

**AGENCY FOR
INTERNATIONAL
DEVELOPMENT**



DEVELOPMENT ASSISTANCE PROGRAM FY 1974

NIAMEY

BEST AVAILABLE

**DEPARTMENT
OF
STATE**

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DEVELOPMENT ASSISTANCE PROGRAM ^{1/}
FY 1974 - ADO/Niamey

Introduction

In the past two years the ADO/Niamey program has been increasingly concentrated on key problems within the traditional sector definitions of agriculture/natural resources and transportation/communications. In conjunction with such concentration analyses of developmental constraints have been made with the objective of identifying key problems which must be solved, at least partially, if development is to proceed at an even pace and accomplish its prime objective: a better life for the African population.

Thus as a result of these analyses and in line with the new directions of AID, ADO/Niamey has recast existing sectoral priorities, in keeping with our emphasis on four core development problems. These problems

- Insufficient food production,
- Inefficient and high cost transportation/communication systems,
- Depletion and deterioration of limited resource base,
- Inadequate development of human resources,

are discussed in the following sections. The problems cut across sectoral lines and represent the basic constraints to a balanced and sustained rate of economic growth. While the problems are discussed within the context of the area for which this office is responsible, the Entente States, we believe they are common in varying degrees to the majority of the developing countries. The solutions to these problems require widespread and coordinated attack by the countries concerned and the aid donor nations. No African state or donor nation has the financial or technical resources in the magnitude required for the needs. It is also clear that a program or programs designed to attack the problems or problem components are, of necessity, of a long-range nature.

^{1/} This paper was discussed in draft with the U.S. Ambassadors or Charges in Dahomey, Ivory Coast, Togo, Upper Volta, and Niger.

Drafted by Messrs. Hill, Lateef, Butchart, Braunstein, Mau.

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Description of the Area^{1/}

Prior to the discussion of core problems and over-all strategy, a brief description of the area and its peoples will provide the setting for the discussion.

The Entente States, Dahomey, Ivory Coast, Niger, Togo, and Upper Volta, make up an area of 785,000 square miles and are characterized by extremely wide ethnic diversity, including races associated with tropical Africa—Djerma, Hausa, Mossi, Mina, Fon, Gabrey—as well as nomadic groups such as the Tauregs, Fulani. In all, the total population of the Entente region is estimated at 18.4 million with population densities ranging from eight inhabitants per square mile in Niger to 86 inhabitants per square mile in Togo. Although population density is relatively low, the rate of increase is among the highest in the world, with an average annual rate of 2.4%. About 90% of the population is engaged in agriculture with more than two-thirds of the gross national income derived from agriculture and animal husbandry.

While sharing common problems, the five countries vary widely in economic and climatic conditions. The coastal states, Ivory Coast, Togo, and Dahomey, are basically exporters of tropical products (cocoa, coffee, hardwood and palm oil). The Sahelian countries of Niger and Upper Volta are primarily peanut and meat exporters. The Ivory Coast is far in advance of its neighbors economically and is making considerable progress through an open door investment policy, a large-scale program of agricultural diversification and industrial development based on the processing of agricultural produce and light industry for local consumption. The other states are attempting, with varying success, to diversify and increase agricultural production and exploit mineral resources. The area is characterized by an extremely limited resource base with an average per capita GNP of \$130. If we except the Ivory Coast, average per capita GNP is \$85. Budgetary revenues are very low and principally devoted to minimal government operations with little or no surplus for capital investment. The low level of internal savings provides only minimal amounts of private capital for investment.

The pattern of cropping changes from the coastal area as one moves inland. In the Guinean zone, cocoa, coffee, copra coconuts, sugar cane, rice, manioc, corn and bananas are grown. In the Sudanian zone, sorghum, cotton and tobacco are grown, and millet, peanuts and sesame are the major crops in the Sahelian zone. Some minerals have been located

^{1/} Statistics in this area are notoriously insufficient and vary widely with each source. To provide conformity, all statistics used in this paper are from the AID Economic Handbook and the AID Population Handbook and are used to indicate magnitudes and trends.

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and are being exploited: uranium in Niger, phosphate in Togo, iron ore in Ivory Coast. Other minerals have been located but are not exploited due to lack of access or in many cases lack of adequate information to permit investment decisions. Extensive exploration for petroleum deposits is being carried out in four of the five states of the region. The states place a high priority on mineral exploitation, both for its job creation aspect and as it provides financial resources which are needed for investment in agriculture.

In recent years there has been an acceleration of practical active cooperation, both through regional organizations and on a bilateral basis. Specialized organizations have been established to deal with specific problems common to a few countries and more generalized organizations deal with the over-all span of economic development. Among the organizations actively functioning are the Entente Fund, grouping the five Entente States; the Economic Community for Livestock and Meat, grouping the Entente States, with the provision for participation by Nigeria, Ghana and Mali; the Liptako-Gourma Authority, grouping Niger, Upper Volta, and Mali (established to attack problems common to these three semi-desertic states); the Inter-African Hydraulic Committee, studying water problems on a 13 nation basis; the Niger River Commission, which deals with river basin development, and so on. There is also increasing cooperation between neighbors based on traditional trading links, Mali-Ivory Coast, Nigeria-Niger, and Nigeria-Dahomey.

Other Donor Activity

The Entente States benefit from large amounts of aid provided by bilateral and multilateral donors. The major donors are FAC (French Aid) and FED (European Common Market), which together contribute close to \$100,000,000 annually to the area. The FAC provides assistance to a wide range of activities with emphasis on education, agriculture (cash crops) and public works. The FED emphasis is on cash crops, agricultural diversification, and road and infrastructure construction. In recent years Canada and the World Bank (and its soft loan branch IDA) have substantially increased their programs.

All of the Entente States, with the exception of the Ivory Coast, are eligible for IDA terms (50 years, 1% service charge). The Bank projects annual average commitments of \$40,000,000 to the area.

Canada is providing its major thrust in Niger though assistance is being increased to all the states. Canada's terms are also extremely favorable, ranging from grants to long-term low interest loans (50 years no interest).

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The UNDP and its associated agencies are active in the Entente area and provide assistance amounting to approximately \$8 million annually. The recent change of direction of the UN towards country programming will allow for the development of programs on an integrated basis.

The area is also receiving assistance from other states including China, West Germany and the new African donors Libya and Nigeria.

Summary of Over-all Strategy

The discussion of each core development problem will include a section on the strategy to meet that particular problem or problem component.

These individual strategies are based on the over-all strategy recommendations as discussed below as related to each core problem.

It must be emphasized that the U.S. is not a major donor in the area. By judicious programming, however, the U.S. input can have a much greater input in the over-all mobilization of resources than the size of the input would seem to warrant.

The first element of this strategy is for the U.S. to select within the core problem areas those activities in which we have a clearly superior capability to perform. We should not be the donor of last resort but rather take a clear and decisive position on what we can and cannot do. Once such decisions are made, we should be prepared to commit the necessary resources. We should take the position of stimulating other donors to participate in the long-range solution of key problems in addition to the short-term high impact projects which donors tend to favor.

It has been shown in the past that often major donors will follow the lead of the U.S. and participate in programs which in all probability they would not have financed without this incentive. (Good examples are the French participation in the grain stabilization program and the Regional Road Maintenance Training Center.)

The U.S. should continue to emphasize and stimulate private investment. At the same time in collaboration with other donors it should assist countries to establish the basis for attraction of private investment.

A flexible approach must be taken towards assistance mechanisms. The Entente countries are not only relatively less developed but with two exceptions are among the least developed countries in the world. Managerial capacity and institutional development are at very low levels and consequently a larger aid input is required for program and project

management. However, while we attempt to lessen the administrative burden on the states, we should intensify our responsiveness to their development priorities. The development of programs and activities with the states should be planned to utilize whatever administrative procedure is most suitable, rather than tying ourselves to rigid guidelines which often do not fit the situation.

Magnitude

The AID regional program for the Entente States of West Africa is thus concentrated in a coordinated attack on four principal core problems which benefit from a high sense of priority among the African States concerned and among other donors. Total AID resources flowing to the ADO/Niamey area are estimated as follows (\$000): ^{1/}

	FY-1972			FY-1973			FY-1974		
	Grant	Loan	FFP	Grant	Loan	FFP	Grant	Loan	FFP
ADO/Niamey	2,205	21,650	6,000	4,485	12,000	7,500	5,910	20,500	9,500
Other Aid	1,050	—	—	1,500	—	—	850	14,000	—
Total Aid	3,255	21,650	6,000	5,985	12,000	7,500	6,760	34,500	9,500

Total Grant, Loan & FFP	\$30,905,000	\$25,485,000	\$50,760,000
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^{1/} not including transportation costs for PL-480 and technical support costs.

Other donor coordinated support to specifically AID assisted projects is important and is estimated globally at some \$2 million in annual grant assistance. Such a participation, while appreciable, does not characterize adequately the total level of other donor assistance to the development of the Entente area which covers 80% and more of the region's concessionary aid intake. The principal donors—FAC, CED, CIDA and the UN family—account for hundreds of millions of dollars in assistance for agricultural development, education, road construction and other infrastructure investment, feasibility studies, and health services. Extremely scarce counterpart support by the assisted countries and regional organizations has also been forthcoming, despite the general poverty of the region.

We have included, in tabular form, a breakdown of the grant, loan and FFP aid we forecast for FY 72-74 at the end of the discussion for each core development problem. The forecasts will be refined and re-submitted with our Project Budget Submission by July 31, 1972.

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Core Development Problem #1 Insufficient Food Production

The Situation

The majority of the countries of the Entente cannot feed their rapidly growing populations now and this condition will get worse each year. Statistics show that total food production for the region has increased by 9% from the 1961-1965 base period; however, the population has increased by over 17%. More important, per capita production, generally considered to be a truer indicator of growth, indicates that in 1971 there was a 5% drop in productivity per agricultural worker vis-a-vis 1965 (not including the Ivory Coast), which places in sharp focus the gravity of this problem. The per capita daily caloric intake is about 1800 vis-a-vis over 3,000 for developed countries. This results in a malnourished, physically weak population hardly able to eke out an existence much less contribute significantly to economic development. With the reduction in per capita food production, this problem will grow even worse. Somehow these trends must be reversed. It is clear that the technology exists in the developed world to produce enough food in any arable region, if it can be applied. Even though donor nations have the capability, through financial and technical assistance, to help Entente countries meet their food needs, there are formidable obstacles to be overcome.

Soil and climatic conditions vary in the Entente region from the lush tropicality of the Ivory Coast and Togo to the harsh, dry desert climate of the northern portions of Niger. Arable land under cultivation varies from about 3% in Niger to about 45% in Ivory Coast. Likewise, rainfall varies from less than 10 inches in the Sahelian zone (generally referred to as zone immediately south of the Sahara) to 80 inches in the Sudanic zone along the coast. Observance of the rainfall pattern over the years has enabled forecasting of a 4-year cyclical pattern: a good crop year followed by an average year and then two mediocre-to-poor years. This pattern, of course, is subject to regional and intra-country variations. For example, in recent years droughts in Niger and Upper Volta have outnumbered the years of good to even poor precipitation, causing widespread hunger as grain stocks were exhausted.

Food crops are classified into four broad categories—cereals, roots and tubers, pulses, and oil-bearing. Generally, those requiring large amounts of water are grown in the coastal countries and those requiring little are grown in the interior. There are members of the root and tuber family (yams and cassava), cereals (rice and corn), oil-bearing (coconut and oil palm) and sugar cane in the coastal countries—Ivory Coast, Dahomey and Togo. Cereals requiring little water, sorghum and millet, and one of the pulses, niebe beans, comprise the staple crops of Niger and Upper Volta.

The main source of animal protein for the region is livestock^{1/} produced primarily in Upper Volta, Niger and Mali. There is no true surplus of cattle in Niger and Upper Volta, but because of low levels of purchasing power in the producing countries and higher demand in the Ivory Coast, Ghana, Togo, Dahomey and Nigeria, cattle are sold to those countries. Characteristics of the producing countries are (1) the ecological conditions are arid to semi-arid, stock water is scarce, (2) diseases and droughts take a high toll, and (3) nomadic or semi-nomadic production practices prevail. Paradoxically, the nomad system is the one best suited to move cattle among widely separated grasslands during the dry season and subsequently to southern markets on foot. Many of the technical aspects of modernization are too costly to apply in this area; in fact, full modernization could be done only at the expense of displacing large numbers of the present herdsmen who are poorly equipped to enter other occupations. Lack of selective breeding practices, poor animal health, overgrazing of grasslands, and other outmoded practices prevent the livestock industry from keeping pace with population growth. It is estimated that by 1980 the meat deficit for the Entente States will be 53,420 M/T (262,000 M/T for all of West Africa to include Nigeria).

Fishing contributes protein to the coastal country populations and to a lesser extent to those of Niger and Upper Volta. The Ivory Coast has an annual fish catch of about 65,000 M/T with 5,000 M/T from inland waterways. Dahomey has a total fish catch of approximately 10,000 M/T coming from both lake fishing and the sea. Niger has an annual catch of approximately 9,000 M/T from the Lake Chad region and the Niger River. Most of the fish caught in the Entente countries are eaten fresh with other smaller percentages either canned, dried, salted or smoked. There is relatively little interstate commerce involving fish, probably due to a lack of refrigerated transportation.

In addition to the primary foods discussed above, secondary food crops are produced throughout the region to include vegetables, fruits and minor cereal varieties.

Governments have recognized the necessity to assign a priority to programs and efforts to gain self-sufficiency in food production. Dahomey's Interim Development Plan for 1971-72 states, "The development of food crops and livestock will permit a reduction in the import of consumer products, thus improving the commercial balance." President Ahomadegbe, Chairman of the Dahomean Governing Council, said in his inaugural address that all efforts must be devoted to the development of

^{1/} Livestock in the Entente region consists primarily of cattle but also includes goats and sheep.

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agriculture to provide self-sufficiency so that Dahomey no longer, for example, has to import corn. President Diouri of Niger has reiterated, in a letter to his cabinet of June 19, 1972, the priority attention to be accorded to the production of sorghum and millet. On May 6, 1972, President Houphouet-Boigny of the Ivory Coast said, "In a few words, the problem of the Ivorian economy is simple. It must multiply its creation of wealth so that its peoples, composed 20 percent of perfectly integrated foreigners, can work and feed themselves. The work must permit them to procure food and to produce products for sale and thus attain the means of better providing for themselves. Receipts from (export) sales must no longer serve to import food, and I fully expect that within two or three years the Ivory Coast will have a surplus of rice for its neighbors." All Entente countries are jointly developing protocols which will result in a common fiscal, tax, pricing and health policy to achieve an equitable system for livestock production and marketing. Finally, Dahomey has requested to join the grain stabilization program in an effort to improve their systems of marketing and distribution of grains, and Togo has expressed interest in a similar program.

The Problem

The countries of the Entente are not capable of meeting the food needs of their present populations and the problem is compounded by a high population growth rate. Costly imports from abroad are necessary to meet the deficit. Since 1971 over 47,000 M/T of sorghum grain has been allocated to Upper Volta and Niger from the U.S. alone. Even those countries which are not deficient in food crop production must import meat to supplement their populations' protein-deficient diet.

Analysis

A review of the factors contributing to the problem reveals they are generally standard for developing countries. They include: natural causes such as soil infertility and insufficient rainfall and ground water resources; past governmental indifference to livestock and food crop production in favor of cash crop production; primitive farming practices with an almost complete lack of modern inputs—fertilizers, improved seeds, pesticides, better farm implements; non-availability of farmer credit; inadequate research and/or failure to apply results of completed research; outmoded land tenure systems; cultural resistance to change; and an arrested infrastructural base which is not now geared to support an increase in the production effort.

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Governments have consciously practiced a policy which favored the production of cash crops, leaving the food crops to the uncertainties of weather and the whims of the individual farmer. There has been an almost complete lack of marketing systems and price incentives for food crops, as have been developed for cash export crops. It has been proven that the African farmer, quite apart from cultural and religious restraints, will react to price incentives. When farmers found they could realize a larger profit from raising cotton or peanuts, they did so to the detriment of food production. The governments can thus, by establishing price incentives, spur food production.

Although many agriculturists differ on methods of overcoming poor natural conditions for agriculture development, some lessons have been learned from the past. They are essentially that regions of immediate high potential are the indicated places to concentrate on providing local agricultural support services. These are areas where both existing land quality and locally verified research results are adequate to provide the natural and biological base for immediate increases in the production of one or more crops. Other areas are not given priority at all if technological breakthroughs, such as discovery of ground water sources for irrigation, must precede substantial production improvement. Each country already knows, from current farming patterns, which areas are best for growing sorghum and millet, yams, manioc, rice, grazing cattle, etc. These areas evidently already have the requisite amounts of soil humus, ground water and rainfall to have been selected naturally by farmers for food production. Thus the "where" of locating any priority program seems to be answered.

Other aspects which inhibit food production are primitive farming practices. Farmers and herdsmen are still following procedures used in biblical times. New seed varieties, fertilizer and pesticides are not used to any appreciable extent. It has been estimated, other things being equal, that the use of new cereal seed varieties alone might increase yields 20%; that the use of new seeds in combination with draft animals and wooden plows would increase yields perhaps 40% and the use of all of these plus fertilizers would increase yields perhaps 2-300%. While these figures are necessarily inexact, the point is that incremental changes in practices, and the use of new inputs, using the same land and water base, can have a dramatic effect on production without the need to wait for a complete developmental package. Innovations will have to overcome natural skepticism and, in some cases, religious taboos, but proper planning can speed their acceptance. They may require some form of public underwriting; an assurance that if a recommended course of action is attempted and it fails, the government will provide the sustenance required to survive until the next crop season.

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It is suspected that there exists a rather substantial body of completed research which is not being applied to the problems at hand. It seems reasonable to give our research activities a closer look and select those developments which would provide a reasonable chance for a farmer to better his lot.

Land tenure in most of the Entente States is based on tribal possession, although variations occur according to ethnic groups, religion and density of population. Basically, however, land ownership depends on an absolute right of a near religious nature vested in various classes of land-holding chiefs (chefs de terre). Farms are established on the basis of various user rights. Suffice to say that current practices involve at least two readily apparent disincentives to development: (1) subdivisions of land according to family lineage and inheritance result in the formation of uneconomical farm units, and (2) the rights of the extended family to share in the fruits of farm labor. To overcome these disincentives, a number of innovations are occurring. In the Ivory Coast, the formation of plantations run by mixed companies, which spurred the increased production of commercial crops, is now being applied to certain staple food items. Economies of scale can be applied to food crops enhancing the Ivory Coast's capability to feed a growing urban population. Niger is attaching great importance to the creation of cooperatives which it considers to be the basic development unit for the rural sector. It is through these groups, supervised for the GON by the Union du Credit et de la Cooperation (UNCC) that extension services, credit and other services can be provided to the individual farmer. Both of these methods enable better organization to be applied to any selected production effort.

Some attention has been given to improving the infrastructural base on which food production development must rest. But other than public sector investment in roads, improvement of other elements has been spotty. Agricultural education for extension workers, researchers, agricultural administrators, technicians, is taking place both locally and abroad. In Upper Volta, regional development offices have been established which facilitated a reorganization of activities along more systematic lines. The Entente Livestock Community is formulating the administrative framework to facilitate common marketing of livestock within the Entente as well as administering loans to upgrade to livestock infrastructure.

Constraints to Attacking the Problem

Other than the constraints discussed in preceding paragraphs, there is a lack of the human and financial resources within the area necessary to mount an accelerated food production effort. This lack may have been

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the result of a national misdirection of priorities. Now that increased food production is, in fact, a real African priority, resources will have to be reordered to support it rather than being scattered throughout the entire economy.

Further, there is no regional integrated food production and marketing plan which clearly identifies the requirements for finite increases in food output to match population growth and provides a time-table for its achievement, including necessary research to overcome technical obstacles. In the case of livestock, for example, production is hampered by cultural factors, excessive middlemen between production and consumption areas, lack of transport, smuggling across borders to avoid taxes, disease problems, lack of well defined and enforced fiscal and customs policy between countries, quality marketing standards for both cattle and meat, self-interest pricing policies in coastal consumption zones and general lack of regional cooperation for development of the livestock industry.

Finally, insufficient interest has been shown by some donor nations in food crop production. Since it is not logical, in the historical context, to expect significant amounts of foreign private investment to be attracted to the improvement of food production infrastructure, the only source of such investment is government to government aid, augmented by national revenues. Donor disinterest in food production has been tantamount to endorsing the status quo, thus increasing the gap between food availabilities and population growth, which is already too wide.

Strategy

African governments must be assisted in developing and implementing their priority programs, especially increased food production. On a multi-donor basis, some of the areas requiring assistance are discussed below.

- Existing efforts to remove constraints to increased production in the areas of pricing and marketing and research policies should be intensified and expanded through:

a. An integrated approach to livestock development including marketing, animal health, transportation quality improvement, etc., on a region-wide basis.

b. Continuing multi-donor support to the nascent cereals stabilization organizations of Niger and Upper Volta.

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c. Bringing other countries in the area into the grain stabilization program.

d. Developing effective coordination mechanisms with other countries in the region for grain pricing and marketing.

e. Continuing and intensifying support to the Entente Live-stock Community both by the participating states and donor agencies.

f. Continuing and intensifying efforts in the applied research of improved seeds and practices, including the development within the African governments of an indigenous research capability.

g. Intensifying activities concerned with the multiplication and extension of improved seeds and practices to the population.

- Specialized research into further constraints on production should be studied and identified, e.g., sociological attitudes towards livestock raising, friction between nomadic herdsman and sedentary farmers, etc.

- With activities directed towards solving constraints of pricing and marketing and productivity incentives underway, the states should make a concerted effort to attack technical constraints on an integrated basis.

As a first step, member states and appropriate regional organizations will be urged to delimit reasonable goals and develop an accelerated action plan for increased production. Such a plan should include but not be limited to the following:

- Identification of the staple crops selected for concentrated action.

a. Annual tonnage goal to be achieved in each crop per country, starting in the 1974 crop year.

b. Breakdown of physical inputs required per country/crop/year (chemical fertilizers, seeds, pesticides, tools, etc.).

c. Provision of funds and mechanism for farmer credit for those participating in the accelerated production program.

d. Provision for implementation of this program and for reporting progress on a periodic basis.

e. Creation and upgrading of institutions in the member states which will permit the effective functioning of this program (including motivational aspects re the mobilizing of personnel to achieve a national goal).

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- Identification and support of the components of a livestock production and marketing program in which there will be concentrated a continuation of:

a. Assistance in developing a workable marketing organization which can operate in an efficient and modern fashion within the region.

b. Provision of part of the required infrastructure specifically for the livestock marketing program, including facilities such as cattle corridors, fattening stations, transportation systems, slaughterhouses and refrigeration units.

c. Encouragement of private sector participation in this accelerated production and marketing effort.

- Once the states have decided to develop and implement a plan, multi-donor support would be requested for its design. Large amounts of technical knowledge are already available on the subject which will have to be collated, analyzed and adapted for an action program.

- An accelerated food production plan should be based on the premise that total control of the food production sector is not possible or desirable. It should assume that natural market forces, augmented by a dynamic governmental program involving "participating farmers" and livestock producers, will have the multiplier effect on over-all production to achieve self-sufficiency.

- Member states should be assisted in developing their internal plans which will also include goals and targets for specific departments and prefectures. It is imperative that this effort be widely publicized and that supporting extension services be provided to the participating farmers and herdsmen.

When the states adopt an accelerated food production plan, all donors will be convened to discuss the commodity, financial and advisory support required to make the plan work. It is contemplated that support will be necessary in the following areas:

- A development loan to the member states for the purchase of required physical inputs (i.e., fertilizers, insecticides and agricultural implements).

- Additional advisory assistance will be obtained for the National Ministries of Agriculture to support this production effort.

The progress of this program will be brought persuasively to the attention of other regional organizations or West African countries.

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U.S. Inputs

We firmly believe that the U.S. Government is more genuinely interested in food production programs than other donors for a variety of reasons. Furthermore, we have the organizational, technical and financial resources, and experience gained from the Green Revolution in Asia, to prevent hunger in these poor countries.

Specifically, the U.S. should

A. Continue grant, PI-480 and loan support to three existing major projects in the fields of grain stabilization, major cereals research and seed multiplication, and livestock production and marketing.

B. Upon the determination of a food production policy by the Entente States, participate with other donors in the design of an accelerated food production plan.

C. Provide a long-term low interest loan for the provision of physical inputs (i.e., fertilizer, pesticides, implements, etc.).

D. Participate in the research directed towards specific problems.

Magnitude

The magnitude of AID inputs proposed for an attack on this core problem is as follows:

	<u>FY-1972</u>			<u>FY-1973</u>			<u>FY-1974</u>		
	<u>Grant</u>	<u>Loan</u>	<u>FFP</u>	<u>Grant</u>	<u>Loan</u>	<u>FFP</u>	<u>Grant</u>	<u>Loan</u>	<u>FFP</u>
ADO/Niamey	525	2,000	2,500	1,655	—	3,000	2,210	9,000	4,000
Total Grant, Loan & FFP	\$5,025,000			\$4,655,000			\$15,210,000		

Core Development Problem #2
Inefficient and High Cost Transportation/Communications Systems

The Situation

Transportation Systems

Roads are the primary axes which join the Entente States, running generally along a north-south axis in the coastal countries and east-west between Niger and Upper Volta. This network was established by the colonial power primarily for transporting raw materials from the interior to coastal ports and on to world markets. The Ivory Coast has the most extensive internal road network, consisting of approximately 34,000 kms, which has contributed significantly to its economic boom. Other states have fair to poor networks which are being slowly upgraded as funds become available. Current regional road priorities include paving the primary east-west axis in Niger (from Goure to Lake Chad), paving the road from Fada-N'Gourma in Upper Volta to Niamey, Niger, repaving the Parakou-Malanville road in Cotonou, upgrading the road between Abidjan and Accra linking Ivory Coast to Ghana, and paving the road between Lome and Upper Volta thus giving Upper Volta access to the modern port in Lome. In an attempt to establish priorities, FAC has compiled a list of the studies made on Entente roads and CIDA has been asked to draft an integrated transportation plan for the Entente States.

Railroads connect Abidjan, Ivory Coast with Ouagadougou, Upper Volta (1,150 kms) and Cotonou to Parakou (438 kms) in Dahomey. Both railways are jointly owned, the former by Ivory Coast and Upper Volta, and the latter by Dahomey and Niger. The major portion of tonnage is destined for the land-locked countries and northern Ivory Coast. To date, various proposals to extend these lines have been considered uneconomical. Currently, both lines are suffering losses and require government subsidy. A recent initiative on the part of a U.S. firm consists of long distance trucking between the Ivory Coast, Mali, Niger and Upper Volta. If this works, it should substantially reduce the dependence of the States on inefficient and poorly managed railroads.

Each state is served by an international airport which can accommodate up to DC-8/707 class aircraft. Domestic airlines provide in-country service for passengers and limited amounts of freight.

The Niger River is the principal inland waterway in the area. Other waterways running generally on a north-south axis include the White, Red and Black Volta (Upper Volta), the White and Red Bandama (Ivory Coast), the Mono (Togo), and the Oueme River (Dahomey). While there is some cargo moved over these rivers, it does not comprise a

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significant amount in terms of total tonnage vis-a-vis roads and railways. With the support of Canada, Niger will gain access to the sea via the Niger River. Barge transport is scheduled to begin trial runs in November 1972. A lagoon connecting Nigeria and Dahomey and one in the Ivory Coast are also used for the transport of substantial tonnages of freight.

Of nine ports in the Ivory Coast, Togo and Dahomey, the three major ones in order of tonnage handled are Abidjan (5 million tons per annum), Lome and Cotonou (189,000 tons per annum). These ports also serve the inland countries of the region.

National highway maintenance facilities in several countries are supported by the World Bank (IBRD) by the provision of advisors and commodities. African technicians are trained at the Regional Road Maintenance Training Center (RRMTC) at Lome. Spare parts management is being studied to determine the most effective stockage arrangement, which may be centrally located, bonded warehouses.

Telecommunications

Telecommunications in the Entente States were designed to meet national needs; interlinkages between countries are just now receiving priority attention. The International Telecommunications Union (ITU) has made a survey of the needs of 38 countries and is making detailed studies of eight linkages affecting the Entente States. Trends are to gradually replace overhead open-wire lines with microwave links which are more dependable and easier to maintain, thus easing the strain on the present under-trained, under-manned maintenance force.

Coordination of regulatory procedures, i.e., rates, salary scales, hours of operation, etc., is being accomplished in accordance with agreements arrived at during meetings of the African and Madagascar Post and Telecommunications Union.

The telecommunications and transportation sectors are mutually supportive. Improved transportation, rather than reducing the demand for telecommunications, can create a greater demand due to the widening community of interest generated by increased mobility. A number of services for transmission of written messages, voice communication and a variety of other communication modes such as TV and radio programs, data and facsimile transmission, telemetering, etc., are now encompassed in telecommunications. No adequate technique exists for comparing inter-sectoral priorities such as the merits of additional investment in telecommunications vs. education, power or sewerage. However, the expanding communications needs of a growing economy for the efficient administration of government and the private sector would seem to place telecommunications high on the list for scarce resources.

The Problem

The existing transportation and telecommunications systems are outmoded and inefficient. This condition results in high transport costs and faulty communications which slow the pace of economic development.

Analysis

Review of the problem reveals that pre-independence investment in these systems was probably designed to keep them at the minimum level required to conduct profitable commerce and maintain governmental control. During the initial years after independence, these sectors had to compete with many other sectors for the scarce investment franc. Since local and foreign private investment was and is hardly ever made in infrastructural sectors (as pointed out in discussion of Core Development Problem #1) needed improvements and necessary maintenance were deferred.

Because of deferred maintenance and improvements of these systems, costs have now skyrocketed both in relation to labor and commodity procurement and with respect to the magnitude of work that needs to be done. Since independence, also, these sectors have been financed by donors whose priorities may not represent true national or regional priorities.

With respect to telecommunications, for example, a cost factor to be considered is the difference in capital cost of manual exchanges vis-a-vis automatic ones. However, this differential increases with the increasing size of the exchange. Also, the continuing operating expenses for telephonists are such that, even with low wages, automation is the cheaper solution for exchanges of more than a few lines. Moreover, in developing countries, literacy and other skills required of a telephone operator are a scarce commodity and probably of greater economic benefit in other occupations.

In host country donor deliberations, cost considerations in these two areas—telecommunications and transportation—are necessarily high. However, a countervailing tradeoff may be the savings in a lessened requirement for staffing and/or maintenance.

Constraints to Attacking Problem

There is an absence of a regional plan for the national development of transportation/telecommunications. Without such a plan approved by the governments affected, it is difficult to establish rational priorities for the region as a whole.

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Although the number and quality of managerial and technically skilled personnel vary from country to country, generally they are in short supply.

Investment capital required for a planned and orderly development of the transportation/telecommunications system does not exist from national resources.

Strategy

Priority attention should be devoted to the preparation of a regional transport plan requested of CIDA by the Entente Fund.

Continued support on a multi-donor basis should be provided for the financing of key road links as determined by African regional priorities on soft financial terms.

Other regional coordination should be encouraged, such as:

- Niger River Commission: Every opportunity should be taken to interject the Niger River Commission into the coordinative efforts which will take place between Niger and Nigeria so as to enable it to play a leading role in the further development of the Niger River for river transport beyond Niger.

- Liptako-Gourma Authority: Potential transportation requirements indicated as a result of projected mineral exploration and exploitation should be articulated by this regional organization in the context of transportation's primordial position in the transportation, mineral exploitation, agricultural development, social improvement quadrilateral.

- Inter-Country Cooperation: An intensification of bilateral talks between countries having a common need will be encouraged, i.e., the Ivory Coast and Ghana on the Abidjan-Accra highway; Dahomey and Nigeria on the Porto Novo-Nigerian frontier road, etc.

Maintenance systems should be improved; as a minimum,

- Continued support will be provided to the Regional Road Maintenance Training Center at Lome in the form of technical assistance, commodity procurement and selected participant observation tours. A proposal which suggests that the Center be used as coordinative mechanism on road techniques will be studied.

- Other donors should continue and expand their effort to develop sound national maintenance systems, including the provision of technical services and equipment.

- Support of national maintenance facilities will be continued and augmented by the institution of central facilities for spare parts stockage.

Other Factors:

- Protocols involving common regional freight rates, commissions charged by transitors, etc., should be promulgated.

- Governments will be encouraged to open access to markets through local construction of feeder roads. Self-help incentives should be employed wherein local labor inputs are augmented by provision of tools and loaned machinery. Consideration may be given to food-for-work for these projects.

- Improvement of ports, civil aviation and railroad to include their management, is being supported essentially by major European donors and they should continue to do so.

The states and donors should continue to encourage alternative transport means, particularly in view toward stimulating competition, i.e., trucking, river transport, etc.

Telecommunications improvement is a necessary adjunct to surface transportation development. It is not apparent that there is an over-all plan or a time-table for the establishment or upgrading of intra-country or inter-country communications. The studies of eight systems described in the ITU report are partially completed. Those applicable to the Entente States will be used as a basis for development of regional priorities. Special consideration should be accorded those remaining linkages which will complete the microwave linkage between Entente capitals, i.e., Ouagadougou-Niamey, Niamey-Parakou, Bohicon-Cotonou.

U.S. Inputs

Specifically, the U.S. should:

A. Continue the support of the RRMTC and study the possibility of its assuming an expanded role of coordination of road maintenance techniques.

B. Continue to support the ongoing and selected new feasibility and engineering studies for surface transportation.

C. Review status of completed studies for road construction and establish funding priorities, taking cognizance of other donor undertakings, specifically the integrated plan being developed by CIDA for the region. Loan funds should be provided for the construction of key regional links, with other donors concentrating on internal routes.

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D. Coordinate with the UNDP/ITU in developing a viable telecommunications network plan for the Entente and continue to support selected links in conjunction with other donors.

E. Participate with other donors in improvement of national maintenance systems thru the provision, on a loan basis, of heavy equipment of U.S. origin.

F. Continue to support the implementation of a central spare parts stockage program to include provision of a loan for procurement of prefabricated U.S. warehousing should such be required.

G. Through OPIC, the U.S. should continue to support efforts of private enterprise to develop innovative transport systems (e.g., long distance trucking).

Magnitude

The magnitude of AID inputs proposed for an attack on this problem is as follows:

	FY-1972			FY-1973			FY-1974		
	Grant	Loan	FFP	Grant	Loan	FFP	Grant	Loan	FFP
ADO/Niamey	1,060	12,150	—	1,180	12,000	—	700	4,000	—
Other Aid	800	—	—	650	—	—	—	14,000	—
Total Aid	1,860	12,150	—	1,830	12,000	—	700	18,000	—
Total Grant, Loan & FFP									
		\$14,010,000			\$13,830,000			\$18,700,000	

Core Development Problem #3
Gradual Depletion and Deterioration of Limited Natural Resources
and Non-Utilization of Potential Resources

The Situation

The countries comprising this region are among the poorest in the world. Three, Upper Volta, Niger and Dahomey, are officially listed among the 25 least developed countries. Not only are they poor financially but the natural resource base upon which they must build is extremely sparse. With a few notable exceptions, the arable land is limited both in quality and quantity. Rainfall is sporadic, in the North, a meager 4 inches annually, while along the coast it is heavy and may exceed 80 inches. Ground water resources have not been fully explored or developed, nor have systematic programs of water conservation and usage been implemented. In the northern areas drought is a common phenomenon. Known mineral resources are few and exploitation is difficult due to the extremely high costs of transport from site to an ocean port. The relative lack of raw materials and skilled labor, combined with the high cost of transport, vitiate against a wide scale implantation of industry, with the exception of the southern Ivory Coast. As set forth elsewhere in this submission, the Entente area, although 90% agricultural, cannot feed itself on a current basis and must rely on massive imports of staple food products. The situation is complicated by a rapidly growing population, increasing at an average annual rate of 2.4%. In certain parts of the area, the existing arable land is not able to support its population at present, much less in the future.

In such a minimal situation, it is clear that the states and the international community must take necessary steps to maximize the utilization of all available resources and through technology expand such availability not only to provide the basis for a modest increase in GNP but to prevent a retrogression.

The Problem

In contrast to the necessity of maximizing and increasing the natural resource base, the Entente area in common with many less developed and even developed areas of the world, is faced with the ominous situation that its resource base of arable land is gradually being depleted, and that potential land resources are not being used due to a variety of environmental and other factors. Prior to the analysis of this problem it is important to note that if this situation continues, combined with the facts of a rising population and little possibility of large-scale agricultural mechanization, and consequent decreased per capita food availabilities, the majority of the region will be faced with the possibility of a reverse rate of economic development and a reduction in the quality of life of the majority of the population.

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Analysis

Depletion of Natural Resources

In common with most of the world, the Entente States have been relatively unconcerned about planning for the protection of natural resources, feeling that land and water will always be available. However, in recent years several phenomena have caused increasing concern among African governments. One of the major problems in the region bordering the Sahara Desert from Senegal to Chad is the increasing rate of encroachment of the desert on fertile lands. As the desert moves southward, it absorbs pasture lands and forces livestock (a major economic resource in the region) into the cultivable land which is already or soon will be in insufficient supply in these areas.

There is no firm data on the extent of encroachment though some experts have estimated the desert is moving south at the rate of 30 miles per year. There are many reasons offered for this phenomenon, including an indiscriminate development of water supplies, drawing large quantities of livestock into the area causing overgrazing and destruction of the soil. Another facet of the problem is the rapid rate of deforestation of the area by livestock and by human need for fuel. Other theories tend to indicate that the problem is caused by lack of water for irrigation, causing regular crop failure on plowed land and consequent wind erosion. All of these factors undoubtedly contribute heavily to the problem, and it is probable that an intensive study of the question will bring forth other causes.

However, whatever the causes, the problem exists and is steadily growing more serious. The sight of large sand dunes on formerly fertile pasture land, or the sight of wind storms carrying off the meager topsoil to be dumped over the Atlantic are frightening specters if we are trying to predict the future of this area. The Sahelian states have listed the problem of desert encroachment as most serious in a series of meetings on environment and development (Addis Ababa, August 1971; Rome, February 1972).

While the southern and more arable land in the area does not have the problem of desertification, land destruction is also becoming a more serious problem. As explained elsewhere, the soils of Africa are generally poor in tilth and require varying periods of fallow to guard their limited fertility. As the population expands, increasing pressures on the land have developed, causing reduced lengths of fallow and consequent depletion of the soil.

Other basic natural resources are being destroyed through a lack of concern for the ecological effects of commercial activities or economic development projects.

A typical case in this area, as in many parts of the world, including the U.S., is the systematic deforestation of areas with no provision for planned and orderly replanting, causing not only the loss of valuable future resources for export but potential ecological changes in the area affected.

Another striking example of unheeding destruction of resources is the construction of capital projects, in themselves good, but which have disastrous results on the surrounding area. A very pertinent case is the construction of the ocean port in Dahomey. The construction of jetties affected the water flow into the lagoon which has resulted in a serious decline in the lagoon fishing industry, the livelihood of 50,000 people and a basic source of protein food for southern Dahomey.

Misuse or Neglect of Potential Resources

In addition to the gradual depletion of available resources for a variety of factors, there are potential resources, now largely unexploited, which could be utilized to increase the resource base.

There are potential resources in the area which are not being exploited for a variety of reasons. One of the most important fertile areas is the rich bottomlands in the Volta rivers region, including parts of Mali, Upper Volta, Ghana, Ivory Coast, Togo, Dahomey and Niger. This land, while relatively fertile in comparison with other African soils, is largely unoccupied due to the overwhelming presence of a disease, onchocerciasis, or river blindness. The eradication of this disease would allow a major increase in useful land resources.

Other lands while potentially fertile, are completely inaccessible. The investment required to provide access could not be initially justified by the increase in agricultural production. It is estimated on the basis of initial surveys that such regions often contain exploitable minerals. The governments, however, do not possess the financial resources for the complete exploration required to interest private capital sources in investment in the region. Private capital is not willing to perform the necessary exploration in these areas unless there is a reasonable certainty of exploitable minerals. Thus, the countries are locked in a vicious circle. Potentially rich agricultural lands and income producing mineral resources lie untapped for lack of the financing necessary to attract investment which could justify infrastructure, which would then allow the productive exploitation of additional agricultural land.

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Consequences of This Problem on Long-term Economic Development

If these situations are not ameliorated, the consequences are clear and evident. The population is estimated to double each 25 years. Even if food production doubles through agricultural technology, arable land surfaces will diminish with a consequent lessening of the capacity of the countries to feed themselves. Other resources, water, wood (used by the majority of the population for fuel), will be available in steadily decreasing quantities. As arable land surfaces decrease, there will be an acceleration of the moves towards the cities with little possibility of finding adequate employment or living conditions. The national income of the states will not increase in proportion to the population increase and a larger percentage of that income must be devoted to welfare activities rather than economic or social investment.

The end result will be a decrease in the quality of life of the majority of the African population, which already is among the lowest in the world.

Constraints to Attacking the Problem

The problem of natural resources, while steadily growing more serious, has until recently received insufficient attention from the African governments (faced with the pressing daily problems of existence) or the international community. There does not exist an inventory of actual and potential resources, water, land, minerals. There has been little if any research on the long-term ecological problems of the entire area and projects and activities are carried out with a serene indifference to their ecological consequences.

Until recent years African governments and donors have concentrated on activities within country limits with little coordination on problems or situations affecting several countries.

Aside from the policy and technical constraints, the major restraint is the lack of financial availabilities both to study and attack the problem. The governments are faced with a situation in which the majority of their income is required for current operations and the little available for investment is required for immediate problems. Donors often seek projects for financing of a high impact high visibility nature rather than long-term solutions to basic problems.

Strategy

An integrated attack on the major components of the problem must be made utilizing combined technical and financial resources of the donors and the African states.

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This program of study and analysis should concentrate on major factors as set forth below:

- **Water:** A complete inventory of water resources and water use patterns should be made. The initial steps, inventory, collection and analysis of existing documentation and information are to begin in FY-1973. As gaps in existing information are discerned, financing should be sought for the studies necessary to complement existing information. Once the inventory of water resources is available, an over-all water plan for the region should be prepared setting forth the long-term water development and use pattern for the region and spelling out necessary inputs.

- **Desert Encroachment:** Concurrently a research program must be established to study the extent and causes of desert encroachment and to prepare recommended solutions. This study should include the problems of forestation and climatic change as well as other factors of the problem.

The two activities, water planning and desert encroachment, should be closely coordinated as the problems are closely inter-related.

- **Forestation:** In addition to the above activities pertaining to the depletion of resources in the Sahelian region, consideration should be given to the study of the problem of forestation in the coastal and savannah areas with three objectives:

- a. Forestation as a method of controlling erosion and affecting climatological change.
- b. Forestation as a means of providing wood requirements for human consumption, e.g., fuel, village construction, fish traps, etc.
- c. Forestation as a means of increasing export crops (hardwood, lumber) and a means of diversifying food production (tree crops).

In addition to the above activities, emphasis should be placed on methods of improved utilization of existing unused resources.

Multi-donor cooperation for the control of onchocerciasis should be continued and expanded towards the implementation of an effective action program. WHO has coordinated the study program for vector control and is planning to present the findings at a series of meetings in 1972. The control program is to be coupled with an agricultural development program for the population to be resettled on the disease-free lands. The WHO and the World Bank should continue to play a leadership role in this activity with participation by all donors in the control and development activities.

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- Other Resources Inventory:

The governments and donor nations should intensify their exploration and inventory of income producing resources, export minerals and industrial raw materials. Initial surveys have shown strong indices of mineral resource availabilities. In some cases the initial reports have been so promising that private investors have continued the in-depth exploration leading to investment. However, there are large areas which have not been explored at all (with modern techniques) or where the initial study did not provide enough indications to attract foreign investors.

The discovery of mineral resources in commercial quantities in some of the remoter and primitive areas could provide the justification for the development of access infrastructure into these areas. Once there is access into the areas, the land resources can be exploited, thus increasing the effective utilization of arable lands. Mineral development, if properly controlled, will also provide a substantial source of additional revenue to the governments which could be used for increased social and economic investment.

- Increased Research:

The scientific resources of the international community should intensify innovative research efforts to solve environmental problems of the LDCs. As an example, a resource in short supply and extremely high cost in the land-locked inland areas of this part of Africa is power. However, there is ample supply of a potential resource, sunpower, if the basic technology could be developed to harness it. Another example would be the innovative development or adaptation of low cost, low maintenance irrigation systems.

It is proposed that in order to determine the priority areas for such research, an international organization should convoke an international seminar with the participation of the international scientific community at which the African representatives could delimit and present a series of problems responsive to technological research.

U.S. Inputs

The resources required to develop programs based on the above strategy are extremely large and well beyond the capacity of any one donor.

The U.S. is uniquely suited to play a major leadership role in the mobilization of international resources because of our concern with the problems of environment and ecology on a world-wide scale, our own history of resource depletion and deterioration, and our research capabilities in these fields.

Specifically, the U.S. should:

- A. Continue our support to the Inter-African Hydraulic Studies Committee in its efforts to inventory and analyze the existing body of knowledge on water resources in the area, including the provision of funds for studies required to complete that knowledge.
- B. Participate with the above organization and other donors in the development and financing of a master plan for water development.
- C. Initiate an over-all study of the problem of desert encroachment and jointly with other donors study programs to ameliorate the situation.
- D. Participate in an over-all study of the forestation program in the coastal and savannah regions.
- E. Continue to support WHO efforts at onchocerciasis control as an interested but minor donor.
- F. Support the Liptako-Gourma Authority in its efforts to develop an economic region which has been completely removed from the mainstream of economic life.
- G. In conjunction with other donors support African efforts to develop research capability on innovative technology.

Magnitude

The magnitude of AID inputs proposed for an attack on this core problem is as follows:

	FY-1972			FY-1973			FY-1974		
	Grant	Loan	FFP	Grant	Loan	FFP	Grant	Loan	FFP
ADO/Niamey	480	—	—	1,300	—	—	2,540	2,000	—
Total Grant, Loan & FFP	\$480,000			\$1,300,000			\$4,540,000		

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Core Development Problem #4

Inadequate Development of Human Resources to Meet Present and Future Demands of Economic Growth

The Situation

Inadequate development of human resources is manifested by a vastly unskilled labor force and low standards of life which pervade all sectors of the economy. It is a problem endemic to and which transcends all the Entente States, without regard to their level of economic development, type of government, geographical peculiarities, or ethnic differences. The following indicators may provide an appreciation of this low development in the human resources:

- Low literacy rates varying from 5% in Niger and Upper Volta, about 10% in Togo, and 20% in Dahomey and the Ivory Coast, pose a barrier to the introduction of techniques and ideas.

- Widespread endemic diseases such as onchocerciasis, malaria, bilharzia, cholera, trachoma, and T.B., aggravated by the lack of medical and para-medical infrastructure, a generally unsanitary environment, and prevalent malnutrition, partially account for the very low life expectancy figures in all the Entente States. These figures, although not rigorously precise, are among the lowest on all the continent of Africa and range from 36 years in Upper Volta to 40 years in Togo.

- The lack of human resource development is also characterized by the fact that in spite of economic gains since independence, the per capita income still ranks among the lowest in the world—Upper Volta \$52, Niger \$86, Togo \$124, Dahomey \$80, Ivory Coast \$312—making subsistence existence in the major part of the Entente States a currently touch-and-go situation.

- The manifest low production in all sectors of the population is aggravated by very high population growth rates of 2.0% to 2.9%, increasing the population at a rate so as to overburden the available resources. At the present rate of population growth, the total population in the Entente States which is presently estimated at 18.4 million will double in about 25 years. The multitude of urban problems presently facing Entente country leaders are most immediately related to the rapid natural population increase, accelerated even further by the endless rural-urban migration so symptomatic of the rural area's inability to support or keep its population. Populations in cities such as Abidjan, Niamey, Cotonou and Lome are growing at alarming rates of from 9-10% per annum. Cities can neither house, train, employ nor service this large displaced population clinging to the peripheries of the urban areas. The potential disorder posed by these conditions and the strains on housing, health services, jobs, transportation, etc., are growing at

alarming proportions. In Cotonou, Dahomey, for example, the bulk of the city's recent 10% population increase was attributed to migration from rural areas. This rapid increase, coupled by the fact that nearly 50% of the city's population is estimated to be less than 15 years old, thus adding 3,000 persons annually to the employable ranks, has put a tremendous strain on the public sector which alone is only able to provide between 500 and 1,000 new jobs per year. Even modest growth of the industrial and other sectors is not expected to absorb the anticipated volume of urban population seeking employment.

The Problem

In light of the above there is limited likelihood in the long run that the average African will be able to meet his rising expectations for an improvement in the quality of life. Rather than an evolutionary development of human resources, there is likely to be retrogression as resources (employment) and services (health, education) develop at a slower rate than the burgeoning population.

Constraints to Attacking the Problem

There is a general paucity of national resources which can be devoted to more appropriate general and specialized educational and vocational training facilities. Present formal education systems are described as almost universally inappropriate to the realities of the countries' development needs and are heavily dependent on foreign donor assistance. More appropriate training designed especially for the rural areas is lacking. The implication here is that the substance and breadth of present formal education have to be reformed in order to develop the predominantly rural base more adequately to meet the demands of expanded agricultural growth. However, reform outside the French education system remains politically sensitive and constitutes another real political constraint to more appropriate development of human resources.

There is also a dearth of national financial resources which can be devoted to medical, para-medical and general health programs to counter some of the endemic diseases rampant in francophone Africa. There is a lack of medicines and other supplies as well as a shortage of qualified personnel. In Upper Volta, for instance, 80% of the health budget is paid to salaries, leaving few resources for the needed supplies.

There is a lack of available data on which effective government planning for human resource development can be based. Although most governments have formed Offices of "Human Resource Development" and although planning bureaus of governments recognize priority areas such as education and agricultural extension, they are seriously handicapped by the lack of available demographic studies showing trends of population

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growth, education needs, internal and external migration, urbanization, etc., which can be used for channeling already scarce resources into more priority areas.

There exist, in addition to these material constraints, social constraints as religion, traditionalism, the family structure, and the like which restrict the scope of policies dealing with population dynamics. Presently there is no disposition to consider family planning as a long-run necessity for economic development. Prestige and influence of kinship groups, for example, depend largely on their size; large numbers of children are also a source of support (or social security) for one's old age; or large families are essential to agricultural production as a labor supply for weeding, sowing, harvesting.

Strategy

Although development in the other core problem areas of food production, transportation, communications and natural resource development would have positive effects on human resources (e.g., better food production, greater national resource exploitation, more employment), we feel there still remains a wide field of creative multilateral development policy which can be geared more specifically and poignantly toward amelioration of the human resource development problem.

Given the above constraints, a four-pronged strategy may be proposed as an inroad into the resolution of the human development problem.

First, to enable adequate government and foreign donor future planning, demographic information is sorely needed. More complete studies and statistics are needed on population growth or decline, needs, movement, manpower needs, etc. Given the rather widespread movement of the labor force between the inland countries and the coastal states (e.g., external labor movement from Upper Volta into Ghana and the Ivory Coast), a regional approach to the demographic research may very well be appropriate. The principal thrust of such research would enable more accurate channeling of resources in country planning and foreign donor assistance. Without some of this basic data, available resources for the whole of the human development problem stand a chance of being misused. In a similar vein, a concerted effort should be made to strengthen the capacity of African institutions to plan and develop economic programs in relation to the real problems and constraints of development in the area. This must be done on a national and regional basis. Normally assistance to individual countries will be provided by bilateral donors and to regional organizations on a multilateral basis.

The Economic Commission for Africa (ECA) has made some initial plans to embark on demographic studies, including a census targeted for 1974 in Niger, Dahomey, Upper Volta and the Ivory Coast.

Second, means should be taken to put more directed technical know-how at the disposal of the populace. France is investing heavily in formal education and FED is providing school buildings and facilities. In spite of the heavy French influence on the present formal educational system, awareness of the inappropriateness of the formal educational structure to the overwhelming majority of the population is beginning to surface. All national governments have their own programs of agricultural extension, cooperatives, and rudimentary programs in functional literacy and are aided secondarily by international agencies like UNESCO, UNICEF, and other piecemeal bilateral assistance. Action at this lower echelon of education which is related to actual needs is possible and can circumvent some of the political sensitiveness which might be kindled by intervention into formal education.

Third, interim health measures must be taken to eradicate some of the debilitating diseases. WHO has already earmarked four major areas of health activities which should be pursued:

- Personal health services (or that provided by doctors, nurses, technicians) for treatment and prevention of disease and development of adequate health delivery services.

- Environmental health activities on a mass basis to minimize disease and discomfort by controlling the quality of specific environmental elements such as water, food, air and housing.

- Public information and education providing basic knowledge on health.

- Vital registration and health surveillance—from individual records, sample surveys, identification of hazardous diseases and conditions during life, measure of health and health services level in the population. UNICEF, France, Belgium and the USA, among others, have widely contributed technical assistance, medicines, and medical supplies. A campaign for the eradication of onchocerciasis and the establishment of a National School of Public Health in Niger are some of the projects WHO has undertaken. UNICEF also has many small health projects throughout the Entente States.

Fourth, policies to generate employment should be adopted. Some ways in which this may be accomplished would be: 1) increasing available capital (foreign budgetary aids) for investment, 2) diversify and increase the agricultural base for more jobs, 3) make rural areas more profitable and viable for employment, 4) encourage local industry by making credit and technical assistance available, 5) encourage intermediate labor intensive technology, 6) encourage government intervention in price stabilization (as in grain stabilization), wage policies, shadow pricing, and 7) intensive studies of investment possibilities.

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Improvement of employment might also be considered, such as policies for improving income of the already employed, labor unions, labor rules, minimum wage laws, social security, health care.

U.S. Inputs

U.S. input is limited to a few areas in which we can effectively perform. Other areas such as education, while equally important, are more suitable for other donors. Given the above constraints as well as the policies governing aid to the Entente States, the U.S. is making and should continue to make the following inputs:

A. Research: The U.S. should support demographic research in view of providing a valuable tool to development planning in cooperation with other donors. U.S. should continue small activities from regional population funds as well as the pilot demographic project in Upper Volta. Given the dearth of expertise and information in development planning, AID should envisage continued support of regional organizations in areas where regional cooperation is possible. Extreme scarcity of resources in each individual state increases the desirability for states to cooperate where their needs coincide. There is a real need for regional organizations to strengthen their capacity for regional planning and program implementation. At present, much preparatory work must be done in researching future regional needs for better regional development planning. For instance, research in regional transportation requirements will be carried out through U.S. support to the Niger River Commission. The U.S. is also providing technical assistance of a development economist to the Entente Fund, and assistance is proposed for livestock coordination through the West African Livestock Coordination Agency.

B. Health and Population: Given the present reluctance and sensitivity of the West Africans toward any policy vis-a-vis the population growth problem, AID's input in this field must be made very cautiously. Some progress has been made in starting MCH/child spacing programs in Niger and Dahomey where such considerations were unthinkable five years ago. Provisions should be made for the expansion of these MCH programs for child spacing as a program of and in itself and by supporting voluntary agencies such as the CRS which concentrate on improving child nutrition and village involvement for self-improvement. Cooperation will also be expanded with UNICEF which has already done a fair amount of MCH work in Dahomey, Niger, Upper Volta and Togo. It is anticipated that funds for MCH programs in Upper Volta and Togo should be made available as the acceptability of the MCH concept becomes more evident. At the same time, pilot activities in child feeding and nutrition education will be fostered. Such activities must necessarily proceed very slowly in keeping with the meager management base in the health services sector.

C. Education: Outside the limits of the potentially sensitive political area of formal education, the U.S. can continue to support the following educational components:

- a. Centrally funded public safety training, International Police Academy.
- b. AFGRAD and INTERAF.
- c. Mid-level management training seminars.
- d. Other African based management seminars such as CAFRAD.
- e. The AALC professional, workers, cooperative and health training.
- f. Cooperation with other donors in evaluation of innovative educational technology, such as educational TV in Ivory Coast.

AID should also institute a standing policy of including in all major projects a specific training component, as in the Entente Grain Stabilization Program where provisions are made for training regional controllers.

D. Employment Generation: AID can encourage job generating projects in the following way:

- a. Through the Entente Fund Development Bank Loan which will extend credit to viable industries, agro-industry, commercial enterprises, tourism, and artisanal projects in the Entente States with special emphasis on African entrepreneurs.
- b. Stimulating and encouraging the use of labor intensive methodology in the financing of capital projects.

Magnitude

The magnitude of AID inputs proposed for an attack on this core problem is as follows:

	FY-1972			FY-1973			FY-1974		
	Grant	Loan	FFP	Grant	Loan	FFP	Grant	Loan	FFP
ADO/Niamey	140	7,500	3,500	350	—	4,500	460	5,500	5,500
Other Aid	250	—	—	850	—	—	850	—	—
Total Aid	390	7,500	3,500	1,200	—	4,500	1,310	5,500	5,500
Total Grant, Loan & FFP	\$11,390,000			\$5,700,000			\$12,310,000		