 1988-92  
RFA: PAROC - \$1.8 m. 1990-92



Estimated Contributions to the Club du Sahel - Workplan and Secretariat (\$ 000s)						
<u>Donor</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>Total</u>	<u>(%)</u>	
West Germany	93	85	85	253	5%	
Canada	73	192	575	840	17%	
France	83	167	400	650	13%	
Netherlands	75	176	177	428	9%	
Switzerland	100	102	100	302	6%	
United States	600	600	675	1,875	38%	
Japan	83	83	83	250	5%	
Austria	28	28	28	84	2%	
Italy	27	113		140	3%	
Denmark		26	28	54	1%	
<b>Total</b>	<b>1,152</b>	<b>1,572</b>	<b>2,151</b>	<b>4,875</b>	<b>100%</b>	
Total Other Donors	552	972	1,476	3,000		



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## 1990 A.I.D. Contributions to the CILSS Workplan

Work plan Objective	Activity	Estimated Total Cost	AID 1990 Contribution	AID % of Total	Est. Duration of Activity
<b>2. Ecological Equilibrium</b>					
Systems of production modified to guarantee more judicious use of natural resources	Regional Program for information and sensitization about the environment (PRISME)	\$2,069,000	\$25,000	1.2%	11/89 - 11/90
	Inter-Saharan exchange of experiences in combating desertification	\$75,300	\$10,000	13.3%	1/90 - 12/90
	Study on the problem of transhumance in the Sahel	\$134,000	\$25,000	18.7%	5/89 - 9/91
	Studies on resource management: decentralization, land tenure, credit/savings	\$325,690	\$40,000	11.9%	3/90 - 2/93
Natural resources are better protected and conserved	None				
States establish and put to work coherent strategies and policies to combat desertification	Guinea-Bissau National Anti-Desertification Plan: organizational meeting and feasibility study	\$65,655	\$25,000	38.1%	1/90 - 12/90
	Other CILSS Projects	\$2,811,000	\$0		
<b>Ecological Equilibrium Subtotal</b>		<b>\$5,490,645</b>	<b>\$125,000</b>	<b>2.3%</b>	

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## 1990 A.I.D. Contributions to the CILSS Workplan

Work-plan Objective	Activity	Estimated Total Cost	AID 1990 Contribution	AID % of Total	Est. Duration of Activity
<b>1. Food Security</b>					
Augmented production of agriculture and livestock in the Sahel	Development of irrigated cultures	\$65,517	\$30,000	45.8%	1/90 - 5/90
Improved management of food markets	Regional cereals markets: follow-up to Lome Conference	\$308,000	\$30,000	9.7%	4/90 - 3/92
	Study on the commercialization of animals and animal products	\$119,655	\$30,000	25.1%	3/90 - 3/92
	Assisting States to elaborate cereals policies (study coordination only)	\$245,000	\$15,000	6.1%	1/90 - 12/91
	Other CILSS Projects	\$1,395,962	\$0		
<b>Food Security Subtotal</b>		<b>\$2,134,134</b>	<b>\$105,000</b>	<b>4.9%</b>	

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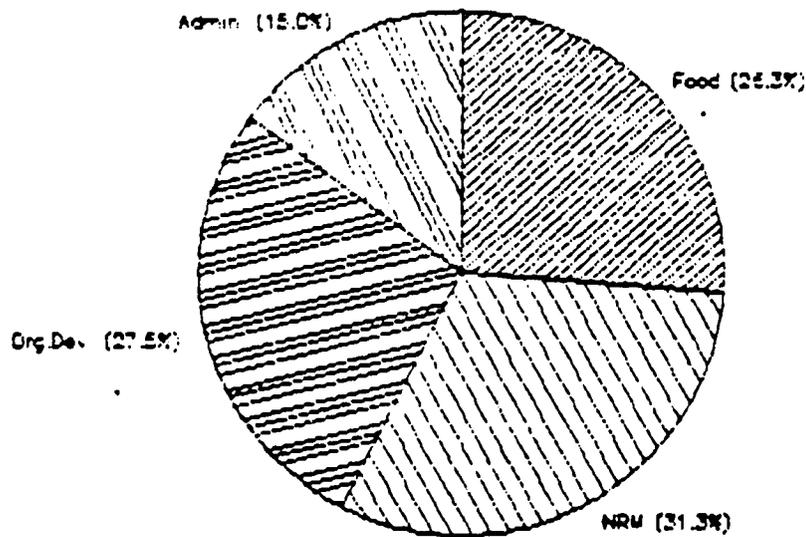
## 1990 A.I.D. Contributions to the CILSS Workplan

Workplan Objective	Activity	Estimated Total Cost	AID 1990 Contribution	AID % of Total	Est. Duration of Activity
<b>3. Development of Organizational Capacity of CILSS and Member States</b>					
Reinforce knowledge and capacity for reflection on strategies and policies of socio-economic development	No U.S. Activity				
Improvement of the CILSS Workplan	Study of the plan of organization of the Section for Studies and Planning (DEP)	\$5,414	\$5,500	101.6%	2/90 - 3/90
	Reinforcement of Cooperation of CILSS with other inter-governmental organizations: exchange of work-plan information	\$23,103	\$3,500	15.1%	1/90 - 12/90
	Analysis of the information needs of the Executive Secretariat	\$17,931	\$11,000	61.3%	3/90 - 10/90
Better functioning of the Executive Secretariat and the CONACILSS in coordination and internal management	Assistance to the CONACILSS	\$200,000	\$90,000	45.0%	3/90 - 2/91
	Other CILSS Projects	\$1,771,866	\$0		
<b>Subtotal for Organizational Development</b>		<b>\$2,018,314</b>	<b>\$110,000</b>	<b>5.5%</b>	

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## 1990 A.I.D. Contributions to the CILSS Workplan

Food Security	\$105,000
Ecological Equilibrium	\$125,000
Organizational Development	\$110,000
General Support to the Administration	<u>\$60,000</u>
Grand Total	<u>\$400,000</u>



**JOINT WORK PROGRAMME  
OF THE CILSS AND CLUB DU SAHEL SECRETARIATS  
FOR 1990-1991  
CURRENT SITUATION AND OUTLOOK FOR THE FUTURE**

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**The Elders:**

**"It is incumbent upon you to rid the people of the scourges of hunger and cold. To achieve this, you must abolish the monopolies on salt and iron, limit profits, redistribute the land, stimulate agriculture, and develop the production of hemp and mulberry. In a word, you must make the most of the land. You must limit the corvée and control outgoings. That is the only way of ensuring the people prosper, even in times of flood or drought, and even in years when the harvests are poor."**

**The Chancellor:**

***"What makes the monopolies so harmful that they must be dismantled? Members of the different trades are occupied with other tasks and lack resources, and the iron they make is badly smelted, badly forged and lacks strength. We asked for iron and salt production to be centralized so quality and prices would be uniform, and so the needs of private individuals and the State could be satisfied. If the State employees give their instructions clearly and the workers work as they should, the iron they make will have the requisite strength and the tools will be of good quality."***

**The Elders:**

**"When private individuals bought licences to produce iron and salt, the price of salt was no higher than that of grain, and tools were made with good iron and stayed sharp a long time. Since the State has been responsible for manufacturing metal tools, the situation has changed: many products are of very poor quality and there is enormous wastage; the State workers are exhausted and work badly. When independent craftsmen worked together and fathers and sons put all their energy into the tasks in hand, each and every individual was determined to do his best. There were very few bad tools. When there was an urgent need to sow crops or bring in the harvest, a good supply of tools was available throughout the countryside. The people were allowed to buy them or to sell them, to exchange old for new or barter tools for other goods. The State could put its corvée workers to other tasks, such as building and mending the roads and bridges, for the benefit of the community at large."**

Free translation of an extract from "Dispute over Salt and Iron", China, 81 B.C., by Yantse Lun, published by J. Lanzmann & Seghers

**FOREWORD(1)****GENERAL REMARKS ON DEVELOPMENT POLICIES  
AND OFFICIAL DEVELOPMENT ASSISTANCE TO THE SAHEL**

The quotation above is both reassuring and thought-provoking: the problems of the Sahel are not without precedent. Yanti-Lun's text offers proof that today's major issues of decentralization and the troubled relationship between the State and the non-governmental sector were discussed at the court of the Emperor of China in the year 81 B.C.

The Sahel is changing constantly, as is the prevailing economic and political environment. For the past four years, the Club has been engaged in an in-depth analysis of the future of the region, culminating with the publication of the Futures Study in November 1988. However, this did not mark the end of the Club's involvement in this subject. Over the past year, the two organizations have above all attempted to gain a better understanding of the situation, to point to the facts behind the analysis of that situation, and to outline the most efficient and rational course of action to take.

**Fact**

Recent economic and social developments in the Sahel closely follow the present-trends scenario of the Futures Study: persistently low overall productivity and an insufficient investment rate, land resource depletion, continued dependency on foreign financing (official development assistance generally constitutes 22% of GDP), increased tension at the national level and between a number of Sahelian countries, and, last, but not least, the widening gap between the State and the non-governmental sector.

However, this relatively gloomy picture is brightened by a number of new - or recently observed - factors, which reveal the economic and social dynamism of the Sahelian people. Examples of this newfound dynamism include regional trade, in which large quantities of goods cross borders unrecorded, the activities of the informal production and trade sector, and certain agricultural development schemes.

Last, we cannot overly stress just how difficult it is to establish the facts in the Sahel. Available information is unreliable, widely scattered and, in certain instances, contradictory. Drawing up a factual report on the Sahel is undeniably far more complicated than simply noting the variations in rainfall and their immediate effect.

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- (1) This foreword is the outcome of a discussion organized by the Club Secretariat between October 10 and 12, 1989, which was attended by Brah Mahamane and Shérif Seye of the CILSS, Elliot Berg, Jacques Giri, John Igué and André Martens. The executive summary of that meeting, which was written by André Martens, will be distributed separately.

### Market analysis strongly influenced by a contingent international environment

The Sahelian market is not, and never has been, closed. Trade has always taken place between Sahelian and non-Sahelian African countries. Within these open markets, Sahelian goods compete internationally with African and non-African countries.

In view of the permeability of official borders, it is clear that the idea of a protected Sahelian market - particularly for cereals - is unfeasible in that moves to introduce protective measures would be in sharp contradiction with what is actually happening.

The fact that Sahelian countries belong to larger geographical areas and may be oriented towards countries outside the region sets strict limits on the degree of autonomy enjoyed by the various governments, even under the best of conditions, in terms of national agricultural, social, fiscal and monetary policies. The fact that five of the nine CILSS member countries belong to a monetary union - regardless of the attendant advantages or disadvantages - clearly illustrates this situation.

In some quarters, it is hoped that Western countries will reduce, or, in the long term, even abolish the measures adopted to protect their own cereal production, and that international cereal prices will rise as a result. The OECD has indicated that direct and indirect agricultural subsidies are thought to have cost member countries \$ U.S. 270 billion in 1988. However, there is no proof that a change in current protectionist practices would make Sahelian goods more competitive. Most agricultural experts agree that even if protectionism were to be reduced, economies of scale would operate and Western agricultural production would rise dramatically, thereby canceling out price increases.

It does not seem realistic to support the creation of a protected Sahelian cereals market. However, certain types of regional political and economic cooperation embracing both Sahelian and non-Sahelian countries offer hope for the future. Unfortunately, results to date in this field are far from encouraging: the WAEC, ECOWAS and other organizations are making only minimal progress, or no progress at all in some cases, and there is no real dialogue on major issues among the countries concerned. It should be recognized that the CILSS, with its lively exchange of ideas and views, is an exception in the region.

### Conditions for Development

There is real anxiety about the widening gap between the state and the non-governmental sector. The instability of the economic and social environment is fuelled by poorly defined ground rules of which the majority of players are often unaware, unclear land and land registration codes, and the prevailing conviction that the State can be used for one's own personal profit to the detriment of others members of the community. There are even grounds to wonder whether official development assistance, most of which goes through Sahelian State channels, is not exacerbating this situation or at least perpetuating it.

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The donor agencies should maintain "firm but low-key" pressure on the Sahelian governments to take measures to encourage more open administrative policies, independent auditing of public accounts, fair procedures for settling conflicts between individuals or companies, independent gathering and distribution of statistics, etc.

Moreover, donor agencies should make more of an effort than in the past to gain a clear understanding of the workings of the administrative system in Sahelian countries, i.e., the real cultural context in which the institutions operate, how power is (or is not) shared, conflicting systems of values, etc. Jacques Giri (cf. bibliography 1989) holds very clear views on this point: "Westerners... imagine that they are dealing with countries that operate by Western rules. Of course, they can clearly see that those countries are not working well, what with the all-pervasive corruption, the nonsensical decision-making, the utter reluctance to take the right decisions, and the whole paraphernalia of the State, which either thwarts the endeavors of civil society or else exercises no hold on whole segments of that society, whose only alternative is to run away. Yet they imagine that remedies can be found for these functional disorders and that everything will work out for the best. They do not realize that what they are looking at is a facade built of laws, rules and regulations, and Western-style organization, yet behind that facade there are social relationships, a different way of thinking and a whole real-life situation with which they are not conversant and which dictates the way in which society operates. If the representatives of the West were conscious of the reality behind the curtain, it would have to be asked whether they would have spent so much money in refacing the facade and in building new institutions and strengthening or reorganizing those that already exist."

Another equally worrying subject is the state of human resources in the Sahel. The Futures Study showed how essential these resources are for the development of the region. The facts are far from reassuring.

There is a real drop in educational standards at all levels, and in certain instances governments seem to have lost interest. An increasing number of graduates are out of work, and the most dynamic members of the population leave to work abroad. This phenomenon is partially offset by the currency transfers sent home by migrant workers but it is nevertheless true that certain regions lack labor to work the land or to help to protect natural resources. The donors have seized upon the increasing numbers of unemployed graduates to make sweeping cuts in overseas study grant programs, thereby depriving the brightest members of the student population of the chance to enjoy the personally enriching experience of studying abroad in recognized educational establishments or research institutions. What form can investments in human capital be expected to take in the Sahel over the next few years? The Sahelian governments and the International Community must find answers to this question without further delay.

#### Dynamic but Unrecorded Border Trade

Unrecorded border trade has always been brisk in the Sahel. The studies launched over a year ago and discussed during the Lomé Seminar revealed highly diversified trading activities, which are far more lively than had originally been thought.

Official attitudes to this type of trade have always been ambiguous. The authorities deplore the loss of customs revenue and the uncontrolled exchanges of foreign currency but they are nevertheless aware that clandestine trade does offer certain advantages:

1. Clandestine trade offers the population an effective source of low-cost staple goods and semi-finished products, thereby improving their standards of living.
2. The traders convey information on the quality and price of their products, providing a service for both consumers and producers.
3. Part of the profits generated by unrecorded trade will be saved and reinvested.

Consequently, the authorities frequently encourage clandestine trade and have even been known to play an active role in it for their own personal profit. In one case, border trade has even been seen to reinforce the power of the traditional chiefs who are influential on both sides of the border. Governments encourage this situation and welcome the traders' free contribution to law and order.

Unrecorded trade cannot be fully explained by the principle of comparative advantages. It is a phenomenon that raises two controversial issues: first, it could hurt protected sectors of production; and second, the traders invest their profits in sectors considered as "speculative", such as transportation or construction.

The first point covers a vast area. It raises the whole problem of the price asked of society at large to protect activities that are uncompetitive at the international level. This point is worth examining in greater detail if we are to give a clear answer with regard to the specific case of the Sahel.

The second point is a little simpler. How can we be sure that increased private investment in sectors such as construction and urban transportation will not generate certain benefits for the population? Surely, decent housing and efficient transportation are basic requirements. If trading capital had been invested in real estate in Benin, for example, the State could have moved out of this sector altogether. Moreover, any number of economists will eagerly provide eloquent and well documented proof of the fact that if the national currency is overvalued on the foreign exchange market (which is the case of the CFA franc with respect to certain other currencies in the region), private investment automatically goes to sectors that are not involved in international trade (housing, domestic transportation, etc.) rather than to sectors producing agricultural commodities or manufactured goods that are traded internationally.

#### Enterprise: Privatization, Liberalization and the Informal Sector

Privatization affects the formal productive sector insofar as it moves state-owned companies into the private sector. State-owned companies are, by their very nature, in the formal sector.

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Although it is difficult to obtain information on this point, privatization in the Sahel is thought to have destroyed several companies and even whole sectors of industry (e.g., in Senegal). In other cases, it would seem that private companies have been "forced" to purchase poorly managed public enterprises, or civil servants with no managerial experience have purchased companies slated for privatization.

The case of the leather industry in Niger has shown that privatization and liberalization do not always go hand in hand. Official or *de facto* monopolies or oligopolies can appear at the end of the privatization process.

The study on the private and informal sectors in Burkina Faso, Mali, Niger and Senegal state that a highly active informal sector (described as the "modern informal sector" by the authors of the study) is springing up in the Sahel. This sector comprises artisans, small rural companies (peanut mills in Burkina Faso for example) and various types of service companies.

The informal sector employs labor and could even be said to provide a range of quasi-social services, such as village dispensaries. However, the picture is not entirely positive: for example, the goods manufactured are often of a lower quality than those imported from developed countries for the same price; it is difficult to save enough capital to improve productivity; training is still insufficient; large numbers of informal companies ultimately fail, and the informal sector contributes very little to public finances.

The informal financial sector (tontines, etc.) has a capacity to generate private savings and manage those savings effectively, and closer attention thus should be paid to this sector.

### Structural Adjustment

The Club has financed no studies on structural adjustment since 1987, but is conversant with the most recent work on the subject.

Structural adjustment can be studied from a number of different angles:

- I. the measures and objectives of the adjustment program;
- II. the procedures through which structural adjustment programs are implemented (conditionality);
- III. impact.

It is undeniable that the measures laid out in a structural adjustment program usually make sound economic sense. However, it is worrying to note that modern economic analysis is too imprecise to be able to state with any real certainty that the schedule recommended in the programs is the best possible solution for the countries concerned. The fact that five of the nine CILSS countries belong to the CFA zone makes it more difficult to define the effective cost of foreign currency and capital.

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The framework of conditionality is frequently ambiguous, and is defined without any real dialogue between the countries undergoing structural adjustment and the multilateral financing institutions. However, from a purely financial viewpoint, this lack of clarity does not always hurt the countries concerned. It is claimed in certain quarters that one African country recently satisfied all the macroeconomic criteria for structural adjustment without first carrying out the reforms needed to improve distribution of productive resources. Stabilization has been achieved but growth is still shaky.

The impact of adjustment is difficult to assess. There seems to be a consensus among the main donor agencies at this time that, in the short term at least, certain sectors of the population could be badly hurt by adjustment unless specific protection measures are drawn into the program itself.

There is room for skepticism as regards the idea of implementing regional structural adjustment programs within regional African institutions, in that these institutions have never managed to fulfill their original mandates.

Serious efforts must be made to improve the ability of the Sahelian governments to formulate their own economic and social policies in line with specific contexts. If the governments cannot reach the point where they can analyze, formulate, implement and assess their own national policies, then structural adjustment will always be a myth.

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## INTRODUCTION TO THE 1990/1991 WORK PROGRAM

The Club du Sahel's work program will be discussed during the meeting of the Donors' Advisory Group scheduled to take place in December 1989 in Montpellier, France. The broad outlines of the work program are described below.

The representatives of the CILSS and Club du Sahel Secretariats have met a number of times during the past year (January 23, 1989 in Ougadougou, October 9 and 10 in Paris) to discuss the future of the Sahel, the role of their respective institutions, joint initiatives and the joint work program. The vital political, agricultural and ecological issues have been discussed as part of in-depth talks between the administrators of the two Secretariats aimed at preparing the ground for a joint work schedule to distribute the work load. There may be certain stylistic differences or divergencies in certain specific activities carried out by each Secretariat, but a consensus has been achieved on the core issues and this is reflected in the work program.

The work program for 1990 and 1991 draws extensively upon the Ségon Encounter on natural resource management and the Lomé Seminar on cereal markets. These two conferences mark a turning point in our approach to the development of the Sahel and have prompted us to take a fresh look at our priorities and the way in which we manage our activities.

We have therefore reorganized our activities to take account of this new approach. Two major themes will underpin our work for some years to come. First, with respect to the relationship between the State and the non-governmental sector, we shall continue research on development of the private sector and decentralization. Second, we shall examine the question of agricultural, ecological and food policies. This umbrella theme covers a wide variety of ongoing activities started some years ago, i.e., market information, the promotion of local cereals, new strategies aimed at fostering growth in the productive sector, protecting the ecosystem, trade, and the food aid charter.

## Chapter 1

### DEVELOPMENT STRATEGIES AND OFFICIAL DEVELOPMENT ASSISTANCE

#### 1.1 Follow-up to the Futures Study

##### Objective

The Donors' Advisory Group recommended that the findings of the Study be widely circulated, particularly within Sahelian government circles, in order to "internalize" the study and encourage the Sahelians to adopt it.

##### Past Activities and Results Obtained

The Futures Study has prompted three main events in the Sahel over the past year:

- First, Senegal has carried out its own study: "Etude Prospective Sénégal 2015," published in June 1989.
- Second, the CILSS and the Club organized a conference in Dakar with Sahelian journalists in order to discuss the follow-up to the Futures Study.
- Last, President Habré has invited the Sahelian Ministers of Plan to a meeting to discuss the future of the Sahel and to prepare the ground for the Club meeting in February 1990.

It is clear that the central themes of the Futures Study - and the approach and methodology recommended - are beginning to catch on.

##### Scheduled Activities

The N'Djaména meeting of the Ministers of Plan should provide an opportunity to discuss future requirements. A report is due to be sent to members of the Donors' Advisory Group in November 1989.

#### 1.2 Report on ODA in the Sahel

Every year since it was founded, the Club has prepared a report on official development assistance (ODA) in the Sahel. Figures are changing gradually, mainly as a result of the economic crisis and structural adjustment programs. Aid credits have increased steadily. In 1987, aid from the United States attained 2.8 billion dollars, i.e. an average annual increase of 7% since 1979. This corresponds to \$ 59 per capita compared with a sub-Saharan average of \$ 26. In 1987, aid accounted for 22% of the GDP on average, although the figure shot up to more than 50% for three Sahelian countries. However, private aid has plummeted since 1982. In 1987, it dropped to a negative balance of 72 million dollars for the first time.

A significant percentage of the aid received (60% on average) is used to directly subsidize consumer spending whilst only 40% is used to finance investment. Even this year, when food aid requirements were low, the figures remained stable. Certain aid allocations earmarked for "investment" also go to meet recurrent costs.

#### Scheduled Activities

Donors are currently setting aside a significant proportion of aid for financial reforms. These reforms now absorb more than 25% of ODA, which could otherwise be used to prepare the Sahel's productive infrastructure for the next century.

The above subjects have been discussed at length over the past years as have the internal obstacles to development in Sahelian countries. The objective must now be to undertake a critical analysis of the real contribution of aid and the extent to which it addresses long-term development problems.

#### Scheduled Activities

The 1990 report should provide the basis for an in-depth discussion. A meeting could profitably be organized for next fall to discuss the programs and strategies of Club member agencies.

### 1.3 The Club du Sahel meeting in Bissau

High-level meetings are an essential part of the Club's activities; they give partners an opportunity for ongoing dialogue, in-depth analysis of existing problems, and attempts to find lasting solutions to the problems in hand. In the past, these meetings have produced greater consistency of policies adopted both by the Sahelian authorities and the donor agencies. Moreover, the policy proposals made during Club meetings generally take into account the political constraints and environments in which measures are to be applied.

Between 1976 and 1985, the scale of Club meetings increased. The number of participants rose from about sixty at the Ottawa meeting in 1977 to more than two hundred at the Milan meeting in 1985. The relative austerity of the Club meeting in N'Djaména in January 1988, marked a return to more reasonable proportions. Moreover, the participation of Ministers of Plan marked a turning point in the Club's approach. The new strategy was to tackle the problems at the root in an attempt to review the very foundations of development policies. Since this approach was adopted, the conclusions of the Futures Study have figured high on the list of priorities.

The Bissau meeting planned for Tuesday, February 6, 1990, will take into account the views expressed by the Donors' Advisory Group and the CILSS Council of Ministers on the future of the Sahel and the best way to further development. The delicate issues raised in this work program also have been included in the agenda.

Chapter 2

STRIKING A NEW BALANCE BETWEEN THE STATE  
AND THE NON-GOVERNMENTAL SECTOR

Prevailing ideas have undoubtedly undergone a profound change on one major issue: the balance between the State and the non-governmental sector in the Sahel. An increasing number of Sahelians and active development partners now recognize that the State does not have a monopoly on moves to create a modern society, but that the non-governmental sector can also constitute a driving force in such endeavors.

Both Sahelians and development partners are aware of the failure of the Sahelian governments to provide the impetus needed to set the Sahel on the road to sustainable development. They also are aware of the increasing dynamism of the non-governmental sector, which is setting up its own financial, productive and social activities. Because of the governments' attempts to control these activities, there is tendency for the private sector tends to operate outside State structures whenever possible.

All observers agree that a split between the State and the non-governmental sector can only hurt development. Many analysts feel that the gap between the public and private sectors must be narrowed so that the different players can give each other the mutual support needed to attain common objectives. Unfortunately, it is not easy to narrow the gap or to convince the players that mutual support is the solution. The current negative situation can be only turned around if underlying ideas, attitudes and behavior patterns change. The problem cannot be remedied by legislative and regulatory measures, as laws have no power over attitudes or ideas.

It is, nonetheless, possible to encourage a change in ideas, attitudes and behavior. The donor agencies can play a role here if they increase their efforts to understand the environment in which they are working: greater efficiency can be achieved if the donors recognize that they cannot simply impose their political, social and economic culture upon an environment that is not ready to receive it and that is engaged in finding other solutions that are better suited to its own interests. The attitude of the donors themselves must undergo a change at least as profound as that asked of their Sahelian partners.

The work undertaken on the subject of the private sector and the transfer of certain responsibilities from the central government to local communities (decentralization) is aimed at creating a better understanding not only between the Sahelian governments and the non-governmental sector but also between the Sahelians and the donor agencies. Ultimately, it is hoped that concrete action will be taken to further development as a result of this greater understanding.

## **2.1 Developing the private sector**

### **Objectives**

As far back as 1987, the Donors' Advisory Group encouraged the Club Secretariat to take an interest in private sector activities in Sahelian countries in order to:

- determine the exact nature of these activities in the modern informal and informal sectors;
- understand how the private sector could grow and the obstacles to this growth;
- obtain information on the opportunities for backing private initiatives.

### **Past Activities**

The concern expressed by the Donors' Advisory Group prompted a number of initiatives on the part of the Club Secretariat:

- four studies on the private sector in Niger, Senegal, Burkina Faso and Mali,
- two summaries of the above studies (reference SAHEL D(89)317 and the executive summary by Jacques Giri, October 1989),
- a study of the private sector in Cameroon conducted in an effort to offer a reference on a coastal country (due for release at the end of December 1989),
- continuous contact with events in the field of private initiatives and its particular geographical and sectoral area of interest;
- presentation in March and October 1989 of the Club's work to the Steering Committee on the Sahelian private sector. The Committee brought together a number of people acting on behalf of Canada, France, the United States and Japan and as well as experts from Africa, Europe and the United States. The Club Secretariat noted the comments and advice given by this Committee (see the minutes of Steering Committee meetings of March 1989 and October 1989).

### **Results Obtained**

The Steering Committee has evaluated the results of the work conducted by the Club Secretariat:

- The Committee made a number of positive comments on the analyses of the Sahelian private sector.

- The Secretariat was congratulated for having formed a competent, frank and constructive Steering Committee.
- A number of suggestions were made for the Secretariat's future work. One major recommendation, detailed further on, was that the analyses of the private sector should be used to draw up practical recommendations for both the Sahelian States and the donors.
- The Committee is convinced that dialogue is the best way to initiate fruitful discussions between the donor agencies and African countries and therefore suggested organizing a seminar on the private sector in West Africa during 1990.

#### Scheduled Activities

The Secretariat has adopted the recommendations of the Steering Committee as guidelines for their main activities in 1990. These are to take the following form:

- a detailed summary report on the Sahelian private sector written between January and June 1990, taking account of the recommendations of the Steering Committee.
- a report on the projects backing small-scale companies, discussing how the dynamics of the money markets and trade sector can be used to set up new companies and increase investment;
- the organization of a seminar on the private sector to be held towards July 1990 in a West African country.

The Steering Committee feels that the seminar should have a threefold objective: to demonstrate the donors' intentions, to provide evidence of the continuing dialogue and to encourage private sector development in practical terms

- **Demonstration:** the seminar should demonstrate the importance attached by the donor agencies to private initiative at all levels, to narrowing the gap between the State and the non-governmental sector and to "bureaucratic disarmament";
- **Dialogue:** the seminar should contribute to the decompartmentalization of public and private players at the national and international levels in an attempt to create a better climate for discussions between the countries themselves and between the donor agencies and the Sahelian countries.
- **Practical encouragement:** the seminar should emphasize the areas in which progress can be made to improve information, training and the overall business climate.

On the same subject, the participants requested that a number of recommendations be made on the following topics:

- the major aspects of the legal, fiscal, customs and legislative framework governing the private sector;
- a number of aspects of savings and credit;
- the possibilities of developing the activities of small and medium-sized businesses and sole traders.

An organization subcommittee made up of members of the Steering Committee will help the Club Secretariat to prepare the seminar on the private sector.

After the seminar, the Club Secretariat will bring the Steering Committee together again to discuss how best to continue work on the Sahelian private sector.

## 2.2 Decentralization in the Sahelian context: an issue for the 1990s

In attempts to define and address constraints to sustainable development in the Sahel, increasingly questions are raised on the role and effectiveness of the State in:

- the management of natural resources,
- the design of primary sector policies consistent with natural resource management orientations (agriculture, livestock, forestry).

In addition, there now exists a body of opinion within CILSS countries on the part of rural producers, government officials and development partners that suggests that the three following problem areas are major constraints to development:

- overly centralized, inflexible public finance, administrative, legal and political systems that markedly reduce productivity in provision of public services;
- inadequate management of renewable natural resources; and
- agricultural policies that discourage farmer entrepreneurship.

These are high priority problems in rural and urban areas menaced by environmental degradation, rapid population growth and production system breakdowns.

Natural resources - and their proper management for sustained production - long have been perceived as being at the crux of development problems in the Sahel. This set of related issues was discussed at the Mindelo conference under the rubric of "Decentralization". It was further addressed in the Futures Study as well as in several other CILSS/Club sponsored studies. Both the 1987 Bern and 1988 Tucson Donors' Advisory Group meetings confirmed the need to hold a regional meeting in the Sahel bringing together various development partners: private citizens, responsible government officials and relevant aid partners.

### Past Activities

In May of this year, the CILSS/Club sponsored the Ségou Regional Encounter, in which a large number of representatives of the non-governmental sector participated. Although its specific focus was on issues related to natural resource management, many questions and issues were raised concerning the role of the State at local levels.

The "landmarks for future action" generated by the Ségou Encounter dealt explicitly with decentralization. They addressed the need to include local communities in local level resource management and to set up specific institutions to supervise and coordinate local development. If this objective is to be attained, global resource management policies must be defined and adopted so that investments can be made in a balanced manner at the same time as increasing the income of the rural population and encouraging the emergence of a buoyant non-governmental sector.

### Scheduled Activities

While decentralized management of agricultural and other natural resources is desirable, the proper approach is far from clear. In particular, there must exist greater understanding of the interactions between an inherited local administration structure that has not been responsive to local cultures, and the complex issues of local revenues and land tenure. However, prior to undertaking any concerted plan of action there must exist a consensus on the desire to address issues such as:

- empowering local jurisdictions to make operational rules governing provision of services and management of renewable resources, including tenure rules governing access to land, water, and other renewable resources such as trees, grazing land, and fisheries;
- empowering local jurisdictions to develop and enforce rules to remedy violations of operational rules;
- empowering local jurisdictions to levy taxes in order to achieve locally defined objectives;
- maintaining or developing processes of conflict resolution which parties to disputes accept as impartial, efficient and equitable; and
- addressing the complicated problems involved in supporting local institutions without making them dependent on outside decision-makers.

With the aforementioned issues in mind, the CILSS/Club Secretariats in early 1990, intend to launch a process of examination in which the first phase will involve an applied research and bibliographic program including the following components:

- a short, exploratory mission in either Mali or Niger, to assess the current state of formal regulation (laws, codes, and decrees) and practices of institutions that provide financing for local public services;

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- a review of published material and documents, in collaboration with other researchers to assemble existing data on institutional and public finance aspects of providing local public services in French-speaking Sahelian countries;
- conceptualization and measurement of the full range of local level management and operation costs of individual resources in specific places and at specific moments in time (private and collective costs of management and operation and links with property rights, benefit areas, and management and operation strategies);
- identifying current and potential strategies through which resources may be mobilized;
- where relevant, testing alternative approaches to mobilization of money, labor, and equipment involved in resource management; and
- preparation of recommendations based on examining existing arrangements for field activities and applied research to develop and test strategies with a view to modifying government policies through new, decentralized approaches to public service provision and natural resource management.

Information collected through the aforementioned process, including input from individuals and local officials at the community level, will be fed back regularly to concerned governments and development partners via a series of planned reports, meetings, working groups and conferences.

The Secretariats of CILSS and the Club believe that only by undertaking a process of objective examination, and thus by gaining a better understanding of the complexities and dynamics of local level structures and the rules governing their legitimacy can consensus be achieved and real change brought about.



Chapter 3 -

A COHERENT APPROACH TO  
AGRICULTURAL, ECONOMIC AND FOOD POLICIES

**"Nouakchott, Mindelo, Ségou and Lomé:  
Difficult Turning Points"**

The new approach to development strategies and to the relationship between the State and the non-governmental sector also has marked a turning point in the Club du Sahel's work on the agricultural and food issues.

The worrisome picture painted by the Mindelo Conference has been discussed in many quarters. This picture is still valid today: food production is not keeping pace with the Sahelian population: wheat and rice imports are arriving in ever-increasing quantities and flooding local markets. Sufficient rain has fallen since 1985 to avoid a food crisis, but it cannot mask the continuing deterioration of agriculture and the increased food dependency.

It was not fully understood at the time, but the period stretching from the Nouakchott Colloquy (December 1984) to the Mindelo Conference (December 1986) and the Ségou Encounter (May 1989) marked a break with the traditional approach to food security issues in the Sahel in a number of respects.

The thinking behind the agricultural and food policies adopted during the long drought period of 1972 to 1984 addressed the shortages by gradually increasing reliance on cereals and foreign aid. Since rainfall increased in 1986, offering temporary relief from a capricious climate, the Sahelian governments have been totally unsuccessful in encouraging farmers to increase their production.

The partners of the Sahelian countries (donor agencies and NGOs) have also recognized that aid has been unable to generate sustainable development. The focus has consequently been shifted to an analysis centered on the economic, legal and institutional environment, which determines how motivated Sahelian farmers/herders are to increase production and invest.

The increased rainfall also shed new light on the phenomenon of desertification. Today, we do not simply talk about "protecting the environment" but about safeguarding productive land resources. The issue at stake is to protect the very basis of all agricultural production in the region. Logically therefore, the concept of "local level resource management in the Sahel" is not a separate issue, but is at the core of a policy designed to manage agricultural and ecological resources in such a way as to encourage sustainable rural development. There is now growing recognition that the basic requirement is to produce better rather than simply to produce more.

Mindelo and Ségou sounded the knell of the traditional theoretical approach, based on a model of the agricultural economy that was totally removed from reality and the actual behavior of the players (farmers, traders, States, etc.). It is undeniably difficult to obtain reliable and useful information on the real situation, but current studies do pay closer attention to the facts.

The recent period has also been marked by the opening of the former "experts-only" discussions to include farmers' representatives (who numbered two at Mindelo and thirty at Ségou) and traders. The Club du Sahel has encouraged representatives of the non-governmental sector to take part in the discussions: entrepreneurs, farmers' organizations, journalists and researchers now have the same opportunities to express their views as civil servants and donor agencies.

In addition, the CILSS and the Club du Sahel now are broadening their discussions on trade and the protection of agricultural and ecological resources to include the Sahel's coastal neighbors.

The overall break with tradition is reflected in the recent work of the CILSS and the Club du Sahel on agricultural and food policy.

### 3.1 Management of agricultural and ecological resources

The environment is currently endangered by continued population growth and unsuitable agricultural systems. If natural resources are to be protected, then land must be left fallow to restore fertility, livestock must not graze constantly on the same land, and wooded areas must be protected. At the same time, the urban population draws heavily upon the environment, particularly for fuelwood supplies.

This ecological crisis first appeared as a most alarming form of "desertification" in the North of the Sahel. It has now spread and the situation in West Africa as a whole is cause for real concern. Demographic trends are on an upward slope in all the countries concerned and migration is exerting substantial pressure on the wetter areas of the South. Consequently, the problem of managing natural resources must be considered as a major problem for the whole of the subregion.

This ecological crisis, combined with macroeconomic disarray, have undercut the only viable premise for economic development in the Sahel: a growing and prosperous rural production system which simultaneously increases per capita output and generates new opportunities for income generation and economic diversification. The basic argument for improved natural resource management is not "ecological stabilization" as such, but rather the creation of economic opportunity through enhancing the potential of the rural production system which depends on the natural resource base.

Two realities govern the scope for action:

- local resource management can be only sustained through local initiative: rural producers must have the incentive to improve resource management in their own self-interest and on their own initiative.

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- rural producers must invest in the land in order to enhance its productive potential on a sustainable basis.

The main activities of the Club in the field of agricultural and ecological resource management are the post-Ségou program and the program on irrigated agriculture.

### 3.1.1. Follow-up to Ségou

#### 3.1.1.1. Objectives and Expected Results

The objective of the program is to initiate a frank dialogue between Africans and non-Africans on agricultural and ecological policies, in order to improve the policies adopted. If this is to be achieved, the basic facts must be analyzed and the resulting conclusions applied systematically.

#### 3.1.1.2. Past Activities and Results Obtained

The most significant recent success in agricultural and ecological resource management was the Ségou Regional Encounter on Local Level Natural Resource Management in the Sahel, organized by the Secretariats of the CILSS and the Club du Sahel in Ségou (Mali) in May 1989.

The Ségou Encounter was the culmination of a process that has been gaining momentum for over a decade: a fundamental realignment of priorities in Sahelian natural resources management. The three partners in this effort - rural populations, national governments and the International Community - came to Ségou with a common desire to learn from both the failures and the successes of the past twenty years, and with a variety of sometimes differing perceptions as to what the lessons of that experience were. A minimum expectation of Ségou was to begin to establish a "shared perception." The meeting exceeded this expectation, producing a shared commitment to the main principles for future action.

The success of Ségou has raised the standards for future efforts. By admitting mistakes and committing themselves to basic realignment, each party at Ségou implicitly challenged the others to live up to the same standards. "Business as usual" at the international level would squander a consensus which will not be rebuilt easily.

The Ségou "landmarks for future action" call upon the donor community to foster local initiative, support legal and institutional reform, work towards sustainable development rather than just project success and, above all, respect a common set of consistent policy guidelines with regard to the natural resource initiatives they support in the Sahel.

More specifically, the results and lessons of the Ségou Encounter are summed up below.

#### *Rural Organizations: Full Partners*

The Ségou Encounter was an undeniable success. The most significant result was in encouraging rural organizations to participate. Frankness, clarity and concrete experience were the order of the day. Discussions were marked by an atmosphere of mutual respect and a determination to reach a consensus, and all the participants would

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like to see the spirit of goodwill generated by the Encounter - the "spirit of Ségou" - dominating all discussions in the future. Ségou proved the utility of multi-party meetings in which the "associative" sector - in this case, rural organizations - is called upon to participate. The Encounter took a major step forward in recognizing these organizations as full partners in the difficult discussions on the development of Sahelian countries.

### *Complex Solutions that Depend upon Local Management of Development Initiatives*

Participants did not defend the conventional sectoral approaches (livestock, forestry, etc.), nor were large-scale drought control plans or operations seen as a priority. On the contrary, a broad consensus formed around the idea of breaking with large-scale organizations to encourage development at the village and local community levels. With the development of the concept of local level resource management, the "global approach" recommended by the Nouakchott Colloquy in 1984 has been taken one step further.

The experience of the past few years has shown that the local level resource management is characterized by complexity and diversity: a large number of factors - which vary from case to case - need to be taken into account. Effective local level management can only be achieved if villages and small areas have greater powers to manage their own resources and if the roles are progressively redistributed between local communities (at the various geographical levels) and central government. Only if the redistribution of roles is successful can national and rural land use planning policies be effective.

### *Lessons to be Learned from the Experience of Others*

The representatives of rural organizations were particularly interested in the wide variety of problems encountered and solutions attempted. Considerable discussion took place inside and outside the working sessions on personal experiences, especially concerning drought control techniques and marketing of agricultural products. Views were also exchanged on the creation of rural organizations, specific management problems, and the obstacles arising in the day-to-day activities of such organizations. The success of these discussions prompted representatives to request more frequent opportunities to exchange views. The documents distributed during the seminar, particularly the book by R.M. Rochette on experiences in desertification control, were widely used in the discussions.

### *Eight Landmarks for Future Action*

The eight "landmarks for future action" are the outcome of a long series of group sessions punctuated by periodic summaries in plenary session. A number of totally new ideas or approaches are reflected in the landmarks:

- desertification control is approached in terms of the rehabilitation of former ecological assets. It is recognized that the cost of regaining and protecting this capital far exceeds the resources of the local economy and that national and international financing is fully justified. This point brings us back to the question of agricultural subsidies in structural adjustment programs, which should accord more importance to ecological questions.

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- The need to transfer certain responsibilities to local communities throws open the debate on public sector responsibilities. The State need not exercise total control: local communities could manage both their own natural resources and the services required for local development. Diversifying the concept of public sector responsibility could help to solve the State control/privatization dilemma, in that it would be easier for the State to decentralize certain responsibilities that it does not have the resources to handle. The question of the mobilization of resources by local communities is thus placed in a whole new light.
- The problem raised by the increasing scarcity of land is clearly going to be a crucial problem in the future, because of the risks entailed in generalized access to the land market and because of the growing number of legal disputes arising.
- The need for economic stability was raised by the farmers who have been hard hit by the uncertain climate. It would therefore be useful to consider the future more in terms of agricultural policy rather than projects. The basic tenets of the policy adopted must be to tailor the existing institutions to the requirements expressed and to tailor agricultural financing (particularly rural credit and savings schemes) to the specific characteristics of the production units. Agronomic research, marketing, and price policies also must be addressed.
- Ségou broke with previous discussions (in particular, the revised Strategy for Drought Control and Development in the Sahel, the Strategy for Desertification Control in the Sahel and the Mindelo Conference) in recognizing the significant role played by women for the first time. This role is particularly important in the areas that are hardest hit by desertification, where the men have left to look for work and the women have taken on new responsibilities as a result.

#### 3.1.1.3 Scheduled Activities

##### The Post-Ségou Process

The post-Ségou agenda for the donor community is to create a framework in which the Ségou "landmarks for future action" can become reality. Specific actions will be required at the donor level, at the national government level, and at the rural level.

A program of activities is planned, in order to:

- share, process and partly generate the information required for informed decisions which allow movement from guidelines to specific actions;
- help build a constituency - both national and international - in support of implementation strategies;
- keep the Ségou proposals at the forefront of host government and donor agendas.

For 1990, it is foreseen to help to organize "mini-Ségou" meetings at the national level in the following countries: Burkina Faso, Cape Verde, Guinea-Bissau and Niger.

These national meetings will tie in with the ongoing dialogue around the proposed national desertification control plans and, as the next step in the process, the projects and programs required for their implementation. One of the many objectives of the CILSS and the Club du Sabel in organizing the Ségou Encounter was to help to make this project a reality. It is thus important for each country to support the dialogue and provide its own contribution. Only on this basis will it be possible to provide rural population groups with more efficient aid and to unify the efforts of the three main families of development players (rural organizations, donors and governments) through sustainable, endogenous development.

Further, there are plans in 1990 to launch specific initiatives on:

- Decentralization (see chapter 2.2.): this initiative will, as appropriate, provide information on the post-Ségou process, but will nonetheless be considered as a distinct and separate activity.
- The role of government intervention in the form of subsidies and/or direct public investment in making the necessary investments in the land.

There are plans to set up a Steering Committee to facilitate and monitor progress in translating the Ségou Program into concrete action. This Committee will serve the needs of the members of the Club in developing joint strategies for implementation of the Ségou proposals. Its main objective will be to improve coordination of donor portfolios so as to avoid isolated implementation initiatives.

The Committee will supervise post-Ségou activities, and will most probably also identify and propose further action, including specific studies, information sharing and field initiatives in policy dialogue and consensus building. Specific action can and should evolve in response to newly identified opportunities. Indeed, one important reason for creating the Committee is to provide the continuity through which such opportunities can be foreseen and capitalized upon.

As progress is made in specific areas such as land tenure and rural credit and savings, one or more working groups are expected to take the lead in promoting further implementation. The decision whether or not to set up a new working group will be made in close consultation with member donors, in an effort to ensure that there is sufficient consensus or urgency, or that sufficient progress has been made, to warrant one.

### 3.1.2. What future for irrigated cropping systems?

#### 3.1.2.1. Objectives

The objective of the program is to provide the Sahelian governments and the donor agencies with sufficient data to shape their policies on the development of irrigated cropping systems in preparation for the 1990s.

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### Past Activities and Results Obtained

An inquiry was started in February 1987 to:

- update the analyses made in 1979/80 on irrigated cropping systems in the Sahel;
- extend the scope of the analysis by looking at results obtained with irrigated cropping systems outside State control (private and associative sectors);
- create an Irrigation Committee in each of the countries selected in order to provide national authorities and foreign experts with the information necessary to monitor developments and provide an efficient backup system.

The first part of the inquiry concerned Burkina Faso, Niger, Senegal and Mali. The procedure adopted comprises several distinct steps. First, a national committee is instructed to draw up an initial report. A team of Sahelian and non-Sahelian consultants then discuss the report with the authors and recommend any changes they deem necessary. The revised report is then submitted to a National Workshop, after which the final version is written. The reports on Burkina Faso, Niger and Senegal are now complete. The Malian National Workshop is scheduled for February 1990.

The second part of the inquiry comprises a number of shorter studies on the other CILSS countries. The reports on Cape Verde, Guinea-Bissau and Gambia were carried out in 1989; the studies on Mauritania and Chad will be available at the beginning of 1990.

#### 3.1.2.3. Scheduled Activities

A National Workshop will be held in Bamako at the beginning of 1990 to discuss the report on irrigated cropping systems in Mali.

It is then planned to prepare a summary report on the basis of the various national papers. This report will focus on the four countries described in the in-depth studies (Burkina Faso, Niger, Senegal and Mali). The objective is to apply the results obtained to provide the Sahelian governments and the donor agencies with sufficient data to shape their policies on the development of irrigated cropping systems in preparation for the 1990s.

The study will comprise two parts. The first part will describe how irrigated cropping systems have developed and show the context in which they are used today. The second part will raise a number of possible points of discussion on the problems of irrigated cropping systems and put forward suggestions for the future.

The objective is not simply to reorganize the information given in the national reports, but rather to show how the context and characteristics of irrigated cropping

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systems are likely to develop in the future. An attempt will be made to draw a line between the aspects that confirm past trends and those that mark a break with the past.

A particular effort will be made to show:

- the development of irrigated areas, crop yield and the types of irrigated cropping systems used in the Sahel;
- the importance accorded by farmers to irrigated cropping systems in their overall strategies;
- the changes in government policy, at both the national and regional levels, in donor policy and in the international environment.

The consultants will be asked to study the national reports and select a number of discussion topics that are crucial to the future of irrigated cropping systems in the Sahel. The topics selected do not necessarily have to be drawn directly from the study. One possible topic could cover the difficulties of developing irrigated cropping systems as described in the national reports.

The summary report will include the results of work on regional markets, with particular reference to the impact of border trade on certain production areas. It also will take the Ségou landmarks into account.

In 1990, the Secretariats of the CILSS and the Club du Sahel intend to organize a regional encounter on irrigated cropping systems. This meeting will be based on the summary report, which should therefore be written in such a way as to encourage lively debate between participants. The national reports will be used as support documents.

### 3.2 More fluid cereal markets

The cereal market issue has been no better handled in the past than agricultural production. Official marketing policies have overlooked the traditional traders and turned instead to public sector organizations, which were given the task of reconciling two conflicting objectives: guaranteeing the producers' income and providing cheap supplies for consumers. The national authorities and donor agencies have applied similar policies to the cereal market as they have to rural communities. Insufficient thought has been given to market mechanisms and the role that the private sector could play in processing and distributing agricultural produce.

The governments, on the other hand, frequently do their best to stifle economic activity. One example of this is the ever-increasing number of road blocks, which must cost phenomenal amounts of money and cripple the competitiveness of local produce. Cereal market entrepreneurs frequently come into conflict with the totally arbitrary, patronage-based system, which generates incomes for certain "customers" of the State but does not encourage the population at large to develop productive activities.

The low competitiveness of Sahelian agricultural products are therefore largely a result of excessive intermediary costs demanded of the producers (transportation, credit, processing, distribution).

Two programs were launched by the Secretariats of the CILSS and the Club du Sahel following the Mindelo Conference. These programs do not claim to tackle the market's overall problems, but are aimed at improving performance in two specific sectors: market information (COMAC) and the supply of modern local cereals based products (PROCELOS).

### 3.2.1 The Cereals Market Information Program (COMAC)

#### Objectives

In line with the new approach described at the beginning of this chapter, the objective of the Cereals Market Information Program (COMAC) is to encourage the creation of information systems that provide reliable information tailored to the needs of political decision-makers and market operators.

#### Past Activities and Results Obtained

In January 1989, the Secretariats of the Club du Sahel and the CILSS started to discuss the organization of a regional seminar on information systems for the cereals market. Over the year, the Secretariats have maintained constant contact with the teams currently working on the creation of market information systems market (MIS) for cereals in Burkina Faso, Mali, Niger, Senegal and Togo in order to seek their participation in preparing the seminar.

The seminar is expected to benefit from broad-based skills and experience. Participants are expected to include representatives of Michigan State University, the Sahel Centre (Quebec), the Maastricht Center for Policy Management and Development, the European Community Statistical Office and two French research institutes - ORSTOM and INRA.

In 1989, the Secretariat of the Club du Sahel also issued an inventory of the studies and surveys on the cereals market in "Burkina Faso" (document D(89)331).

#### Scheduled Activities

The Secretariat of the Club du Sahel has created a structure to exchange information and experience on cereals market information systems. The system, due to start in 1990, is run in cooperation with two Paris-based organizations (Solagral and Université d'Orsay) which are responsible for staffing the network with qualified individuals. The main activity of the network will be to issue assessment reports on the MISs already in operation.

The dialogue will culminate with the regional seminar on cereals market information systems, to be organized by the CILSS and the Club in May 1990.

A document describing the COMAC program will be submitted to members of the Advisory Group.

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### 3.2.2. Program for the Promotion of Local Cereals in the Sahel (PROCELOS)

It is easy to see why the consumption of wheat and rice has increased. These cereals are easier to prepare and are better suited to urban life than the traditional millet-based dishes. Bread and rice have also remained at a fairly attractive price and supplies are regular as a result of the high productivity and levels of subsidies offered by producer countries, and because of the efficient official and informal import circuits. They are consumed by an ever-increasing proportion of the population, particularly poor urban families and rural households.

#### **Objective**

This program was started after the Mindelo Conference with a view toward increasing the competitiveness of local cereals by disseminating new production techniques and promoting local cereals based dishes. The program is geared to current consumer requirements, particularly in urban areas.

#### **Past Activities and Results Obtained**

The PROCELOS program already has provided the basis for a regional information-sharing network used by entrepreneurs, government technical staff or policy makers, and donor agencies involved in the promotion of local cereals. A newsletter has published the information gathered by this network since its creation, particularly during the Thies meeting in 1988. Results show that:

- Considerable progress has been made (processing techniques and methods, new products) and efforts must be made to encourage countries to share their experiences.
- Economic operators are faced with the difficult task of competing with imported rice and wheat and are frequently cut off from the services they need: research, banking, marketing, consultancy, etc.
- Decision-makers must be made aware of how important it is that their policies encourage ongoing initiatives.

The information exchange network is now operational. The 1989 "Journée du CILSS" dealt specifically with the promotion of local cereals. The program helps development partners to define policies in order to further promote local cereals. Ongoing program activities include the preparation of a report on consumer surveys carried out in the Sahel (one paper was presented during the Lomé Seminar) and a Cereal Plan for Burkina Faso.

#### **Scheduled Activities**

From 1990, PROCELOS will be focusing on two main themes as defined by the Steering Committee, which met twice in 1989:

- Development of communication links between Sahelian countries (dissemination of techniques, equipment and products). Aim: make

decision-makers aware of the measures that could be taken to encourage entrepreneurs.

- Development of initiatives to promote local cereals in certain CILSS member countries. Aim: Put donors in contact with operators in need of financial backing, call upon marketing and technological skills to meet the requirements of economic operators. . .

This program has a dual objective: to increase contacts with the private sector and to intensify dialogue between donors:

- The program will encourage private sector operators to assume responsibility for certain tasks such as market research or the organization of programs at the national level.
- Several donor agencies will help to finance and direct the program.

The Executive Secretariat of the CILSS will appoint a facilitator to assume these functions.

A PROCELOS program document will be submitted to members of the Club du Sahel Donors' Advisory Group.

### 3.3 Issues Raised by the Lomé Seminar: Capitalizing upon Regional Trade

#### Objective

The initial objective of the Club du Sahel's "Regional Markets" program was to study the idea of a protected regional cereals market, first put forward at Mindelo. The facts revealed in the pursuit of this objective have led the CILSS and the Club du Sahel to stress the real need for West African governments and donor agencies to take the current regional trade system into account when defining national food policies.

#### Past Activities and Results Obtained

Following the recommendations of the Mindelo Conference, the Club du Sahel has studied and discussed the idea of a "protected regional cereals market." The December 1988 discussions of the Donors' Advisory Group in Tucson brought out the following points:

- There does seem to be a need for food import controls, if only to prevent sudden market and currency swings and to compensate for export subsidies. Protectionism is still a hotly debated issue. Many would argue that the Sahel benefits has a "comparative advantage in imported rice and wheat."
- It is difficult to see how, in the current context, cohesive protectionist measures could be applied to a number of different countries.

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However, if greater coherence is achieved in the agricultural policies of West African countries within the same "market," then it will be possible to improve farmers' economic environment, to direct trade flows to the different regions according to their complementary agricultural characteristics and to reflate the national economies.

During 1989, the Club du Sahel issued several documents discussing the above analyses: report of the Tucson meeting, report of the Working Group meeting in February 1989, and two study summaries (ref. D(89)332 and 334).

A good deal more information also has come to light as a result of the work undertaken after the Mindelo Conference. One of the main sources was the study carried out by African and French researchers in 1987 and 1988 on the regional market defined by the West African States, plus Chad and Cameroon (18 countries in all.)

The initial results of this study are central to the Lomé Seminar. They show that, for a long time, nobody knew (at least officially) about the substantial unrecorded trade flows among West African countries. The situation gives rise to an interesting paradox: the obstacles to top-down (state-controlled) regional integrations are the very factors encouraging informal regional integration through trade. In short, the studies show that:

- Both local produce and world market cereals are traded in significant quantities among West African countries, although actual amounts vary. If we consider all the agricultural and manufactured goods (as well as financial flows), then regional integration through trade is clearly becoming a reality.
- Cereal trade between West African countries largely escapes official statistics, despite the considerable volumes that are frequently involved. For example, it is thought that Nigeria regularly exports more than 100,000 tons of locally produced cereals to Niger; that re-exports of world market rice in 1986 and 1987 rose to almost 65,000 tons between Gambia and Senegal and 320,000 tons from Benin to Nigeria.
- The large-scale traders are the main architects of the current "regional integration".
- This integration is being achieved mainly through the activities of regional submarkets in which trade is more vibrant and *de facto* policies more closely linked. The areas covered by this economic integration consequently extend far beyond the official borders of the nation states.
- Regional trade is stimulated mainly by disparities in national policies (monetary, price, foreign trade, etc..)
- National policies on foreign trade are increasingly incoherent and ineffective. This largely is the result of structural adjustment programs, which tend to draw mainly upon national context and make no reference to broader economic mechanisms, which extend far beyond official borders. However, with respect to the regional submarkets defined above, policies have become interdependent and complementary through trade. Some

countries implement strategies to turn the protectionist policies adopted by their neighbors to their own advantage (reexport policies for example).

- Although this trade is naturally based upon differences in price, it does not seem to be simply the result of different international market prices (and still less the result of disparities in comparative advantages.) It is in fact the result of a more complex set of factors involving traders in imperfect competition (acting with the blessing of the State or against its interests) and the effects of public sector intervention, which is frequently incoherent and contradictory from one region to another.

Preparing the Lomé Seminar will have been an opportunity to pool the efforts of several African, American and European research teams and specialists. The papers presented at Lomé illustrate the very diverse nature of the efforts being undertaken. The seminar has given the CILSS and the Club du Sahel a chance to establish a dialogue between researchers generating information on regional markets and the political leaders who need that information. This should make it possible to establish landmarks for future studies and research in this area.

#### Scheduled Activities

The Lomé Seminar in November 1989 offered an opportunity to examine several aspects of regional cereals markets in greater detail.

If certain conditions are met, the Lomé Seminar could herald a totally new approach to this issue while continuing to follow the *diversification recommendations*. During the Lomé Seminar, agreement was sought on the continued observation and analysis of trade flows and agricultural policies on a regional basis, this being the real framework within which farmers, traders and consumers operate. Such agreement would need to involve Sahelian countries, coastal countries and donors: only then will it be really possible to speak of regional food security. The Food Aid Charter, which is currently under discussion, is unlikely to find its real meaning outside the context of regional markets. The Lomé Seminar should give the Club du Sahel and the CILSS an opportunity to open a window onto the coastal countries.

A detailed report on the seminar and its results was sent to members of the Donors' Advisory Group in November 1989. The results of the seminar also will be discussed at the Club du Sahel meeting in Bissau in February 1990.

### 3.4 Food Aid Charter

#### Objective

The primary objective of the Food Aid Charter is to provide the venue, among major donors and Sahelian administrations, for a general agreement on the objectives, place and role of food aid within development assistance in general, and in national food policy in particular. The Food Aid Charter is based upon voluntary adherence by donors and national administrations to the principles of information exchange and coordination, minimizing the possibility of negative effects and maximizing its effectiveness as a developmental tool.

The secondary objective of the Food Aid Charter is to translate the Charter's general principles into specific activities at both the national and regional levels.

#### **Past Activities and Results Obtained**

The current draft of the Food Aid Charter is the product of a collaborative effort of six partners, chosen at last year's Tucson meeting of the Donors' Advisory Group. These partners include: France (for initial draft), CILSS, the EEC, Canada, USA, the Netherlands, and the Club Secretariat. Since its inception, the Food Aid Charter has evolved from a "code of good conduct" into a broader action-oriented statement of food policy assistance designed to:

- reduce management problems (flexibility, delays inherent to food aid programs);
- minimize the risk of negative impact on local prices, markets;
- contribute to national level effectiveness in structuring informed national food policies.

In addition to focusing on the types of problems mentioned above, the Food Aid Charter attempts to forge a direct link between national food policy and the effectiveness of food aid.

Although food aid policy effectiveness partly depends upon the donor's objectives and management capacity, the recipient country's national food policy context is the major determinant. Thus, through enhanced information exchanges and improved coordination, the core elements of the Food Aid Charter are intended to lead to:

- improved quantitative estimates of food aid requirements,
- improved allocation of food aid,
- clearer definition of the types of food aid needed,
- better comprehension of the effects of food aid.

#### **Scheduled Activities**

Three main sequential types of activities are planned:

- i) finalization and approval of the Food Aid Charter by the donor community and Sahelian governments;
- ii) completion of the action plan to translate the Food Aid Charter into specific country level activities.
- iii) implementation of the action plan.

### **3.5 Satellite Remote Sensing**

#### **Past Activities**

In 1987, the CILSS/Club commissioned Mr. Roger Pons to undertake a study of Satellite Remote Sensing activities in the Sahel and in particular draw up an inventory of ongoing projects and activities in this field. The report was completed and distributed in 1988 and was examined by the Network for the Prevention of Food Crises in the Sahel during its November, 1988 meeting at OECD Headquarters, Paris.

The report concluded that it was time to improve coordination of the work being conducted by remote sensing experts, and, at the same time, to bring these experts into contact with Sahelian users of remote sensing, so that needs and objectives could be defined together. The logical conclusion, therefore, was to organize a conference where experts and lay users could come together to discuss different aspects of remote sensing, and, more particularly, where researchers and operators could meet each other and compare notes.

#### **Results Obtained**

Working together, the Secretariats of the CILSS and the Club undertook this conference in Niamey, Niger in June, 1989. The conference brought together nearly 70 participants and included equal numbers of remote sensing specialists, Sahelian users and representatives from various international donor agencies, as well as observers from other parts of Africa.

In addition to the topics discussed during the course of the three-day conference, ample opportunity was afforded to technical experts and researchers to discuss - in their own language - the technical aspects and the many complex problems that inevitably arise in a technology that is as advanced as Satellite Remote Sensing.

In conclusion, the Club Secretariat believes it has fully accomplished its task of bringing together all of the concerned remote sensing partners and through this endeavor has ensured the continuation of a process of enhanced "networking" and improved coordination. The CILSS/Club report on this conference, entitled "The Acts of the Niamey Conference on Satellite Remote Sensing in the Sahel" was published and distributed in October, 1989.

Chapter 4 -

DISSEMINATION OF CLUB REPORTS AND  
INFORMATION ON CLUB ACTIVITIES

The past year has proven to be an extremely active year for the Club Secretariat as pertains to its documentation and publications activities. In addition to a full range of reports covering the entire spectrum of Club activities:

- The Club has modified the format of "The Club du Sahel Newsletter" and increased the number of issues published during the course of the year.
- The Club Secretariat has completed its documentation computerization activities with the Antenne du Sahel and, thus, the Antenne du Sahel is now fully computerized. In addition, the transfer of Club documents to the Antenne du Sahel is now completed.
- The Club has completed decentralizing the archiving of its own reports and studies by entering into agreements with the University of Montpellier, France, the CILSS' RESADOC Center, Mali, and the Sahel Centre, University of Laval, Quebec, Canada to make available to researchers copies of Club reports and studies. To this end copies of all Club studies and reports have been provided to both universities in both hard copy and microfiche.
- Within the Club Secretariat itself, an on-line computer network has been installed and the implementation of the various components of the network is currently underway and for the most part nearing completion.

It is the intent of the Club Secretariat to continue its efforts in this important area, either by completing work currently in progress, or by revisiting activities already completed with a view towards improvement. In addition, the Club Secretariat has already initiated a process to examine the possibility of linking existing Sahel-oriented documentation centers, research centers, universities and donor archives and data banks into an expanded Sahel information network, with a view towards facilitating information flows for donors, researchers and consultants.

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To:	Mr. Chaput	(France)
	Mr. André Gingras	(Canada)
	Ms. Phyllis Dichter	(USA)
	Mr. Hendrik Jorritsma	(Netherlands)
	Mr. Hans Smida	(CEE)
	Mr. Mahamane Brah	(CILSS)

Paris, November 27 1989

Please find enclosed a copy, in English and French, of the final draft of the Food Aid Charter, including the last modifications suggested by the EEC commission (boldface text pages 5 and 7 in English, pages 7, 9 and 10 in French). This version was presented and approved at the CILSS/Club du Sahel meeting of the Network for the prevention of food crises in the Sahel, November 23 and 24.

I believe these changes are relatively minor; since the Montpellier meeting of the "Groupe de réflexion" is nearly upon us, (December 4 through 8) I suggest we use this upcoming venue to do a final review and approval of this document.

Lastly, at the request of the CILSS Executive Secretary, Mr. M. Brah, the Club du Sahel is sending copies of the Food Aid Charter draft document to the various CILSS Ministers of Plan and Ministers of Rural Development (or equivalent) in preparation for the CILSS interministerial meeting and heads of states summit to be held next January, in Bissau.

Sincerely,



Terry L. Lambacher

CILSS

Club du Sahel

**FOOD AID CHARTER  
FOR THE COUNTRIES OF THE SAHEL**

Version of November 24, 1989

**BACKGROUND**

The primary objective of the food security policies of the countries of the Sahel is to ensure that a supply of foodstuffs is available at the right time and in the right place so that demand can be met under market conditions that generate incomes for producers and traders and that satisfy consumers. The international community supports the countries of the Sahel in this endeavor through development aid programs, of which food aid is one component.

Food aid is used when natural catastrophes or critical conditions lead to food shortages or famines. Food aid also is used to provide foreign exchange relief to countries which cannot afford all needed food. It also can be used to overcome temporary or structural food deficits when local markets cannot, under normal conditions, supply food to deficit areas. In addition, food aid is used to feed targeted, vulnerable groups often through Private Voluntary Organizations and Non-Governmental Organizations.

Experience has shown the difficulties that development partners have encountered in attempting to integrate food aid into effective agricultural policies: first, market conditions do not always allow areas with surpluses to supply food to deficit areas through private sector channels. The constraints to these transfers, and the role for food aid in addressing such constraints are not clearly identified. Second, food aid is sometimes hampered in meeting its objectives by inappropriate timing of deliveries, mismatches of commodity selection, and slow, costly, or inappropriate distribution.

In some instances, insufficient use was made of local resources to cover the shortages caused by the 1984 drought. In addition, the food aid which was shipped near the end of the drought arrived too late and was no longer required, as a result storage and transportation facilities in some areas became saturated. In the worst cases, the abundance of food aid available at harvest time depressed local market prices.

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The 1986 Mindelo conference on Sahelian cereals policies provided an opportunity for all the donors, multilateral agencies and Sahelian organizations to draw lessons from these experiences. The conference put forward the notion of "successive lines of defense" in an effort to define the role that food aid should play.

The conference recommended in particular that food aid be considered only as a last resort, and used only after local, national and regional surpluses turned out to be insufficient or unavailable. The conference suggested that a general consensus document be drafted on the principles governing the food aid system, to define the proper conduct of food aid policies.

Upon adoption of the Mindelo recommendations by the CILSS Council of Ministers, the CILSS and the Club du Sahel instigated wide consultation and discussions on the food aid issue; the Food Aid Charter for the Countries of the Sahel is the fruit of that initiative.

Discussions pointed out the following constraints and recommended ways to address them:

- **Constraint:**  
Food aid programming has been inflexible at times.
- **Response:**  
Food aid scheduling should not be inflexible, but rather should be adjusted to meet requirements; and deliveries should be timed to coincide with needs.
- **Constraint:**  
There is a risk that food aid may, in certain cases, contribute to lower prices for local commodities and create disincentives to local production.
- **Response:**  
Food aid should not be a systematic instrument, but should be tailored to need. Food aid should not compete with local food products to the point of depressing demand and bringing down prices for these products to levels discouraging local production. The aim of food aid is not to become permanent but to support economic development and eventually the ability to produce or import commercially all food needs, making future food aid unnecessary.
- **Constraint:**  
There is a risk that food aid may further induce changes in consumption patterns from traditional to imported cereals.

- **Response:**  
Recent evidence indicates that changes in consumption from traditional cereals to imported wheat and rice are in large measure caused by urbanization, convenience of cereal preparation and price differentials. Nonetheless, food aid policies should explicitly avoid aggravating these trends, especially where food aid may be a key component.
  
- **Constraint:**  
Donor-supplied food aid may in certain cases substitute for reliance on surpluses from nearby areas or from within the region in meeting deficits.
  
- **Response:**  
Where feasible and economically viable, food aid policy should support rather than substitute for private trade between neighboring surplus and deficit regions.

In view of these constraints, it has become clear that food aid operations cannot fully succeed unless cooperation between donors and beneficiary countries is based on the following principles:

- 1) Sharing of information and close collaboration with a view towards evaluating the economic situation and needs;
- 2) Consultation on the types and amounts of food aid needed, so that aid may be distributed in a timely way and in the needed quantities;
- 3) Coordination of distribution, so that optimum use can be made of logistic resources and commercial or cooperative networks, in cooperation with traders and NGOs.
- 4) Joint discussions of cereals balance sheets both to rely on better information on the current year and to apply the experiences of one season to the following year.

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The Food Aid Charter for the Countries of the Sahel is not a legally binding international code of rules and procedures. By approving the Charter, however, the parties do agree to make every effort to respect the principles of a shared philosophy on food aid.

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**FOOD AID CHARTER**  
**FOR THE COUNTRIES OF THE SAHEL**

- 1) Recognizing the importance of food aid in the struggle against hunger and malnutrition;
- 2) Recognizing a pressing need for food aid to be treated as an active component of overall development aid efforts aiming to create an ability to provide adequate food supplies, either through production or commercial imports;
- 3) Recognizing that both donors and beneficiaries have expressed the wish that the food aid system be improved by drawing on past experience and by applying the recommendations made in this respect;
- 4) Recognizing the need to adapt, to the extent possible, food aid to the qualitative and quantitative requirements of target populations in such a way as to avoid significant falls in the market prices of food products, as well as resulting marketing constraints;
- 5) Recognizing the importance of supporting swift, flexible procedures, allowing at minimal expense a reliable supply of food aid by sea, land, or, as a last resort, air;
- 6) Recognizing the need to avoid promoting a greater dependence on imports through actions liable to foster long term changes in consumption patterns away from locally-produced cereals;
- 7) Recognizing that food surpluses as well as food deficits can have a destabilizing effect upon prices, revenues and food availability, and the need to integrate food aid into regional trade policies so that the market can better absorb local fluctuations in food supply;
- 8) Recognizing that there can be no real solution to the problems posed by food aid unless donors reach a consensus among themselves, in agreement with the beneficiaries, to coordinate efforts and actions.

The concerned parties adhere to the following:

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## I. DEFINITION OF THE OBJECTIVES OF FOOD AID

The general objective of food aid is to help support food security by addressing, in a timely and appropriate manner, problems arising from food shortages or deficits, whether they are caused by structural deficiencies, or crisis situations calling for emergency actions.

The long-term objective is to prevent crises and to correct structural deficiencies by supporting overall development and taking actions aimed directly at vulnerable groups. In this context, food aid plays a positive role, whether it is supplied as foodstuffs, or through the use of counterpart funds generated through local sales.

## II. EVALUATION OF THE FOOD SITUATION

II.1 The concerned donor governments, multilateral aid organizations and governments of beneficiary countries, in collaboration with all involved partners - undertake to cooperate on the evaluation of the food situation in Sahelian countries, to help base decisions on reliable information and realistic forecasts, particularly on deficits and surpluses. Similarly, when the situation calls for emergency aid, the parties agree to share immediately information at their disposal to facilitate appropriate decisions and actions. The parties undertake to continue in their efforts to improve the quality of national and regional data.

II.2 The concerned parties also undertake to improve and harmonize their own appraisal criteria, based upon:

- proper analysis of each country's food requirements and food availability: domestic production and consumption, movements of stocks, all types of imports and exports;
- indicators of the food situation, involving nutritional status and the purchasing power of the population groups concerned, prices on the different markets, and availability of food products in production and consumption areas;
- food aid absorptive capacity of each country, and availability of additional financial and technical resources needed to make effective use of food aid.

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### III. EVALUATION OF FOOD AID REQUIREMENTS

Beneficiary governments and bilateral or multilateral donors undertake to hold discussions at least once a year in order to evaluate food needs on the basis of jointly derived food balance data, with a view towards defining:

- the objectives of food aid in its different forms;
- types, quantities, and qualities of aid to be supplied;
- the areas and population groups concerned;
- logistical constraints;
- periods when delivery is desirable, and periods when delivery could become inappropriate.

These components will determine the provisional supply schedule which food aid donors and national authorities will agree to implement. This schedule can then be used as the incremental framework for all subsequent action to be taken by the different partners.

In countries where no coordination mechanism exists, action shall be taken to fill this gap.

### IV. PRACTICAL IMPLEMENTATION OF FOOD AID ACTIVITIES

IV.1 The donors undertake to harmonize their decisions, and agree to coordinate their actions.

In order to ensure optimum satisfaction of requirements, and to make the best use of logistic resources, donors will work with each Sahelian country to jointly define:

- quantitative distribution of food aid shipments;
- the choice of products;
- the origin of food aid (local purchases, triangular operations, imports);
- beneficiaries.

The donors will keep each other informed on:

- the expected time lag between the assessment of needs and the supply of aid;
- means of food aid distribution and utilization;
- basic logistical organization.

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IV.2 The concerned parties recognize the need to integrate food aid into agricultural and rural development policies, to coordinate it with other types of aid, trade policies and macro-economic policies, and to integrate food aid into long-term development plans. As is possible, multi-annual programs should remain sufficiently flexible to allow for the provision of financial or technical assistance in lieu of foodstuffs, provided the food supply situation warrants it:

The donors therefore undertake:

- to indicate the quantities and types of annual or multiannual aid they plan to allocate, so that beneficiary countries may take this into account when formulating their development policies;
- to adjust their aid to avoid, to the extent possible, harmful effects on local production and marketing, i.e., reduction of market share, lower producer prices, disruption of distribution channels, or saturation of storage facilities;
- to minimize actions directly promoting lasting changes in food consumption patterns to the detriment of local production.

IV.3 The donors and the beneficiary countries undertake:

- not to distribute food aid freely except in the case of emergency aid or to help vulnerable groups;
- to sell food aid without prejudice to domestic free market prices;
- to use counterpart funds proceeds to support development activities, particularly those aimed at food security.

IV.4 The donors and the beneficiary countries undertake:

- to promote cereal flows between surplus and deficit countries through economically viable triangular operations and the stimulation of regional cereals trade.

## V: FOOD BALANCE SHEETS AND PROSPECTS

V.1 The annual meeting of the Network for the Prevention of Food Crises in the Sahel, jointly organized by the CILSS and the Club du Sahel, will provide an opportunity to make retrospective evaluations of:

- trends in the nutritional status of beneficiary populations;
- the impact of aid on the national economies of the

beneficiary countries, in particular on trade and rural development;

- the contribution of donors and beneficiaries to overall food security.

V.2 The concerned parties undertake to examine possible improvements in this area, in particular:

- monitoring of the food situation;
- coordination of evaluations;
- the distribution of tasks and responsibilities among donors and beneficiaries;
- the procurement of transport and other logistical means for the delivery of food aid;
- More generally, the overall mechanism promoting better coordination and closer cooperation among all parties.

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AGENCY FOR INT'L DEV. TELECOMMUNICATIONS CENTER

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E O 12356: N/A SUBJECT: FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL: WORKPLAN RESULTS OF THE NOVEMBER 15 GROUPE DE OUAGADOUGOU MEETING

REF 14 PARIS 25537 18 OUAGADOUGOU 589

1 SUMMARY: SUBJECT PLANNING EFFORT TOOK A GIANT STEP FORWARD AT LAST WEEK'S BIENNIAL MEETING OF THE CILSS DONORS (THE GROUPE DE OUAGADOUGOU). THESE DONORS GAVE THE CILSS EXECUTIVE SECRETARIAT FIRM ENCOURAGEMENT IN ITS INTENTION TO DEVELOP ITS "PLAN D'ORIENTATION" INTO A FULLY BUDGETIZED FIVE YEAR PLAN TO BE PRESENTED, THROUGH THE CILSS COUNCIL OF MINISTERS, TO THE CILSS HEADS OF STATE IN 1992. MEANWHILE THE DONORS AGREED, GRADUALLY, TO REDIRECT THEIR FUNDING, AWAY FROM SEPERATELY DEFINED ACTIVITIES TOWARDS A SHARED PARTICIPATION IN INTEGRATED BUDGETS COVERING AN ENTIRE OBJECTIVE IN THE PLAN. THUS, THE CILSS WORKPLAN WOULD BE STREAMLINED FROM OVER 40 ACTIVITY BUDGETS INTO LESS THAN TEN "OBJECTIF" BUDGETS. CILSS, FOR ITS PART, AGREED TO SET, IN ADVANCE, PERFORMANCE INDICATORS FOR BOTH THE SHORT AND THE LONGTERM FOR EACH ONE OF THESE FIVE YEAR "OBJECTIF" BUDGETS. THE CLUB DU SAHEL HAS INITIATED THIS PROCESS BY PROPOSING ILLUSTRATIVE INDICATORS (RECAPITULATED BELOW) FOR CILSS CONSIDERATION BEFORE THEIR "PLAN D'ORIENTATION". AND ITS 5 YEAR PLANNING FOLLOW UP PROPOSAL IS PRESENTED TO THE CILSS COUNCIL OF MINISTERS IN EARLY 1991. END SUMMARY

2 THE "PLAN D'ORIENTATION": AS FORECAST IN REF (A).

CLUB DU SAHEL SECRETARIAT PERSONNEL, AT THE REQUEST OF THE NEW CILSS EXECUTIVE SECRETARY ALI DJALBOND DIARD, SPENT THE BETTER PART OF A WORKING WEEK (SEPTEMBER 24-28) WITH THE CILSS SECRETARIAT IN OUAGADOUGOU DESIGNING A MORE TARGET ORIENTED WORKPLAN - NOT ONLY FOR THEIR JOINT EFFORTS BUT ALSO FOR THE ENTIRE CILSS PROGRAM ITSELF. SINCE THEN, THIS "PLAN D'ORIENTATION CILSS/CLUB" HAS BEEN EXPANDED AND REFINED AT SUBSEQUENT CILSS/CLUB WORK ENCOUNTERS, SUCH THAT THE CURRENT DRAFT COULD BE REVIEWED AT THE NOVEMBER 15 MEETING AT THE CILSS EXECUTIVE SECRETARIAT WITH ITS DONORS (THE "GROUPE DE OUAGADOUGOU"). THE DRAFT PLAN IS STILL BASED ON THE THREE "FINALITIES" DEVELOPED BY THE CILSS/DE STAFF WORKING WITH STEVE REID (1) NATURAL RESOURCES MANAGEMENT (2) CAPITAL FONCIER ET ECOLOGIQUE (3) FOOD SECURITY AND (3) INSTITUTIONAL DEVELOPMENT FOR STRATEGIZING AND NETWORKING OBJECTIVES AND SUBOBJECTIVES. WITHIN EACH OF THESE THREE FINALITIES HAVE BEEN REORGANIZED SO AS (A) TO BRING EXISTING ACTIVITIES INTO CLOSER ASSOCIATION WITH RELATED EFFORTS, (B) TO IDENTIFY IMPORTANT THEMATIC GAPS AND (C) TO EXPOSE THE ISOLATED CHARACTER OF EXTRANEAL ACTIVITIES SO THAT THE CASE FOR THEIR SUPPRESSION OR TRANSFORMATION CAN BE MORE EFFECTIVELY MADE. AS THIS NEW PLAN WAS BEING DEVELOPED, CLUB PERSONNEL, SYSTEMATICALLY CONSULTED WITH ALL DONOR PERSONNEL IN OUAGADOUGOU CONCERNED WITH CILSS. AN IMPORTANT OBJECTIVE OF THEIR EFFORTS WAS TO PREPARE THIS DONOR COMMUNITY THE GROUPE DE OUAGADOUGOU, FOR THE FUNDING ADJUSTMENTS THAT THIS NEW PLANNING EXERCISE WOULD IMPLY: DONORS WOULD SUPPORT OBJECTIVES, OR

SUBOBJECTIVES, WITH BENCHMARK INDICATORS SET IN ADVANCE, RATHER THAN JUST THE (BUROCRATICALLY AND CONCEPTUALLY) ISOLATED ACTIVITIES THEMSELVES.

IN ADDITION TO REVIEWING THE SUBOBJECTIVES WHICH HAVE BEEN SET IN THE PLAN D'ORIENTATION THIS CABLE ALSO LISTS THE ILLUSTRATIVE INDICATORS PROPOSED BY THE CLUB FOR EACH OF THESE SUGGESTED BENCHMARKS ARE BY NO MEANS FINAL. RATHER THEY ARE INTENDED TO GUIDE CILSS IN THE

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STEN-01 FFP-09 RELO-01 DO-01 AGRI-01 COM-02 ENEU-02  
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FORMULATORS OF NATIONAL CEREALS PLANS SUGGESTED SHORT TERM BENCHMARK: CILSS IS CALLED UPON BY A MAJORITY OF MEMBER COUNTRIES TO ASSIST WITH THEIR CEREALS PLANS AND IN COORDINATING THOSE PLANS WITH THE DONORS SUGGESTED LONGTERM BENCHMARK: CILSS MANIFESTS A CAPACITY TO MONITOR ACOTELY AND PROVIDE FEEDBACK TO DECISION MAKERS ON THE IMPACT OF THESE PLANS. MANAGEABLE INTEREST OF DONORS: PROJECTS DESIGNED IN ACCORDANCE WITH THE MOST COHERENT NATIONAL CEREALS PLANS ARE GIVEN PRIORITY FUNDING.

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AMEMBASSY BANJUL PRIORITY  
AMEMBASSY DAKAR PR OF IT  
AMEMBASSY ABIDJAN PRIORITY

SUBJECTIVE TWO: FOOD CRISIS PREVENTION SUGGESTED SHORT TERM BENCHMARK: EACH CILSS MEMBER COUNTRY HAS A FUNCTIONING FOOD CRISIS COMMITTEE ASSOCIATING NATIONAL GOVERNMENT AUTHORITIES, DONORS AND ALL OF THE RELEVANT FARMING EARLY WARNING AND MARKET INFORMATION SYSTEMS IN COUNTRY SUGGESTED LONGTERM BENCHMARK: THE QUALITY, TIMELINESS, AND, THEREFORE, THE FAMINE PREVENTION IMPACT OF THE CEREALS BALANCE SHEETS (EMANATING FROM THESE INFORMATION SYSTEMS) IMPROVES AT THE SAME TIME AS THEIR COSTS DECREASE MANAGEABLE INTEREST DONOR CONFIDENCE IN THESE NATIONAL COMMITTEES WILL BE MANIFESTED DIRECTLY TO THE DEGREE THAT THESE SAME DONORS MAKE FOOD AID ALLOCATION DECISIONS AS A FUNCTION OF COMMITTEE RECOMMENDATIONS. A NATIONAL COMMITTEE WHICH CANNOT EARN SUCH DONOR CONFIDENCE WILL QUICKLY BECOME A CONSPICUOUS FAILURE AND BECOME AN URGENT FOCUS OF REMEDIAL MEASURES PARTICULARLY AS DONORS WILL HAVE TO SUSTAIN THE ADDITIONAL EXPENSE OF ALTERNATIVE INFORMATION SYSTEMS UNTIL THE NECESSARY CORRECTIONS CAN BE MADE.

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SUBJECTIVE THREE: SECURITY STOCKS MANAGEMENT THROUGH MARKET INFORMATION SUGGESTED SHORT TERM BENCHMARK: SECURITY STOCK MANAGEMENT COSTS COME DOWN WITHOUT FOOD SECURITY PLACED AT ANY GREATER RISK. SUGGESTED LONGER TERM BENCHMARK: CEREALS PRICE FLUCTUATIONS BEGIN TO BE EVENED OUT IN AN ENDURING FASHION MANAGEABLE INTEREST DONOR AGREEMENT ON THE OBJECTIVES AND OPERATING SCOPE OF ALL OF THEIR FUNDING PACKAGES WITH NATIONAL CEREALS BOARDS.

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SUBJECT: FOCUSING THE CILSS (PERMANENT INTER-STATE

SUBJECTIVE FOUR: PROMOTE PRIVATE CEREALS TRADE SUGGESTED SHORT TERM BENCHMARK: THE ACTUAL AND THE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL) WORKPLAN RESULTS OF THE NOVEMBER 15 GROUPE DE OUAGADOUGOU MEETING

QUITE CONTROVERSIAL. AS MOST OF THEM ARE FUNDED THROUGH THE EEC (FED). IT WAS AGREED TO SUSPEND DEBATE UNTIL THE OUTCOME OF THE CCE'S CURRENT LOME IV CONSULTATIONS WITH CILSS AND ITS MEMBER STATES HAD BEEN REACHED. THE CCE REPRESENTATIVES AND THE CILSS EXECUTIVE SECRETARY APPEARED TO SYMPATHIZE WITH OTHER DONORS CONCERN ABOUT HOW THESE BIG PROJECTS MIGHT BE DISTRACTING CILSS FROM ITS PRIME FUNCTION (POLICY DIALOGUE ANIMATION). LAST SPRING'S AID EVALUATION OF OUGASS INVESTMENTS SUGGESTED THAT IF CERTAIN OF THESE ACTIVITIES COULD NOT BE IMPLEMENTED NATIONALLY, THEN A DEVOLUTION OF THEM TO INSAM (INSTITUT DU SAHEL) SHOULD BE CONSIDERED. (FYI: THIS SUGGESTION HAS HAD AN IMPORTANT INFLUENCE ON OUR THINKING ABOUT A NEW INSAM PROJECT -SEE REF B PARA 5; END FYI) THUS, BENCHMARKS FOR THIS OBJECTIVE CANNOT BE SUGGESTED UNTIL THE CCE/CILSS LOME IV DELIBERATIONS ARE COMPLETE. END COMMENT

4 FINALITE TWO REINFORCE SAHELIAN FOOD SECURITY

OBJECTIVE ONE: REINFORCE NATIONAL FOOD SECURITY POLICIES.

SUBJECTIVE ONE: SUPPORT TO THE FORMULATION AND THE

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FOR AFR/SWA  
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E.O. 12958 N/A  
SUBJECT: FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL) WORKPLAN  
RESULTS OF THE NOVEMBER 15 GROUPE DE QUAGADOUGOU  
MEETING

POSSIBLE CONTRIBUTION OF PRIVATE CEREALS COMMERCE TO  
NATIONAL FOOD SECURITY IS FACTORED INTO ALL THE  
DELIBERATIONS OF NATIONAL CEREALS BOARDS AND FOOD  
SECURITY COMMITTEES. SUGGESTED LONGTERM BENCHMARK:  
THIS POSSIBLE CONTRIBUTION OF THE PRIVATE CEREALS TRADE  
IS SYSTEMATICALLY ENHANCED THROUGH CREDIT, MANAGEMENT  
SUPPORT, AND/OR MONITORING FROM THE NATIONAL CHAMBER OF  
COMMERCE. MANAGEABLE INTEREST: DONORS UNITE IN  
NEGOTIATING FOR NATIONAL CEREALS PLANS WHICH ACCENTUATE  
THIS POSSIBLE PRIVATE SECTOR CONTRIBUTION

SUBJECTIVE FIVE: PROMOTING LOCAL CEREALS  
CONSUMPTION SUGGESTED SHORT TERM BENCHMARK: KNOWLEDGE  
OF NEW, COST EFFECTIVE TECHNIQUES FOR PROCESSING COARSE  
GRAINS IS WIDELY DIFFUSED THROUGHOUT THE SAHEL,  
PARTICULARLY AT THE HOUSEHOLD LEVEL. SUGGESTED  
LONGTERM BENCHMARK: GROWTH IN CONSUMER DEMAND FOR  
LOCALLY PRODUCED COARSE GRAINS. MANAGEABLE INTEREST:  
THE ECONOMIC AND CULINARY ACCEPTABILITY OF THESE NEW  
PROCESSING TECHNOLOGIES IS CAREFULLY MONITORED WITH  
DIRECT FEEDBACK UPON SUBPROJECT FUNDING CHOICES IN EACH  
COUNTRY

SUBJECTIVE SIX: DEVELOPING IRRIGATED AGRICULTURE.  
SUGGESTED SHORT TERM BENCHMARK: THE PEASANT  
PARTICIPATION PREREQUISITES OF AGRICULTURAL  
INTENSIFICATION IN THE SAHEL BECOME GENERALLY

RECOGNIZED PARTICULARLY BY NATIONAL DECISION MAKERS  
WITH JURISDICTION OVER LAND AND WATER RESOURCE  
ALLOCATION. SUGGESTED LONGTERM BENCHMARK: FORMULATION  
OF VIABLE STRATEGIES, COUNTRY BY COUNTRY, FOR  
INCREASING THE PRODUCTIVITY OF IRRIGATED AGRICULTURE ON  
A SUSTAINABLE BASIS. MANAGEABLE INTEREST: IF CILSS  
ANIMATION EFFORTS IN THIS DOMAIN HAVE NO DISCERNIBLE  
IMPACT ON NATIONAL IRRIGATION POLICIES AND PRACTICES,  
THEN DONORS SHOULD CONCENTRATE CILSS' RESOURCE  
MANAGEMENT POLICY REFORM EFFORTS THROUGH OTHER  
"OBJECTIF" BUDGETS (DESCRIBED ABOVE)

SUBJECTIVE SEVEN: DEVELOPING THE LIVESTOCK  
SUBSECTOR SUGGESTED SHORT TERM BENCHMARK: THE SAHEL'S  
COMPARATIVE ADVANTAGE IN RUMINANT PRODUCTION BEGINS TO  
GET TAKEN INTO ACCOUNT IN NATIONAL LAND MANAGEMENT  
PLANS. SUGGESTED LONGTERM BENCHMARK: THE ROLE OF THE  
PUBLIC SECTOR GETS REDEFINED SO THAT THE STATE CAN  
BEGIN TO PROMOTE, RATHER THAN CONSTRAIN, THE SAHEL'S  
REALIZATION OF ITS LIVESTOCK PRODUCTIVITY POTENTIAL

OBJECTIVE TWO: IMPROVING THE QUALITY AND CIRCULATION OF  
FOOD SECURITY INFORMATION

SUBJECTIVE ONE: LIAISON WITH REGIONAL INFORMATION  
SYSTEMS (DIAPER, AGRHYMET, INSAH). SUGGESTED SHORT  
TERM BENCHMARK: AN OPERATING INFORMATION MANAGEMENT  
UNIT IN EACH CILSS COUNTRY MAKING EFFECTIVE USE OF  
THESE REGIONAL INFORMATION CLEARING HOUSES THEREBY  
JUSTIFYING THE ECONOMIES OF DATA MANAGEMENT SCALE BEING  
SOUGHT BY THE LATTER. SUGGESTED LONGTERM BENCHMARK:

THESE NATIONAL UNITS BECOME SUFFICIENTLY EFFECTIVE IN  
COMMUNICATING NATIONAL USER NEEDS BACK TO THE REGIONAL  
INFORMATION CENTERS THAT THESE LATTER BEGIN TO REFOCUS  
THEIR DATA MANAGEMENT PRIORITIES ACCORDINGLY.  
MANAGEABLE INTEREST: THE EFFECTIVENESS OF THIS NATIONAL  
RELAY ALSO BE SET AS A PROGRESS INDICATOR FOR DIAPER,  
AGRHYMET AND INSAH FUNDING PACKAGES.

SUBJECTIVE TWO: NETWORKING WITH NATIONAL FOOD  
SECURITY MANAGERS AND ANALYSTS SUGGESTED SHORT TERM  
BENCHMARK: THE RIGHTS AND RESPONSIBILITIES OF ALL  
CONCERNED PARTIES IN A REGIONAL FOOD SECURITY NETWORK  
(NERESA) NEED FORMALLY TO BE ESTABLISHED. SUGGESTED

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AMEMBASSY ABIDJAN PRIORITY

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E.O. 12356 W 4  
SUBJECT FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL) WORKPLAN:  
RESULTS OF THE NOVEMBER 15 GROUPE DE OUAGADOUGOU  
MEETING

IDENTIFICATION OF COUNTER PROPOSALS. SAHEL USAIDS ARE  
HEREBY INVITED TO DO THE SAME. EVENTUALLY, THE AGREED  
UPON BENCHMARKS SHOULD BECOME PART OF AID/AFR/SWA'S  
MONITORING AND EVALUATION PLAN FOR THEIR SUPPORT TO  
CILSS. FURTHERMORE, BY WAY OF ASSISTING DONORS, AID IN  
PARTICULAR, IN REFINING SUCH MONITORING AND EVALUATION  
PLANS FOR THEIR NEW FUNDING PACKAGES, AN ATTEMPT IS  
ALSO MADE BELOW TO IDENTIFY THE MANAGEABLE INTEREST  
(CONTROL OF THE DONOR IS) FUNDING EACH SUBOBJECTIVE IN  
QUESTION.

3. FINALITE ONE: PRESERVE, RESTORE, AND AUGMENT THE  
SAHEL'S LAND AND ECOLOGICAL CAPITAL.

OBJECTIVE ONE: ANIMATE A NETWORK OF ALL RELEVANT  
PARTNERS FOR OPERATIONALIZING EFFECTIVE RENEWABLE  
NATIONAL RESOURCES MANAGEMENT (RNRM) POLICIES IN THE  
SAHEL.

SUBOBJECTIVE ONE: IMPROVE THE RNRM POLICY FORMULATION  
AND ADOPTION PROCESS. SUGGESTED SHORT TERM BENCHMARK:  
INTEGRATE ECOLOGICAL, DEMOGRAPHIC, AND PARTICIPATORY  
CONSIDERATIONS INTO THE ECONOMIC PLANNING PROCESS IN  
ALL CILSS MEMBER COUNTRIES. SUGGESTED LONGER TERM  
BENCHMARK: ENGENDER DISCUSSIONS OVER AND COMMITMENT TO

AN EFFECTIVE POLITICAL AND ORGANIZATIONAL PROCESS FOR  
REALIZING SUCH AN INTEGRATED PLANNING OBJECTIVE.  
DONORS' MANAGEABLE INTEREST: TACIT AND EXPLICIT CONTROL  
OVER THE AGENDA OF PARTICIPATION IN AND INPUTS TO  
THESE CONCERTATIONS.

SUBOBJECTIVE TWO: DIAGNOSE STRATEGIC CONSTRAINTS TO  
BETTER RNRM IN THE SAHEL (THE POST - SEGOU DIALOGUE).  
SUGGESTED SHORT TERM BENCHMARK: GENERATE A METHODOLOGY  
ALLOWING SAHELIAN DECISION-MAKERS TO VIEW THEIR  
ECOLOGICAL, DEMOGRAPHIC, POLITICAL, AND ECOLOGICAL  
OPTIONS AS A SINGLE (SIMPLE AND USEABLE) ANALYTICAL  
FRAMEWORK. SUGGESTED LONGTERM BENCHMARK: APPLY THIS  
METHODOLOGY, AT A NATIONAL LEVEL IN A MAJORITY OF CILSS  
MEMBER COUNTRIES, TO IMPROVE THE ENVIRONMENTAL IMPACT  
AND ECONOMIC/POLITICAL SUSTAINABILITY, OF RNRM  
INVESTMENTS. DONORS' MANAGEABLE INTEREST: INVESTMENT  
PROGRAMMING NOT INFORMED BY SUCH AN UPGRADED,  
INTER-DISCIPLINARY METHODOLOGY, AND NOT REFLECTING THE  
POLITICAL AND ECONOMIC WILL OF THE PROPOSED  
PARTICIPANTS, SHOULD NOT BE FUNDED.

OBJECTIVE TWO: IMPROVE THE QUALITY AND THE CIRCULATION  
OF THE APPROPRIATE RNRM INFORMATION. SUGGESTED SHORT  
TERM BENCHMARK: THE PARTICIPATION OF PLANNERS, POLICY  
MAKERS, PVOS AND PEASANTS IN THE FORMULATION AND  
EXECUTION OF MORE EFFECTIVE RNRM PROGRAMS IS STIMULATED  
BY THEIR GREATER ACCESS TO COHERENT AND DIGESTIBLE RNRM  
INFORMATION. SUGGESTED LONGTERM BENCHMARK: THE  
MOBILIZATION OF THESE NON-TECHNICAL PARTICIPANTS IN RNRM  
PLANNING LEADS TO GREATER RNRM PROGRAM IMPACT. DONORS'

MANAGEABLE INTEREST: REFORMULATE THE COMMUNICATION  
STRATEGY, OR REDUCE FUNDING FOR THIS OBJECTIVE IF THE  
DESIRED IMPACT IS NOT BEING REALIZED.

OBJECTIVE THREE: APPLY CERTAIN RNRM POLICIES IN  
REGIONAL ACTION PROGRAMS (E.G. FOREST SEEDS, SOLAR  
ENERGY, BUTANE GAS ETC.). COMMENT: ALL OF THE  
ACTIVITIES UNDER THIS RUBRIQUE ARE STAND ALONE PROJECTS  
FUNDED ON A REGIONAL SCALE WITH THE CILSS EXECUTIVE  
SECRETARIAT AS THE IMPLEMENTING AGENCY. THE RELEVANCE  
OF THESE PROJECTS, AND THE LOGISTICAL WORKLOAD THEY  
BRING WITH THEM FOR CILSS' "THINK TANK" MANDATE HAS  
BEEN, AND AT THE NOVEMBER 15 MEETING CONTINUED TO BE.

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INCOMING TELEGRAM

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PARIS 34932 05 OF 07 231727Z 5041 03949Z A100761

ACTION OFFICE AFW-01 INFO AFOW-03 AFOP-06 AFTR-05 AAF-03 PPDC-01 BIFA-01 SAST-01 APPC-01 PDR-01 PPPB-02 GC-01 GCAF-02 FVA-01 FVPP-01 PVC-02 ES-01 OFDA-02 STN-01 STFA-01 STAG-02 STEN-01 FFP-09 RELO-01 DO-01 AGR1-01 COM-02 ENEU-02 /063 AS R023 24/00512

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FOR AFF C... AB DJAN ALSO FOR RECORDING

E O 12058 N A SUBJECT FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL; WORKPLAN RESULTS OF THE NOVEMBER 15 GROUPE DE QUAGADOUGOU MEETING

LONG TERM BENCHMARK: INCORPORATION OF COASTAL COUNTRY INFORMATION SYSTEMS IN THIS RESEARCH NETWORK; MANAGEABLE INTEREST: LINK DONOR FUNDING TO SPECIFIC SHORT TERM TASKS TO BE UNDERTAKEN BY THIS NETWORK

OBJECTIVE THREE BRINGING THE REGIONAL DIMENSION INTO NATIONAL POLICY CONCEPTIONS.

SUGGESTED SHORT TERM BENCHMARK: ORGANIZE THE INSAH RESEARCH (SEE REF B) AND THE CILSS POLICY ANALYSIS NETWORKS WITH FULL PARTICIPATION FROM COASTAL COUNTERPARTS, AROUND AT LEAST THREE "SOUS-ESPACES" (WEST/SENEGAMBIA CENTER/THE JULA-GHANA CORRIDOR, AND EAST/CIRCUIT-NIGERIAN) WORKING GROUPS.

SUGGESTED LONGER TERM OBJECTIVE: ACCELERATED REGIONAL TRADE BUILDING UPON SAHEL/COASTAL COMPLEMENTARITIES RATHER THAN ON ECONOMIC POLICY DISCREPANCIES BETWEEN TRADING PARTNERS

MANAGEABLE INTEREST: DONOR USE OF THE REGIONAL TRADE PROMOTION "CELLULE" (CINERGIE), AT THE AFRICAN DEVELOPMENT BANK TO REACH DECISION MAKERS WITH THE RELEVANT RESEARCH RESULTS AND POLICY ANALYSIS FINDINGS.

SUBJECTIVE THREE: DYNAMIZE THE REGIONAL TRADE POLICY DIALOGUE.

5. THE THIRD FINALITE: REINFORCING SAHELIAN INSTITUTIONAL CAPACITY TO PROMOTE SUSTAINABLE DEVELOPMENT

COMMENT: THIS IS THE INSTITUTIONAL INFRASTRUCTURE ON WHICH THE OTHER TWO FINALITES (FOOD SECURITY AND LAND IMPROVEMENT) ARE TO STAND. FUNDING FOR SUBOBJECTIVES UNDER THOSE TWO FINALITES WILL BE ASSESSED AS AN INSTITUTIONAL OVERHEAD, ON A CASE BY CASE BASIS WHICH WILL REINFORCE GIVEN CAPACITIES BEING SOUGHT UNDER THE FIRST FINALITE. HOWEVER, THE OVERALL EFFORT WILL REQUIRE A MINIMAL INSTITUTIONAL BASIS WHICH CANNOT BE REDUCED IN ALL CASES TO THE SUPPORT OVERHEAD JUSTIFIED UNDER ONE OF THE OTHER TWO FINALITES. FURTHERMORE, CILSS/CLUB NEED THE PROJECT SPACE IN WHICH TO PURSUE THEIR STRATEGIC REFLECTION MANDATES ABOVE AND BEYOND THE SECTORAL CONFINES OF THE FOOD SECURITY AND LAND IMPROVEMENT FINALITES. HENCE, THIS FIRST CAPACITY-BUILDING FINALITE IS OFFERED SEPARATELY. END COMMENT

OBJECTIVE ONE ELABORATING ADAPTED DEVELOPMENT STRATEGIES AND POLICY ANALYSES

SUBJECTIVE ONE ASSURE THE PERTINENCE OF THE NATIONAL FUTURES STUDIES. SUGGESTED SHORT TERM BENCHMARK: THE NATIONAL FUTURES DIALOGUES ANIMATED BY CILSS SERVE TO FACILITATE IMPORTANT REFORM NEGOTIATIONS

SIMULTANEOUSLY UNDERWAY BETWEEN HOST GOVERNMENT AND DONORS. SUGGESTED LONG TERM BENCHMARK: REALISTIC NATIONAL DIALOGUE OVER FEASIBLE STRATEGIES FOR ESCAPING THE TREND SCENARIO OF THE SAHEL FUTURES STUDY IS SUSTAINED "MANAGEABLE INTEREST". THE CLUB/CILSS NETWORK IS SUFFICIENTLY WIDESPREAD, WELL-CONNECTED AND INSTITUTIONALIZED TO INFLUENCE THE AGENDA OF THESE NATIONAL CONSULTATIONS. DONOR ACCESS TO, AND INFLUENCE OVER, CLUB/CILSS IS SUFFICIENT TO ENSURE THAT THESE INSTITUTIONS KEEP THE KEY QUESTIONS, FROM A DONOR POINT OF VIEW IN THE FOREFRONT OF THEIR FUTURES DIALOGUES WITH THE NATION-STATES AND NATIONAL INTELLIGENTS.

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INCOMING TELEGRAM

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PARIS 34932 06 OF 07 2317282 5044 039493 A10762  
OBJECTIVE TWO IMPROVE CILSS' CO-ORDINATION ROLE

ACTION OFFICE AFW-04  
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AMEMBASSY DAKAR PRIORITY  
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FOR AFR/SW  
ABIDJAN ALSO FOR REDSO/UGA

E.O. 12356 N/A  
SUBJECT: FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL) WORKPLAN  
RESULTS OF THE NOVEMBER 15 GROUPE DE OUAGADOUGOU  
MEETING

SUBJECTIVE TWO: PLANNING FOR A NEW RELATIONSHIP  
BETWEEN THE STATE AND CIVIL SOCIETY. SUGGESTED SHORT  
TERM BENCHMARK: FORMALIZED REFLECTION AND DIALOGUE,  
ORGANIZED BY HOST GOVERNMENTS, OVER GENUINE  
DECENTRALIZATION, PLURALISM AND OTHER BETTER GOVERNANCE  
OPTIONS IS INITIATED. SUGGESTED LONG TERM BENCHMARK:  
CONCRETE PLANS FOR DECENTRALIZING OR PRIVATIZING  
RESPONSIBILITY FOR CAPITAL INVESTMENTS IN DEVELOPMENT  
ARE FORMULATED, ASSESSED AND REVIEWED. MANAGEABLE  
INTEREST: THE SAME DONORS SUPPORTING CILSS/CLUB  
ANIMATION WORK IN THIS DOMAIN, LEVERAGE HOST GOVERNMENT  
INTEREST WITH THEIR BILATERAL GOVERNANCE  
CONDITIONALITY.

SUBJECTIVE THREE: A MORE FRUITFUL DIALOGUE OVER  
DEVELOPMENT AID PLANNING. SUGGESTED SHORT TERM  
BENCHMARK: DONOR/CILSS AGREEMENT ON (AND ANALYTICAL  
USE OF) CRITERIA FOR ASSESSING DEVELOPMENT  
APPROPRIATENESS OF FOREIGN AID PROGRAMS. SUGGESTED  
LONGTERM OBJECTIVE: MORE APPROPRIATE REFORM  
CONDITIONALITY IN DONOR FINANCING PACKAGES. MANAGEABLE  
INTEREST: DONORS CAN (A) FURNISH CLUB/CILSS WITH THE  
PROGRAMMING AND EVALUATION INFORMATION NECESSARY FOR  
MAKING THIS CRITICAL ANALYSIS AND (B) REDESIGN THE  
FUNDING OF THE APPROACH IF THESE CRITIQUE ARE OFF BASE  
OR ARE HAVING NO IMPACT

SUBJECTIVE ONE: MANAGE DEVELOPMENT INFORMATION SO AS  
TO FOCUS THESE DIALOGUES. SUGGESTED SHORT TERM  
BENCHMARK: THE RELEVANT INFORMATION IS AVAILABLE, IN A  
USEABLE FORM TO PARTICIPANTS AT ALL MEETINGS FOR WHICH  
CILSS IS RESPONSIBLE. SUGGESTED LONGTERM BENCHMARK:  
THIS INFORMATION IS RENDERED ACCESSIBLE TO CONCERNED  
PARTIES AS THEY CARRY OUT THEIR DAILY POLICY  
FORMULATION FUNCTIONS. MANAGEABLE INTEREST: THESE  
OUTCOMES WILL BE GREATLY DEPENDENT ON THE  
APPROPRIATENESS OF THE EQUIPMENT AND TECHNICAL  
ASSISTANCE FURNISHED BY DONORS.

SUBJECTIVE TWO: COMMUNICATE INNOVATIVE DEVELOPMENT  
DETERMINATIONS TO A WIDER AUDIENCE. SUGGESTED SHORT  
TERM BENCHMARK: GREATER ATTENTION TO CILSS ACTIVITIES  
FROM THE SAHELIAN MEDIA. SUGGESTED LONGTERM  
BENCHMARK: ADOPTION OF CILSS FORMULATIONS IN THE  
POPULAR DEVELOPMENT DISCOURSE AT A LOCAL LEVEL.  
MANAGEABLE INTEREST: SCALE DOWN FUNDING FOR THE  
SUBJECTIVE IF IMPACT NOT DISCERNABLE

SUBJECTIVE THREE: ANIMATE A DEVELOPMENT DIALOGUE  
NETWORK WHICH INCLUDES ALL CONCERNED PARTIES.  
SUGGESTED SHORT TERM BENCHMARK: NONE OF THE RELEVANT  
MEMBER COUNTRY ANALYSTS AND POLICY MAKERS AND NONE OF  
THE RELEVANT DONORS ARE MISSED BY A CILSS/CLUB CONTACT  
TOUCHING ON THEIR AREA OF CONCERN. SUGGESTED LONGTERM  
BENCHMARK: FEEDBACK FROM THESE MEMBER COUNTRY AND

DONOR CONTACT: GETS RECYCLED BACK OUT TO THE RELEVANT  
NETWORK. MANAGEABLE INTEREST: LOCAL DONOR

REPRESENTATIVES (E.G. USAID MISSIONS) CAN (AND DO  
MONITOR WHETHER OR NOT CILSS/CLUB ARE REACHING THE  
RIGHT PEOPLE IN THE RIGHT WAY

SUBJECTIVE FOUR: RATIONALIZATION OF CILSS INTERNAL  
ADMINISTRATIVE STRUCTURES. COMMENT: WHILE THIS  
ACTIVITY NEEDS TO BE POSITED, AND FUNDED, AS A SEPARATE  
SUBJECTIVE DONORS SHOULD NOT ATTEMPT TO MONITOR IT  
DIRECTLY. RATHER, THEY SHOULD TRACK ITS EFFECTIVENESS

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INCOMING TELEGRAM

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PARIS 34932 07 OF 07 231728Z 5046 039494 A108764

ACTION OFFICE AFFW-04  
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USDECC

FOR AFRICAN  
ABIDJAN ALSO FOR REDSO/MS

E O 12355 N/A  
SUBJECT: FOCUSING THE CILSS (PERMANENT INTER-STATE

COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL) WORKPLAN  
RESULTS OF THE NOVEMBER 15 GROUPE DE OUAGADOUGOU  
MEETING

AGAINST THE BENCHMARKS SET FOR ALL OF THE OTHER  
SUBJECTS. THESE LATTER, AFTER ALL, CAN ONLY BE  
REACHED IF CILSS' INTERNAL STRUCTURE IS FUNCTIONING  
SUITABLY. END COMMENT.

AT THE GROUPE DE OUAGADOUGOU MEETING, THERE WAS GENERAL  
AGREEMENT THAT BUDGETS CONSECATED TO THIS SINGLE,  
NON-GOAL ORIENTED CATEGORY, HOWEVER NECESSARY, SHOULD  
BE MINIMIZED. A MAXIMUM AMOUNT OF DONOR FUNDING SHOULD  
BE PROGRAMMED INTO THE INTEGRATED BUDGETS  
SYSTEMATICALLY DIRECTED, IN BOTH THE SHORT AND THE  
LONGTERM (5 YEARS), TOWARDS ONE OF THE OTHER OBJECTIVES  
FOR WHICH SUBJECTIVE INDICATORS (BENCHMARKS) HAD BEEN  
SET. NEVERTHELESS, EVEN FOR THIS INSTITUTIONAL SUPPORT  
CATEGORY SOME, BUT NOT ALL, OF THE DONORS RECOMMENDED  
THAT CILSS PRESENT INTERNAL REORGANIZATION PLANS AS A  
CONDITION OF THIS FUNDING FOR BASIC OPERATIONS.  
ANOTHER POINT OF (MINOR) DISAGREEMENT HAD TO DO WITH  
WHETHER OR NOT THE CILSS REPRESENTATIONAL OFFICES IN  
THE MEMBER COUNTRIES (THE CONACILSS OFFICES) SHOULD  
RECEIVE ANY BASIC INSTITUTIONAL SUPPORT AS WELL.

6 NATIONAL CILSS COUNCILLORS (CONACILSS):

A GREAT DEAL OF THE NOVEMBER 15 MEETING WAS TAKEN UP

WITH A DISCUSSION OF THE PROPER ROLE, UNDER THIS NEW  
PLAN, OF THESE NATIONAL ANTENNAE OF THE CILSS SYSTEM.  
CILSS PRESENTED ITS ANALYSIS OF THE PROBLEM VIS A VIS  
THE MEMBER STATES. MANY OF THAT REPORT'S  
RECOMMENDATIONS WERE REFERRED TO THE CILSS COUNCIL OF  
MINISTERS. THE DONORS, HOWEVER, SEEMED TO AGREE THAT  
THE ABOVE-STATED PRINCIPAL OF MINIMIZING DIRECT  
INSTITUTIONAL SUPPORT, UNTIED TO ANY SPECIFIC  
OBJECTIVE, SHOULD BE VIGOROUSLY APPLIED TO INSAH.

THUS, CONACILSS OFFICES WOULD ONLY ACQUIRE MOST OF  
THEIR OVERHEAD THROUGH CILSS, TO THE EXTENT THAT THEY  
PLAYED A ROLE IN HELPING CILSS TO ATTAIN ONE OF THE  
OBJECTIVES OUTLINED ABOVE. AS MUCH OF EACH CONACILSS'  
ROUTINE OPERATING COSTS SHOULD BE PAID OUT OF THE HOST  
GOVERNMENT IN QUESTION, TO THE EXTENT THAT THESE BASIC  
COSTS ARE REGULARLY COVERED, THE HOSTED CONACILSS  
OFFICE WOULD BE IN THAT MUCH BETTER A POSITION TO EARN  
ACTIVITY OVERHEAD FROM THE CILSS "OBJECTIVE" BUDGETS.

7 FOLLOW-UP

AT THE SAME TIME AS AFR/SWA WITH THE HELP OF MS'S  
JANET TUTHILL, I REVIEWING THESE SUGGESTED BENCHMARKS  
FOR INCORPORATION INTO THEIR MONITORING AND EVALUATION  
PLAN FOR THE SAHEL REGIONAL INSTITUTIONS PROJECT  
(625-0975) AMENDMENT. DAR/BURKINA AND STEVE REID WILL  
BE REFINING THEM, IN CONSULTATION WITH CILSS, FOR

INCLUSION INTO THEIR NEXT PROJECT AGREEMENT AMENDMENT  
WITH CILSS. IT IS NOT TOO LATE FOR OTHER SAHEL MISS TO  
COMMENT TO THEM AND TO THE CLUB DU SAHEL.

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OCDE/OECD



CILSS

*Organisation de Coopération et de Développement économiques  
Organisation for Economic Co-operation and Development*

*Comité Permanent inter-États  
de Lutte contre la Sécheresse dans le Sahel*

*Club du Sahel*

Provisional document n° 21 for limited distribution  
to the members of the Donors' Advisory Group,  
The Hague, December 17-19, 1990

*Towards a joint CILSS/Club du Sahel*

*Joint work programme*

*Note of reflection by the Club du Sahel Secretariat*

11/10

## SUMMARY

The joint CILSS/Club du Sahel planning effort took an important step forward at the November 15 meeting of the CILSS donors (The Groupe de Ouagadougou). These donors gave the CILSS Executive Secretariat firm encouragement in its intention to develop its "plan d'orientation" into a fully budgetized five year plan to be presented, through the CILSS Council of Ministers, to the CILSS Heads of State in 1992. Meanwhile the donors agreed, gradually, to reorient their funding, away from separately defined activities towards a shared participation in integrated budgets covering an entire objective in the plan. Thus, the CILSS workplan would be streamlined from over 40 activity budgets into less than ten "objectif" budgets. CILSS, for its part, agreed to set, in advance, performance indicators (for both the short- and the long-term) for each one of these five year "objectif" budgets.

The Club du Sahel has initiated this process by proposing illustrative indicators (recapitulated below) for CILSS consideration before their "plan d'orientation", and its 5 year planning follow up proposal, is presented to the CILSS Council of Ministers in early 1991.

## INTRODUCTION

Since September 1990, the Club du Sahel Secretariat, at the request of the new CILSS Executive Secretary, Ali Djalbord Diard, has been working closely with the CILSS Secretariat in Ouagadougou to design a more target oriented workplan - not only for their joint efforts but also for the entire CILSS program itself. Since then, this "plan d'orientation CILSS/Club" has been expanded and refined at subsequent CILSS/Club work encounters, such that the current draft could be reviewed at the November 15 meeting at the CILSS Executive Secretariat with its donors (the "Groupe de Ouagadougou"). The draft plan is still based on the three "finalités" developed by CILSS: (1) natural resources management ("capital foncier et écologique"), (2) food security and (3) institutional development for strategizing and networking<sup>1</sup>. Objectives and subobjectives, within each of these three finalités, have been reorganized so as (a) to bring existing activities into closer association with related efforts, (b) to identify important thematic gaps, and (c) to expose the isolated character of extraneous activities so that the case for their suppression or transformation can be more effectively made. As this new plan was being developed, Club personnel systematically consulted with all donor personnel in Ouagadougou concerned with CILSS. An important objective of their efforts was to prepare this donor community, the Groupe de Ouagadougou, for the funding adjustments that this new planning exercise would imply: donors would support objectives, or subobjectives, with benchmark indicators set in advance, rather than just the (bureaucratically and conceptually) isolated activities themselves.

In addition to reviewing the subobjectives which have been set in the "plan d'orientation", this note also lists the illustrative indicators proposed by the Club for each. These suggested benchmarks are by no means final. Rather they are intended to guide CILSS in the identification of counter proposals. Furthermore, by way of assisting donors, in refining such monitoring and evaluation plans for their new funding packages, an attempt is also made below to identify the manageable interest (control) of the donor(s) funding each subobjective in question.

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<sup>1</sup> The draft programme discussed at the November 15 meeting presented the "finalités" in a different order : (1) institutional development for strategizing and networking, (2) food security and (3) natural resources management. At the suggestion of the participants of the meeting this order has been changed.

## **FINALITE ONE: PRESERVING AND RESTORING THE NATURAL RESOURCE BASE IN THE SAHEL**

*Objective one:* Animate a network of all relevant partners for operationalizing effective renewable natural resources management (RNRM) and desertification control policies in the Sahel (the Post-Ségou dialogue).

*Subobjective one:* Improve the RNRM policy formulation and adoption process. Suggested short-term benchmark: integrate ecological, demographic, and participatory considerations into the economic planning process in all CILSS member countries. Suggested longer-term benchmark: engender discussions over and commitment to an effective political and organizational process for realizing such an integrated planning objective. Donors' manageable interest: tacit and explicit control over the agenda of, participation in and inputs to these concertations.

*Subobjective two:* Diagnose strategic constraints to better RNRM in the Sahel. Suggested short-term benchmark: generate a methodology allowing Sahelian decision-makers to view their ecological, demographic, political, and ecological options as a single (simple and useable) analytical framework following the Ségou orientations. Suggested long-term benchmark: apply this methodology, at a national level in a majority of CILSS member countries to identify measures to be taken by host and/or donor governments in order to improve the environmental impact, and economic/political sustainability, of NRM investments. Donors' manageable interest: investment programming not informed by such an upgraded, inter-disciplinary methodology, and not reflecting the political and economic will of the proposed participants, should not be funded.

*Objective two:* Improve the quality and the circulation of the appropriate RNRM information. Suggested short-term benchmark: production and targeted distribution of coherent and digestible NRM information in liaison with regional information systems (AGRHYMET, INSAH.). Suggested long-term benchmark: the participation of planners, policy makers, PVOs and peasants in the formulation and execution of more effective RNRM programs is stimulated by their greater access to such coherent and digestible NRM information. Donors' manageable interest: reformulate the communication strategy, or reduce funding, for this objective if the desired impact is not being realized.

*Objective three:* Apply certain RNRM policies in regional action programs (e.g. forest seeds, solar energy, butane gas etc.). Comment: all of the activities under this rubric are stand alone projects funded on a regional scale with the CILSS Executive Secretariat as the implementing agency. The relevance of these projects, and the logistical workload they bring with them, for CILSS' "think tank" mandate has been, and at the November 15 meeting continued to be, quite controversial. As most of them are funded through the EEC (FED), it was agreed to suspend debate until the outcome of the CEC's current Lome IV consultations with CILSS and its member states had been reached. The CEC representatives and the CILSS Executive Secretary appeared to sympathize with other donors' concern about how these big projects might be distracting CILSS from its prime function (policy dialogue animation). Last spring's aid evaluation of our CILSS investments suggested that if certain of these activities could not be implemented nationally, then a devolution of them to INSAH (Institut du Sahel) should be considered.

## **FINALITE TWO: REINFORCE SAHELIAN FOOD SECURITY**

*Objective one:* Reinforce national food security policies.

*Subobjective one:* Support to the formulation and the formulators of national cereals plans. Suggested short-term benchmark: CILSS is called upon by a majority of member countries to assist with their cereals plans and in coordinating those plans with the donors. Suggested long-term benchmark: CILSS manifests a capacity to monitor accurately and provide feedback to decision

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makers on the impact of these plans. Manageable interest of donors: projects designed in accordance with the most coherent national cereals plans are given priority funding.

Subobjective two: Food crisis prevention. Suggested short-term benchmark: each CILSS member country has a functioning food crises committee associating national government authorities, donors and all of the relevant famine early warning and market information systems in country. Suggested long-term benchmark: the quality, timeliness, and, therefore, the famine prevention impact of the cereals balance sheets (emanating from these information systems) improves at the same time as their costs decrease. Manageable interest: donor confidence in these national committees will be manifested directly to the degree that these same donors make food aid allocation decisions as a function of committee recommendations. A national committee which cannot earn such donor confidence will quickly become a conspicuous failure and become an urgent focus of remedial measures, particularly as donors will have to sustain the additional expense of alternative information systems until the necessary corrections can be made.

Subobjective three: Security stocks management through market information. Suggested short-term benchmark: security stock management costs come down without food security placed at any greater risk. Suggested longer-term benchmark: cereals price fluctuations begin to be evened out in an enduring fashion. Manageable interest: donor agreement on the objectives and operating scope of all of their funding packages with national cereals boards.

Subobjective four: promote private cereals trade. Suggested short-term benchmark: the actual and the possible contribution of private cereals commerce to national food security is factored into all the deliberations of national cereals boards and food security committees. Suggested long-term benchmark: this possible contribution of the private cereals trade is systematically enhanced through credit, management support, and/or monitoring from the national chamber of commerce. Manageable interest: donors unite in negotiating for national cereals plans which accentuate this possible private sector contribution.

Subobjective five: Promoting local cereals consumption. Suggested short-term benchmark: knowledge of new, cost effective techniques for processing coarse grains is widely diffused throughout the Sahel, particularly at the household level. Suggested long-term benchmark: growth in consumer demand for locally produced coarse grains. Manageable interest: the economic and culinary acceptability of these new processing technologies is carefully monitored with direct feedback upon subproject funding choices in each country.

Subobjective six: Developing irrigated agriculture. Suggested short-term benchmark: identification of measures to be taken by host and/or donor governments, in consultation with national decision makers with jurisdiction over land and water resource allocation, taking into account the peasant participation prerequisites of agricultural intensification in the Sahel. Suggested long-term benchmark: formulation of viable strategies, redefining the role of the public sector, on a regional basis and country by country, for increasing the productivity of irrigated agriculture on a sustainable basis. Manageable interest: Funding packages designed in accordance with formulated strategies are given priority funding. N.B.: if CILSS "animation" efforts in this domain have no discernible impact on national irrigation policies and practices, then donors should concentrate CILSS' resource management policy reform efforts through other "objectif" budgets (described above).

Subobjective seven: Developing the livestock subsector: suggested short-term benchmark: the Sahel's comparative advantage in ruminant production begins to get taken into account in national land management plans. Suggested long-term benchmark: the role of the public sector gets redefined so that the state can begin to promote, rather than constrain, the Sahel's realization of its livestock productivity potential.

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*Objective two:* Improving the quality and circulation of food security information.

Subobjective one: Liaison with regional information systems (DIAPER, AGRHYMET, INSAH). Suggested short-term benchmark: an operating information management unit in each CILSS country making effective use of these regional information clearing houses, thereby justifying the economies of data management scale being sought by the latter. Suggested long-term benchmark: these national units become sufficiently effective in communicating national user needs back to the regional information centers that these latter begin to refocus their data management priorities accordingly. Manageable interest: the effectiveness of this national relay also be set as a progress indicator for DIAPER, AGRHYMET and INSAH funding packages.

Subobjective two: Networking with national food security managers and analysts. Suggested short-term benchmark: the rights and responsibilities of all concerned parties in a regional food security network (reresal) need formally to be established. Suggested long-term benchmark: incorporation of coastal country information systems in this reresal network. Manageable interest: link donor funding to specific, short-term tasks to be undertaken by this network.

*Objective three:* Bringing the regional dimension into national policy conceptions.

Suggested short-term benchmark: organize the INSAH research (see ref b) and the CILSS policy analysis networks, with full participation from coastal counterparts, around at least three "sous-espaces" (west/Senegambia, center/the jula-ghana corridor, and east/circum-nigeria) working groups.

Suggested longer-term objective: accelerated regional trade building upon Sahel/coastal complementarities rather than on economic policy discrepancies between trading partners.

Manageable interest: donor use of the regional trade promotion "cellule" (CINERGIE), at the African Development Bank, to reach decision makers with the relevant research results and policy analysis findings.

### **THIRD FINALITE: REINFORCING SAHELIAN INSTITUTIONAL CAPACITY TO PROMOTE SUSTAINABLE DEVELOPMENT**

The third "finalité" is the institutional infrastructure on which the other two "finalités" (food security and natural resource management) are to stand. Funding for subobjectives under those two "finalités" will be assessed as an institutional overhead, on a case by case basis, which will reinforce given capacities being sought under this third "finalité". However, the overall effort will require a minimal institutional basis which cannot be reduced in all cases to the support overhead justified under one of the other two "finalités". Furthermore, CILSS/Club need the project space in which to pursue their strategic reflection mandates above and beyond the sectoral confines of the food security and natural resource management "finalités". Hence, this first, capacity-building "finalité" is offered separately.

*Objective one:* Elaborating adapted development strategies and policy analyses.

Subobjective one: Assure the pertinence of the national futures studies. Suggested short-term benchmark: the national futures dialogues animated by CILSS serve to facilitate important reform negotiations simultaneously underway, between host government and donor(s). Suggested long-term benchmark: realistic national dialogue over feasible strategies for escaping the trend scenario of the Sahel Futures Study is sustained. Manageable interest: the Club/CILSS network is sufficiently widespread, well-connected and institutionalized to influence the agenda of these national consultations. Donor access to, and influence over, Club/CILSS is sufficient to ensure that these institutions keep the key questions, from a donor point of view, in the forefront of their futures dialogues with the nation-states and national intelligentsia.

Subobjective two: Planning for a new relationship between the state and civil society. Suggested short-term benchmark: formalized reflection and dialogue, organized by host governments, over genuine decentralization, pluralism and other better governance options is initiated. Suggested long-term benchmark: concrete plans for decentralizing or privatizing responsibility for investments in development are formulated, assessed and reviewed. Manageable interest: the same donors supporting CILSS/Club "animation" work in this domain, bring leverage to bear on host governments with their bilateral governance conditionality.

Subobjective three: Analysis of official development assistance to the Sahel. Suggested short-term benchmark: donor/CILSS agreement on (and analytical use of) criteria for assessing development appropriateness of foreign aid programs. Suggested long-term objective: more appropriate reform conditionality in donor financing packages. Manageable interest: donors can (a) furnish Club/CILSS with the programming and evaluation information necessary for making this critical analysis and (b) redesign the funding of the approach if these critiques are off-base or are having no impact.

*Objective two: Improve CILSS' co-ordination role.*

Subobjective one: Manage development information so as to focus consultations. Suggested short-term benchmark: the relevant information is available, in a useable form, to participants at all meetings for which CILSS is responsible. Suggested long-term benchmark: this information is rendered accessible to concerned parties as they carry out their daily policy formulation functions. Manageable interest: these outcomes will be greatly dependent on the appropriateness of the equipment and technical assistance furnished by donors.

Subobjective two: Communicate innovative development determinations to a wider audience. Suggested short-term benchmark: greater attention to CILSS activities in the Sahelian media. Suggested long-term benchmark: adoption of CILSS formulations in the popular development discourse at a local level. Manageable interest: scale-down funding for this subobjective if impact is not discernable.

Subobjective three: Animate a development dialogue network which includes all concerned parties. Suggested short-term benchmark: none of the relevant member country analysts and policy makers and none of the relevant donors are missed by a CILSS/Club contact touching on their area of concern. Suggested long-term benchmark: feedback from these member country and donor contacts gets recycled back out to the relevant network. Manageable interest: local donor representatives can (and do) monitor whether or not CILSS/Club are reaching the right people in the right way.

Subobjective four: Rationalization of CILSS internal administrative structures. While this activity needs to be posited, and funded, as a separate subobjective, donors should not attempt to monitor it directly. Rather, they should track its effectiveness against the benchmarks set for all of the other subobjectives. These latter, after all, can only be reached if CILSS' internal structure is functioning suitably.

At the Groupe de Ouagadougou meeting, there was general agreement that budgets consecrated to this objective two as a single, non-goal oriented category, however necessary, should be minimized. A maximum amount of donor funding should be programmed into the integrated budgets systematically directed, in both the short- and the long-term (5 years), towards one of the other objectives for which subobjective indicators (benchmarks) had been set. Nevertheless, even for this institutional support category, some, but not all, of the donors recommended that CILSS present internal reorganization plans as a condition of this funding for basic operations. Another point of (minor) disagreement had to do with whether or not the CILSS representational offices in the member countries (the CONACILSS offices) should receive any basic institutional support as well.

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### NATIONAL CILSS CORRESPONDENTS (CONACILSS)

A great deal of the November 15 meeting was taken up with a discussion of the proper role, under this new plan, of these national antennae of the CILSS system. CILSS presented its analysis of the problem vis-à-vis the Member States. Many of that report's recommendations were referred to the CILSS Council of Ministers. The donors, however, seemed to agree that the above-stated principal of minimizing direct institutional support, untied to any specific objective, should be applied to the CONACILSS as well.

Thus, CONACILSS offices would only acquire most of their overhead, through CILSS, to the extent that they played a role in helping CILSS to attain one of the objectives outlined above. CONACILSS' routine operating costs should be paid, partly directly by the host government in question, partly by a modest CILSS contribution.

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5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A includes criteria applicable to all projects. Part B applies to projects funded from specific sources only: B(1) applies to all projects funded with Development Assistance; B(2) applies to projects funded with Development Assistance loans; and B(3) applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

1. FY 1990 Appropriations Act Sec. 523; FAA Sec. 634A. If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified?  
Congressional notification will be properly made.
2. FAA Sec. 611(a). Prior to an obligation in excess of \$500,000, will there be:  
(a) engineering, financial or other plans necessary to carry out the assistance;  
and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?  
Yes.
3. FAA Sec. 611(a)(2). If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?  
N/A

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4. FAA Sec. 611(b); FY 1990 Appropriations Act Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.) N/A
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively? N/A
6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. Project is regional in scope.
7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to:  
(a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations;  
(d) discourage monopolistic practices;  
(e) improve technical efficiency of industry, agriculture and commerce; and  
(f) strengthen free labor unions. The investigations and research contemplated under the project will address inter alia, constraints to trade, private enterprise competition and appropriate technology.
8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). See #7

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9. FAA Secs. 612(b), 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. The Member States of CILSS and other donor contribute 75% of the CILSS budget.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No.
11. FY 1990 Appropriations Act Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A
12. FY 1990 Appropriations Act Sec. 547. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? No.
13. FAA Sec. 119(g)(4)-(6) & (10). Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other The studies envisioned under the project will address drought, desertification and related environmental concerns of the Sahel region.

wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

14. FAA Sec. 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)? Determination no longer required.
  
15. FY 1990 Appropriations Act, Title II, under heading "Agency for International Development." If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? N/A
  
16. FY 1990 Appropriations Act Sec. 537. If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.? N/A
  
17. FY 1990 Appropriations Act Sec. 514. If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures? N/A

18. State Authorization Sec. 139 (as interpreted by conference report). Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).
- Project agreement will be amended after the project amendment has been approved.
19. Trade Act Sec. 5164 (as interpreted by conference report), amending Metric Conversion Act of 1975 Sec. 2. Does the project use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate?
- Yes.
20. FY 1990 Appropriations Act, Title II, under heading "Women in Development." Will assistance be designed so that the percentage of women participants will be demonstrably increased?
- Yes.
21. FY 1990 Appropriations Act Sec. 592(a). If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies, has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?
- N/A. Project does not generate local currencies.

Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FY 1990 Appropriations Act Sec. 546 (as interpreted by conference report for original enactment). If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

No.

b. FAA Sec. 107. Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

Yes.

c. FAA Sec. 281(b). Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

The project supports development of a regional institution for identifying key policy constraints bearing on the Sahel's environment and overall development.

- d. FAA Sec. 101(a). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? Yes.
- e. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will: (1) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries. The project supports research by regional institutions into issues of land tenure of the rural poor, decentralization of decision-making power affecting natural resources to rural groups, methods to increase credit in rural areas, and to increase regional cooperation.
- f. FAA Secs. 103, 103A, 104, 105, 106, 120-21; FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA." Does the project fit the criteria for the source of funds (functional account) being used? Yes.
- g. FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA." Have local currencies generated by the sale of imports or foreign exchange by the government of a country in Sub-Saharan Africa from funds appropriated under Sub-Saharan Africa, DA been deposited in a special account established by that government, and are these local currencies available only for N/A. Project does not generate local currencies.

use, in accordance with an agreement with the United States, for development activities which are consistent with the policy directions of Section 102 of the FAA and for necessary administrative requirements of the U. S. Government?

h. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

See # 1b.

i. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

CILSS Member-States provide approx. 50% of contributions.

j. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Yes.

k. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

See # 1c.

l. FY 1990 Appropriations Act, under heading "Population, DA." and Sec. 535. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No.

- Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations? No.
- Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? No.
- Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? No.
- In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? No.
- Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No.
- m. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.
- n. FY 1990 Appropriations Act Sec. 579. What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and Evaluation will be carried out by an economically and socially disadvantaged firm.

private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

o. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a

N/A

The project supports research by regional institutions into issues of land tenure of the rural poor, decentralization of decision-making power affecting natural resources to rural groups, methods to increase credit in rural areas, and to increase regional cooperation.

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condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; and (11) utilize the resources and abilities of all relevant U.S. government agencies?

p. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project: (1) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (2) take full account of the environmental impacts of the proposed activities on biological diversity?

N/A

q. FAA Sec. 118(c)(14). Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas?

No.

r. FAA Sec. 118(c)(15). Will assistance be used for: (1) activities which would result in the conversion of forest lands to the rearing of livestock; (2) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (3) the

No.

colonization of forest lands; or (4) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

s. FY 1990 Appropriations Act Sec. 534(a). If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

N/A

t. FY 1990 Appropriations Act Sec. 534(b). If assistance relates to energy, will such assistance focus on improved energy efficiency, increased use of renewable energy resources, and national energy plans (such as least-cost energy plans) which include investment in end-use efficiency and renewable energy resources?

N/A

Describe and give conclusions as to how such assistance will: (1) increase the energy expertise of A.I.D. staff, (2) help to develop analyses of energy-sector actions to minimize emissions of greenhouse gases at least cost, (3) develop energy-sector plans that employ end-use analysis and other techniques to identify cost-effective actions to minimize reliance on fossil fuels, (4) help to analyze fully environmental impacts (including impact on global warming), (5) improve efficiency in production, transmission, distribution, and use of energy, (6) assist in exploiting nonconventional renewable energy resources, including wind, solar, small-hydro, geo-thermal, and advanced

biomass systems, (7) expand efforts to meet the energy needs of the rural poor, (8) encourage host countries to sponsor meetings with United States energy efficiency experts to discuss the use of least-cost planning techniques, (9) help to develop a cadre of United States experts capable of providing technical assistance to developing countries on energy issues, and (10) strengthen cooperation on energy issues with the Department of Energy, EPA, World Bank, and Development Assistance Committee of the OECD.

u. FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA" (as interpreted by conference report upon original enactment). If assistance will come from the Sub-Saharan Africa DA account, is it: (1) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (2) being provided in accordance with the policies contained in section 102 of the FAA; (3) being provided, when consistent with the objectives of such assistance, through African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (4) being used to help overcome shorter-term constraints to long-term development, to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take

Yes.

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into account, in assisted policy reforms, the need to protect vulnerable groups; (5) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks, to maintain and restore the renewable natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

v. International Development Act Sec. 711, FAA Sec. 463. If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (1) the world's oceans and atmosphere, (2) animal and plant species, and (3) parks and reserves; or describe how the exchange will promote: (4) natural resource management, (5) local conservation programs, (6) conservation training programs, (7) public commitment to conservation, (8) land and ecosystem management, and (9) regenerative approaches in farming, forestry, fishing, and watershed management.

N/A

w. FY 1990 Appropriations Act Sec. 515. If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?

Yes.

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2. Development Assistance Project Criteria  
(Loans Only)

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest. N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest? N/A

c. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities? N/A

3. Economic Support Fund Project Criteria

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA? N/A

b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes? N/A

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? N/A

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. PROCUREMENT

1. FAA Sec. 602(a). Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes.
2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or determined under delegation from him? No. Services will be contracted by Club du Sahel and CILSS, regional organizations, under monitoring by project liaison officers in Paris and Ouagadougou respectively.
3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? N/A
4. FAA Sec. 604(e). If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N/A

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5. FAA Sec. 604(a). Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.) No.
6. FAA Sec. 603. Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? N/A
7. FAA Sec. 621(a). If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? Yes.
8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? Yes.
9. FY 1990 Appropriations Act Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? Yes.

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10. FY 1990 Appropriations Act Sec. 524. If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? Yes.
11. Trade Act Sec. 5164 (as interpreted by conference report), amending Metric Conversion Act of 1975 Sec. 2. Does the project use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? See A.19.
12. FAA Secs. 612(b), 636(h); FY 1990 Appropriations Act Secs. 507, 509. Describe steps taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services. The Club du Sahel converts the U.S. contribution in dollars into French francs; the CILSS converts U.S. contribution into CFA.
13. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No.
14. FAA Sec. 601(e). Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.

B. CONSTRUCTION

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used? N/
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? N/
3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP), or does assistance have the express approval of Congress? N/

C. OTHER RESTRICTIONS

1. FAA Sec. 122(b). If development loan repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter? N/
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? Contributors include France, Germany, the Netherlands, EEC, Canada, U.S., and others.
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes

4. Will arrangements preclude use of financing: Yes.

- a. FAA Sec. 104(f); FY 1990 Appropriations Act under heading "Population, DA." and Secs. 525, 535.  
(1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; or (4) to lobby for abortion?
- b. FAA Sec. 483. To make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?
- c. FAA Sec. 620(g). To compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?
- d. FAA Sec. 660. To provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?
- e. FAA Sec. 662. For CIA activities?
- f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained?
- g. FY 1990 Appropriations Act Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel?
- h. FY 1990 Appropriations Act Sec. 505. To pay U.N. assessments, arrearages or dues?

i. FY 1990 Appropriations Act Sec. 506.  
To carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)?

j. FY 1990 Appropriations Act Sec. 510.  
To finance the export of nuclear equipment, fuel, or technology?

k. FY 1990 Appropriations Act Sec. 511.  
For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?

l. FY 1990 Appropriations Act Sec. 516; State Authorization Sec. 109. To be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress?

5. FY 1990 Appropriations Act Sec. 574.  
Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate?

No.

6. FY 1990 Appropriations Act Sec. 582.  
Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law?

No.

To: Jim Walsh  
From: Kevin O'Donnell *KFM* 9/7/90  
Re: Regional Initiatives Project

As you know, we have spoken recently, and you have furnished documentation, about continuation of the arrangement whereunder the travel costs of our USDH employee "assigned" to the Club du Sahel in Paris are "arguably" paid from project funds; and, if so, if that causes legal problems. The words "assigned" and "arguably" are in quotes because, as I understand it, there is no formal assignment in the sense of a secondment or similar arrangement; and because our project funds are paid into a common "admin support pool", along with the funds from other donors to the Club, so that tracing of our funds to specific expenditures is not possible.

I have taken this arrangement up with Jan Miller, GC/EPA, in light of potential issues raised whenever project funds, as opposed to OE funds, are used even indirectly to pay costs associated with USDH employees. We are both satisfied, at least for purposes of an additional FY 90 obligation of funds, and expenditure of those funds later, with the current arrangement. We noted in this regard that the arrangement re our employee at the Club is analogous to the arrangements long in place re our employees at the OECD; all are accorded full diplomatic status and all are treated as if in fact on assignment to the receiving organization. In brief, the indicia, if not the formality, of assignment, are present; and it is therefore reasonable to continue, at least for this year, with the current arrangement.

Looking ahead to the longer term, Jan has indicated his preference for "regularizing" our arrangement with the Club, perhaps through a protocol of some type. As we get into the new fiscal year, Jan will be taking this matter up with you and/or AFR/MGT.

cc: Jan Miller

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