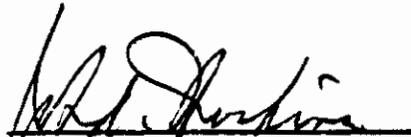


COUNTRY DEVELOPMENT STRATEGY STATEMENT

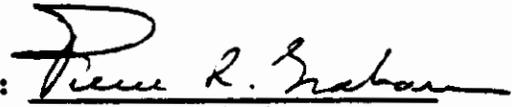
UPPER VOLTA

Approved:



John A. Hoskins  
Mission Director

Approved:



Pierre R. Graham  
Ambassador

Prepared by USAID/Upper Volta  
May, 1978

BEST AVAILABLE

# USAID/UPPER VOLTA COUNTRY DEVELOPMENT

## STRATEGY STATEMENT

### SECTION A: Profile of the Poor Majority

#### 1. Population

##### a) Growth rate

Upper Volta has a population of approximately 6.5 million persons and an average population density of about 21/Km<sup>2</sup>. Annual growth rate estimates range from 1.8 to 2.3%. The population is predominantly young with approximately 42% under 15 year of age and only 4% over 60.

##### b) Rural/Urban distribution

Upper Volta is a rural country with more than 90% of its labor force working as self-employed farmers and animal herders and less than 8% of its population living in urban areas in 1975. Low agricultural activity, providing less than 35% of GDP, declined during the drought years on a per capita basis stimulating steady out migration from rural area, primarily in the form of seasonal or longer-term migration by young males to the coastal states in search of employment.

From 1970 to 1975 the urban growth rate reached 5% per year. The two largest towns, the capital Ouagadougou (200,000) and Bobo-Dioulasso (150,000) are presently growing at 7% per year but squatter areas on the periphery of the cities are expanding up to 20% annually.

Squatter areas cover about 1500 hectares (1300 Ouagadougou and 200 in Bobo-Dioulasso) and are populated by about 150,000 person (120,000 in Ouagadougou and 30,000 persons in Bobo-Dioulasso). These lower density areas cover more than half the area of the capital with between 40 and 90 persons per hectare living in family compounds of mud huts. Most families are young with an average household size of 6.4 persons and are recent migrants to the city area. Most have no piped water supply, garbage collection, waste disposal, schools or clinics.

56% of annual urban growth can be attributed to migration.

##### c) Geographic distribution

The drought has exacerbated a basic problem facing Upper Volta: Excessive population pressure in the center resulting from uneven population distribution with respect to land resources.

About 61% of the population or 3.5 million people live on the Mossi Plateau which has only 32% of the area (36 per km<sup>2</sup>, overall, in some areas reaching 100 persons/km). This is generally considered by agronomists to be at or above the maximum that the Plateau can support at

subsistence food levels with existing cultivation techniques without over exploitation of soils and decreasing agricultural yields

## 2. Health/Nutrition

A child born in Upper Volta has a life expectancy of 33 years in a rural area or 45 years in an urban area. 36% of the children born die before the age of 5. The crude birth rate is 50 per 1,000 pop/year and the crude death rate is 32 per 1,000 pop/year. The infant mortality rate is 189 per 1,000 live births/year.

The major health problems of Upper Volta remain those of nutritional deficiencies and transmissible diseases. The mainstays of the diet are carbohydrates such as millet, sorghum, corn, rice and some roots and tubers. The diet is subject to seasonal changes, and is most severely limited in the summer months prior to the annual harvest. The average nutritional intake has been estimated at 2,200 calories per person per day. This includes 45 to 60 grams of protein of which only 4 to 5 are of animal origin.

Undernutrition is particularly a problem of infants and pregnant and nursing women. These groups, with their greater nutritional needs, suffer most from the inadequacies of diet.

The major transmissible diseases are malaria, leprosy, onchocerciasis, schistosomiasis, and trachoma. Many other diseases such as measles, meningitis, tuberculosis and trypanosomiasis also pose significant problems. Moreover of great importance particularly among children where most deaths occur, are intestinal parasites, diarrheas, and respiratory infections.

Health Infrastructure. There are two national hospitals, one in Ouagadougou (700 beds) and one in Bobo-Dioulasso (800 beds). There are three other regional hospitals. The country is divided into ten medical sectors, each of which has a medical center. This is usually headed by a physician and includes a small maternity, a maternal child health unit, a dispensary, and some beds for emergency cases. These centers supervise a number of subcenters (28) and basic health centers (156) which are run by state and auxiliary nurses. In principle, the medical centers receive emergency evacuation from the outlying areas. Actually this is severely limited by inadequate availability of transportation and the severely deteriorated condition of the rural roads. There are also 135 rural dispensaries and 24 maternities, staffed by auxiliary nurses and traditional midwives. All health facilities are always short of basic medicines and medical supplies.

Meeting basic health needs is severely constrained by the lack of trained health personnel. Existing health personnel are as follows:

	NATIONAL	EXPATRIATE	TOTAL
Physicians	40	67	107
Pharmacists	9	4	13
Dentists	4	3	7
Sanitary Engineers	2	-	2
State Midwives	93	5	98
State Nurses	284	69	353
Auxiliary Nurses	945	1	946
Specialized Aids	4	10	14
Auxiliary Midwives	240	-	240
Pill Distributors	200	3	203
Technicians	2	-	2

These 1977 WHO figures indicate that there is one doctor, including expatriate, per 52,081 or one Voltaic doctor per 150,000 inhabitants. In most rural health facilities nurses or auxiliaries provide all primary care. The government is working to revise their training so that they will be able to cope with demands that are not usually met by nurses. In addition to staff shortages, rural health service delivery is severely limited by lack of coherent and effective government policy as to what should constitute a rural health delivery system. To date government policy has tended to focus primarily on urban and regional hospitals and sophisticated medical training facilities, although it has not been able to attract financing to carry out such policies.

Basic water needs are generally met by water obtained from shallow surface pools and hand-dug wells. More recently, unlined wells dug by villagers have been supplemented by open wells lined with concrete and some drilled wells with pumps. Open wells seem to be preferred as they do not rely on the maintenance of pumps. However, there are easily contaminated, as are all other open sources of water since they are not protected by basic sanitation measures.

### 3. Education

The general level of education and training among the population is very low and adult literacy rate is estimated between 5% and 10%.

According to the 1972-73 school statistical yearbook, total enrollment in the country was, as of January 1973, 131,068 students, excluding the

rural non-formal education system:

117,561 in primary school  
10,468 secondary school  
1,626 technical school  
1,394 in higher education (1,145 abroad)

Thus, the school enrollment ratio would be 8% for primary school and 2% for secondary school.

The growth rate of the number of children attending primary school decreased from 11% in 1963-64 to 2.5% in 1967-68, to increase again to 4% in 1972-73. These rates are higher than projected in development plans, whereas, contrary to government objectives, rural education over this period was declining. The number of children in the rural system decreased from 30,000 in 1971 to only 24,000 in 1973 and the number of rural education centers also dropped from 780 in 1971 to 737 in 1973. More recently, government and other donor efforts appear to have reversed this trend as the basis of the rural education system has been changed. Rural education was originally designed to provide rural youth (13-15 age group) not only a general education but also practical training at the least possible cost. After three years of schooling, graduates were expected to be integrated into rural life. However, the system encountered multiple difficulties of which the most serious were (1) lack of operating funds, (2) lack of understanding by parents of rural education objectives, and (3) poor quality of the instruction and curriculum.

Corrective measures have been taken during the last ten years to improve rural education. 120 Rural Education centers were changed into Young Farmers Training Centers with a revised curriculum more attuned to the real developmental needs of the rural system. This process is continuing with IBRD and FED support and AID has been asked to assist.

#### 4. Employment

Although employment data for Upper Volta is not very reliable, estimates from a variety of sources suggest that in 1975, the total resident Voltaic labor force was about 2.6 million persons. Slightly less than one quarter of the urban population of 500,000 can be categorized as economically active. Therefore, it is estimated that urban force was about 120,000 persons, of which about 19,000 were employed by the public sector. The remaining private sector employees, about 100,000, must be divided between the formal and informal sectors. This is extremely difficult to do with any degree of accuracy, however, and given the seasonal character of urban residence, the relative youth of the average labor force participant, and the lack of major industrial sources of formal sector employment, it is probably reasonable to estimate that only 18,000 persons within the entire labor force work in the formal private sector, with the remaining 82,000 working in informal sector activities. This latter figure is seasonal and includes substantial underemployment, with many people pushing carts, collecting firewood and trying to sell very small quantities of produce at urban markets.

The primary motivation for outmigration from rural areas has been the possibility of employment elsewhere. Voltaics have migrated throughout West Africa in search of employment opportunities. Many migrants, however, stop in either or both Ouagadougou or Bobo-Dioulasso before leaving the country and make their first efforts at seeking urban employment in these more familiar surroundings. While the majority of these migrants eventually go on to the Ivory Coast and Ghana, some remain in Ouagadougou and Bobo-Dioulasso working in the informal sector, which is now the largest source of urban employment.

However, by far the largest source of employment remains the traditional agricultural sector.

#### 5. Income

Estimated per capita GNP in 1975 was \$ 110. Per capita income over the 1965-74 period declined at an estimated rate of 0.5% per year, due in large part to drought conditions. While more recent statistics are not yet available, it is clear that no dramatic upsurge in growth rates has taken place. Upper Volta remains one of the world's poorest countries. Everty is relatively uniform in the rural sector, with the small minority in the modern sector relatively better off but still poor by any absolute standard. Recognizing the overwhelmingly rural nature of the country, government policy focuses primarily on rural development as the engine of economic growth for the country. This policy by its very nature implies strongly positive equity considerations.

#### 6. Isolation

The majority of the population of Upper Volta is isolated or semi-isolated, with little contact with the world beyond the village. Of a road network estimated at 8,702 kms. only 857 kms. or 9.7% are paved, 13.8% are considered dirt roads, and 76.3% are considered dirt tracks. Dirt tracks, the overwhelming majority of the road network, are generally passable with difficulty in the dry season and impassable in the rainy season. Even dirt roads are often impassable or passable only with great difficulty during the rainy season.

#### 7. Land Tenure

Agricultural land is generally communally owned, with use by individual family and clan groups determined through traditional modes which vary somewhat among ethnic groups. There is no absentee landlord or tenant/sharecropper problem in Upper Volta. In recent years there have been a few cases of perceived usurpation of traditional land rights by influential individuals, but on a very minor scale and usually in situations where traditional rights are questionable (i.e., long unused land newly brought into production). In the heavily populated Mossi plateau, land/person ratios are an increasingly serious problem leading to land

degradation through overuse and both permanent outmigration to fertile underpopulated areas recently freed from onchocerciasis and seasonal or longer migration to coastal states in search of employment.

### SECTION B: Key Factors Contributing to the Poverty of the Poor Majority

These factors are implied in large part in the foregoing Profile of the Poor Majority. The isolation and semi-isolation of the rural populace limit their timely access to agricultural markets and to government services (e.g., agricultural extension, health, education, community development). Isolation also impedes emergency food distribution in drought situations, and susceptibility to recurrent drought itself provides periodic setbacks to development efforts.

Lack of education or even basic agricultural training and poor health compounded by inadequate nutrition limit development potential and contribute to the seeming inescapability of the grinding poverty of rural Upper Volta.

Additionally, land degradation due to over-cropping in heavily populated regions, pasture degradation due to overgrazing, and associated desertification in the Sahelian region of the country contribute to the general poverty of the rural population. The obverse of this is that there are fertile areas which are underpopulated due until recently to the prevalence of onchocerciasis (River Blindness) now being effectively controlled. The full exploitation of these areas will add substantially to national food production.

To date, the inefficient GOUV marketing structure and urban consumer-oriented pricing policies for basic food grains have not provided small farmers the incentive to increase food production which better organization and policies could provide. Recognizing this, the government has recently reorganized the organization responsible for marketing and price policies and market stabilization and price policy changes are now underway.

### SECTION C: Action Constraints to an Improvement in the Welfare of the Poor Majority

Among the many constraints on development existing in this most impoverished of the least developed countries several stand out as being those about which something can be done through donor/GOUV cooperation. This section briefly outlines those constraints and the following Section D describes the strategy through which they are addressed.

#### 1. Absorptive Capacity

A major problem facing the greatly increased donor willingness to furnish aid to this Sahelian country is the limitation on its capacity to absorb and utilize external aid effectively. This limitation takes two forms. The first is the stark inadequacy of trained personnel to plan and manage development projects. Usually scarce in any LDC, the thinness of staffing in this poorest of the least developed severely cuts back the ability to mount cooperative aid projects requiring direct involve-

ment of host country counterpart personnel

The second form is the inability of the GOUV to finance local cost of projects, including most importantly the recurring personnel costs required by projects and by the activities left by the projects after the latter terminate. While the GOUV has steadily increased its tax receipts, its ability to generate funds internally can in no way keep pace at present with the local costs inherent in the greatly increased donor assistance. The Club du Sahel review of this problem now underway will hopefully assist donors and recipients together to resolve this problem over the long term. In the interim, USAID will be beginning to fund recurrent project costs, including personnel costs, as a direct part of projects.

## 2. Impact of GOUV Policies on GOUV/Donor Capability to Implement Successful Development Programs

Although the GOUV is currently changing from a military-controlled government to a freely elected, constitutional government, no radical changes are expected in development policy. The general emphasis on rural development and food self-sufficiency is subscribed by all parties contending in the political process. This reinforces existing donor decision to direct aid to rural development, which in turn reinforces GOUV policy and resource allocations in this area, as GOUV planning tends to be greatly influenced by anticipated donor commitments.

While GOUV basic grains marketing and pricing policies have probably had a considerably negative effect on food production, the GOUV has now made sweeping changes in the organization of its means of intervening in the market and constructive changes are anticipated in price policy. This turnabout should have a very positive effect on farmer incentives to produce more food. Unfortunately neither the Ministries of Health or Education have been able to come to grips effectively with problems facing them in their respective areas of responsibility. For this reason the Mission has chosen to channel assistance in these fields mostly through the Ministry of Rural Development and the ORDs. With a new government the potential exists for sounder and better defined policies and implementation capabilities in these two Ministries which will attract additional AID and other donor financing as these areas are the essence of our joined, GOUV/AID basic human needs objectives.

## 3. Human Rights

It is important to note in analyzing the various constraints with which AID's development strategy must contend in Upper Volta that the denial of human rights is not one of them. More importantly and more directly relevant the complete freedom of debate, press and radio which characterize the current elections and the move to constitutional representative government is giving the entire Voltaic populace a chance to participate in a political process which will shape the direction of development

for years to come. The process is not perfect. Many Voltaics appear not yet to be aware of the means currently open to them to choose their leaders and help pick the nation's political path. Nevertheless, the fact that the process does exist and was brought about not by foreign pressures but by the Voltaics themselves is a guarantee of the people's opportunity to participate in their own development. This is the type of development clearly articulated in the New Directions of the 1973 Congressional Mandate and the result for Upper Volta should be a clear and meaningful expression of U.S. support for the path of participatory development through the democratic process that the Voltaics have chosen.

## SECTION D: AID Assistance Strategy

### 1. Current Approach

The basic objective of AID strategy in Upper Volta is to assist the GOUV in its determined efforts to come closer to meeting the basic human needs of its people. In Voltaic terms the attainable basic human needs goals for the foreseeable future are by necessity quite modest. These mean self-sufficiency in food, a lessening of the internal isolation of much of the country, the ready availability of potable water, an improved nutritional base and increased educational opportunities geared to the developmental needs of the people. This objective is being sought through the multi-donor supported program of the Club du Sahel following Sahelian priorities established through the CILSS.

While AID's long-term development strategy is to assist the GOUV in all aspects of its comprehensive rural basic human needs approach, the immediate strategy is more precisely framed. It consists of encouraging those measures necessary to create the required elements of infrastructure: institutional, economic, physical and social, constituting the prerequisites for attaining basic human needs through a growth with equity development process.

As 94% of the population live in the rural environment, the GOUV seeks to meet these goals through concentrated programs of rural development in its most broadly integrated sense. To implement such programs the GOUV has created a network of decentralized delivery systems. At the center of these systems are the Regional Development Organizations (ORD). Eleven of these semi-autonomous local government organizations cover the country and, under the policy guidance and partial funding of the Ministry of Rural Development, bring to the rural farmers the lessons of modern agriculture and the means of introducing them. Under similar decentralized systems closely related to the ORD structure, other government services, such as education, health, road construction and maintenance, are also extended to the rural areas.. Current AID strategy is to attack the major constraints to the basic human needs development goal through the support and strengthening of these decentralized delivery systems. Initially this is being done in several different ways.

(a) Human Resources

One of the major constraints to any development program but especially to one aimed at satisfying basic human needs is the lack of sufficient trained and skilled personnel to bring these programs to the people. In Upper Volta this constraint is pervasive and paralyzing in all fields. AID has mounted several projects directed precisely at this constraint.

Agricultural Human Resources Development (AHRD) (FY 1978)

This project will substantially expand and improve the GOUV's capacity to train secondary technical school and university level agricultural personnel, resulting in an expanded capability to plan, design and implement agriculture production projects.

Forestry Education and Development (FY 1979)

As does the AHRD project above, this project addresses personnel needs in forest management and efforts to combat deforestation and desertification. The project will expand and improve the school for training forestry service technicians at Dinderesso and develop a model forest management program in the national forest adjacent to the school.

Project-Related Training

Several projects geared toward improving the decentralized development delivery systems contain important training elements necessary to establish the human resource base to make those systems work. These include the Sahel Non-Formal Education for Women, the Eastern ORD Integrated Rural Development and the Sahel ORD Integrated Rural Development projects. Also of importance in this respect are the African Manpower Development and the Strengthening Sahelian Institutions training project.

(b) Expanding Communications

A second constraint directly inhibiting the full flow of growth-oriented development is the severe degree of isolation in which much of the country finds itself. Internally cut off from the capital and most other principal parts of the country for much of the year, many of the rural poor currently have no access to the development delivery systems of the ORDs and similar institutions. To begin AID efforts to help the GOUV meet this problem, AID has initiated one project, another is being designed and a third is proposed.

Eastern ORD Rural Roads (FY 1977)

The transport network in Upper Volta is in general in a disastrous state and this is recognized by the GOUV and donors alike. The effects of this are ubiquitous, especially in relatively remote area like the Eastern ORD. This project will build three improved dirt roads selected to enable the ORD to extend services to many of the otherwise totally isolated rural

poor and permit them access to markets for their produce. With improved access to markets and government services, there will be greatly improved chances of major agricultural production gains and improved standards of living.

#### Rural Roads Rehabilitation and Maintenance(FY 1979)

As noted above, the poor access for much of the rural population caused by the badly deteriorated road network has a negative impact on the whole spectrum of efforts to improve the lives of the rural poor, including assistance directed to increased agricultural productivity. The Eastern ORD Rural Roads project is an initial attempt to address this problem in an area with a high concentration of AID project assistance, but the scope of the problem is far greater than that of one project. The current project is intended to upgrade specific additional important road links in the Eastern ORD. This new project will continue this type of activity and expand it to the Sahel ORD. The rationale for expansion into the Sahel ORD is twofold: the secondary road net there is the worst and most degraded in the entire country and virtually no maintenance or rehabilitation efforts are currently being made; and both the USAID and the FED are proposing substantially increased rural development programs in the Sahel ORD. Their potential for success will be considerably enhanced by improving access to the intended beneficiaries and the GOUV has given this top priority for new USAID assistance in FY 1980.

#### Koupela-Fada-Niger Border Road (FY 1980)

This road is the primary road link between the Eastern ORD, where there is a heavy concentration of AID-funded development activities, and the rest of Upper Volta and neighboring countries. While it is a "national route" in the context of Upper Volta, it does not approach the standards of even a poor secondary country road in the United States. It is unpaved and subject annually to heavy degradation in the rainy season, frequently being rendered impassable for considerable periods of time. Annual maintenance costs are high and growing. Both dry and rainy season damage to the road is increasingly severe due to its growing use by heavy tractor trailer trucks transporting goods between Lome and Niamey. This problem is expected to continue to grow in seriousness given Lome port expansion plans, the FED's current intention to complete the paving of the road from Lome to the Upper Volta border, and the increasing tendency of importers in Niger to view trucking from Lome as a desirable alternative to importing through Benin.

The road is of vital importance to the Eastern ORD. Moreover, the effects of our assistance there for the construction of secondary road, all of which connect in some way to this main artery, will be lessened if this road continues to deteriorate. AID funded a feasibility study of the road several years ago, and detailed economic and technical analysis of the road is currently underway funded by the FED with a very strong cost/

benefit finding anticipated. In addition to the importance of the road to development in the Eastern ORD, FED, CILSS and the Niger Government view it as a link in the disenclavement strategy for Niger, which in the long term involves completing the remaining unpaved road segments between Lome and Niamey.

The fifth FED is expected to cover only a portion of construction costs. Other potential donors include Saudi Arabia and the Arab Bank for Economic Development in Africa. A firm USG commitment to cover a portion of construction costs could have a catalytic effect securing other donor commitments and the FED here has expressed enthusiastic support for co-financing with the FED assuming the management burden.

As noted in the FY 1980 ABS Decision Unit Overview, this project also offers a unique opportunity to demonstrate positive support for the exemplary human rights record of Upper Volta and should be identified to the GOUV as the "human rights highway" when the AID contribution is announced.

(c) The Production Base

The third constraint currently being faced is that of the production base itself. To increase food production significantly, certain primary infrastructure elements must exist. These include reliable markets offering incentive prices stimulating increased food production, improved seeds and other elements of a suitable and effective technological production package and the organizational structure capable of providing these elements within the rural environment. A number of AID projects are directly relevant here.

Grain Marketing Improvement (FY 1980) . A direct restraint on increased food production has been the continuing inability of the small farmer to obtain even the government-established official market price for his sorghum and millet, the country's food staples. This has been due in part to poor road facilities but also to the ineptness of the National Cereals Office (OFNACER) to fulfilling its role as a market intervenor to keep prices stabilized at or near the official level. Previous multi-donor assistance, including that of AID, under an Entente Fund project, failed to help OFNACER in its role. However, after repeated donor urging the GOUV has changed the entire management structure of OFNACER and is beginning to focus on a new grain pricing policy, thanks in part to the pioneer work of the Club du Sahel/CILSS working group on the subject, which will provide increased farmer incentives to produce food as a cash crop. The proposed AID project will directly support this vital effort through technical assistance, small-scale decentralized storage and better training.

Eastern ORD Integrated Rural Development (FY 1975). In this project, AID is assisting the GOUV to develop the optimum mix of rural development interventions, including especially a workable technological package, which can then be used for a more firmly quantifiable impact on agricultural production and quality of life in the region.

Village Livestock (FY 1976). This project, through pilot efforts in three ORDs in north-central Upper Volta, seeks to determine optimum mixes and modes of animal health activities, pasture management, animal feeding and forage growth and storage, and mixed farming/animal raising. It is anticipated that from this the GOUV and AID will gain sufficient experience and data to proceed to a contemplated follow-on project which will produce significant and quantifiable livestock production gains in the areas involved.

The Seed Multiplication Project (FY 1975). This project has resulted in the creation of a National Seed Service with the potential for providing Voltaic farmers more drought resistant and productive seeds than those currently used. It has not yet completely fulfilled this potential for food crops as sufficiently improved seed varieties adapted to Voltaic conditions have not been developed to the extent needed, although they have been for cash crops. The AID-financed Semi-Arid Food Grain Research and Development project (SAFGRAD), based near Ouagadougou, is intended progressively to remedy this situation, and as such improved food grain seeds are developed the mechanism for reproduction and distribution will be in place. This base for increased food production through production and distribution of improved seed varieties has been laid.

Sahel ORD Integrated Rural Development (FY 1980). The GOUV has requested this project (along with the Sahel ORD component of Rural Roads Maintenance and Rehabilitation) as its highest priority for new AID assistance in FY 1980. The overall project, another on the CILSS first generation list and currently under design by the GOUV, will have a strong livestock and food grain production focus, with emphasis on environmental and ecological considerations, including pasture upgrading and control and reforestation. Other elements will include training and strengthening the ORD's capacity to plan and implement development activities. Assistance for this project will also be provided by the FED and possibly the French. Both the FED and the ORD Planning Director have indicated a strong desire for coordinated and cooperative GOUV-AID-FED planning and detailed design for the project.

As increasing funds allow expanded assistance, the Mission agrees with the GOUV that the Sahel ORD should be a high USAID priority. It is the poorest ORD in the country and to date the one most neglected by both the government, which is now desirous of moving to rectify that. It is the most severely affected by desertification and among those most severely affected by soil and pasture degradation, yet it has a significant potential for livestock and food grain production.

Segenega Integrated Rural Development - Africaire OPG (FY 1979). This large-scale OPG is planned to make a significant rural development impact on an arid and remote region of northwest Upper Volta. Combining improvements in the delivery of agricultural, health, nutrition and educational services to the poor farmers of this area, the project will also make a considerable contribution to the ORDs ability to plan its own development.

Volta Valley Development (FY 1979). This project involves a multiple support effort for resettlement of families from over-populated areas of Upper Volta to under-populated but fertile areas recently freed from the endemic disease Onchocerciasis (River Blindness), the eradication of which is supported by AID and other donors through grants to WHO. Elements to be included are actual resettlement of 400 families, support for strengthening the capacity of the Volta Valley Authority to undertake resettlement efforts, secondary road construction and maintenance to open up the new areas, and socio-economic studies needed to plan long-term resettlement efforts.

(d) The Quality of Life Base

The fourth area where our current strategy seeks to lay the infrastructure base covers much of the non-food aspects of basic human needs. As can be seen from the analysis above, most of AID's present activities relate to infrastructure needed to support increased agricultural production. While closely related to these activities and forming an integral part of the GOUV's integrated rural development program, certain AID projects are operating to lay the basis for fulfilling the rural population's basic human needs in health, sanitation, nutrition and education. It is also through the establishment of this type of infrastructure that family security can be enhanced and rational population policies eventually introduced.

Rural Water (FY 1979). AID will participate in a major multi-donor effort to provide readily accessible potable water to the rural population of Upper Volta. Within its policy of primary emphasis on rural development this project has become the first operational priority of the GOUV and, in the judgment of the Mission, one of the most effective means of quickly meeting basic human needs and improving the lives of the rural poor in a very direct manner. Particularly during the dry season, Voltaics often

have to travel great distances to obtain minimal amounts of polluted water. This burden falls primarily on women. This project will provide convenient and potable water sources year round both to improve health and to free the excessive time now required for obtaining water by rural women for other productive activities.

Rural Sanitation (FY 1979). This project is financed from regional SDP health funds and complements the Rural Water project. It will focus on developing the necessary sanitation systems and training to assist rural villagers to keep pure their newly acquired sources of potable water and to develop more effective rural sanitation procedures.

Nutrition Research (FY 1979). As malnutrition is universally recognized as the chief factor in undermining the health of rural Voltaics of all ages, but especially those of young children, this project, though relatively small in size, will play an important role in combatting the scourge of malnutrition. It anticipates an expanded nutrition training program for rural extension workers supplemented by a central nutrition laboratory to assist in the determination of which locally produced foods are most nutritious, especially for children and pregnant women. In the long run, it could lead to less dependence on the import of food supplements from abroad.

Eastern ORD Non-Formal Education (FY 1977); Sahel Non-Formal Education for Women (FY 1978). These two separate activities are both directed to the non-formal education of adults to improve their productive potential through functional literacy training in local languages thus opening up new avenues of learning and through instruction in immediate ways to develop new economic activities to augment rural incomes through the use of appropriate technologies.

Strengthening Women's Roles in Development (FY 1977). This project also focuses on non-formal education of women in four ORDs. It combines extension workers assistance to village women in developing labor-saving and economically profitable village-level enterprises and a system of small loan availabilities to put such enterprises into operation. These latter three projects seek to put functional non-formal education at the immediate and direct service of developmental needs perceived by the rural population.

## 2. The Long-Term Approach

In keeping with FY 1980 Program Guidance anticipating major aid level increases for the Agency, we have projected substantial rises in assistance

to Upper Volta over the next five years. Given anticipated increased assistance from other donors as well, long-term strategy must continue to address the need of increasing the absorptive capacity of the GOUV. The current program has begun this with aid to increase the quality and capacity for training scarce technical personnel in key fields such as agriculture and forestry, but more will need to be done. In FY 1981 USAID will propose a major institutional development project to increase the capacity of key ministries to plan, design and implement rural development projects.

Secondly, the issue of recurrent costs financing must be faced. Since the long-term Club/CILSS planning horizon stretches to the year 2000 it is within this period that the solution to this problem must be sought. By the end of this period the Club du Sahel program should have helped the Sahel States to develop a sufficient production base to be able to generate enough funds to meet these needs. In the interim AID and other donors must begin to program recurrent costs into future projects not only for the life of the project but beyond, in order to assure continued achievement of project purposes.

As these two elements of absorptive capacity begin to be addressed, the longer term strategy must turn to a more focused effort on increasing food production and more effectively delivering the essentials for meeting basic human needs in health, nutrition and education.

In food production follow-on projects in the Eastern ORD and in the areas covered by the Village Livestock project will be designed as production projects geared directly to promoting production increases in cereals and livestock on a significant and measurable scale. Additional forestry projects, building on the human resource base now being established, will also be planned.

If the current pilot AID in Appropriate Technology funded in FY 1978 fulfills expectations, we anticipate a larger follow-on project beginning in FY 1981 to expand the concept and its application throughout the country.

By FY 1981 or 1982, we hope that policy formulation and implementation capabilities within the Ministries of Health and Education will have advanced to the point where substantial AID assistance in improving rural health delivery systems and rural education will be productive.

Delayed finalization and publication of the GOUV five-year plan, now anticipated by September 1978, and the installation of the new civilian government necessarily render the specifics of future AID interventions somewhat tentative. Nonetheless, in addition to the activities described above, in the FY 1982-84 period the Mission will have a continuing interest in expanded efforts in resettlement in the Oncho-Freed areas

and in the continued construction, upgrading and maintenance of the expanding rural roads network. A new area of potential interest to the Mission in this period will be irrigated agriculture which will have a significant food production potential. Two major dam projects will be receiving donor consideration at that time and AID should carefully examine the possibilities of participating in them.

### 3. Relationship of AID and CILSS/GOUV Strategies

The Mission considers the Club du Sahel/CILSS strategy the basic framework within which our program planning takes place. All projects specifically proposed for AID funding are included within the CILSS first generation project list except for those dealing directly with women in development which respond to AID and GOUV policies and the Grain Marketing project which has just been developed due to GOUV policy changes. Potential areas for future intervention under consideration over the long-term fall within the parameters of Club/CILSS/GOUV concerns, and the design of individual projects continue to be in cooperation with the GOUV, Club du Sahel and CILSS as well as directly with other donors.

### 4. AID Cooperation/Coordination with Other Donors

This takes place primarily on two levels: that of the Club/CILSS working groups, and that which takes place among donor representatives in Ouagadougou.

With regard to the former, this USAID has the advantage of being located in Ouagadougou which greatly facilitates close coordination with the CILSS, which is headquartered here, and through the CILSS with the Club/CILSS working groups. This coordination should become even closer and more effective with the moving of the SDP team from Washington to the Sahel.

With regard to local donor coordination, there has been multi-donor cooperation in planning and implementation from the early days of current AID assistance efforts in Upper Volta (e.g., with FAO in the Eastern ORD IRD project). This cooperation has been increasing. The Forestry Education and Development project had its genesis in a multi-donor project identification conference in Ouagadougou, and is both complementary and essential to other donor efforts in the field. CILSS played an active role, following that conference, in final project design. Among the projects proposed for FY 1980, there has been close consultation with the local FED representatives on the Sahel ORD Integrated Rural Development project and the Koupela-Fada-Niger border road project, as well as with the World Bank transport advisor. Informal consultation with other donors takes place on the broad spectrum of

of development activities, and we intend to intensify this effort as assistance levels rise and the scope of AID assistance expands into new areas.

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SECTION E. Operational Funding Levels. USAID/Upper Volta long-term projections for aid levels are predicated on the following assumptions:

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- 1) The USG will provide increasing levels of bilateral assistance, as projected in the FY 1980 Program Guidance and that Africa and the Sahel will be areas of special emphasis;
- 2) The new government will continue the trend of emphasizing rural development;
- 3) GOUV efforts, those proposed for AID in this document and those of other donors, will successfully expand absorptive capacity, and
- 4) Upper Volta's admirable human rights policies will continue.

We have no reason to doubt any of these assumptions. Reductions from the Mission's proposed funding levels should reflect the judgment that one or more of the above assumptions proves untrue.

Mission proposed funding levels are as follows: (In \$000)

<u>FY 1980</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983</u>	<u>FY 1984</u>
21,000	29,668	33,426	42,500	50,000

These levels will provide for a major increase in both scope and depth of AID's ability to contribute to the meeting of Upper Volta's goals in food production and other basic human needs. The effects of funding levels substantially lower than those proposed could be to eliminate new AID-supported GOUV initiatives directed towards increasing agricultural production and the meeting of other basic human needs. More modest reductions could require us either to limit our assistance geographically, e.g., drop involvement in the Sahel ORD, thus reducing the potential number of beneficiaries, or to eliminate from consideration AID assistance in some of the sectors described in Section D, thus reducing our general ability to contribute to progress in meeting food production and other human needs goals, or both.

S. direct-hire staffing projections over the period are as follows:

<u>FY 1980</u>	<u>FY 1981</u>	<u>FY 1982</u>	<u>FY 1983</u>	<u>FY 1984</u>
39	46	50	52	53