

PDBBH685

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add  
C = Change  
D = Delete

Amendment Number

DOCUMENT CODE

3

2. COUNTRY/ENTITY

Sahel Regional

3. PROJECT NUMBER

625-0975

4. BUREAU/OFFICE

AFR/SWA

06

5. PROJECT TITLE (maximum 40 characters)

Sahel Regional Institutions

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY  
07 30 92

7. ESTIMATED DATE OF OBLIGATION  
(Under 'B.' below, enter 1, 2, 3, or 4)

A. Initial FY 87

B. Quarter 3

C. Final FY 91

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

A. FUNDING SOURCE	FIRST FY 87			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	500	500	1,000	2,500	2,500	5,000
(Grant)	( 500 )	( 500 )	( 1,000 )	( 2,500 )	( 2,500 )	( 5,000 )
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1.						
2.						
Host Country (Member-State)		507	507		4,000	4,000
Other Donor(s)	680	680	1,360	3,750	3,750	7,500
<b>TOTALS</b>			2,867	6,250	10,250	16,500

9. SCHEDULE OF AID FUNDING (\$000)

A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SH	7715	910				5,000		5,000	
(2)									
(3)									
(4)									
<b>TOTALS</b>									

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

11. SECONDARY PURPOSE CODE

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

A. Code

B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

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

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY  
1 2 8 9 0 7 9 2

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000  941  Local  Other (Specify)

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

17. APPROVED BY

Signature

*P. Dichter*

Title

P. Dichter  
Director, AFR/SWA

Date Signed

MM DD YY  
07 10 87

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

MM DD YY

<b>AGENCY FOR INTERNATIONAL DEVELOPMENT</b> <b>PROJECT DATA SHEET</b>	<b>1. TRANSACTION CODE</b> <input type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete	Amendment Number _____	<b>DOCUMENT CODE</b> 3
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<b>2. COUNTRY/ENTITY</b> Sahel Regional	<b>3. PROJECT NUMBER</b> 625-0975
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<b>4. BUREAU/OFFICE</b> AFR/SWA      06	<b>5. PROJECT TITLE (maximum 40 characters)</b> Sahel Regional Institutions
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<b>6. PROJECT ASSISTANCE COMPLETION DATE (PACD)</b> MM DD YY 03 30 93	<b>7. ESTIMATED DATE OF OBLIGATION</b> (Under "B." below, enter 1, 2, 3, or 4) A. Initial FY 87      B. Quarter 3      C. Final FY 91
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8. COSTS (\$000 OR EQUIVALENT \$1 = )						
A. FUNDING SOURCE	FIRST FY 87			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	5,000	5,000	1,000	2,500	2,500	5,000
(Grant)	(5,000)	(5,000)	(1,000)	(2,500)	(2,500)	(5,000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1.						
2.						
Host Country (Member-State)		507	507		4,000	4,000
Other Donor(s)	680	680	1,360	3,750	3,750	7,500
<b>TOTALS</b>			2,867	6,250	10,250	16,500

9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SH	7715	910				5,000		5,000	
(2)									
(3)									
(4)									
<b>TOTALS</b>									

<b>10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)</b>	<b>11. SECONDARY PURPOSE CODE</b>
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<b>12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)</b> A. Code _____ B. Amount _____
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<b>13. PROJECT PURPOSE (maximum 480 characters)</b> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;">           Improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic and other development policies and implementation strategies.         </div>
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<b>14. SCHEDULED EVALUATIONS</b> Interim MM YY MM YY Final MM YY 1 2 8 9      0 9 9 2	<b>15. SOURCE/ORIGIN OF GOODS AND SERVICES</b> <input type="checkbox"/> 000 <input checked="" type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify) _____
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<b>16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)</b>
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<b>17. APPROVED BY</b>	Signature: <i>P. Dichter</i> Title: P. Dichter Director, AFR/SWA	<b>18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION</b> Date Signed MM DD YY 07 10 87
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## INSTRUCTIONS

The approved Project Data Sheet summarizes basic data on the project and must provide reliable data for entry into the Country Program Data Bank (CPDB). As a general rule blocks 1 thru 16 are to be completed by the originating office or bureau. It is the responsibility of the reviewing bureau to assume that whenever the original Project Data Sheet is revised, the Project Data Sheet conforms to the revision.

Block 1 - Enter the appropriate letter code in the box, if a change, indicate the Amendment Number.

Block 2 - Enter the name of the Country, Regional or other Entity.

Block 3 - Enter the Project Number assigned by the field mission or an AID/W bureau.

Block 4 - Enter the sponsoring Bureau/Office Symbol and Code. (See Handbook 3, Appendix 5A, Table 1, Page 1 for guidance.)

Block 5 - Enter the Project Title (stay within brackets; limit to 40 characters).

Block 6 - Enter the Estimated Project Assistance Completion Date. (See AIDTO Circular A-24 dated 1/26/78, paragraph C, Page 2.)

Block 7A. - Enter the FY for the first obligation of AID funds for the project.

Block 7B. - Enter the quarter of FY for the first AID funds obligation.

Block 7C. - Enter the FY for the last AID funds obligations.

Block 8 - Enter the amounts from the 'Summary Cost Estimates' and 'Financial Table' of the Project Data Sheet.

NOTE: The L/C column must show the estimated U.S. dollars to be used for the financing of local costs by AID on the lines corresponding to AID.

Block 9 - Enter the amounts and details from the Project Data Sheet section reflecting the estimated rate of use of AID funds.

Block 9A. - Use the Alpha Code. (See Handbook 3, Appendix 5A, Table 2, Page 2 for guidance.)

Blocks 9B., C1. & C2. - See Handbook 3, Appendix 5B for guidance. The total of columns 1 and 2 of F must equal the AID appropriated funds total of 8G.

Blocks 10 and 11 - See Handbook 3, Appendix 5B for guidance.

Block 12 - Enter the codes and amounts attributable to each concern for Life of Project. (See Handbook 3, Appendix 5B, Attachment C for coding.)

Block 13 - Enter the Project Purpose as it appears in the approved PID Facesheet, or as modified during the project development and reflected in the Project Data Sheet.

Block 14 - Enter the evaluation(s) scheduled in this section.

Block 15 - Enter the information related to the procurement taken from the appropriate section of the Project Data Sheet.

Block 16 - This block is to be used with requests for the amendment of a project.

Block 17 - This block is to be signed and dated by the Authorizing Official of the originating office. The Project Data Sheet will not be reviewed if this Data Sheet is not signed and dated. Do not initial.

Block 18 - This date is to be provided by the office or bureau responsible for the processing of the document covered by this Data Sheet.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON D.C. 20523

ACTION MEMORANDUM FOR THE ACTING ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AFR/PD, Carol Peasley *C. Peasley*

SUBJECT: Sahel Regional Institutions Project (625-0975)

I. Problem: Your approval is requested for a grant of \$5 million from the Sahel Development Program (SDP) for the Sahel Regional Institutions Project (SRI), 625-0975. It is planned that \$1,000,000 will be obligated in FY 1987.

II. Discussion:

A. Background: The Inter-State Committee for Drought Control in the Sahel (CILSS) was established in 1973 to develop an indigenous capacity for regional planning, coordination and evaluation of programs and mobilization of funds. The Club du Sahel Secretariat (Club) was formed in 1976 to mobilize and to coordinate donor support for Sahelian countries and to work with the CILSS in assessing needs, strategies and mobilizing resources. Under the Sahel Regional Coordination and Planning Project (625-0911), authorized in 1978, A.I.D. donated \$12,596,000 to assist the CILSS/Club and other regional organizations in strengthening their capacity for regional planning and coordination.

Good progress has been made by the CILSS/Club network in identifying development constraints in the Sahel and securing additional resources for the region. Specific examples of the leadership role exercised with increasing effectiveness by the CILSS/Club are the following: the identification of significant policy disincentives inhibiting cereals production in the Sahel; an analysis of the region's irrigation programs, demonstrating that the production generated by new irrigation works was being offset by the degradation of acreage serviced by older, improperly maintained irrigation systems falling into disuse; and a study which revealed that only four percent of all official development assistance was being channeled to rainfed cereal crops, notwithstanding official rhetoric to the contrary. The CILSS/Club program has focussed attention by donors and member states alike on other issues such as recurrent costs, the fuelwood crisis and the inter-related nature of the Sahel's problems. Moreover, following an in-depth institutional assessment of the CILSS in 1984, recommended management and organizational changes are being implemented in that organization.

The U. S. has been the major donor to both the CILSS and the Club. Its contribution to the CILSS and Club Secretariat accounts for some two-fifths of the donor contributions to these organizations. A.I.D.'s interest in supporting the two institutions stems from its belief that much can be gained by 1) having a regional framework to

better understand the totality of the problems of drought and other factors bearing on development in the Sahel; 2) improving through a regional mechanism the coordination of development programs in the Sahelian states; 3) sharing lessons learned and other technical information among donors and Sahelian planners and technicians, 4) achieving economies of scale where appropriate and; 5) avoiding duplication and overlap. For 1985, the CILSS used three-fourths of the U.S. contribution for workplan activities while one-fourth went for secretariat support.

The proposed project is a follow-on activity which will focus exclusively on the CILSS and Club, for the purpose of improving Sahelian and donor understanding of the potential impact of social, economic and other development policies and implementation strategies. The project will provide \$5 million over five years to the Club in Paris and to the CILSS in Ouagadougou. It builds on major changes in the CILSS/Club system adopted in 1985 following a restructuring of the CILSS. These include the establishment of a Donor Advisory Group (DAG) and the development of an integrated work program and a comprehensive budgeting system by the CILSS. The project introduces an A.I.D. "team" project management concept, and supports the greater integration of regional analysis with bilateral A.I.D. programs.

B. Financial Summary: The project's \$5 million budget, as summarized below, will provide \$1,000,000 to the Club Secretariat for administrative costs; \$1,900,000 for special studies or seminars under the Club work program; \$2,000,000 for special studies or seminars conducted by the CILSS, with the proviso that up to 20 percent can be used for core administrative support; and \$100,000 for project evaluations.

SUMMARY FINANCIAL PLAN

	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	<u>'91</u>	<u>TOTAL</u>
Club Secretariat	200	200	200	200	200	1,000
Club Work Program	400	375	375	375	375	1,900
CILSS Work Program	400	400	400	400	400	2,000
Evaluation	-	-	50	-	50	100
Total	<u>1,000</u>	<u>975</u>	<u>1,025</u>	<u>975</u>	<u>1,025</u>	<u>5,000</u>

C. Project Analyses: The project has been reviewed and found to be feasible based on the institutional, technical, financial and

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social soundness analyses conducted in conjunction with the project's design.

D. Implementation Plan, Conditions and Covenants: The Project Paper has delineated a clear set of responsibilities and organizational procedures for carrying out the project. The roles of A.I.D., other donors, the DAG, the Club du Sahel and the CILSS are indicated along with the various forums and procedures for establishing the annual CILSS/Club work program. Arrangements have also been made for monitoring the execution of the annual work programs and evaluating the project's overall impact in terms of strengthening the targeted regional institutions and influencing policy changes in the Sahel.

A special covenant will be added in the Project Agreement with the CILSS which stipulates that the recommendations for improving the CILSS organization and management, which were endorsed by the donors and the CILSS Council of Ministers in 1985, will be fully implemented.

The statutory checklists have been satisfactorily completed and are included in Annex H of the Project Paper. Pursuant to Section 121(d) of the Foreign Assistance Act, as amended, the DAA/WCA has concluded that the Determination specified by this section of the FAA is not required for the subject project since Sahel Development Program funds will not be made available to a foreign government.

The project design team considered the advisability of involving Gray Amendment organizations as either prime or subcontractors and concluded that both the Club du Sahel and the CILSS required a greater degree of contracting flexibility in identifying individuals or firms for carrying out the various studies envisioned under the project. In contracting for project evaluations, however, the project design team recommends that A.I.D. seek to identify a Gray Amendment organization for these evaluations.

E. Initial Environmental Examination: This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2(c)(2)(iii). See Annex L of PP.

F. Responsible Offices: Responsibility for overall A.I.D. project management will be shared among AFR/SWA, AFR/PD/SWAP, Paris (Club du Sahel) and Ouagadougou (Regional Liaison officer) under the strategic leadership of AFR/SWA.

The ECPR, chaired by Carol Peasley, met on May 22, 1987, and recommended that the project be approved subject to the following changes in the Project Paper: (i) include procedures for the disbursement and accountability of funds under the Club du Sahel component, (ii) CILSS management and organizational improvements which have been recommended but not yet fully implemented will be included in the project agreement with CILSS, as well as a covenant which

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requires the CILSS to implement these recommendations with all due diligence; (iii) the financial plan will be modified to include an additional \$1.0 million for project evaluations (\$100,000) and additional Club studies (\$900,000); (iv) the basic criteria for evaluations will be clearly specified and the monitoring plans will be updated annually in accordance with established work programs; and (v) additional OE funds should be sought to ensure adequate project monitoring and conditions. These recommendations have been incorporated in the amended PP or otherwise addressed.

III. Justification to the Congress: A Congressional Notification was forwarded to the Congress on May 26, 1987 and the waiting period expired on June 10, 1987 without objection.

IV. Recommendations: That you sign the attached Project Authorization thereby approving a grant of \$5 million for the Sahel Regional Institutions project.

Attachments:

1. Project Authorization
2. Project Paper

Clearances:

AFR/SWA:PDichter	draft	Date	6/26/87
AFR/PD/CCWAP:JHradsky	draft	Date	6/15/87
AFR/DP:JPatterson	draft	Date	6/17/87
AFR/CONT, RKing	draft	Date	6/25/87
GC/AFR:PJohnson	draft	Date	6/24/87
DAA/AFR/ESA:ELSaiers	<u>EL</u>	Date	<u>7/1/87</u>

drafted by:AFR/PD/SWAP:MEBrown/BBurnett:edl:06/12/87:wng4052M

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

PROJECT AUTHORIZATION

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

1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Sahel Regional Institutions project, encompassing a grant to the Organization for Economic Cooperation and Development ("O.E.C.D.") for the Club du Sahel ("Club") and a grant to the Inter-State Committee for Drought Control in the Sahel ("CILSS"), and involving planned obligations not to exceed Five Million United States Dollars (U.S. \$5,000,000) in grant funds ("Grant") over a five-year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the project is five years from the date of initial obligation.

2. The project ("Project") consists of technical and financial support to improve Sahelian and donor understanding of the potential impact of social, economic and other development policies and implementation strategies.

3. The Project Agreement(s), which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following terms and conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Commodities, Nationality of Services

(1) O.E.C.D.

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

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List of Acronyms

1. CILSS - Comit Inter-état pour la Lutte Contre la Secheresse au Sahel (Executive Secretariat in Ouagadougou)
2. DAG - Donor Advisory Group
3. FAO - Food and Agriculture Organization (Rome)
4. INSAH - Institut du Sahel (Bamako)
5. OECD - Organization for Economic Cooperation and Development (Paris)
6. PID - Project Identification Document
7. PP - Project Paper
8. SRI - Sahel Regional Institutions (Project title)

## I. PROJECT RATIONALE AND DESCRIPTION

### A) Background and Rationale

The Club du Sahel<sup>1</sup> and the CILSS<sup>2</sup> are closely linked in their efforts to achieve the Sahelian objectives of food self-reliance and ecological balance. A.I.D. regional support for these efforts has been through the Sahel Regional Coordination and Planning Project (625-0911) which began in 1978 and was extended through 1986. The Sahel Regional Institutions Project (SRI) described in this Project Paper is a successor to this project. It is built upon the last ten years of experience and the recent donor/Sahelian effort to restructure the CILSS/Club system.

The CILSS/Club program was formally endorsed as part of the 1984 Regional development Strategy Statement and is an integral part of the Sahel Development Program mandated by Congress. In keeping with a mandate now over a decade old, donor and Sahelian decision-makers meet periodically to review progress and trace out new directions, as appropriate, for their joint development strategy in the Sahel.

### B) Project Description

The project goal is food self-reliance and ecological balance within and among Sahelian states. The project purpose is the improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic and development policies and implementation strategies. This will be achieved through support to the CILSS and Club du Sahel.

The CILSS and the Club play different but complementary roles in the Sahel. The CILSS is a regional organization of nine Sahelian countries which seeks to promote policy reform and coordinate development strategy. The Club du Sahel was created by the Sahel countries and the donors to support the CILSS and to include both CILSS Member States and donors in a partnership.

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<sup>1/</sup> The term "Club du Sahel" has often been interpreted to mean either the Club Secretariat (representing donors and located in the OECD) or the broader grouping of donors and Sahelians inaugurated in 1976. In this PP, the term "CILSS" and "Club" will be used to refer to the respective secretariats and the terms "CILSS/Club" will be used to indicate the broader grouping.

<sup>2/</sup> The initial six member countries - Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal - were subsequently supplemented by Cape Verde, The Gambia and Guinea Bissau.

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As such they represent a unique forum for the analysis, discussion, planning and coordination of responses to the problem of development in the Sahel.

The SRI will encourage the continued evolution of the CILSS/Club system. CILSS and Club staff, Sahelian and expatriate consultants and member-state experts and administrators will work together to define and elaborate useful policies and strategies in domains of high priority and will encourage their adoption by both Sahelian states and donors.

A revised CILSS mandate was formally approved by the CILSS Council of Ministers in May 1985. It assigned the following essential functions to the CILSS: "think-tank", information collection and exchange, and coordination.

This project will provide support over five years to the Secretariat of the Club du Sahel (Club) in Paris and to the Executive Secretariat of the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) in Ouagadougou. Unlike the previous project, it will not provide support to INSAH or FAO. It builds on several major changes in the CILSS/Club system adopted in 1985 following a restructuring of the CILSS. These include the establishment of a Donor Advisory Group (DAG) and the development of an integrated work program and a comprehensive budgeting system (PPBS) by the CILSS. SRI introduces the use of an A.I.D. "team" project management approach, and supports the greater integration of regional analysis with bilateral A.I.D. programs.

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

Funding for the CILSS and Club Secretariats under SRI will total \$5 million over the five-year life of project. Assistance to the Club will be divided between support for the Secretariat and support for work program activities. The two categories together will receive \$580,000 per year, on average, for a total of \$2.9 million over the five-year life of project. The CILSS Executive Secretariat will also receive a total of \$400,000 per year for its work program with the understanding that up to 20% can be used for core administrative support. The CILSS Executive Secretariat will receive \$2,000,000 over the life of the project. Two evaluations of the project, totaling \$100,000, will be contracted for directly by A.I.D.

The Club and the CILSS will develop both separate and common work plans and will use SRI funding to support work program activities centered on on-going CILSS/Club priority themes. These "Working Group" activities (see p. 5) will include studies, national coordination meetings, regional colloquies and other meetings and research as necessary to define and elaborate development policies and strategies in these domains and to advocate their adoption by the member states.

The success of SRI will depend on the execution of coordinated Working Group activities and on the adoption of rational development policies and implementable strategies by the member-states. The project's success will also be judged by the continued improvement in CILSS and Club managerial and administrative efficiency and by the extent to which U.S.A.I.D.'s in the Sahel can be drawn into real participation by initiating, carrying out and exploiting the results of CILSS/Club activities. With the objective of encouraging greater Mission participation in the CILSS/Club program, Missions should submit their ideas for special studies, assessments or seminars which might best be conducted under the auspices of the CILSS/Club work program. The A.I.D. management group, with AFR/SWA taking the lead, will review these requests along with others from AID/W offices and, following consultations with the DAG, recommend them for incorporation into the Club work program. A special project monitoring/evaluation plan will be used by A.I.D. (see Section III) to track performance in these areas.

The A.I.D. project management group, in consultation with the other donors and CILSS, will develop a management plan each year for implementing CILSS management improvements. These will be drawn from the list of recommendations endorsed by the donors and subsequently by the CILSS Council of Ministers in 1985, but which have not been fully implemented. The management plan and report on the previous year's progress will be submitted as part of the annual work program of the CILSS. The A.I.D./CILSS Project Agreement will indicate the desired management improvements and include a covenant which calls upon the CILSS to implement these management reforms.

## II. ANALYSIS

### A. Technical Analysis

#### 1. Origins and Technical (Sectoral) Evolution of the Institutions

Gripped by the most severe drought of the century, the Heads of State of the Sahelian countries assembled in Ouagadougou in March, 1973, to declare the Sahel a disaster area and to appeal for international assistance. This meeting also resulted in the formation of CILSS to serve as the focal point for Sahelian-donor exchange.

From 1973-75, CILSS operated with a small secretariat in Ouagadougou primarily as a broker for member states to mobilize funding for development projects. By 1975, however, donors began to realize that they could not continue to pour millions of dollars into the Sahel without some kind of regional framework and a much improved donor coordination system. The DAC Chairman convened an informal meeting in Paris to discuss the problem and, at the suggestion of the Governments of France and the United States, it was decided to create a "Club for the long-term development of the Sahel." By March, 1976, the "Club du Sahel" notion had taken hold and an inaugural meeting of Sahelians and donors was held in Dakar. The relationship established there between Sahelians and donors was described as a "contract for a generation." A small "Club" secretariat was set up at the Organization for Economic Cooperation and Development (OECD) headquarters to facilitate a better exchange between the donors and the CILSS countries. It was decided that the Club du Sahel's role would be to:

- Support the CILSS, the principal agency for regional cooperation in the Sahel;
- Inform and create awareness among the international community with regard to the Sahel's development prospects and requirements;
- Encourage cooperation between donors in order to implement projects envisaged by Sahel governments and facilitate the mobilization of development resources;
- Be a forum in which the Sahel states can outline their policies and priorities for medium and long-term development and discuss them with the donors; and
- Meet once a year and set up working groups to study specific problems.

### Early Period of the CILSS/Club (1976-80)

The tool for advancing CILSS/Club plans, programs and ideas, from the beginning, has been the joint CILSS/Club Working Group. It is composed of Sahelian and non-Sahelian technical experts and is broken down into sectoral working groups (e.g., livestock, agriculture, ecology/forestry, irrigation, etc.) and special committees on specific topics such as cereals policy and recurrent costs. These groups represented the first time in the Sahel, and perhaps in Africa, that donors and a multinational grouping of nations had come together on a regular basis to work on elaborating a common set of development strategies.

The first major output of the Working Group system was the global Strategy for Drought Control and Development in the Sahel, which placed heavy priority on the achievement of food self-sufficiency while maintaining or improving ecological conditions. This strategy was approved at the second conference of the Club du Sahel in Ottawa in May 1977.

While Sahelian leaders recognized the need for a global strategy, and participated actively in its elaboration, they remained concerned that donors would call for endless fine-tuning of the strategy before making project allocations. Consequently, the Sahelians linked approval of the Ottawa Strategy to a program of projects which they called the First Generation Program, covering Sahel project needs for the period 1977-82. The cost of the five-year program, consisting of 612 national and 40 regional projects, was estimated at \$3 billion. Donors had not participated in the design of the First Generation Project since many of the projects pre-dated the Club's creation and many came to refer to the program as a "mere shopping list."

The Club Secretariat was caught in the middle. It worked out a compromise approach by culling from the First Generation Program those projects which showed the most promise and fielding design/feasibility teams during 1978-80 to prepare preliminary project documents. By 1981 about 60 percent of the Program had been financed by donors at a cost of some \$2.5 billion. More important in a long-term sense, however, was the process that had begun. Information was beginning to flow, concerns on both sides were being listened to, sector-oriented issues were being discussed, and ideas for future CILSS/Club work had been put on the table. A policy dialogue was emerging. What had first appeared to be an awkward sales-auction of projects was turned into a substantive exchange of development ideas and strategies.

Interim Years (1981-85)

Since its inception, the CILSS/Club has undertaken several important analyses and played a leadership role in bringing new issues to the fore. One of the most important contributions during this period was a critical look at cereals policies in Sahel countries. The study was hotly debated because it laid bare--for the first time--the various policy disincentives which were inhibiting cereals production in the Sahel. Another service was provided by the CILSS/Club 1981 synoptic analysis of the irrigation situation in the Sahel. It was based on a series of sectoral country studies, which demonstrated, also for the first time, that the production generated by new irrigation acreage was being offset by the degradation of acreage in older perimeters. Donors and governments were urged to make better use of existing perimeters before embarking on new investments. A Working Group on rainfed agriculture discovered that only 4 percent of all official development assistance went towards rainfed cereal crops--official rhetoric to the contrary.

These and other efforts did much to sensitize donors and governments to a range of specific additional issues in the early 1980s such as the looming fuelwood crisis, as well as more general ones, e.g., the inter-related nature of the Sahel's problems. Work in these areas continues as part of an evolving process of reflection and should be supported. A major conference on cereals policy in late 1986 has now provided an update for CILSS/Club members. The findings from the cereals policy conference and a CILSS-sponsored study of recurrent costs will help determine what more is needed to move ahead in these areas.

As understanding of development constraints in the Sahel has increased, new themes (e.g., inter- and intra-regional trade, divestiture, subsidies and family planning/population) have been identified and are being introduced into the annual CILSS/Club Work Program.

The years 1983-84 marked a turning point for the CILSS. Though work proceeded unimpeded on the policy agenda in collaboration with the Club, donor confidence in the CILSS declined due in large part to a deterioration in the quality of the institution's leadership. By 1984 a crisis had been reached and it became clear to Sahelians and donors alike that significant reforms were essential to the survival of the institution, a feeling which was reflected in a major A.I.D.

evaluation (See Annex F). CILSS seemed to be floundering. A consensus emerged on the need for a more coherent regional mandate for the CILSS, a re-thinking of substantive areas of concentration, a reaffirmation of member-state support, and a smaller but more qualified staff in the Executive Secretariat. A "restructuring" process was initiated to bring about needed changes within the CILSS system. Progress in implementing these reforms is summarized in Annex G. These reforms coincided with the appointment of a new Executive Secretary and, within a year, important changes were introduced. Most significant was the restructuring process itself. For the first time, Sahelians invited donors to reflect with them on the definition of the necessary reforms.

## 2. Key Technical Functions of CILSS/Club

The key functions to be supported by this project are broken down below for purposes of description into "think-tank", information exchange/dissemination, and coordination. The last topic is divided into two sections, one general and one devoted to donor coordination.

### a) "Think-Tank"

The CILSS Council of Ministers, in restructuring of the CILSS in May, 1985, recognized the need for CILSS to give added emphasis to its role as a "think-tank" which could focus on identifying development constraints and formulating new development strategies in the Sahel. The product of these efforts, undertaken in collaboration with the Club, should provide important input into policy changes not only among the member states but also in the donor community.

Though this process must remain flexible and capable of adaptation, in practice it commonly begins with a study (or studies) carried out jointly by Sahelian and non-Sahelian experts on subjects of high priority identified by the CILSS and/or Club. The analysis assembled usually becomes the subject of regional meetings of both Sahelians and donors. The resulting strategies, which may take more than one meeting to develop, are then brought down to the national level for discussions on adaptation to national conditions and on implementation strategy. Depending on the context, the direction of this process may be reversed to work from the national to the regional level. By the time the process reaches its conclusion, representatives from a number of donor and national agencies have been brought together to work out new policies and plans and a number of the participants have become advocates of change. This outcome also has implications for the success of bilateral programs.

Issues not traditionally given priority in the Sahel have been added to the policy agenda. Examples are pricing policy and recurrent costs. Other issues generally considered independently have been linked to reflect their inter-dependence: for example, forestry and ecology issues have been expanded to consider the impact of all productive sectors on the environment. Some of the most significant policy outcomes are described briefly in the section on the Interim Years (1981-1984) above and in more detail in Annex C.

b) Collection and Exchange of Information

In the Sahel, communications among the CILSS member states are poor and, though the nations face common problems in a number of areas, the exchange of experience relating to their solution remains limited. This indicates the need for a third party to promote and facilitate the formation of a common and coherent understanding of and solutions to these problems within the region. The CILSS/Club process achieves this by facilitating the interaction of technicians and decision-makers in the context of the Working Group. Additionally it does so through activities designed to improve the effectiveness of national statistical services, to standardize the collection of data and to promote its exchange on a regional basis.

c) Coordination

Donor - Sahelian Coordination

It is widely recognized, both among Sahelians and donors, that a greater degree of coordination of development activities within the region is desirable. Only through such coordination can one hope to avoid duplication and increase efficiency. Two formalized mechanisms to achieve this improved coordination at the country level exist in the form of World Bank-sponsored Consultative Groups (CG) and UNDP-sponsored Round Tables (RT). The CGs focus on overall investment strategy with respect to the macro-economic situation while RTs concentrate on reviewing the main development sectors within the context of a country's long-term development planning document.

In the Sahel, CGs exist for only two countries: Mauritania and Senegal. A variety of RTs are held in most of the Sahel countries. These fora, however, do not provide an opportunity for regular and frank dialogue among Sahelians and the international community on a broad spectrum of development issues. The CILSS/Club process offers a necessary complement to these structures by providing a mechanism for an on-going, collaborative policy analysis and discussion with considerable

flexibility. It does so on three levels: among the Sahelian states, between donors and Sahelians, and within the donor community.

The CILSS is charged with encouraging and facilitating interaction and exchange of information among Sahelian states.

In this context, donors have played an important role in supporting the Sahelian governments in their efforts to implement the new strategies. Donors also profit from their participation in the regional meetings. The continuing success of this process depends to an extent on the coherence of donor positions and policies. If donors have not effectively coordinated their positions, substantive policy or programmatic improvements become significantly more difficult. This has become especially noticeable as part of recent efforts to articulate consensus on the framework of policy reform. The CILSS/Club process encourages the development of a common understanding among donors and promotes donor cohesion on development strategy. By promoting a better understanding of development issues and contributing to the improvement of the exchange of information and experience among Sahelians and donors, the CILSS and Club have proven to date to be the most effective mechanism for such enhanced coordination.

Though this process has already been in operation and the results appear worthy of support, improvements can be made. The creation of a Donors Advisory Group (DAG) to facilitate greater donor coordination and cohesion is such an improvement.

#### Donor Coordination: Donors' Advisory Group

The Club also tries to promote and facilitate dialogue among donors. In the past this has been pursued through both formal and informal mechanisms, though no distinct structure for donor coordination existed. The recent creation of the Donors' Advisory Group (DAG) is an attempt to fill this gap and to introduce a greater degree of coherence in donor support to the CILSS. The U.S. will be an active participant in all senior-level DAG meetings and in the organization of field-level monitoring. SRI will lean heavily on the DAG review and monitoring process to assure more efficient CILSS operations and a more systematic approach to planning Club and CILSS work programs. The findings of the DAG review meetings will condition support to the CILSS and Club under this project. Local-level donor meetings, recommended at Ottawa, will facilitate the monitoring of work plan implementation.

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## B. Financial Analysis and Plan

The SRI project does not follow the normal pattern of project financing. The specific project activities to be financed are implemented through the Club and CILSS Secretaries, which are responsible for furnishing detailed documents in their annual work programs. Since the work programs are established each year and change during the life of the project, a precise description of activities to be supported by the project cannot be provided in the Project Paper. The joint Work Program presented to the Ottawa meeting of the Donors Advisory Group in November, 1986, is attached as Annex K. It is indicative of activities which will be supported during the project's first two years.

Project staff will follow the development of the work programs and, through the DAG, A.I.D. will have an opportunity to review the work programs before they are officially approved for implementation. Further, the past record of Club use of U.S. funds provides confidence that the funds will be used in accordance with U.S. objectives. The annual review of the joint CILSS/Club work program and the monitoring of its implementation by project personnel will provide adequate oversight.

The U.S.A.I.D./Burkina Controller has noted that CILSS accounting practices are generally satisfactory and conform to A.I.D. practices and standards. Moreover, the recent restructuring of the CILSS and the establishment of new, more sophisticated financial management tools (an integrated budget and application of PPBS) are encouraging measures. The primary emphasis in project management will be on the development of a realistic and consistent work program in collaboration with the CILSS/Club and other donors. To the extent that such strategic oversight is exercised, the need for detailed administrative oversight will remain moderate.

Annex D of this Project Paper provides a more complete history of U.S. financial assistance to the Club and the CILSS Executive Secretariat. It also provides information on other donor inputs to show where the U.S. stands in relation to others. Illustrative funding estimates for SRI have been derived based on a mixture of past trends and future expectations.

Grant to the Club: Project assistance to the Club will be divided between two categories, support for the Club Secretariat and support for the Work Program. The two

categories together will receive about \$580,000 per year for a total of \$2.9 million over the five-year life of project.

Grant to CILSS Executive Secretariat: The CILSS Executive Secretariat will also receive a total of \$400,000 per year for its work program with the understanding that up to 20% can be used for core administrative support. The CILSS Executive Secretariat will receive \$2,000,000 over the life of the project.

Salaries of A.I.D. direct-hire project management team members are covered from Operating Expense budgets. Travel expenses for the direct-hire Development Coordination Advisor in Paris will be covered by the Club Secretariat budget. Travel expenses for meetings of the DAG as well as meetings of the Club du Sahel will be covered by A.I.D. and other donors.

The estimated cost of the project is as follows:

Table 1: A.I.D. Project Contribution

	Annual (FY87-91)	LOP
Club Secretariat	\$ 200,000	\$1,000,000
Club Work Program	380,000	1,900,000
CILSS Work Program	400,000	2,100,000
Evaluations	20,000	100,000
Totals	\$1,000,000	\$5,000,000

These figures are deemed appropriate for the current capability and work programs of the two organizations. However, over time this may change and A.I.D. might find advantages in favoring one organization over the other for specific tasks. In such a situation, the SRI budget should be considered flexible. Funds could therefore be shifted between organizations, as well as between activities within their approved work programs, as deemed necessary by the project management team and in compliance with A.I.D. management guidelines.

While fluctuating widely from one year to the next, Table 2 provides insight to the current illustrative donor contributions to the overall CILSS/Club program.

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Table 2: Illustrative Annual Donor Contributions  
to the Overall CILSS/Club Program  
(estimate based on recent historical  
data for FY86 only)

Donor	CILSS	Club	Total	(%)
1. United States	\$400,000	\$600,000	\$1,000,000	( 35)
2. CILSS Member-States	514,000	--	514,000	( 18)
3. Holland	286,000	163,000	449,000	( 16)
4. Italy	205,000	93,000	298,000	( 10)
5. Switzerland	103,000	80,000	183,000	( 6)
6. UNDP	45,000	--	45,000	( 2)
7. France	--	161,000	161,000	( 5)
8. Canada	--	88,000	88,000	( 3)
9. Japan	--	73,000	73,000	( 3)
10. Austria	--	23,000	23,000	( 1)
11. Denmark	--	20,000	20,000	( 1)
	<u>\$1,553,000</u>	<u>\$1,301,000</u>	<u>\$2,854,000</u>	<u>(100)</u>

### C. Economic Analysis

While the CILSS provides a number of services to the Sahel region, including coordination and information dissemination, the economic analysis focuses on the CILSS Executive Secretariat as a promoter of policy change. In this role, CILSS/Club provides opportunities for Sahelian and donor decision makers to better understand development dynamics within given sectors and to modify development strategies accordingly.

The economic consequences are manifold. From the donor side, development assistance funds can be used more efficiently. For example, some projects in planning stages have been cancelled when it was seen that the strategy to be used had little likelihood of success. This has been the case, for example, in irrigation, where the tendency had been to construct major projects that consumed large sums of development assistance. Such projects have been put aside due, at least in part, to the findings of a CILSS/Club study that more land under irrigation was being lost each year due to lack of maintenance of older systems than was being gained by the new, large systems. Some projects that were under implementation were cancelled when the development strategies being used were found wanting by CILSS/Club studies. An example of this is a Dutch livestock project in Burkina Faso. Another area where efficiency of development financing was gained was in cereals marketing. Donors had been supporting cereals marketing boards that were inefficient and ineffective. The 1977 cereals policy study by Elliott Berg was instrumental in starting a process of reform of the marketing boards.

Before the recurrent cost study and follow-up efforts of CILSS/Club, many donor projects were implemented with the understanding that the recipient government would take over responsibility for government operations that were established with project support. When the project terminated, the operations often frequently because of the lack of adequate budgetary resources to maintain the operation. Donor assistance had, therefore, been substantially wasted. While the problem of recurrent costs remains and this limits the amount of assistance that can be provided in certain sectors, at least donor resources are not squandered with the false expectation of sustainability.

Another benefit of CILSS/Club studies and follow-up activities is that, to the extent projects are based on improved development strategies, funds are used more effectively, thus increasing the return on investment. Benefits are derived by Sahelian governments, as well as donors, to the extent their own development budgets are better utilized.

A detailed economic analysis would attempt to provide a precise estimate of the economic benefit of a project. For many development projects, it is feasible to consider increases

in such things as production and income as a direct result of project activities. For an institutional support project such as this, where impact on the Sahelian population is very indirect, and where many external factors affect the results of the project, a straightforward economic analysis is not appropriate. What can be expected is a general improvement in the efficiency of project allocation decisions by Sahelians and donors resulting from better understanding of the policy environment. The CILSS and the Club will continue to influence important policy matters and, in doing so, will improve the efficiency and effectiveness of development programs.

A number of priority themes identified by A.I.D. have recently been incorporated into the CILSS/Club Work Program. These include demographic and population issues, the role of agricultural subsidies, and the role of the private sector in agricultural production and marketing. Others, including inter- and intra-regional trade as well as divestiture of state enterprises, are being considered for inclusion in subsequent work programs. Improvements in policy in each of these areas will have a positive impact on Sahelian economies and on the success of A.I.D. development activities across the board.

#### D. Social Soundness Analysis

This is an institutional support project; as such it is not intended to directly benefit a specific population in need of development assistance. Thus it is not amenable to traditional social soundness analyses. Neither organization implements projects on the ground nor is either directly involved with the traditional beneficiaries of aid projects. However, each benefits Sahelian states and the donor community and both these groups use inputs from the Club and the CILSS to formulate development policies and strategies which have a direct impact on the populations of the region.

The PP team analyzed the policies and strategies advocated by the Club and the CILSS, and found that these policies and strategies are consistent with the aspirations of the Sahelian people. At the same time, the team found tht the CILSS and the Club together constitute an appropriate mechanism for the diffusion of these policies and strategies within the Sahel.

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The Revised Strategy, proposed by the CILSS and Club in 1984 and adopted in January 1985 by the CILSS Council of Ministers, effectively demonstrates the social appropriateness of CILSS activities. CILSS goals, purposes and methods fit well with A.I.D. statements of development orientations and with the RDSS for the Sahel/West Africa Region.

The Club reflects donor concerns very directly and A.I.D. has always played a strong role in establishing Club policy and strategy.

E. Institutional and Administrative Analysis

The Club is a lean and efficient organization, based in Paris and staffed with four full-time development professionals, all but one of whom are seconded from and paid for by bilateral donor agencies (U.S., Canada, Holland) which belong to the Club.

These professionals are supplemented as needed by consultants on limited contracts and by a small group of support staffers.

The CILSS organization chart is attached in Annex B. As a result of decisions made by the Council of Ministers, efforts at reform of the organization are under way, several departments have been consolidated and management efficiency has been improved. In collaboration with other donors, the project will support the continuation of these efforts. The coherence of donor support to the CILSS Executive Secretariat will be enhanced by the newly-established DAG.

In the DAG and in discussions with other donors, A.I.D. will maintain a consistent emphasis on the spirit of reform recommendations that numbers be kept to a minimum in relation to tasks and resources, and avoid placing undue emphasis either on particular organizational configurations or on specific numerical limits to staff. Stress should be placed on the need to maintain a relatively restricted interpretation of the mandate and to avoid duplication of functions, if CILSS is to preserve its effectiveness and avoid the dispersion of its resources.

Criteria for choosing areas of concentration will be discussed with other donors within the context of the DAG. Demands placed on the CILSS by both member states and donors fluctuate and staffing requirements may vary. The stress will

be on the need to maintain the smallest practicable core staff. Additional personnel can be retained on contracts of limited duration for specific tasks. A.I.D. is in agreement with the general donor consensus that the CILSS should avoid direct involvement in project implementation.

The SRI will encourage the continuation of the CILSS/Club Working Group process. It will involve CILSS and Club staff, Sahelian and expatriate consultants, and member-state experts and administrators, in common efforts to define, and elaborate useful policies and strategies in domains of high priority. It will also encourage their adoption by both Sahelian states and donors.

F. Environmental Analysis

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c) (2) (iii). Annex L contains a copy of the approved Initial Environmental Examination.

### III. Implementation Plan

#### A. Project Management

Responsibilities for overall A.I.D. project management will be loosely shared among A.I.D. officers in Washington (AFR/SWA and AFR/PD/SWAP), Paris (Club du Sahel) and Ouagadougou (Regional Liaison Officer) under the strategic leadership of AFR/SWA. This staff will encourage a process to involve U.S.A.I.D.s in the Sahel countries in the identification of priority areas for CILSS/Club Work Program activities and in the utilization of the results of those activities.

The SRI will provide funds to both the CILSS and the Club Secretariats for a period of five years. This support, which will be divided between core administrative and Work Program funding, will help the CILSS and the Club work towards the goals set forth in the regional strategy and annual work programs, as reviewed by the DAG.

The annual DAG meeting will also provide an opportunity for A.I.D. project management (AFR/SWA, PD/SWAP, Club, U.S.A.I.D./Burkina) to coordinate the sharing of management responsibilities over the ensuing year. The A.I.D. management group will meet in Washington immediately after the DAG to coordinate its monitoring strategy around the results of the broader DAG consultations. It will:

- o identify areas of specific A.I.D. agreement or disagreement with basic DAG conclusions;
- o note potential problem activities which will require priority monitoring;
- o develop an indicative A.I.D. action plan for the year in question, including: a) any requirements for travel and identification of appropriate participants and, b) identification of key CILSS/Club products to be reviewed by A.I.D./W during the course of the year.

The conclusions of the DAG, as well as those of the A.I.D. project management group, will be submitted to relevant field posts for their information and feedback. Anticipated action on the part of a field mission will be explicitly noted and confirmation requested.

As major CILSS/Club products are completed they will be sent to A.I.D./W and relevant Sahel Missions for comment and action. Particular responsibility will lie in A.I.D./W, where key CILSS/Club outputs identified by the project management team (major studies, results of key seminars, revised global strategies) will be reviewed by the Project Committee (PD/SWAP, AFR/SWA, AFR/TR, AFR/PD and other appropriate technical offices). Appropriate action, including cable reporting to the field, will be undertaken by PD/SWAP and AFR/SWA.

The specific support tasks the SRI management group will undertake include those listed below. SRI staff will help to:

- o monitor the performance of the Club and the CILSS activities called for in their work programs;
- o synthesize the results of CILSS/Club Work Program activities and make them known by regular reporting to A.I.D./W, Sahelian missions and other donors;
- o promote the participation of Sahelian U.S.A.I.D.s in the preparation, execution and evaluation of workplan activities;
- o determine U.S.A.I.D. mission, other donor and member states' priorities for the choice of themes to pursue in preparation for DAG meetings;
- o follow up on the results of the DAG meetings by encouraging and facilitating donor coordination meetings in Europe and in the Sahelian states and by supporting the CILSS and Club in the execution of their mandates.

The SRI will not initiate CILSS/Club Work Program activities directly, hence, the sequence of those activities is not under the direct control of the project staff. Rather, they will intervene to influence CILSS/Club decisions about priorities among work plan sectors or themes and then advise at different points in the process of carrying out these activities.

Once the CILSS/Club choose a theme or sector in which a series of Work Plan activities will be undertaken, the following sequence of events should take place.

a. A mixed team of Sahelian and expatriate consultants is chosen, reviews the literature on the subject at hand, and carries out a sectoral assessment in relevant member countries of the CILSS.

b. A CILSS/Club Working Group which includes CILSS, Club, donor and Sahelian country government representatives as well as Sahelians and expatriate consultants discusses the results of these studies and elaborates policy proposals for consideration by the CILSS and the Club, and then by the member states' governments.

c. The Technical Coordinating Committee in each concerned state organizes national-level meetings to discuss, modify, reject or approve the Working Group's policy recommendations. They submit their recommendations to their national government.

d. After these national-level meetings, the CILSS/Club may organize a regional workshop to which all member countries as well as CILSS, Club and donor personnel are invited to discuss the steps taken in different countries and to compare the reasons for differing policies. They will try to coordinate national policies where the results of activities in one nation may impinge on those in their neighbors' territories. Note that these regional workshops may also serve as lobbying fora, where difficult policy decisions may be eased by an atmosphere of frank discussion and mutual support for courageous political manoeuvres. Thus they may take place before step (c) above rather than afterwards.

e. Each of the steps above will generate a written record or report, which CILSS/Club will help distribute throughout the donor community and in the Sahel.

The above summary is not meant to present an immutable action plan which the development of each workplan theme must inevitably follow. The process often develops its own logic and in some cases, one step or another may not be necessary. In addition, the order of implementation may vary as required by the situation at hand. The SRI project implementation team will monitor the decisions made by the CILSS and the Club about implementation sequencing and will advise Secretariat staff as appropriate

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## B. Monitoring and Evaluation Plan

An appropriate monitoring plan will be developed each year by the A.I.D. project management group, in accordance with the CILSS/Club work programs. The SRI group will monitor CILSS and Club activities and will inform A.I.D./W and Sahel U.S.A.I.D.s of the planning, implementation and results of these activities through regular reporting channels. The effectiveness of this support program will rest largely with the project management group in which AFR/SWA is expected to take the lead role. For the "team" to do its job, occasional meetings will be required not only among themselves, but with the Executive Secretaries of the Club and CILSS. Consequently, additional Africa OE funds estimated at \$8,000/annum will be earmarked to permit the AFR/SWA Regional OIC to visit Paris and Ouagadougou twice a year and to permit the project officer stationed in Ouagadougou to visit Paris and AID/W twice a year.

The evaluation of the SRI will take place in two stages.

- o After 30 months of implementation, a team of external evaluators will be contracted to carry out an interim evaluation of the project. This team will visit A.I.D./W, the Club Secretariat in Paris, the CILSS in Ouagadougou, and selected Sahelian countries. The evaluation team will judge the effectiveness of the project in achieving its main goals: improved donor coordination, efficient CILSS management, and useful contribution to policy reform in sectors determined by the CILSS and the Club in consultation with donors and member-states.
  
- o After 54 months of implementation (six months before the PACD), another external evaluation team will assess SRI accomplishments and, if appropriate, recommend the conditions under which further funding might be justified.

A preliminary set of evaluation criteria for assessing the project are the following:

- o PPBS installed and used to generate timely reports of utility to CILSS management.
  
- o CILSS staff pared to efficient levels and consultants and limited duration employees used to complement minimal permanent staff
  
- o CONACILSS representation upgraded where needed and operating effectively in all member states

- o DAG and other donor coordination meetings regular and effective in reaching consensus on priority activities and CILSS management improvements.
- o CILSS playing effective role as think tank, forum for discussion of policy and strategy issues and nexus of information collection/dissemination in Sahel
- o work plan recommendations on policy reform accepted and adopted by member states' governments
- o Sahelian U.S.A.I.D. missions participating effectively and enthusiastically in Club/CILSS work plan activities.

C. Financial Reporting Requirements

Funding allotted to this project is in support of the Club Secretariat, Club Work Programs and the CILSS Work Programs. The standard financial reporting forms to be used are:

- SF-269, Financial Status Report.
- SF-270, Request for Advance or Reimbursement.
- SF-272, Federal Cash Transactions Report
- SF-272A, Continuation form.

The SF-269 is to be prepared using one column for each annual allotment received. It is anticipated that the Club and the CILSS will report individually for their respective allotments. The SF-272 and SF-272A also must be prepared showing each allotment received and its status of disbursement. The SF-269 and SF-272 are quarterly reports and must be received by A.I.D. within 30 days of the close of each quarter. Timely reporting must be submitted to assure future advance disbursements. Once all activities have been completed for an allotment and all disbursements made, only the total of disbursements need be reported.

The SF-270 is required to secure an advance of funds. Once again, each allotment is to be identified in individual columns and identified with the activity the advance is to support. Advance requests (SF-270) may not request more than the estimated expenditures to be incurred within that ninety day reporting period. The SF-270 may be submitted as additional funds are needed.

At the termination of this grant (PACD), now planned for a five-year period, all disbursements must be within a

nine-month period, with the final financial reports prepared and submitted within one year of the PACD.

All Financial Reports for the Club du Sahel activities are to be mailed directly to:

Agency for International Development  
FM/PAFD/CMA, Room 624, SA-12  
Washington, D. C. 20523

#### IV. CONDITIONS, COVENANTS AND NEGOTIATING STATUS

This is the third phase of A.I.D. funding support for the CILSS/Club system. The experiences learned over the last eleven years of donor/Sahelian cooperation have meant that planning for the Sahel Regional Institution's Project is currently at an advanced stage. Therefore, with the exception of the covenant noted below, it is not anticipated that substantive conditions precedent or covenants will be required for the SRI Project.

The following special covenant will be added to the Project Agreement between A.I.D. and the CILSS:

Special Covenant: The Grantee hereby agrees to implement with all due diligence the management improvements recommended by the 1984 evaluation of the CILSS and endorsed by the CILSS Council of Ministers in 1985.

The Organization for Economic Cooperation and Development (O.E.C.D.), acting on behalf of the Club du Sahel, will sign the grant agreement encompassing the Club's component of the project. The O.E.C.D. is a Public International Organization, and the U.S. is a member.

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ANNEXES

## ANNEX A: LOGFRAME

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS						
<u>GOAL:</u> Food self-reliance and ecological balance within and among Sahelian States.	<ul style="list-style-type: none"> <li>-Increased food grain production or enhanced capacity to procure required food grains from other sources.</li> <li>-Stop/reverse current trends of soil/vegetation degradation.</li> </ul>	<ul style="list-style-type: none"> <li>-Nutrition and food consumption surveys</li> <li>-Food production in marketing and grain storage data</li> <li>-Macro statistics on grain trade and foreign exchange reserves.</li> <li>-Declining levels of food aid.</li> <li>-Survey information on soil/vegetation degradation.</li> </ul>	<ul style="list-style-type: none"> <li>-Political and military priorities will not be so strong as to preclude adoption of CILSS/Club policy and strategy proposals.</li> <li>-Donors who are involved with Sahelian development will promote trade policies to aid this development.</li> </ul>						
<u>PURPOSE:</u> Improved understanding by Sahelian and donor decision-makers of the potential impact of social, economic, and other development policies and implementation strategies.	<ul style="list-style-type: none"> <li>-Improved Sahelian development policies</li> <li>-Greater consensus of donors on policies and strategies to pursue.</li> </ul>	<ul style="list-style-type: none"> <li>-Third party opinion such as evaluations and special analyses of IMF, World Bank and other major development specialists.</li> <li>-Annual DAG review.</li> <li>-CILSS/Club Annual ODA Report.</li> </ul>	<p>Sahelian decision-makers and donors will have the necessary background and openness to new ideas to enable them to use CILSS/Club information appropriately and put it into perspective with regard to other immediate priorities.</p>						
<u>OUTPUTS:</u> <ul style="list-style-type: none"> <li>-Study reports</li> <li>-Regional conferences</li> <li>-Regional workshops</li> <li>-National colloquies</li> <li>-National workshops</li> <li>-Report Updates</li> </ul>	<ul style="list-style-type: none"> <li>-All CILSS/Club publications</li> </ul>	<ul style="list-style-type: none"> <li>-Appropriateness of outputs requires a comparison of CILSS/Club annual workplans and the DAG review of the workplans with the CILSS/Club products in that year.</li> <li>-Quality of outputs requires and investigation into the actual application of output results toward actual decision-making.</li> </ul>	<p>Relationships among Sahelians will not deteriorate to the point that communications cease. Donors will continue to be supportive of the DAG and CILSS/Club process and work towards better donor synergy.</p>						
<u>INPUTS:</u> <table border="0" style="width: 100%;"> <tr> <td style="width: 100px;">U.S.</td> <td style="text-align: right;">\$4,000,000</td> </tr> <tr> <td>Member-States</td> <td style="text-align: right;">\$4,000,000</td> </tr> <tr> <td>Other donors</td> <td style="text-align: right;">\$7,500,000</td> </tr> </table>	U.S.	\$4,000,000	Member-States	\$4,000,000	Other donors	\$7,500,000	<ul style="list-style-type: none"> <li>-See Financial Plan</li> </ul>	<ul style="list-style-type: none"> <li>-Annual budget reports</li> <li>-Grant Agreement</li> </ul>	<ul style="list-style-type: none"> <li>-Funding is available in the prescribed amounts.</li> </ul>
U.S.	\$4,000,000								
Member-States	\$4,000,000								
Other donors	\$7,500,000								

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## ANNEX B - INSTITUTIONAL AND ADMINISTRATIVE ANALYSIS

A. INTRODUCTION

In such domains as range management, animal husbandry, forestry, the battle against desertification, agricultural policy, irrigated and rainfed agriculture, statistics, and pest management, the Club and the CILSS organize and finance studies, regional meetings and national, inter-ministerial meetings to conceive, lobby for and coordinate the implementation of appropriate development policies and strategies.

The SRI will encourage the successful implementation of this process and work to improve the management and administration of the resources put at the disposal of the Club and the CILSS. To understand how the SRI will work with these two different agencies, we must first describe them briefly.

## STRUCTURE AND STAFFING OF THE CLUB DU SAHEL

The Club du Sahel, founded in 1976, is a small, lean organization based in the OECD complex in Paris. Many administrative support functions (accounting, computer maintenance, etc.) are performed by the OECD for the Club, which enables them to keep their support staff to a minimum. Currently, the Club employs one professional, 5 support personnel, and 2 full-time consultants. In addition, three full-time professionals work at the Club, seconded from the bilateral aid agencies of the United States, Canada, and Holland. These latter receive all salaries and benefits from the budgets of their home agencies, but all of their operating expenses, including travel, come from the budget of the Club. Currently, the staff includes:

- o The Director, Mrs. Anne de Lattre (Club budget)
- o one administrative assistant, Mrs. Marcais (Club budget)
- o 1 Director's secretary (Club budget)
- o 3 secretaries (Club budget)
- o 1 consultant in agricultural economics (full-time, Club budget)
- o 1 consultant in documentation (full-time, Club budget)
- o 3 seconded professionals:
  - Henri Jorritsma (Holland)
  - Jean Nadeau (Canada)
  - Glenn Slocum (USA)

The three seconded professionals and the full-time consultants divide up the sectoral programs according to their personal preferences and interests. They are not recruited

specifically to cover any given sector. Each of the seconded personnel also acts as liaison and administrative control for their respective home agencies. As such, the US Representative is one of the key people in determining the degree to which the SRI will succeed in its purpose.

Membership in the Club is essentially a function of the desire of bilateral and multilateral aid agencies to participate in Club activities. Eleven nations' bilateral aid programs contribute to funding of the Club Secretariat's core administrative costs. Certain other countries and some multilateral groups contribute to work plan functions by funding specific studies, conferences or publications. Finally, a much larger group participates in Club conferences and meetings to discuss sectorial or general development policy and strategy.

Thus, funding for the Club Secretariat is provided entirely by some of its member states. (See section on Finance in this PP). The money is put into a general fund, under the auspices of the OECD. The Director of the Club determines what money is to be used for what purposes, including hiring consultants, travel for Club staff, conferences, publishing, and so on. In addition, certain members occasionally finance specific activities in high priority sectors through the Club. This is called work-plan funding and is usually earmarked by donors for use in specific sectors and/or countries.

One of the Club's most important roles is coordinating donor activity in the Sahel. In the past, there has been no forum specifically dedicated to this task. The new Donor Advisory Group (DAG) or Groupe de Reflexion met for the first time in Ottawa in November, 1986. The Club Secretariat and many of the member states have hopes for improved donor coordination following this first meeting, which was chaired by Canada. The DAG is composed of one representative of:

- o North American donors (Canada)
- o EEC donors (Holland)
- o non-EEC European Donors (Switzerland)
- o multi-lateral donors (FED)

In addition, all other donors may attend the meetings and those who do so will have full voting rights. The World Bank (IBRD) and the Caisse Centrale de Cooperation Economique of France (CCCE), which cannot finance the activities of the Club or the CILSS, also attend as observers.

## STRUCTURE AND STAFFING OF THE CILSS EXECUTIVE SECRETARIAT

The CILSS Executive Secretariat (CILSS), created in 1973, is based in Ouagadougou. The central office which houses the Executive Secretary and his advisors and administrative/financial staff is put at the disposal of the CILSS gratis by the Government of Burkina Faso (GBF). The CILSS rents a second building for its technical staff and a third is rented by the European Development Fund (FED) to house the two projects which it funds. Diagnostique Permanent (DP) and Pre-Cellule de Recherche sur la Securite Alimentaire (Pre-CRESAL).

Although support personnel such as secretaries, drivers, guards, messengers and the like are predominantly Burkinabe, the CILSS is obliged to respect a certain balance among the nationals of its 9 member countries in filling its professional staff positions. This distributive imperative is mitigated to a certain degree by the relatively low salaries paid by the CILSS to its staff which has led a good number of member state officials assigned to the CILSS to decline the job.

The PP team found the following personnel working for the CILSS Executive Secretariat:

- o 17 upper-level professionals
- o 13 mid-level professionals
- o 40 support staff
- o 7 expatriates

In addition, the 3 projects attached to the Secretariat (DP, Pre-CRESAL and Integrated Pest Management) had the following personnel, all entirely funded by donors:

- o 13 upper-level professionals
- o 5 mid-level professionals
- o 10 support personnel

The Executive Secretary affirmed that if financing for these 3 projects were to end, project personnel would be terminated.

We should also note that upper-level cadres include personnel in what are often considered support positions. In the Secretariat itself, these include:

- o 1 executive assistant
- o 1 finance/administration director
- o 1 accountant
- o 2 interpreters.

In the three projects, there are:

- o 1 accountant
- o 1 financial coordinator.

Of all the upper-level cadres, approximately 40% are Burkinabe, 20% are Malian, 10% are Senegalese and all the other member states except Cape Verde and Guinea Bissau have small representations on the permanent staff.

Of all the people on the CILSS payroll, exclusive of personnel directly attached to projects, all are paid by the CILSS budget except for:

- o 8 paid by the UNDP
- o 1 paid by the FAO
- o 2 paid by Switzerland
- o 1 paid by the FED
- o 2 paid by Holland.

Of the expatriates, the seven include:

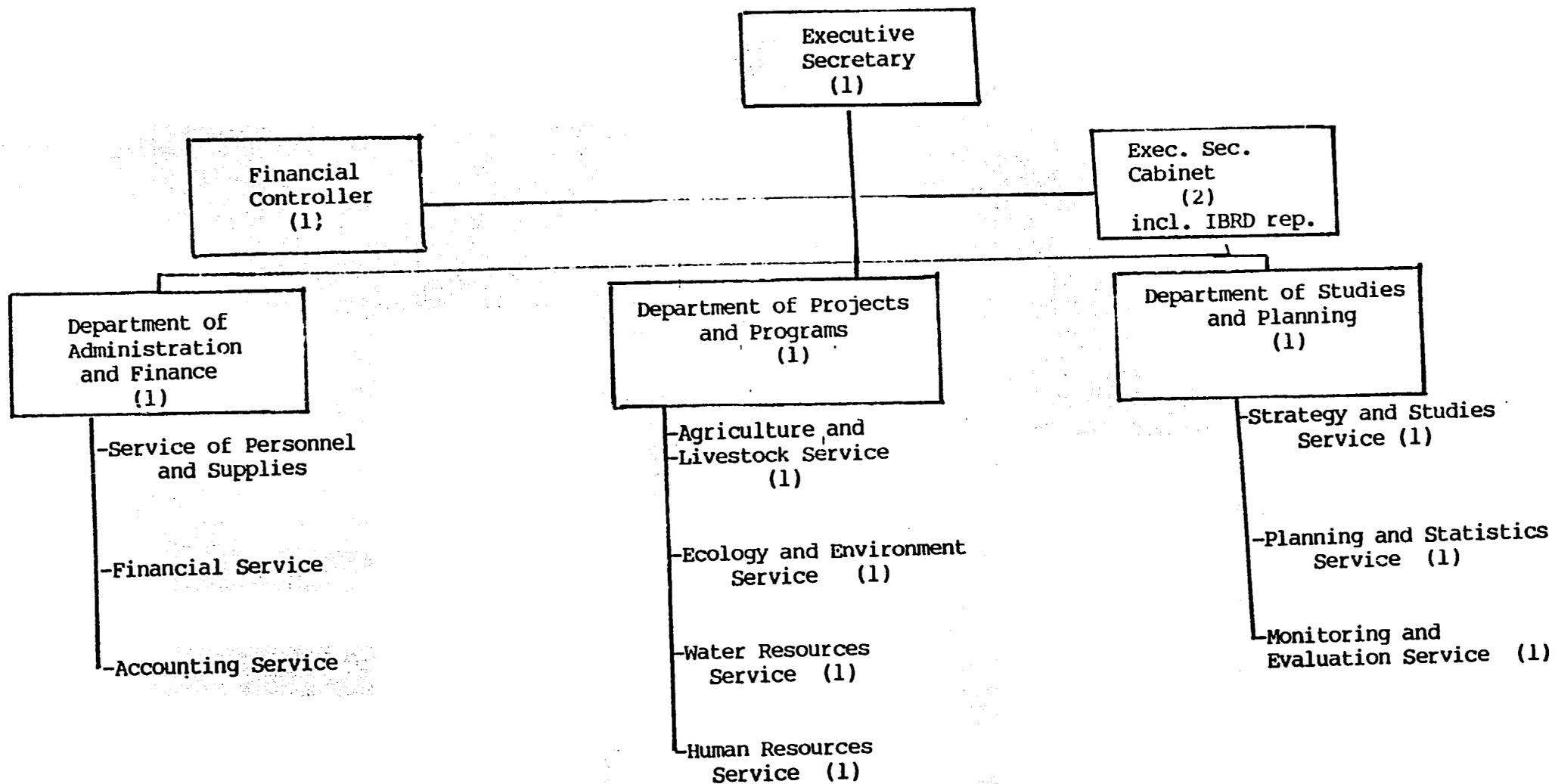
- o 1 provided by the IBRD
- o 2 provided by Italy
- o 1 provided by West Germany
- o 1 provided by the FED
- o 2 provided by the UNDP

The CILSS Executive Secretariat organization is noted in Figure 1.

The CILSS is financed by its member states and by donor contributions. Member states are assessed a fixed annual sum, in proportion to their theoretical ability to pay. As of the PP team's visit, all CILSS members had paid all their dues including arrears except Chad, which has written off its arrears for the years through 1983 when the civil war there destroyed the country's ability to generate revenue and at the same time prevented the CILSS or the Club from undertaking any extensive, meaningful activities there. The Financial Analysis Annex of this PP presents a detailed picture of member contributions and what part of the CILSS' operations they pay for.

Donor contributions are divided in the same way as are those to the Club. Certain donors contribute directly to the CILSS core administrative budget. These contributions are assigned by the CILSS financial directorate to one or another budget category, usually with the agreement of the donor in question. Other contributions to the core budget are earmarked for

FIGURE 1: Current CILSS EXECUTIVE SECRETARIAT ORGANIZATION  
(professional staff in parentheses)



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vehicles, rent, or other costs. Most donor support, however, is earmarked for specific work-plan purposes: studies, coherences, meetings and so on in specific Sahelian countries. The Financial Analysis PP presents the details of donor support to CILSS core and work-plan activities.

### RELATIONS BETWEEN THE CILSS AND THE CLUB

#### The Club

To fully understand the complex relationship between the donors' coordinating agency, the Club, and the Sahelian nations' agency, the CILSS, we must first look at the specific roles each is called upon to play. The Club du Sahel has these main tasks:

- o coordinate and promote donor assistance to the developing nations of the Sahel;
- o provide expertise and organizational support for work plan activities in the technical sectors around which studies, seminars, meetings are set up;
- o publicize the achievements and problems of the Sahel, remind donor organizations and industrialized nations of the existence of these problems and the need to seek solutions to them.

While there is general, if unspoken agreement among the donors about these basic functions of the Club, there is a good deal of controversy about the purpose of the organization. All accept that the Club's purpose is to promote the development of the Sahel. But certain donors feel that its main role should be to ensure that the donors present a coherent, unitary program to the CILSS and the Sahelian nations and use their leverage to have that program accepted by the CILSS and its member states. Another group of donors feels that the Club exists to support the CILSS and the states in whatever program they choose to carry out. The Canadians carry the banner of the first position while the Dutch and the FED represent those who support the second.

The PP team feels that the Club should find a middle ground where, through the DAG, it can encourage donor coordination and help the donors use their funds in the most effective way. But that ground should also include intensive dialogue with the CILSS member states and respect for their priorities and goals.

## The CILSS

If the Club promotes development in the Sahel by coordinating donor aid and providing assistance to the CILSS in organizing, executing and publishing the results of studies, conferences and seminars, the CILSS seeks to promote that same development by acting as a forum for reflection, discussion and dissemination of ideas about development policy and strategy in the technical sectors chosen as having high priority by the member states in consultation with the donors.

When it was founded in 1973, the member states saw their committee as a method to generate unprecedented levels of donor funding for Sahelian programs following the catastrophic drought of the late sixties and early seventies. However, in the last few years, the member states' conception of the CILSS has changed. They feel that it is each states' role to find money to fund programs on its own territory; although in May, 1985 at the annual Ministerial Council meetings, the member states called on the CILSS to continue to make all efforts to raise money from the donors for regional projects.

The Revised Strategy of 1984 redefined the CILSS' role in light of the changes that have taken place among the donors and the member states in the last few years. The CILSS is now to have three major activities:

- o perform the role of a 'think-tank' for the donors and Sahelian states;
- o collect and disseminate information about development in the Sahel; and
- o actively promote policy reform and implementable development strategies in the member states.

As is the case for the Club, there is general consensus about these newly defined responsibilities among the donors and member states, but there is controversy about what the implications of some of these tasks are for the organization.

The CILSS has undergone several reorganizations in the last few years, most recently following the Palin report. While the organization needs further streamlining and certain offices which are currently unoccupied could conveniently be eliminated, the PP team feels that no significant reorganization is needed at this time. The staff members currently engaged can fulfill the "think tank" function more than adequately by maintaining

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the principles that have enabled the "Comites de Reflexion" or Working Groups to play an effective role in policy conception and reform in the sectors of Range and Animal Husbandry and of Forestry/Ecology, among others. A small CILSS core, often with the support of a representative of the Club organizes a discussion among a small group of Sahelians and expatriates. The results of these frequent discussions among a constant group interested and qualified professionals has led in the past to useful recommendations which CILSS/Club lobbying has helped to have adopted by member states' governments. When CILSS permanent staff are unable to fulfill to requirements of a given Working Group, the organization will use SRI funds or those of other donors to hire short-term consultants or Sahelian experts for longer periods of time, but under limited duration contracts.

### The Club and the CILSS

The expositions of the roles of the Club and the CILSS and of some of the controversies surrounding these roles permits us to see more clearly how the CILSS and the Club have worked together in the past and how they will work together under SRI financing.

The Club and the CILSS have functioned together to provide a forum where donors and member states can talk, first among themselves and then with each other, about issues of concern to both sets of interlocutors. The Club contributes both money and expertise to CILSS studies and working groups. It helps organize and finance conferences and working group sessions and publishes and distributes all CILSS studies. The two organizations work together to publicize and generate support for development activities and, most important, they lobby in a cohesive way for policy reforms and the adoption of implementable development strategies in the technical sectors chosen conjointly as having the highest priority at any given point in time.

Under the SRI, the CILSS and the Club will attempt to focus their activities to increase effectiveness and avoid spreading their resources too thinly over a wide range of inappropriate activities. Active consultation between the two organizations will lead to a prioritized rank order of new subjects for studies, working groups, and regional and national policy and strategy reform meetings. The Club will provide expatriate technical assistance to this work program and the CILSS will assign members of its permanent staff or hire consultants, Sahelian or expatriate for the same purpose.

The SRI also intends that A.I.D. staffers assigned to the project in one capacity or another will work together closely to publicize the positive contributions of both the CILSS and the Club to the formulation of policy reforms, lobbying for their adoption by the member states, donor coordination, information dissemination and the provision of a forum for the exchange of formal and informal communications among donor and Sahelian experts and administrators.

### C. PROJECT MANAGEMENT PROCESS AND STAFFING

Regular communications from Washington about the importance to be accorded to regional activities would encourage bilateral missions to participate in planning and carrying out regional activities and to use the results of those activities to complement bilateral projects and programs. But the work of informing the bilateral missions to the importance and usefulness of regional work will fall largely to the A.I.D. staff assigned full or part time to the SRI.

The PP team envisages the process as follows:

- a. In year one of the project, the CILSS and Club, already aware of U.S. priorities, present plans to the Donors Advisory Group that, at least in some ways, will incorporate part or all of the A.I.D. priority themes.
- b. The A.I.D. delegation to the DAG meeting discusses U.S. priorities with donors and CILSS and Club leaders to see where they best fit in to proposed workplans and to promote their adoption.
- c. The AFR/SWA Regional Projects Desk Officer (SWA) informs Development Coordination Advisor (DCA) to the Club and the Regional Affairs Officer (RAO) in Ouagadougou of results of DAG meeting and instructs them on further steps for elaboration of selected themes in CILSS and Club workplans.
- d. The DCA plays role of advocate of U.S. priorities at the Club and keeps the SWA, RAO and U.S.A.I.D.s informed of development of detailed implementation plans for them. The DCA otherwise continues in present role of Club development specialist in the substantive areas assigned to him. For year two and beyond, the DCA enters the project planning process by keeping the Club informed of evolving U.S. priorities for future workplan development.

e. As special Working Groups and study teams are formulated to implement the CILSS/Club Workplan, the DCA and RAO will endeavor to keep relevant Mission and A.I.D./W partners informed on the timing and scope of such activities. When formal CILSS/Club documents of central interest to the Agency are generated, they will be reviewed in A.I.D./W by Project Committee. The results of that A.I.D./W review will then be cabled to relevant field posts for information and/or action.

D. ROLE OF OTHER DONORS IN CILSS/CLUB OPERATIONS

In the past, the CILSS/Club Secretariats have worked with donors mainly on a one-to-one basis. Club meetings, when the donors get together, have generally been oriented to broad development and operational issues rather than to specifics of how individual donors relate to the various CILSS/Club activities.

Contributions to the two organizations are mainly solicited by the organization chiefs. When donors made decisions on how they wanted their contributions used, they rarely knew what other donors were planning. There was little opportunity for the donors to maximize the complementarity of their assistance.

The Club has been providing donors with information about how their contributions have been used in relationship to the total program, but the CILSS has not been as clear about how much money was coming in and where it was going. Because donors did not know the full CILSS picture, they focused on their specific interests.

When Canada proposed the establishment of the Donors Advisory Group (DAG) in December, 1985, most of the donors saw the value of greater collaboration. However, not every donor was in agreement with how they would work together to influence CILSS operations. Many of the donors are satisfied with their current relationship with the CILSS and with how their money is being used. For them, the DAG will serve essentially to promote more complementarity among the donor programs and to get support from other donors for their own program ideas. There is less interest in using the DAG to achieve greater donor control over the CILSS. The U.S. position, however, is to use the DAG to assure more compliance with donor programs and greater financial and management accountability from the CILSS. This does not diminish the A.I.D. view that the DAG has an important role to play in attaining greater donor complementarity. Both of these objectives are important.

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From a program standpoint, the donors vary considerably on what they see as the most important subjects for the CILSS and the Club to handle and on how active a role these organizations should play. There are also a variety of views on how activities should be coordinated between the CILSS and the Club as well as on how the CILSS should operate.

### Other Donor Support

1. Netherlands: Within the CILSS Secretariat the Dutch will be splitting up their support, putting about 80 percent into discrete program activities and 20 percent into core administrative support. Of total donor funding spent for core administrative support for 1985 (through September), the Dutch supplied about 12 percent, and for 1986, about 14 percent. For program activities, the Dutch share of donor contributions in 1985 (spent through September) was just another 15 percent.

Contributions to the Club du Sahel are divided into two main categories, Secretariat and work program (or working groups). The Secretariat budget covers administrative costs, including salaries for the Director and the support staff, and travel for direct hire and seconded Club staff. The work program budget covers the cost of consulting services used to implement the program.

The Dutch contributions to the Club in 1985 represented about 13 percent of total donor contributions for the Secretariat and about 6 percent for the work program. In addition, the Dutch second a development specialist to the Club on a full-time basis.

The Dutch are mainly interested in rural development and focus on programs that generate employment and income and increase production. The Dutch will be providing support to the CILSS in small water projects, livestock, desertification, irrigation and cereals policy. In addition, they are interested in promoting the private sector.

The Dutch Sahel bilateral program is driven by the regional program. This is facilitated by the Dutch not having permanent bilateral missions. Development specialists are assigned one to a country and are attached to the Dutch embassy. Their skill areas vary to create a range of technical specialities available to the region. They are on call to provide technical assistance to any of the Sahelian countries on an as-needed basis. The bilateral development financing goes 40 percent to Burkina Faso and 60 percent to the other CILSS countries.

The Dutch look to the CILSS studies for better understanding of Sahel development dynamics and they adjust their programs in accordance with study results. For example, they dropped livestock project in Burkina Faso when the CILSS livestock study reported the fertility of livestock projects in the Sahel. They are awaiting better guideline from the CILSS before they resume funding livestock projects. Also, and importantly, the Dutch follow recurrent cost guidelines for any of their new projects.

2. Italy: In 1982, the Italian government pledged \$500 million for a 5 to 7 year program for the Sahel. About 75 percent of this has already been spent, 50 percent for integrated rural development projects implemented by the FAO. The remaining 25 percent of the spent funds went to various sectors, to the regional river basin projects and to the CILSS. Decisions on how to use the 25 percent not yet spent have been made over the past few months.

The Italians see the CILSS as one of the major recipient organizations for their aid. In 1985, they made a commitment of about \$10 million to be used over 4 to 5 years for AGRHYMET and a similar commitment for the CILSS project Pre-Cresal. For about the same time frame, they have committed \$2 million to the CILSS Secretariat for both core and work program support. Included in this is the necessary financial support for two Italian technical assistance advisors working at the Secretariat. Except for the advisors, there have been no decisions made yet on how the funds are to be used. The Italians plan to discuss this with the CILSS shortly. They would consider about 30 percent of the funds being used for core support. They are not interested in a strict division of funds between core administration and the work program as they see member state financing of the core as subject to too many political whims to have confidence that additional donor support for the core can be avoided.

The Italian programs mentioned above are administered by the Department of Development Cooperation within the Italian Ministry of Foreign Affairs. Another agency also provides support to the Sahel, the Italian Assistance Fund. The Fund provides emergency assistance while the Department provides structural assistance. The Fund has \$1.25 billion for emergency assistance to 29 countries of which 10 are primary. Burkina is getting about \$40.6 million from this. While the Fund does not provide assistance to the CILSS, it did share with the Department in the expenses for the December, 1986, meeting of the Club du Sahel in Milan.

One area of special interest to Italy is demography. While they would like to support some work in this field, they do not have adequate financial resources to go very far with it. They would be amenable to joining forces with another donor on this.

In 1985, through September 30, Italian assistance made up about 31 percent of total donor funding used for the CILSS Secretariat core expenses. Only one-third of Italian assistance was for work program support. In 1986, assistance from all donors combined provided about 43 percent of total core support for the CILSS while the member states provided the lions share; 57 percent. Of the donor assistance, slightly more than half came from Italy. In 1985, most of the core support line items were covered by 3 donors; the U.S., the Netherlands and Italy. The U.S. has expressed interest in moving away from core budget support and so in 1986, the Netherlands and Italy have become the major funding sources for many of the core budget line items with Italy clearly dominant. The Italians have no problem with this. When the Executive Secretary informs the Italian Government that it has a cash flow problem for a certain item, the funds are released to cover that item. There is a small additional Italian grant of about \$10,000 per year that the CILSS can draw upon for this type of support.

For the Club du Sahel, Italians have provided only about 3 percent of work program support for 1986, although this may be increased for 1987. Their support for the Secretariat amounts to about 12.5 percent of total donor funding.

For donor meetings in Ouagadougou to monitor CILSS implementation of the work program, the Italian Government can use their two CILSS advisors for communication, but will not have an official representative there. The embassy that covers Burkina Faso is in Abidjan.

1. European Development Fund (FED): The FED does not provide support for the Club du Sahel although they attend meetings and communicate informally with Club staff. It is quite active with the CILSS having funded the Diagnostic Permanent Project with 3,130,000 ECUs for 40 months (just ending) and providing about 15 percent of total donor funding for the CILSS Secretariat (of funds spent for 1985 through September). The latter sum all went into the work program. The FED does not provide funds for core administrative support. Other FED support for the CILSS has been for Agricultural Research through INSAH and Remote Sensing through AGRHYMET. In Agricultural Research, recently, the FED has unofficially decided to abandon their project (Improvement of Millet, Sorghum, Maize and Cow Peas).

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The CILSS Secretariat is responsible for implementing the Diagnostic Permanent Project. The FED considers this a high priority effort and will increase their support to the project for the next 40 months.

The sixth five-year plan (6th FED) runs from 1986-1991. The budget allocated to West Africa is \$210 million. The FED will have formal discussions with West African governments to determine more precisely how the money will be spent. It is still not clear, therefore, how much the FED will contribute to the CILSS work plan during this period and what the exact priorities will be. Whatever they are, the focus will be on the fight against desertification. Current thinking at the FED now is that programs will concentrate on training and information dissemination, especially for young people.

France: The French have been involved with the Club du Sahel since its inception. Their support has mainly been for the Secretariat although they have made occasional contributions to the work program (1982 and 1985). These later inputs have been on a case-by-case rather than yearly basis. The French support has been mainly for the livestock, forestry, soils and water sectors. French Secretariat support amounted to about 22 percent of total donor funding for 1986.

For the next fiscal year, the French have committed \$150,000 to the Club for work on irrigation. Some of this may be available to the CILSS for a joint operation.

French assistance to the CILSS has been mainly for AGRHYMET activities. At one time they had provided a forestry/ecology advisor to the CILSS Executive Secretariat and they have just recently received a request from the CILSS for a new advisor in that same position.

The French grant assistance is provided through the Fund for Aid and Cooperation (FAC) in the Ministry of Cooperation. The FAC has identified some of its priorities for the Sahel. They are environment, land tenure, legislative harmonization, regional trade and surface water. They are supportive of U.S. interest in divestiture and subsidies.

FAC assistance to CILSS/Club is likely to increase as it has more money available to it now than it has had over the past few years.

While the French were originally cool to the idea of the Donors Assistance Group, they have since warmed up to the idea and have agreed to be the representative to the DAG from the European Community. They see the DAG as a way to reduce their visibility in their relations with French West Africa and thereby reduce criticism of new-colonialism. Through the DAG they can promote other-donor contributions and share their identity with that of the group.

The French also provide some assistance to the CILSS and Club through the Caisse Centrale de Cooperation Economique (CCCE). However, since the CCCE provide loans rather than grants, and since the Club and the CILSS are not able to borrow funds, the CCCE limits assistance to these two organizations to technical assistance. It is often an active participant in the technical working groups. Among the current activities of CILSS/Club, the CCCE is mainly interested in cereals policy and reforestation but sees importance in the new themes the U.S. is proposing.

5. Canada: Canadian financial assistance to the Club and the CILSS is increasing with the emphasis now moving from the Club to the CILSS. The Canadian International Development Agency (CIDA) provided \$C75,000 per year for the period 1982-84 and \$C85,000 per year for 1985-87 for the Club Secretariat. In addition, the Canadians have seconded a CIDA development specialist to the Club for more than seven years. The first specialist stayed four years, the second for 2 1/2 and the third is scheduled for three years and is still in his first year.

Canadian assistance to the Club work program has varied as follows:

1984	\$C250,000
1985	\$C40,000
1986	\$C140,000

CIDA will likely maintain a contribution level close to \$C150,000 for the work program over the next five years.

The CILSS has received two long-term grants since 1977. The first was for \$C1 million for the period 1977-82 and was used for short-term technical assistance. The second was for \$C1.5 million for the period 1982-86 and covered the costs of two technical assistance advisors, some equipment and studies that were undertaken by a Canadian firm. For the studies, the CILSS and CIDA decided what studies were to be performed and the consulting firm was hired and paid directly by CIDA.

The Canadians have taken the lead role in initiating and promoting the Donors Advisory Group and hosted the first meeting in Ottawa in November, 1986. They view the DAG as a means to use donor assistance more efficiently and effectively. CIDA plans to increase its contribution to the CILSS if the DAG is successful in establishing better donor coordination and promoting a more systematic CILSS work program. The expected level of assistance for each of the next five years will be about \$C500,000.

CIDA assistance to the Sahel focuses on four countries: Senegal, Burkina Faso, Mali and Niger. Each country will receive about \$C20 million per year for the next five years although the amounts can vary considerably among the countries depending on many factors. CIDA will also spend between \$C10 and \$C13 million per year on Sahel regional organizations including CEAO, CIEH, INSAH, and AGRHYMET. The CILSS/Club funds will be part of this.

Canadian priorities in the Sahel start with food production and include renewable energy and environment/ecology with a focus on reforestation. The Canadians are very favorable about the U.S. interest in privatization. They have been supporting small enterprise development and see common interest in working with the U.S. on the topic of divestiture.

The Canadians are less interested in the subject of family planning. In their own program, they do not want to support this directly. Their approach is to work at the community level is helping to find ways to resolve problems of too many people in specific areas.

They see trade as an important issue and want whatever studies are done to fit into the activities of the CEAO.

6. World Bank: Because the World Bank is a lending institution and because CILSS/Club do not accept loans, the Bank has, until recently, not been an active participant in CILSS/Club activities. However, the Bank can provide technical assistance to non-borrowing development institutions and it has now done so for the CILSS. The Bank is now supporting the CILSS by providing the services of a senior staff member as the senior advisor to the CILSS Executive Secretary. This Bank support is viewed by other donors as an important example of the new respect the CILSS now has among the donor community.

Another indicator of stronger interest of the Bank in CILSS/Club activities is the participation of a Bank representative at the DAG meeting in Ottawa.

While the Bank still cannot provide financial assistance directly to the CILSS and the Club, it can: (1) provide additional technical assistance for specific CILSS/Club activities; (2) send representatives to CILSS/Club conferences, workshops and colloquies; and (3) use CILSS/Club recommendations for improving its own development and financial assistance to the CILSS member states.

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## ANNEX C: TECHNICAL ANALYSIS

A. CILSS/Club Achievements

It is difficult to identify and measure achievements which might be attributed directly to the existence of the CILSS/Club structures. In part, this is because of the nature of the mandate assigned to the CILSS/Club does not lend itself to quantitative analysis ("serve as a forum", "encourage cooperation", "inform and create awareness"). In addition, even where more specific results have been delineated ("improve national sectoral strategy") it is difficult to prove causality between a CILSS/Club action and a successful national strategy change.

Both the PID and PP teams made assessments of CILSS/Club achievement. For this PP, which focuses attention on policy change, the teams looked for clear instances where a cause and effect relationship could be established between CILSS/Club activities and policy changes of both Sahelian governments and donor organizations. The teams were guided for four criteria:

1. Degree to which the individual policy makers were involved in the CILSS/CLUB Sector analyses;
2. Uniqueness of the sector policy discussion at the regional and national levels;
3. Timeframes between discussion at the regional level, discussion at the national level and the actual policy reform discussions;
4. Outside factors that would also influence the policy reform (e.g., IMF conditions, donor conditionality).

Examples of demonstratable achievements have been noted below:

A. Mobilization of Funds

As noted previously, in the earliest years of operations, the CILSS/Club were heavily involved in mobilizing donor funding. Most observers would appear to support the 1984 A.I.D. evaluation conclusion that an important achievement of the CILSS/Club has been " . . . their ability to keep donor attention and funding engaged by stressing the problems of the Sahel . . ." In any case, donors and Sahelians now jointly agree that the CILSS/Club should not be distracted from their basic responsibilities (analysis, information and coordination) by the often complex and politicized resource mobilization questions.

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In this respect, the May, 1985, CILSS Council of Ministers meeting formally eliminated previous references to national resource mobilization as a part of the CILSS mandate.

## B. Policy Change

The CILSS/Club has always viewed its sustained essential role as that of initiating a process of dialogue in policy and programming reform. It has attempted to undertake strategy development, sector evaluation and policy analysis in order to attain appropriate policy changes at the donor and Sahelian national/regional levels. More pertinent to its core mandate than fund-raising, therefore, the CILSS/Club has undertaken several major sectoral studies (bilan programme) which were followed by working group technical meetings. This has in turn led to a varied range of "achievements" at the donor and/or member-state level, from simply broadening the forum of discussion to actually modifying sectoral strategy within a Sahelian state. Examples are noted below.

### Cereals Policy

In 1977, Dr. Elliott Berg undertook a major study under Club auspices (funded by A.I.D.) to examine cereals pricing, marketing and storage policies in the Sahel. This led to a major CILSS/Club-sponsored colloquy (Nouakchott, 1979) to discuss cereals policies. It is generally recognized that the meeting was the first at which Sahelians discussed price, marketing, food aid and other cereals policies in an open forum. While recent cereals price increases and the decreasing role of some state marketing boards may not be directly attributed to this study and follow-on meetings, it does not seem probable that these changes would have come quickly or as widely without the CILSS/Club's "softening-up" process over a several-year period. Direct results of that colloquy are seen in several areas, including:

- A decision on the part of the French Caisse Centrale to include food production as part of cash group schemes it finances.

- Collective donor action to stop a massive FAO project for regional storage of cereals.

- Setting the stage for the Malian PRMC (cereals marketing reform) program. Malian officials used the colloquy as a sounding board and consulted extensively with donors there. The Club also subsequently assisted in defining and developing the complementary Malian food strategy.

- Development of a joint donor-Sahelian regional statement on food aid issues (completed in Dakar in 1982).

- A decision by the Caisse Centrale to provide 60 million FF to the Niger cereals board (OPVN) to improve its operations.

The CILSS/Club recently prepared a follow-up cereals policy meeting in Mindello, Cape Verde based on a major cereals policy update completed by Dr. Berg. That meeting will assess the progress made to date in national cereals reform, advocate further changes where appropriate, and better define the issues which can be discussed informally and periodically in each member state.

### Food Aid

In the face of the record 1.3 million tons of food aid requested following the 1984/85 drought, the CILSS/Club examined the relationships between food aid and overall Sahelian development and created a "Network for the Prevention of Food Crises in the Sahel," for which the first meeting took place in October, 1985. That meeting led to:

- An immediate decision by Canada to reduce its food aid shipments given the large surplus of food aid remaining from the previous year in two targeted countries.

- The first case of collaboration between the FAO and the CILSS to jointly furnish early warning information.

- A decision by key donors to meet each year in October to assess the crop situation in the Sahel and to begin coordination of joint action.

- A decision to hold a special meeting of the Council of Ministries in December, 1985, to deal with the problem of excessive in-country stocks.

- An agreement by the CILSS/Club (at the request of A.I.D.) to undertake an analysis/meeting to resolve donor-Sahelian differences on the nature of an early warning system for the Sahel.

### Irrigation

The CILSS/Club undertook a 1979-80 study of irrigation projects across the region and in individual states. The study surprised many by showing that despite the large sums being

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invested in irrigation at that time, more irrigated land was actually going out of production than was put into it. Many Sahelians and donors began to rethink irrigation research, to consolidate existing schemes and to reinforce local maintenance capacity prior to undertaking new investments. The World Bank reportedly shifted its irrigation policy in the Sahel at that time to ensure greater consistency with these themes. The CILSS/Club now is undertaking a second assessment in this sector, especially to evaluate new trends in small, private irrigation investments.

### Livestock

The CILSS/Club undertook a major livestock sector analysis in Niger, Burkina Faso and Mali in 1985. This analysis provided key information to a national workshop in Niger in early 1986 and directly supported important sectoral reforms in land use privileges for pastoralists, use of deep-pumped wells and water-user fees. A similar workshop is planned for Burkina Faso and Mali later this year.

### Desertification

Analysis by the CILSS/Club led to a major meeting on desertification in 1985 which clearly contributed to reorienting of donors and Sahelians away from an exclusive focus on tree planting to a broader approach which includes range management and improved farming practices. This led to a recent change in desertification strategy in Burkina Faso wherein leadership is split among different ministries according to zone: North (Livestock), Middle (Forestry Service), South (Agriculture). A national meeting with donors in Niger to review its desertification control master plan led to a decision to create a Permanent Technical Committee in 1985 to coordinate the work of the various technical ministries concerned, i.e., Rural Development, Livestock, and Environment. A follow-up meeting was held with donors at the end of 1985 to create a permanent mechanism for periodic review with donors. In Senegal, a national debate on desertification was held in St. Louis in April, 1985, at which the outline of a master plan was approved. CILSS/Club will help Senegal put together the desertification control plan later in the year. CILSS/Club is now providing experts to work at the national level to develop other avenues for national multi-sectoral planning.

### Rural Water Supply

A Sahel-wide assessment of rural water supply was undertaken by CILSS/Club in 1982. It underscored the widely recognized problem of well maintenance and encouraged donors and Sahelians to carefully plan future well construction programs to judiciously target future well sites and to take into account schemes for community participation. While this guidance would appear to be sound, several donors have, nevertheless, continued to finance major unsustainable well-drilling projects.

### Recurrent Cost

In the late 1970's, the Club initiated the first major recurrent cost study ever attempted in developing countries. The results of that study were presented at a special symposium in 1982 which brought together donor representatives and Sahelian experts and political leaders. This was the first time that donors and Sahelians exchanged views on this topic in an open forum. National-level discussions were then held in Senegal, Niger and Mali. Two operational handbooks on recurrent cost issues in project and program design were assembled and distributed. Probably the most useful result of CILSS/Club action in this area was the broader influence that it had on Sahelians and donors (including A.I.D.) in becoming more conscious of the need to minimize program and project recurrent costs to sustainable levels.

Interviews with individuals from ministries of planning and finance in several Sahelian countries have stressed the importance of the national seminars on recurrent costs in sensitizing project planners to the long-term budgetary costs of development projects, and credit the seminars, at least in part, with the increased emphasis on the rehabilitation of existing infrastructure before new infrastructure is constructed.

Further action in this area will be planned based on donor response to a recent Club questionnaire on the degree to which donors have utilized this information.

### Transition to New Project

In the past, the U.S. contribution to the CILSS and Club work programs consisted of general funds that could be used by the organizations for any of their own priorities, and special, earmarked funds that related to special U.S. interests.

The Club has excellent records of how the U.S. assistance has been used. The major U.S. subject area was recurrent costs which absorbed almost one-fourth of total U.S. contributions to the Club. The next most important subject was cereals policy which absorbed 5 percent of the total. It is likely that these activities also used some of the general fund contribution. The U.S., at various times over the past ten years, earmarked funds for such subjects as ecology, forestry, rainfed agriculture, energy, resource management, price policy, marketing and storage.

The SRI project will take the same approach although the total contribution will be less. Earmarked funds will be used out of the total budgeted contribution unless special needs are identified during the course of the project and new funds are found (see Financial Analysis for more detail). The PP team sees a need for continued support for existing themes. The major benefit from these comes as national-level workshops promote the actual policy changes desired. Since the older themes are now in that process, the additional funds needed will be well spent.

#### B. New Themes

As new themes are identified by A.I.D., they can be developed depending on the existing workload of the CILSS and the Club and on the urgency that A.I.D. perceives for each subject. The team has identified four major themes that will be considered by A.I.D. for priority treatment. However, since the Sahel situation is so dynamic, and needs can change so quickly, the four themes should be viewed as guidelines rather than rigid foundations. The four are:

- o Regional Trade
- o Agricultural subsidies
- o Divestiture
- o Population/Family planning

A discussion of each theme follows, along with comments from interviews the PP team conducted during its field work.

## 1. Regional Trade

The subject of regional trade was not one of the three priority themes that the PP team had on its agenda when the field work began. However, in interviews with Club staff in Paris and with both the U.S.A.I.D.'s and CILSS in the Sahel, the team found this subject to be high on priority lists. This is a subject that has long been discussed within the Club and the CILSS but has never been adequately studied.

Trade constraints are considered a major impediment to increased agricultural production in the Sahelian states. Intra-regional trade is important for moving food supplies from surplus to deficit areas. Equally important is inter-regional trade that provides markets in the wealthier coastal states for food and other products produced in the Sahel. It is also important for the movement of agricultural inputs into the Sahel. Another important aspect of inter-regional trade is the possible preference given by the coastal states for agricultural imports from Europe rather than from their Sahelian neighbors.

Throughout the Sahel, goods and people travel across long, ill-controlled borders with relative ease. In addition, intense trade networks link the Sahelian countries with their neighbors in every direction. Malians go to Algeria and Libya to find work, while Burkinabe go to Ghana and the Ivory Coast. Beninois travel to Mauritania to teach while Mauriticians go to Mali for the same reason. Sahelian meat flows to Nigeria in exchange for grains, tubers and manufactured goods. In Ouagadougou, trucks arrive daily from Niger, Togo, Benin, Mali and the Ivory Coast bearing goods, people, and animals in both directions.

Trade between the Sahel and the developed world is relatively well controlled. Customs declarations, bills of lading, and other copious documentation permit relatively accurate national-level accounting for trade flows. However, the artisanal but often large scale trade that goes on among Sahelian nations and between the Sahel and its African neighbors to the North and the South is very badly documented.

This lack of documentation has two major sets of results:

- o the Sahelian countries cannot realistically adjust their agricultural, trade, fiscal and other policies to reflect the realities of economic life in the Sahel;
- o the Sahelian countries do not generate appropriate revenues from services provided to traders, including road and bridge maintenance and law and order; and

- o the Sahelian countries cannot take appropriate measures to increase this trade and find new goods and services for which the Sahelian and other African nations can satisfy each others needs without going to Europe or the Americas.

Both the CEAO and ECOWAS have mandates that encompass trade issues but their perspective appears to favor their more influential members, the wealthier coastal states. The need is for a study of trade patterns and practices from the perspective of the Sahelian states. It may be possible for the CILSS to join with the CEAO and/or ECOWAS in a combined effort that will gain access to all involved governments and meet the needs of the two major groupings.

The PP team sees this subject as the highest priority and first order of business of the four themes recommended for the first phase of the project.

## 2. Agricultural Subsidies

The two main thrusts of CILSS/Club activities, established by the CILSS Revised Strategy of 1984 are food self-reliance and ecological balance. The CILSS has recognized that positive agricultural policies, which contribute to the encouragement of high levels of food crop production, are central to achieving the first of these two crucial goals.

The SRI proposes to finance a series of activities designed to encourage reflection on what policies the Sahelian States should adopt in the matter of agricultural subsidies, both of food prices to consumers and of the price of inputs, including credit, to producers. More attention needs to be focused on the consequences of modifications to subsidies. A.I.D. has played a leading role to date in arguing for the reduction of subsidies and for rationalization of their use, when they are appropriate.

The SRI will support region-wide studies of agricultural subsidies including particularly the experience of those states which have eliminated them in certain domains. They will deepen and broaden the analysis of the economic and social effects of subsidies begun under the earlier project and identify target areas for the promotion of policy reform.

## 3. Family Planning/Population

In a region with an inadequate resource base relative to population, and where this imbalance is worsening on both sides

of the equation, the importance of appropriate population policies cannot be overstated. The CILSS Revised Strategy identified population as a major priority. But, both donors and member states have not yet adequately addressed the problem.

A.I.D. is already providing population assistance regionally in the form of the Demographic Data Collection and Analysis Project (625-0927). While this project provides information on demographic patterns which is essential for better demographic planning, it does not deal directly with the identification and elimination of policies and practices that impede family planning operations.

#### 4. Divestiture/Private Sector Initiatives

A major objective of A.I.D. is to move public sector operations into the private sector wherever this would encourage private initiative and decrease the burden on strained state budgets. The 1985 CILSS Revised Strategy expresses a similar objective. CILSS/Club has promoted the private sector but only as a component of other sectoral issues. While this is likely to continue, there are opportunities within the CILSS/Club framework to deal with private sector issues directly. One area of A.I.D. interest and involvement in this field is in the divestiture of parastatal organizations.

Some of the CILSS member states have already taken some initiatives to transfer public sector operations to the private sector. It would be helpful now to look at some cases of divestiture and identify strategic guidelines that the member states could follow. While a CILSS/Club study of divestiture would be limited in its areas of concern, there are certainly many lessons to be learned. Such a study would further stress the importance of divestiture as a high priority for economic health.

The PP team discussed this theme in interviews with A.I.D./Washington staff, U.S.A.I.D. staff in 5 Sahelian countries and CILSS and Club staff. The general view was that this is an important subject for the Sahel and rightfully belongs in the CILSS/Club program.

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## ANNEX D: FINANCIAL ANALYSIS

This analysis does not follow the traditional pattern. The SRI project will finance policy studies and policy reform promotion, nor the types of services or facilities which would generate a direct financial return on investment. There is an economic return on the investment which is discussed in the section on Economic Analysis.

The following financial analysis examines how funds were spent in the previous project and how financial administration will work for SRI. The analysis explains the difficulties in detailed programming of funds for future years, since needs change rapidly from year to year and since the project is based on a process approach in which a ceiling is used. Both donors and CILSS member states have changing priorities and varying demands over time. Generally, the financial capacity of the two organizations to respond to demands for services is less than the demands would require. The result is that priorities are set using indicative budgets that are determined by expected contributions.

Comparing SRI with the Previous Project

The previous Sahel regional support project (625-0911) budgeted approximately \$1 million per year for support of the CILSS/Club secretariats and work programs. Both organizations were to share these funds equally. Actual expenditures differed considerably from year to year as shown below. The average for the years 1981 through 1985 was \$402,367 for the CILSS. The Club had an average annual U.S. contribution to the general work program of \$172,000 over the past 10 years. The average over the past 3 years was about \$210,000. However, the U.S. had been making special contributions for priority subjects that were in addition to the general contribution. These special funds amounted to an average of \$168,000 over the past 10 years. The total average annual U.S. contribution to the club work program was therefore about \$340,000. The contribution to the Club Secretariat most recently was \$210,000 growing from \$175,000 in the years 1983/84.

For the period in question, the CILSS had the highest expenditure level of U.S. funds in 1983 due to a combination of factors, notably the cost of a lengthy contract for a U.S. technical advisor and an adverse exchange rate for the dollar. Since SRI does not include funds for such lengthy technical assistance contracts, previous budget experience will not be

directly transferrable to SRI. Under the new project, CILSS work program annual expenditures are expected to vary. The planned average annual contribution will provide a ceiling and funds left over in one year will cover overruns in subsequent years.

#### Annual Expenditures of U.S. Assistance to CILSS

1981	\$292,335
1982	\$352,324
1983	\$653,191
1984	\$478,018
1985	\$235,966

The more recent financial history of the two organizations has shown that actual expenditures are generally less than planned expenditures and funds remain unused at the end of the fiscal year. For the work programs of both the CILSS and the Club, funds remaining are forwarded to the next fiscal year. This practice has enabled the two organizations to continue financing studies, conferences and other activities in 1986 using the previous AID Sahel project (625-0911) for which funding was to end in 1985.

#### Budgeting for Priorities of Annual Work Programs

The annual work programs include commitments to carry out activities that promote policy reforms based on previous sectoral studies. For every major study that CILSS/Club has carried out, work continues to bring the lessons learned to the attention of national decision makers. For example, the issue of recurrent costs has been brought before policy makers in each of the Sahelian countries. Now a new study is underway to assess the results of this effort. Based on this follow-up study, more policy reform advocacy work may be required to get Sahelian decision makers to act on the recurrent cost concepts presented.

This pattern of study and follow-up policy reform promotion in specifically defined, high priority sectors, has produced significant positive results and should be continued. Therefore, any new, future subjects will not be at the expense of the older programs which are still in progress. Since the major benefits from the older programs come during the promotion stage, they must be allowed to run their full course.

Since new subjects of study and policy reform promotion do not replace older ones but rather supplement them, the overall

cost of the work program of both organizations will likely increase. The amount of increase will depend in part on the remaining cost of the older programs, and the scale of work required to study and promote policy reform for the new ones. This PP recommends four new subject areas although there is some overlap with earlier subjects. Due to budget restrictions, all four of the new subjects cannot be started in year one of the project. How these are spaced will depend, in part, on scheduling decisions that are made by the DAG for each annual workplan.

#### Coverage of CILSS Core Administrative Expenses

This project's PID was approved in part because of the institutional changes made in the CILSS in early 1986. An important change was the reduction in the size of the CILSS' Executive Secretariat bureaucracy. This occurred mainly at the level of senior staff where the number was cut from 25 to 17 persons. The staff reduction was needed to improve the efficiency of the organization and enable the member states to support a greater percentage of core administrative costs. The Council of Ministers, in its effort to restructure the CILSS, has signaled that they want the CILSS to be a less heavy bureaucracy. The Executive Secretary, in February, 1986, told the PID team that he saw a phase out of donor sponsoring of core administrative costs over three years ending in 1988.

While the A.I.D. position is to continue to push for further reductions in CILSS core staff, the PP includes funds to cover an overhead fee. The PP team is satisfied that member states are already making a significant contribution and that it is important that the level of this contribution remain at least the same. If it is found during project implementation that the member states financial crisis has ebbed and that they are capable of providing for a greater share of the costs, the USAID representatives to the Donors Advisory Group will press for them to provide it.

#### Sources of Funds for CILSS Core Administration

Using CILSS budget figures on expenses through September, 1985, by source of financing, the contribution of the member states is calculated to be 42.6 percent of core administrative costs. The member states also contributed 4.4 percent of the work program costs. For 1986, the member states' contribution was budgeted at about 56 percent of total core support.

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In the 1985 CILSS core administrative expense record, the U.S. supported only 4.6 percent of staff salaries but 66.4 percent of office supplies, 56.5 percent of billing rental costs and 76.2 percent of communications costs. While this seems to be a significant level of support from A.I.D., only about 22 percent of the total A.I.D. contribution to the Executive Secretariat was used for core administrative items. In contrast, all other donors combined devoted 34.6 percent of their funding to core support while the figure for the member states is 87 percent. Balancing all of these out, core support items comprised 41 percent of total Executive Secretariat funding, leaving the work program with 59 percent. Within the 41 percent, three-fourths of this core support went for personnel.

Donors can specify how their funds are used within the consolidated CILSS budget. For example, the FED pays for conferences and meetings but contributes no funds to core administrative support. Funds can also be earmarked for specific core administrative items.

To provide an idea of relative contributions to the CILSS Executive Secretariat work program and core administration (not projects) by major donors, the following table shows the contribution of each donor as a percent of total donor support, (not including the U.S. contribution):

<u>DONOR</u>	<u>ALLOCATED</u>	<u>% OF EXECUTED BUDGET SEPT. 31, 1985</u>
Italy	40	34
FED	17	25
Netherlands	25	22
Switzerland	9	6
UNDP	3	4
UNSO	3	4
West Germany	1	2
Others	3	4

For 1987 and beyond, Italy will provide 160 million lire (\$111,000) per year for an indefinite number of years as a base grant and \$400,000 per year for 5 years that includes support for two full time Italian advisors. The italians are also supporting the Pre-Cresal project with about \$10 million over 4 to 5 years.

The FED intends to increase its contribution to the Diagnostic Permanent project. It is not clear yet if additional FED funds will go to the work program. The plans for the 6th FED program (1986-1991) will be developed over the next few months

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The Dutch will marginally increase their support to the CILSS work program and core administration.

Canada will provide at least \$500,000 per year for the next five years as part of a promise of 10 years of assistance to the CILSS, but the grant will be reviewed after five years.

The overall result of current donor intentions for 1987 appears to indicate a marginal but significant increase in contributions to the CILSS work program and core administration.

The U.S. contribution to the CILSS remains at \$400,000 for each of the project's five years. This amount is somewhat less than the annual average of the previous project. The reduction reflects three major factors:

1. a general budget tightening for A.I.D. projects
2. more contributions from other donors
3. a more efficient CILSS structure

No inflation factor has been built into the budget as the contributions from other donors and the efficiency of the CILSS are expected to continue to improve over the years. To the extent that the CILSS' core administrative expenses are not kept under control, the CILSS member states should be responsible for assuming the additional cost. The U.S. contribution of \$400,000 consist of up to 20% for core administrative expenses and 80% for the work program. It is not expected that this ratio will change over the life of the project.

#### Assessment of Club Budget Requirements

The U.S. has provided funds for the Club in two distinct categories: Secretariat and work program. The Secretariat contribution was \$175,000 in 1983 and 1984, was increased to \$200,000 in 1985, and was \$210,000 for 1986. Secretariat funds are used in the year they are given. The work program funds can be carried over from year to year. For the work program, the Club has \$312,000 of U.S. funds to use in 1985 and \$188,000 for 1986.

As shown in the table below, the spending of U.S. funds in the work program decreased 25% from 1984 to 1985. The first half of 1986 saw even a greater reduction, indicating that Club financial needs have declined. However, part of this reduction was due to delays in billing from contractors on funds that had already been committed to them. In addition, the Mindello conference on cereals policy, held in December, 1986, has

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required a considerable amount of new commitments that have quickly been spent. The result is a disappearance of what seemed to be a large pool of money that could carry the work program for a year or more. Of approximately \$831,000 in the various U.S. accounts at the end of June, 1986, there remain only about \$340,000 after expenses for Mindello are withdrawn.

The U.S. contribution to the Club's work program has two major components, the general fund and then specific subjects. For specific subjects, the U.S. funding was in spurts as needs arose. In 1978, the extra contribution amounted to \$590,000 and in 1983 was \$375,000. These contributions were drawn down over a number of years. The average extra contribution per year amounted to \$168,000.

The Club Secretariat budget for 1985 was 4,490,000 French francs, equal to \$528,235 at the 1985 exchange rate of \$1 = 8.5 FF. In 1986, the proposed budget was 4,420,000 FF, down 1 1/2 percent. In dollars, however, due to the worsening exchange rate, the budget was \$659,701 (\$1 = 6.7 FF). In addition, by the end of July, 1986, projections showed that the Secretariat would be 5.5% over budget by the end of the year. Thus, expenditures for 1986 would be about \$693,000, more than 30 percent above 1985 expenditures.

While the Secretariat costs, in dollars, are increasing, other donors are increasing their contributions, and the value of this is high as their currencies are generally maintaining their value. The PP team therefore does not see the need of U.S. contributions to the Club Secretariat increasing. If the U.S. maintains a level of \$200,000 for each of the five project years, other donors can make up for any potential shortfalls. The PP team has judged the Secretariat operations to be both efficient and effective. The small staff is active both in dealing with many substantive issues and in managing the work of broad range of consultant activities.

The total contribution of this project to the Club Secretariat and work program combined is \$580,000 per year for five years (\$2,900,000). It is expected that extra contributions to the work program would be made, as in the past project, to meet priority needs in extra funding becomes available. This could be from centrally funded projects and programs for which the Club (and or CILSS) would provide a needed service.

#### Summary of Project Funding:

##### Summary Financial Plan

	'87	'88	'89	'90	'91	Total
Club Secretariat:	200	200	200	200	200	1,000
Club Work Program	400	375	375	375	375	1,900
CILSS Work Program	400	400	400	400	400	2,000
Evaluation	-	-	50	-	50	100
Total	1,000	975	1,025	975	1,025	5,000

## ANNEX E: SOCIAL SOUNDNESS ANALYSIS

The usual project specific social soundness analysis is difficult to apply to the Sahel Regional Institutions Project. USAID's proposed support to the Club du Sahel and the CILSS Executive Secretariat will not work directly with any group of people on the ground. The mandates of both organizations state clearly that neither will implement projects in the place of the CILSS member states. The CILSS and the Club work to better understand the problems common to the nations of the Sahel and to propose development policies and strategies to guide those nations to appropriate implementation of projects within their borders. In the context of that mandate, the CILSS/Club will have indirect effects on traditional sets of beneficiaries in the members states as projects are implemented in accordance with the development strategies and policies they advocate. They will also directly affect a non-traditional set of beneficiaries: those agencies of the members states' governments which work in the sectors for which the CILSS/Club proposes specific approaches to development.

Thus, the social soundness of this Project must be analyzed from three points of view:

- o the degree to which the development strategies advocated by the Club and the CILSS Executive Secretariat reflect and encourage the aspirations of the people of the Sahel;
- o the degree to which the CILSS Executive Secretariat is an appropriate mechanism for the propagation of these strategies in the politico-social milieu of the Sahelian sub-region; and
- o the degree to which the Club and the CILSS are able to ensure efficient and effective coordination among donors and recipients of A.I.D.

### Club/CILSS Orientations, Policies and Strategies

Since the beginning of the implementation phase of the Sahel development program in the mid to late 1970's, A.I.D. has insisted that successful, sustainable development of the economies of the CILSS member states must be based on the participation of the beneficiaries of the development process in the planning, programming, execution and evaluation of each activity or project. Although this 'bottom-up' approach has not been followed by every project in every Sahelian country, the USAID bilateral programs have generally cleaved to the essential principle of popular participation in the development process as a necessary concomitant to successful implementation.

In 1984, the new Executive Secretary of the CILSS, Mr. Brah Mahamane, proposed a new "revised" strategy to attack the twin problems of drought and development in the Sahel. This strategy was subsequently approved and adopted by the Council of Ministers of the CILSS and then by the Chiefs of State of the member countries. All CILSS sectoral policy and strategy recommendations since the adoption of this revised general strategy have taken into account its orientation, particularly in regard to the role that the beneficiaries of the development process must play in achieving progress for themselves.

The first major objective of the revised strategy is to "give back to the people their role as the motor of development." The Executive Secretary complains that "rural producers have been marginalized and have lost responsibility for their destiny." They feel that "they have been held apart from the process of development or that they have no say in the conception of the development that is offered them and their own future has been taken away from them."

He sums up this concern by reaffirming that "The first objective of the revised strategy will be to make sure that the men and women of the Sahel get back the control of their growth and of their territory; and that the men and women of the Sahel become once more the enactors of their own development."

He goes on to say "For the last 25 years, the population of the Sahel has remained a sort of spectator of their own development. This development was largely conceived by national administrations, with the help of the international community... without the participation of the populations concerned by these programs." The role of the CILSS/Club will now be to "Revise the conception of development so that it becomes the responsibility of the population it touches, a process in which that population recognizes its own aspirations."

These explicit statements of purpose and strategy fit well with USAID's approach to the role of local populations in development processes. The experience of development professionals reveals that projects which are conceived and executed in the light of the principle of bottom up planning and participation have a better chance to succeed than those which are imposed by national or expatriate administrations. The CILSS/Club basic approach is thus "socially sound." The language of the revised strategy as well as its content clearly indicate the CILSS/Club and member states' concern for the special problems of women and of the rural and urban poor.

### Social Soundness within the CILSS/Club Organizational Process

The direct beneficiaries of CILSS/Club activities are those institutions of the Sahelian states which work directly in the sectors for which policy orientations and development strategies are formulated. In most countries this includes the Ministries of Rural Development (including Agriculture, Animal Husbandry, Range Management, Water and Forests, Environment, etc.), Planning, and Finance, as well as appropriate marketing boards, food security boards and the like. To assess the social soundness of the SRI we must judge whether or not the CILSS/Club structure can, in fact, influence the decisions made by these organs of national government.

Those members of the national governments of Burkina Faso, Senegal, and Mauritania interviewed by the PP team felt strongly that the common problems as well as shared ecological and economic conditions of the Sahelian nations united them more strongly among themselves than with any other African group. All of the CILSS member states belong to a bewildering multiplicity of regional, sub-regional and continental organizations. However, the CILSS is the only one of these which can boast that every chief of state has attended every one of the bi-annual presidential-level meetings that the CILSS has held since it was founded in 1973. In addition, it may be the only sub-regional or regional organization in Africa which can attest that, with one exception, all of its members have paid all of their dues since the organization began collecting them. Several nations have fallen into arrears on their payments at different times, but all have since made up their deficits. The one exception is Chad. Chad has paid its contributions from 1984 through this year and the CILSS seems to have unofficially decided not to press for Chad's arrears, given the country's special circumstances.

These two indices mark the esteem in which the CILSS is held by the member states and lead to the expectation that policy recommendations of the CILSS/club will be taken seriously.

As mentioned elsewhere in this PP, the government of Niger gives the CILSS/Club credit for contributing to the formation of its new animal husbandry and range policy and Burkina Faso has recently agreed to a national level meeting with the donors under CILSS auspices to carry out similar policy reforms in the domain of the fight against desertification. In Senegal, government representatives gave the CILSS/Club credit for initiating the practical discussion of recurrent costs and what to do about them as well as making a major contribution to the

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conception of national cereals policy with regard to credit, inputs, and consumer subsidies. The representatives of these governments do not at all belittle the contributions made by the bilateral missions to policy dialogue. They do maintain, however, that the CILSS has also played a major role in determining policy.

Why is the CILSS able to play such an important role? Why do the member states' governments, who are the beneficiaries of the SRI, take the CILSS/Club suggestions and activities so seriously?

- o The CILSS belongs clearly and emphatically to its members;

- o With the partial exception of Guinea Bissau, all the CILSS members share the problems and conditions of the Sahel, which led to the formation of the group;

- o A good part of the Sahel is linked by Islamic religious faith and, more important by common cultural elements based on nearly two thousand years of constant trade, work, and travel in and among all the member states. The great empires of the Middle Ages in the Sahel (Ghana, Tekrou, Mali, Songhai, etc.) had their capitals in what is now the Sahel and controlled greater or lesser portions of the territory of the CILSS states;

- o Catastrophes seem to hit most of the states at the same time. In normal years, droughts in one country may be compensated by good harvests in another, but when a major drought hits Africa or a locust invasion arrives, all the states are concerned and must cooperate in order to survive; and

- o All of the major CILSS states (the exceptions are the marginal members Gambia, Guinea Bissau, and the Cape Verde Islands), were colonized by the French. All fought hard against that colonization and have a shared history of resistance to the colonizer. But also, the governing elites of all the countries were trained in France, where many of them met each other. Their links to the outside world are through France, their main external helper since independence has been France. This also creates a solidarity within CILSS which goes beyond that which could exist in a larger, more diverse grouping of countries.

Another indication of the importance of CILSS to the member states is the appointment of capable, ministerial-level officials to the post of Executive Secretary. The current holder of the office was Minister of Rural Development, of Planning, and of Postal Service and Telecommunications for

nearly ten years in Niger before joining the CILSS. His Predecessor with Minister of Education for many years in Mauritania and is now the FAO Representative resident in Guinea Bissau. This high-level representation means that dialogue with the Chiefs of State, ministers and other high officials of member countries and of the donors is easy.

That the Executive secretary of the CILSS has been able to implement the restructuring of the Secretariat in Ouagadougou as called for in the "Palin Report" of October, 1984 is another measure of the soundness of using the CILSS as a forum for the elaboration and propagation of development policy and strategy reform in the Sahel. From the United Nations through the Organization of African Unity, every multi-national organization working in the Third World has grown steadily, in personnel and core budget since its foundation. The CILSS, in recent years has become a notable exception to that rule.

### Socio-Cultural Context

The socio-cultural context of the CILSS Secretariat is the Sahel as a whole and the governments of the member states in particular. That of the Club du Sahel is the donor community. Above we have seen that the revised strategy of the CILSS and its unique status as a sub-regional organization which belongs exclusively to its member states lead to an approach to development which is socially sound for the Sahelian peoples and actively encourages the member governments to take it seriously.

The Club du Sahel also seems to respond to its members needs. With the exception of the USAID bilateral missions which were visited by the PP team, all the donors seemed to feel that the CILSS/Club combination was of crucial importance to successful development in the Sahel. The donors have continued to vote for the Club with their contributions. The number of members of the Club and the total value of the contributions has continued to grow throughout the life of the club. There remains, however, the issue of whether or not the donors can work TOGETHER to achieve a synergistic, multi-donor effort. In the past, donors have maintained relations with the club and the CILSS on an individual-donor basis.

Only now are the donors realizing that more can be achieved through better communications among them. The result is the creation of the Donors Advisory Group (DAG). The PP team paid careful attention to the views of other major donors during preliminary interviews in order to heighten their sense of participation in the SRIP process. The proposed project will enhance the role of the DAG by using a planned coordination process as part of its operational procedures.

On the whole, the CILSS Secretariat and the Club du Sahel fit well into their socio-cultural context. The attitudes of their beneficiaries and the results they have obtained show this quite clearly.

### Participation

The PP team met with member states government representatives in Burkina Faso, Senegal, Mauritania, Niger, and Mali. In each country representatives of the Ministries of Rural Development and of Planning were asked to note their impressions of what the CILSS/Club has done and could do for their countries. They were also asked to note how they felt their governments could participate most effectively in the activities of the CILSS Secretariat. As mentioned above, their opinions were unanimous: the CILSS/Club is useful, its role should be increased and the member states should participate as much as possible in its processes. Given the extent to which the governments of the Sahelian states acknowledge CILSS influence on their development policies and strategies, this is hardly surprising.

### Impact

This section of a normal social soundness analysis assesses the probability that the project will achieve its goals, benefit from spread effects, attain sustainability and contribute to the elaboration of similar projects elsewhere. With the exception of the sustainability issue, these questions have all been discussed above:

- o the SRI can hope to achieve a spread effect of the influence and coordination abilities of the CILSS/Club if the other multilateral and bilateral donors, members of the Club du Sahel see that the SRI approach helps the CILSS better carry out its mandate by helping the Secretariat to operate economically and efficiently and orienting its activities into sectors recognized as of high priority by both the donors and the member states;

- o the experience of the PP team with other regional organizations (ASEAN, OMUS, IARC's, etc.) has contributed to the elaboration of the SRI project and implementation plan. If the SRI is successful, other projects will benefit from its lessons in turn; and

o the unique nature of the CILSS and of the Club du Sahel as well as the history of relative success which both have enjoyed in the past lead to the conclusion that both organizations are essential tools if the goals of food self-reliance and success in the battle against desertification in the Sahel are to be won.

The Club du Sahel is not intended to be a permanent structure independent of donor contributions. However, the CILSS Secretariat should become a permanent and thus sustainable part of the institutional geography of the Sahel. To achieve this task, the SRI must insist, during implementation, on restricting funds for core administrative support functions to the 20 percent overhead rate and on directing the organization's efforts into highly specific activities oriented around high priority themes.

The PP team feels that SRI can play an essential role in enabling the CILSS to carry out its mission in the Sahel. The project is socially sound and implementable.

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## II. EXECUTIVE SUMMARY

The Project Paper defines the general objectives of the Sahel Regional Aid Coordination and Planning Project (625-0911) as the strengthening of the regional and national planning, coordination, and implementation capacity of the eight Sahelian countries.

The first project authorization, dated July 1978, provided \$6,077,000 for the initial three-year period. Additional funding of \$6,647,000 for a second three-year period was authorized in 1981. These funds were provided to assist the Inter-State Committee for Drought Control in the Sahel (whose French acronym is CILSS), the Sahel Institute (INSAH), the Club du Sahel (Club) and FAO activities in support of the Sahel Development Program. Present funding is estimated to provide U.S. support for these institutes through 1985. Thus, this evaluation by Development Associates (in accordance with the contract terms) describes the impact of these four institutions and their success in achieving their stated purposes, as follows.

1. The Inter-State Committee for Drought Control in the Sahel was established in 1973 to develop an indigenous capacity for regional planning, management, coordination and evaluation of programs and projects, and to mobilize funds. In each member country CILSS is represented by a National Correspondent Committee System (CONACILSS). AID's assistance of approximately \$700,000 per year has:
  - contributed to the functioning of the Executive Secretariat;
  - provided experts to the technical Working Groups and for conferences;
  - funded training of Sahelians;
  - financed National CILSS Correspondence Committees (CONACILSS) in member countries; and
  - sponsored special activities including financial management training.
2. The Institute of the Sahel (INSAH) was created in 1974 to develop a documentation/information network and to carry out a program of research

coordination, demographic research, training activities and dissemination of research findings. AID has been providing annual funding in an amount of approximately \$475,000, mainly for:

- support of the Secretariat;
- technical assistance;
- conferences and seminars;
- local operating costs; and
- commodities and supplies.

3. The Club du Sahel Secretariat (Club) was formed in 1976 to mobilize and to coordinate donor support, and to support CILSS in the definition of Sahel development strategy by providing a forum for Sahelians and foreign donors, as well as in the attainment of its other objectives. AID's average contribution of \$375,000 per year has contributed notably to:

- operating funds to the Secretariat;
- financing of some 260 technical studies and missions between 1976-1983. (Their titles and brief descriptions are found in Annex B); and
- under separate funding AID has seconded a senior officer (Deputy Executive Officer) to the Secretariat.

4. FAO has been supported through this project to facilitate its participation in design and implementation activities in the Sahel, and in the provision of long- and short-term technical assistance to CILSS, the Club, INSAH and CILSS member states -- as well as for bilateral USAID efforts. AID has made available \$225,000 a year for:

- the provision by FAO of long- and short-term experts to CILSS/Club; and
- technical assistance to USAID design studies.

An analysis of the effectiveness of these Sahelian institutions and of the usefulness of AID's contributions must take into account two considerations:

- The Sahel appropriation is a special line item in the Foreign Assistance Act (FAA) which in Sections 119 and 121 speaks of "the development of the Sahelian Region, international coordination for the planning and implementation of the Sahel program" and mandates annual reports on the "integrated effort

through the Club du Sahel." Meant originally as a means of ensuring other donor participation, these phrases in the Sahel line item have seemed to some in AID to require continuing financial support of the Club and its sister organization, CILSS.

- AID's program has been providing an average of \$100 million per year to the Sahel. Through the project under discussion AID has contributed annually 1%-2% of this amount towards the "international coordination of the development of the Sahelian region" required by the FAA. Regardless of the strengths or weaknesses of the existing Sahelian regional infrastructure, it appears obvious that, if only in view of the Congressional legislation, AID may need a Sahelian/donor counterpart organization just as much as these institutions require AID assistance. In this perspective, AID's use of 1%-2% of the Sahel budget for the CILSS/Club institutions in the guise of creating a counterpart for regional development appears fully justified. The upside prospects of this relatively small obligation for creating a viable regional structure far outweigh the downside risk of failure.

Sahelian CILSS members generally hold the view that the prime and lasting value of the Club and CILSS is their ability to keep donor attention and funding engaged by stressing the problems of the Sahel as a large climatic and geographic unit in critical and increasing need of help.

In the areas of fund-raising, the Club -- and to a lesser extent CILSS -- have had success beyond expectation. The Club and CILSS staff can take pride in having achieved major resource flows in excess of \$1 billion per year into the area.

In contrast to this undisputed financial success, CILSS/Club to date have not succeeded in the formulation of a cohesive regional development strategy. Specific policy recommendations by CILSS/Club and technical findings of working groups, seminars, colloquies, etc., have only rarely -- and then mostly incidentally -- been implemented by CILSS members in their countries. The multi-billion contributions by the donor community have been programmed almost entirely without specific regard to regional development considerations on a bilateral basis between individual host countries and donor organizations.

This further underlines the fact that, lip-service to regionalism notwithstanding, both donors (including the U.S. in the foremost ranks) and CILSS members continue to want and to stress bilateral aid. The record of the

past ten years shows convincingly that the Sahelian countries are just as uninterested in regional action -- as opposed to regional theory and rhetoric -- as are their western friends.

Earlier this year, President Kountche of Niger assumed the role of Chairman of the CILSS Council of Chiefs of State. Simultaneously, Dr. Brah Mahamane, a former Nigerien cabinet minister, became Executive Secretary. They have defined two priority tasks:

1. The formulation of a new, actionable mandate for CILSS. They recognize that CILSS has run out of steam and is floundering in the absence of a charted course towards defined objectives.
2. The need to prune radically the size of the Executive Secretariat's staff while at the same time raising its professionalism.

The new CILSS Executive Secretary (and also presumably the new Chairman) has a vision of a new look for CILSS, one that calls specifically for:

- the creation of a think tank capacity to deal with the big issues of the Sahel that -- to date -- CILSS/Club have not been able to address in a consistent, practical fashion;
- a vastly expanded bilingual communications, documentation and publications capability;
- "recasting CILSS in the image of the Club," i.e., presumably to move certain activities now headquartered in Paris to Ouagadougou or to duplicate them there; and
- shrinking and upgrading the Executive Secretariat to manage and support the "new look."

The evaluation team considers the basic thrust of the proposed initiatives sound and deserving of strong support. At the same time the team is cognizant of the "quantum jump" needed to adapt the existing organization to any new look and of the obvious need for a much more detailed exposition of the agenda for the future.

Among many questions, there are two of special interest to AID. One concerns the future priority of endowing CILSS with an evaluation capacity. While there exists a CILSS resolution calling for the establishment of an evaluation unit with CILSS area-wide attributions, the AID-financed expert has not been able to

date to muster adequate support for this effort. A second aspect of special (and in most countries almost exclusive) concern to AID is the CONACILSS, the national councils which are to relate to CILSS.

Within the CILSS structure, they seem the weakest link, although as the member country secretariats they are theoretically the primary, grassroots building blocks. Virtually none of them function; in some countries they do not really exist. In no country have they functioned to date as intended. The UNDP representative in Senegal, virtually the only country where another donor has contributed to CONACILSS, informed the team that his organization was discontinuing support for the local CONACILSS "as a waste of funds." Evidently, a new mandate for CILSS must address the question of the mechanism through which regional policy recommendations will be implemented by CILSS members as part of their national policies, be it through a revitalized CONACILSS or other means.

The most recent years have been disastrous for CILSS as the quality of staff and leadership has declined, and its mission has become blurred by its own rhetoric and hindered by its poor management and ballooning bureaucracy. At the same time, many senior CILSS officials, from the former Executive Secretary on down, seem to have been in almost permanent travel status on random missions, further adding to the climate of aimlessness and disorganization. Moreover, CILSS's physical quarters and appointments are not conducive to efficiency or professionalism. Its personnel administration and fiscal management need major improvements. Its staff of almost 90 employees, some without firm assignments, needs a major reduction. In confirmation, the new CILSS Chairman commented to an American ambassador that he considered the CILSS Executive Secretariat a "costly and inefficient organization."

CILSS's programmatic and organization malaise was recognized by its higher councils some time ago. One of the puzzling and distressing aspects of the history of CILSS is its inability or unwillingness to deal with policy issues or to take policy stands. This was evidenced at the last annual meeting of the Sahelian Chiefs of State in Niamey in January 1984. Presented with policy recommendations requested from and developed by senior CILSS staff over the previous year, the assembled Chiefs of State rejected the entire list of

recommendations. Thus began still another year with no known policies or agreements promoting the regional development process.

The team's most frustrating experience during the field evaluation was its attempt to determine what, if any, policy issues and strategies CILSS/Club were stressing. CILSS/Club staff routinely use the terms "objectives" and "strategies" interchangeably.

What became clear to the team was that the original objectives of CILSS/Club of sensitizing, concerting, coordinating, reflecting and convening have reached a point of diminishing returns. It is time that a more substantive phase be inaugurated: forcing to the top those issues begging for policy formulation, political backing, and implementation throughout the Sahel.

This is not to demean the work done in familiarizing Sahelian officials with the need for greater attention to such items as recurrent costs and cereals policy. It is instead to submit that much of the CILSS/Club effort has been riveted on important yet subsidiary issues. The CILSS/Club agenda at this point should simply be reduced to those life and future-threatening issues of the Sahel: food, water, ecology and population.

However, the outline of the Joint Work Program for the years 1984-1985, prepared during CILSS/Club meetings in March 1984, does not hold out much hope for actionable specificity in these priority areas:

"Outline of the Joint Work Program

- reflection on future prospects for the Sahel;
- promotion of regional agricultural policy;
- pursuit of certain sectoral activities;
- support for increased participation in development from local populations;
- dialogue on development policies and coordination of development programs at the national level;
- miscellaneous activities."

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One can only hope, without being overly optimistic, that the Kountche/Brah team's projected efforts will lead to a new departure for CILSS. In discussions with other donors, it became evident that CILSS has rapidly been losing credibility and that future contributions to the organization could well be endangered unless basic changes are instituted. On the positive side, the new CILSS leadership recently approached the IBRD with a request for planning, organizational and management assistance on a grant basis in its desire to turn the organization around. For obvious reasons, this approach would appear to offer a much better chance of success than would a Club or bilateral donor initiative. The team understands that Dr. Brah has been invited to visit IBRD/W in September to expose his plans for the reform of CILSS in detail. IBRD's decision will be based on their appraisal of the proposals' realism.

The Institut du Sahel (INSAH), located in Bamako, is floundering in much the same way as CILSS, and for many of the same reasons. Although its mandate, in many respects, is much clearer than CILSS, and its management stronger, the signals it receives from its three policy councils are too widely spaced and provide insufficient guidance.

The head of INSAH feels he has two chiefs, the head of his Administrative Council (the Malian Minister of Rural Development) and the Executive Secretary of CILSS. With a stronger incumbent now in the latter position, further policy conflicts may be in store.

However, INSAH is the only one of the four agencies supported under this project which has set itself a priority: to find more water and to use it more efficiently. Why water is not a major agenda item of the Club, CILSS and FAO was not satisfactorily explained to the evaluation team (unless one were to ascribe this deficiency to the existence of another regional organization to which most CILSS members belong).\*

INSAH is at the same time the only one of the four entities evaluated which is working on the important area of demography (with major USAID support). The

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\* Interstate Committee for Water (CIEH)

evaluation team came away with the strong impression that population today in the Sahel is not as taboo a topic as some in the Club and CILSS would have outsiders believe. Taboo or not, population growth is a time bomb. Unfortunately, the promotion of private enterprise efforts in lieu of state and parastatal organizations is not a CILSS priority. The private sector cannot be counted on to help respond to the population issue in line with the U.S. Delegation's presentation in Mexico City.

INSAH is an incipient research, training and information center with big ideas and manifold problems, including its involvement in both coordination and (at AID's urging) project operations. Its subordinate relationship to CILSS is a serious constraint. INSAH needs a great deal of guidance that it is not receiving from its absentee advisory councils or from CILSS. The latter is INSAH's parent organization, but so far has been unable to manage itself -- to say nothing of overseeing an organization hundreds of miles removed and in another country.

If CILSS adopts and implements its proposed new agenda (think-tank, expanded communications/documentation center), a clear delineation of functions between CILSS and INSAH must be drawn. There is great potential here for conflict, rivalry, and duplication.

The team was struck by a major problem confronting CILSS/INSAH: virtually each of the functions mandated to CILSS/INSAH is also being carried out (or attempted) by one or more of the more than 30 other regional institutions in West Africa. (See Annex C for a list of West African Regional organizations.) The region seems to become more cluttered with each passing season with new bureaucracies and more dubious use of resources. Answers, however, come hard in the search to find ways to amalgamate, weed out and rationalize this massive bureaucratic assault by almost two score regional agencies to save the climatic zone which also encompasses the Sahel.

The Club, in contrast to CILSS, is a model of lean management. Above all, its unique role as assistance mobilizer and coordinator avoids the risk of being seen as just one more of the many overlapping agencies operating in West Africa. The Secretariat's careful monitoring and recording of assistance flow is an asset and useful tool, especially for the donor community. The Club has

played a catalytic role in the organizing of literally hundreds of working groups, studies, seminars, conferences, etc. It cannot be held responsible that relatively little of the findings and recommendations have been incorporated by CILSS members into their national development plans and policies. That remains the responsibility and prerogative of the Sahel countries. The Club secretariat has made great efforts to underline its two-sides-of-one coin relationship with CILSS. Yet, the team perceives some nascent feeling of rivalry in Ouagadougou. Perhaps an exchange of personnel, especially the addition of one or two Sahelian professionals to the Club Secretariat, would further underline the often vaunted "symbiotic" relationship and assuage CILSS stated desire to recast itself in the image of the Club. In the context of CILSS' projected "new look," it was not at all clear to the evaluation team whether, or to what extent, the Club du Sahel's view of CILSS' mission and the view of CILSS of its own new mission coincide any longer.

As for the fourth project element, FAO's performance has been uneven. While there was praise in the field for individual FAO experts, there have been considerable delays, at times, in fielding technicians. It also became obvious that FAO and AID procedures and practices of financial reporting have been at variance. AID, however, may have been remiss in providing specific guidance regarding its special requirements. FAO experts should be able to respond to all reporting formats speedily once the computerization of its financial management system is completed. There has been limited demand by USAIDs for FAO design assistance. There appears no reason to continue the arrangement making FAO the exclusive source of technical backstopping in a third phase of the project.

In conclusion, the team considers some continued U.S. support of the CILSS/Club structure a necessity as long as American assistance to the Sahel is tied to regionalism in the Foreign Assistance Act. CILSS, among West African regional organizations, is the only one whose membership is identical with the current definition of the Sahel. It includes the Gambia and Cape Verde, i.e., the 3% of the Sahelian population that is missing in the other West Africa groupings which cover the other 97% of the CILSS population. Member countries are satisfied that CILSS/Club has successfully mobilized large additional resources for bilateral programs. In addition, they benefit from studies, seminars, meetings, etc., that are sensitizing future leadership cadres to

improved technologies and management approaches and are promoting regional thinking and concepts.

In the early years of CILSS, the drought crisis was both substance and hope. The crisis persists, though it now is met more efficiently by CILSS members and donors. The hope that Sahelian countries and donors would formulate and implement a truly regional stabilization and long-term development strategy has yet to be realized. CILSS members to date have given scant indications (except in conference proceedings) of their willingness to subordinate national concerns to larger regional concepts. The team believes donors, especially AID, would find it easier to reconcile themselves to the present gap between CILSS and the regional development objective by substituting the more realistic term "region-wide development." This should not detract from the imperatives to see the Sahel develop as a region. The future U.S. contributions should strongly underline the need for escalation of national action by CILSS members in achieving regional priorities.

### Recommendations

#### A. Project Related Issues

1. Upon termination of AID's Project 625-0911/Phase II, and based on the assumptions that:
  - a. CILSS has defined a set of actionable mandates;
  - b. Member countries, on a national level, will strengthen their commitment to implement CILSS recommendations, approved by the Councils of Ministers/Heads of State; and
  - c. CILSS has embarked on a time-phased schedule to reduce and upgrade its staff and to streamline its administrative-fiscal management in conformance with its redefined mandate, then, AID should authorize a third project phase.
2. In this context, AID's support for the Club Secretariat should continue unchanged except for adjustments to reflect major exchange rate

fluctuations. AID financing for the Working Groups should be allocated (at least cosmetically) to CILSS rather than to the Club (see below).

For the CILSS Executive Secretariat and INSAH, AID should be supportive of the redefined mandates and revamped organizations. As presently, it would provide budget inputs and short- and long-term experts (not necessarily Americans, but preferably Sahelians commanding pay scales beyond the financial capacity of CILSS). Funding and recruiting of ad hoc experts, previously financed via the Club and FAO, should be vested in CILSS to raise its profile. USAID/Upper Volta should co-manage the commitment and fiscal phases. Care should be taken not to over-Americanize CILSS. Though the Executive Secretary's re-organization plans are not yet spelled out and costed, the evaluation team believes the current ceiling of the Sahel regional aid project provide appropriate guidelines for a Phase III.

3. The role of the AID CILSS liaison officer should be strengthened by delegating to the position stewardship for increased funding routed through CILSS, and responsibility for interaction between SMDC, USAID missions and CILSS/Club.
4. As a result of CILSS' forthcoming redefinition of its mandate, the respective roles of Club/CILSS/INSAH need to be clearly delineated. The Club's revised tasks should reflect its principal purpose, i.e., the support of CILSS. Care should be taken to assure that CILSS and INSAH fill complementary roles and that existing automated data/computer capacity (including AGRHYMET's) is fully exploited and not unintentionally duplicated. The IBRD should be encouraged to provide technical assistance for the CILSS reform agenda.
5. AID's future support should aim, when feasible, at strengthening the role of CILSS (rather than the Club's). As a rule, CILSS should be the convening authority for working groups, seminars, conferences, etc. This would not preclude CILSS requesting the Club to act as its executive agent for recruitment and arrangements.
6. CILSS should take great care not to duplicate tasks already being acted upon by others among the plethora of West African organizations.

7. The membership of CILSS Council of Ministers should be changed from Ministers of Rural Development to a portfolio with broader responsibilities.
8. INSAH and AGRHYMET should be elevated to co-equal status with CILSS under the Council of Ministers/Council of Chiefs of State. They should be vested with autonomous budgets.
9. The heads of CILSS, INSAH, and AGRHYMET should be endowed with the authority of a Secretary General (rather than Executive Secretary/Director General) reflecting greater programmatic and fiscal delegations (e.g., budget changes within overall ceilings).
10. Neither CILSS nor INSAH (with the possible exception of its largely AID-financed demographic unit) should manage projects, as opposed to coordination, evaluation and dissemination of information.
11. AID should suspend the financing of national CILSS units (CONACILSS) pending decisions under Recommendation 1 and subsequent clarification of the role of CONACILSS.
12. CONACILSS, if and when (re)activated, should be headed by the Minister of Planning or jointly by Planning, Rural Development and Finance. (Rural Development leadership is ineffective since implementation of CILSS recommendations usually requires a ministry with a broader mandate.)
13. AID should discontinue using FAO as its primary source for technical expertise. Funds could be placed into a trust fund, jointly managed by CILSS and USAID/Upper Volta, permitting worldwide recruitment without precluding use of FAO. Special arrangements could be made for bilateral use of funds by USAID.

**B. Sahelian Related Issues**

Beyond the agency-specific recommendations outlined further below, the team believes certain other pressing issues relevant to all participants should be moved up on their collective agendas and aggressively pursued within the CILSS and in conjunction with other regional organizations. Those priorities fall within the context of four major headings: food, water, ecology and population:

1. Assessment of groundwater availability throughout the region.
2. Promotion of intra-regional trade of commodities through systematic reduction of political, bureaucratic and fiscal impediments.
3. Promotion of greater cooperative and private trader participation in supplying agricultural and livestock inputs.
4. Encouragement and facilitation of greatly expanded demographic and population projects.
5. Evaluation of subsidy and borrowing practices of governmental agencies.
6. Removal of institutional and policy restraints on agricultural production.

'ANNEX G': PROGRESS TOWARD ACHIEVEMENT OF CILSS/CLUB RESTRUCTURING OBJECTIVES

Topic	DONOR RECOMMENDATIONS (MARCH 1985)	CILSS COUNCIL OF MINISTERS COMMENTS (MAY 1985)	SITUATION AS OF MARCH 1986 ACCORDING TO CILSS EXEC SEC
Role OF CILSS	<p><u>CILSS should be involved in:</u></p> <ul style="list-style-type: none"> <li>--Regional policy/strategy reflection</li> <li>--Documentation gathering</li> <li>--Analysing and dissemination</li> <li>--Promoter of policy dialogue &amp; coordinator at the regional and national levels</li> </ul>	<p><u>Similar but council added two functions:</u></p> <ul style="list-style-type: none"> <li>--"to mobilize resources necessary for financing regional and sub-regional programs."</li> <li>--"to help in coordinating emergency aid ..."</li> </ul>	<p>As stated in Ministers Declaration -- with understanding that "mobilizing role" applies only to regional projects.</p>
	<p><u>CILSS Should Not Be Involved In:</u></p> <ul style="list-style-type: none"> <li>--Design or implement in projects which should be done at national level</li> <li>--Manage regional projects beyond start-up phase</li> </ul>	<p><u>CILSS</u></p> <ul style="list-style-type: none"> <li>--should not implement projects in place of member states.</li> </ul>	<p>As spelled out by CILSS Ministers.</p>
Strategic Planning Committee	<p><u>Suggested creation of a CILSS Strategic Planning Committee</u> in which senior officials of policy making ministries (such as Ministries of Plan &amp; Finance) and technical ministries would participate.</p>	<p>Created the Technical Committee of Experts consisting of a senior official from a multisectoral Dept., the national correspondants and the 3 members of the Board of Management. Among responsibilities: examining draft workplans and budgets, examining annual reports, commissioning policy reports.</p>	<p>At the meeting of the Technical Committee of National Experts held in Dakar (January 1986) planning departments were represented from all CILSS countries--and in most instances by the <u>Director</u> of Planning. (The Rural Development Ministries were also represented).</p>
Coordination on Annual Work Plan	<p>Urged some form of structured coordination between the SPC and donors on the annual work plan.</p>	<p>Suggested it was not necessary to institutionalize the desired coordination.</p>	<p>CILSS Ex Sec to meet with Club Ex. Sec. and donor advisory group quarterly to effect desired coordination on the annual work plan.</p>

DONOR RECOMMENDATIONS  
(MARCH 1985)

CILSS COUNCIL OF MINISTERS  
COMMENTS (MAY 1985)

SITUATION AS OF MARCH 1986  
ACCORDING TO CILSS EXEC SEC

Topic

Senior Executive Board	Urged the creation of a "slimmed down" Executive Board to direct CILSS organizational entities.	Established the "Board of Managements" consisting of CILSS Ex. Sec. and the Directors of the Specialized Institutions--to meet not less than twice a year.	The Board has met more than twice over the past year. Informal communication among the Board members has also increased.
Ease The Task of the CILSS EX SEC	Suggested the Ex. Sec. delegate some tasks to a "Dir Gen" or to advisors under him.	Created an "Ex. Sec's Private Office" with designated positions to ease the burden on the Ex. Sec.	As stated in the Council of Ministers' minutes. (In the context of "easing the burden" it should be remembered that a permanent IBRD advisor will be assigned to CILSS Ex Sec as of April 1986).
Costs of CILSS Ex. Sec.	Urged that the core costs of the CILSS Ex Sec be absorbed, progressively, by the CILSS member states.	No specific comments on the issue.	CILSS Ex Sec foresees member states absorbing all costs for Ex. Sec. by 1988.
Number of Staff at 15. CILSS Ex Sec & the Institute	Urged that the number of CILSS Ex Sec staff be kept modest.	Approved the reduction in the number of directorates in CILSS EX Sec and the Institute.	--CILSS Ex. Sec. has reduced number of senior professional staff from 23 to  --Situation at Institute is less clear.
Mandate of INSAH	Urged that: --INSHA not undertake operational research activities. --INSAH sponsor technical meetings among Sahel	Pointed out that existing guidelines remain valid while adding that INSAH could appropriately set priority research themes and research planning requirements.	--As spelled out by CILSS Ministers. --Ex Sec believes some focussing of INSAH energies would be beneficial. --No significant change in types of INSAH activities.

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DONOR RECOMMENDATIONS  
(MARCH 1985)

CILSS COUNCIL OF MINISTERS  
COMMENTS (MAY 1985)

SITUATION AS OF MARCH 1986  
ACCORDING TO CILSS EXCE SEL

Topic			
CONACILSS	Pointed out: (a) that it was up to individual member states to set nationally based linkages with CILSS and (b) to pay the costs for these coordinating entities.	No specific comment.	Issue remains as to who will fund CONACILSS travel and meeting expenses in the future. The January '86 Conference of the Heads of State upgraded the CILSS National Correspondants to full-time positions.
Personnel	Urged that a standard CILSS salary and benefits scale be established. Suggested that donors give funds directly to CILSS Ex Sec in those cases where donors fund salaries of experts.	No specific comment.	Ex Sec has succeeded in getting two donors to cooperate (i.e. the Netherlands and the U.S.). He is working with the other donors on this issue. Issue for core staff salaries will be moot when all core expenses are borne by CILSS member states (1986).
	Concerned about the competence of some CILSS staff, donors urged that member states submit a list of several qualified candidates to the CILSS EX Sec--from which he could choose the most suitable	Indicated that the criteria laid down in the CILSS staff regulations should be adhered to. Also, suggested that--while no geographic quota should be established--there should be an even-handedness in geographic distribution of positions, and that quality of staff is essential	The CILSS Ex Sec points out that the CILSS charter establishes competence as the main criterion for hiring staff. He intends to be guided by that criterion in his choice of staff.
Seconding Staff to CILSS	Urged that member countries second staff to CILSS EX Sec at their own expense.	No specific comment.	No specific comment.
PPBS System	Recommended that a fully integrated programming and budgeting system be installed in the CILSS system.	Ministers agreed to an experimental phase for a PPBS system.	PPBS is currently being installed. (Note: The Ex Sec has succeeded in working out a consolidated program/budget plan with three donors for 1986--i.e. the Swiss, FRG and the U.S.).

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DONOR RECOMMENDATIONS  
(MARCH 1985)

CILSS COUNCIL OF MINISTERS  
COMMENTS (MAY 1985)

SITUATION AS OF MARCH 1986  
ACCORDING TO CILSS EXEC SEC

Topic

Core  
Support  
for the  
CILSS

Urged that donors channel funds  
for CILSS operations thru the  
CILSS Ex Sec.

No specific comment.

Ex Sec believes that there should be a  
donor input in the scrutinizing of Ex  
Sec expenditures. He suggests that the  
donor advisory group consider providing  
a controller expert on a resident basis  
for the CILSS Ex Sec.

## 5C(2) - PROJECT CHECKLIST

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

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

A. GENERAL CRITERIA FOR PROJECT

- |  |  |
|--|--|
| <p>1. <u>FY 1987 Continuing Resolution Sec. 523; FAA Sec. 634A.</u> Describe how authorization and appropriations committees of Senate and House have been or will be notified concerning the project.</p>   | <p>This project is contained in the FY 1987 CP Africa Programs p.524. A Congressional Notification will be submitted to Congress prior to authorizing the project.</p> |
| <p>2. <u>FAA Sec. 611(a)(1).</u> Prior to obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?</p>  | <p>Yes</p>   |
| <p>3. <u>FAA Sec. 611(a)(2).</u> If legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?</p>  | <p>No legislative action is required.</p>  |
| <p>4. <u>FAA Sec. 611(b); FY 1987 Continuing Resolution Sec. 501.</u> If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, <u>et seq.</u>)? (See A.I.D. Handbook 3 for guidelines.)</p> | <p>No water-related land construction is included in this project.</p>   |

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

Project is regional in scope.

7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

The investigations and research contemplated under the project will address, inter alia, constraints to trade, private enterprise, competition and appropriate technology

8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

See #7

9. FAA Secs. 612(b), 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

The Member States of CILSS and other donors are contributing 75% of the CILSS budget.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

No

11. FY 1987 Continuing Resolution Sec. 521.  
If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? No
12. FY 1987 Continuing Resolution Sec. 558  
(as interpreted by conference report).  
If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (b) in support of research that is intended primarily to benefit U.S. producers? No
13. FY 1987 Continuing Resolution Sec. 559.  
Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? No

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

Yes. In fact, much of the Club/CILSS program is focused on conservation and the environment.

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U.S. government agencies and other donors of the immediate and long-term value of tropical forests; and (k) utilize the resources and abilities of all relevant U.S. government agencies?

15. FAA Sec. 119(q)(4)-(6). Will the assistance (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

The studies envisioned under the project will address drought, desertification and related environmental concerns of the Sahel region.

16. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)?

Yes

17. FY 1987 Continuing Resolution Sec. 532. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution?

No

#### FUNDING CRITERIA FOR PROJECT

##### 1. Development Assistance Project Criteria

- a. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and

See Nos. 7 and 15 above.

insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

- b. FAA Secs. 103, 103A, 104, 105, 106, 120-21. Does the project fit the criteria for the source of funds (functional account) being used? Yes.
- c. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? Yes.
- d. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)? This requirement is waived for Sahel regional projects.
- e. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority? Yes.

- f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government. The project supports the development of a regional institution for identifying key policy constraints bearing on the Sahel's environment and overall development.
- g. FY 1987 Continuing Resolution Sec. 54C. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? No
- Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations? No.
- Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No.
- h. FY 1987 Continuing Resolution. Is the assistance being made available to any organization or program which has been determined to support or participate in the management of a program of coercive abortion or involuntary sterilization? NO
- If assistance is from the population functional account, are any of the funds to be made available to voluntary family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services? N.A.
- i. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes

- j. FY 1987 Continuing Resolution. How much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)? \$100,000 for project evaluations have been earmarked for those organizations.
- k. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project (a) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (b) take full account of the environmental impacts of the proposed activities on biological diversity? N.A.
- l. FAA Sec. 118(c)(14). Will assistance be used for (a) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (b) actions which significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas? No
- m. FAA Sec. 118(c)(15). Will assistance be used for (a) activities which would result in the conversion of forest lands to the rearing of livestock; (b) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undegraded forest lands; (c) the colonization of forest lands; or (d) the construction of dams or other water No

control structures which flood relatively undegraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

2. Development Assistance Project Criteria  
(Loans Only)

- a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.
- b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?
- c. FY 1987 Continuing Resolution. If for a loan to a private sector institution from funds made available to carry out the provisions of FAA Sections 103 through 106, will loan be provided, to the maximum extent practicable, at or near the prevailing interest rate paid on Treasury obligations of similar maturity at the time of obligating such funds?
- d. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

N.A.

3. Economic Support Fund Project Criteria

- a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA? N.A.
  
- b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes?
  
- c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction, operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?
  
- d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been

## 5C(3) - STANDARD ITEM CHECKLIST

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

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

A. PROCUREMENT

1. FAA Sec. 602(a). Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes.
2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him? Yes.
3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? Yes.
4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N.A.
5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those No.

countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

6. FAA Sec. 603. Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? No
7. FAA Sec. 621(a). If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? Yes
8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? Yes
9. FY 1987 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? Yes
10. FY 1987 Continuing Resolution Sec. 524. If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? Yes

B. CONSTRUCTION

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

C. OTHER RESTRICTIONS

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

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4. Will arrangements preclude use of financing:

- a. FAA Sec. 104(f); FY 1987 Continuing Resolution Secs. 525, 540. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; or (4) to lobby for abortion? Yes
- b. FAA Sec. 483. To make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated? Yes
- c. FAA Sec. 620(g). To compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? Yes
- d. FAA Sec. 660. To provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes
- e. FAA Sec. 662. For CIA activities? Yes
- f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes
- g. FY 1987 Continuing Resolution Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel? Yes

- h. FY 1987 Continuing Resolution Sec. 505.  
To pay U.N. assessments, arrearages or dues? Yes
- i. FY 1987 Continuing Resolution Sec. 506.  
To carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? Yes
- j. FY 1987 Continuing Resolution Sec. 510.  
To finance the export of nuclear equipment, fuel, or technology? Yes
- k. FY 1987 Continuing Resolution Sec. 511.  
For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? Yes
- l. FY 1986 Continuing Resolution Sec. 516.  
To be used for publicity or propaganda purposes within U.S. not authorized by Congress? Yes

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## ACTION MEMORANDUM FOR THE DEPUTY ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AFR/SWA, Phyllis Dichter *Phyllis Dichter*

SUBJECT: Semi-Annual FAA Section 121(d) Determination for Sahel Development Program, Regional Projects whose Funds are Allocated to A.I.D./Washington

REF: Africa Bureau Delegation No. 552

Purpose: To make a finding that the Determination set out in FAA Section 121(d) is not required for the Sahel Development Program (SDP) Regional Projects whose SDP funds are allocated to A.I.D./Washington.

Discussion: This request for a determination deals with those projects whose SDP allotments are made to A.I.D./Washington.

The FAA Section 121(d) certification and determination process was placed on a semi-annual schedule beginning in January 1984. The eight Mission Directors and A.I.D. Representatives in the Sahel, the A.I.D. Development Coordinators in Paris and Rome, and the Director of the Office of Sahel and West Africa Affairs in A.I.D./Washington prepare project-by-project certifications for the projects for which they receive SDP allotments. Those project certifications are then submitted to you for the Agency's determination (1) that Sahel Development Program funds are not made available to a foreign government for disbursement and the determination set out in FAA Section 121(d) is not required, or (2) that Sahel Development Program funds are made available to a foreign government for disbursement and that the foreign government maintains a system of accounts which provides adequate identification of and control over those SDP funds.

I have executed a certification for projects whose SDP allotment is made to Washington. My certification, given as Attachment A, finds that none of the projects covered by my certification make SDP funds available to a foreign government. I have attached a Determination, given as Attachment B, for your signature.

Recommendation: That you sign the Determination, Attachment B.

## Attachments:

- (A) A.I.D./W Certification
- (B) Agency Determination

## Clearances:

GC/AFR:BBryant \_\_\_\_\_

FAA Section 121(d) Projects Certification  
and Projects List

I, Phyllis Dichter, Office Director, Office of Sahel and West Africa Affairs, certify that no Sahel Development Program funds will be made available to any foreign government for disbursement concerning the projects listed below:

<u>Project No.</u>	<u>Project Name</u>	<u>Proj. Code 1/</u>
625-0911	Sahel Regional Coordination	A <u>2/</u>
625-0956.95	Energy Initiatives for Africa	C
625-0960.95	Sahel Manpower Development II	C
625-0963.95	Oral Rehydration Therapy (PRITECH)	C
625-0966	Onchocerciasis Control III	A <u>4/</u>
625-0967.95	Oral Rehydration Therapy (CCCD)	B <u>3/</u>
625-0970.95	Sahel Policy	C
625-0972	Sahel AFGRAD III	C
625-0974	Sahel Regional Fin. Mgmt. II	C
625-0975	Sahel Regional Institutions	A
625-0977	Sahel Human Resources III	C

Footnotes:

1/ The Project Codes represent the accounting station which will disburse SDP funds. Code A is for an International Organization, Code B is for another Federal Agency, and Code C for a Contractor.

2/ SDP funds made available to OECD/Club du Sahel, only.

3/ SDP funds made available to the Center for Disease Control (CDC).

4/ SDP funds will be made available to the World Bank.

Phyllis Dichter  
Phyllis Dichter  
Director  
Office of Sahel and West Africa Affairs

3/16/87

Date

FAA Section 121(d) Determination for A.I.D./Washington  
Regional Projects, A.I.D./W Allotments

With reference to the certification executed by Phyllis Dichter, Director of the Office of Sahel and West Africa Affairs, dated February , 1987, I find the following listed projects do not entail making Sahel Development Program funds available to a foreign government and that the determination set out in FAA Section 121(d) is not required:

<u>Project Number</u>	<u>Project Name</u>
625--0911	Sahel Regional Coordination
625-0956.95	Energy Initiatives for Africa
625-0960.95	Sahel Manpower Development II
625-0963.95	Oral Rehydration Therapy (PRITECH)
625-0966	Onchocerciasis Control III
625-0967.95	Oral Rehydration Therapy (CCCD)
625-0970.95	Sahel Policy
625-0972	Sahel AFGRAD III
625-0974	Sahel Regional Fin. Mgmt. II
625-0975	Sahel Regional Institutions
625-0977	Sahel Human Resources III



Lois Richards  
Deputy Assistant Administrator for Africa

3/16/87

Date

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D C 20523

## HUMAN RIGHTS PROCEDURES MEMORANDUM

DATE: May 7, 1987  
TO: State HA, Thomas Williams  
Room 7802 NS  
FROM: A.I.D., AFR/PD/CCWAP, James Hradsky *JH.*  
SUBJECT: Human Rights Clearance

The following project:

Title: Sahel Regional Institutions  
Number: 625-0975  
Country: Sahel Regional  
Amount: \$4,000,000

will be authorized in A.I.D./W. The Project Paper is attached.  
HA concurrence is requested at your earliest convenience.

TO: A.I.D., AFR/PD/CCWAP, James Hradsky  
FROM: State, HA

] Proceed with authorization  
 ] Request hold authorization pending further review.

*Thomas E. Williams*  
\_\_\_\_\_  
SIGNATURE

*5-11-87*  
\_\_\_\_\_  
DATE

ANNEX I

CLUB DU SAHEL

DONOR'S ADVISORY GROUP MEETING

HULL/OTTAWA, CANADA

November 5 and 6, 1986

SUMMARY OF ACTIVITIES OF THE  
CILSS/CLUB JOINT WORK PROGRAM  
AND OF SPECIFIC ACTIVITIES OF THE  
CLUB SECRETARIAT

A. JOINT WORK PROGRAM OF THE CILSS/CLUB SECRETARIATS FOR 1987-88  
(COST ESTIMATES FOR THE CLUB SECRETARIAT)

SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRS)
Strategy of drought control and economic and social development in the Sahel	- Prospective study "Steering Committee"	Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.	80 000
	- Seminar on the prospective study	Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.	150 000
	- Later study on key variables for the future of the Sahel, if appropriate	Consulting fees	500 000
	- Revision of the strategy	Consulting fees	400 000
SUB-TOTAL			<u>1 130 000</u>
Economics of food production	- Restricted Committee on Cereal Policy	Attendance Expenses (travel and per diem), rental of meeting rooms, interpreting, etc.	46 000
	- National meetings in the Sahel and support for efforts to achieve concerted approaches at the regional level	Technical support/Club consultants	75 000
	- Study of agricultural subsidies	Consulting fees	300 000
	- Study on the development of activities in the private sector	Consulting fees	200 000
SUB-TOTAL			<u>621 000</u>
CARRIED FORWARD			1 751 000

SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRS)
BROUGHT FORWARD			1 751 000
Recurrent Costs	<ul style="list-style-type: none"> <li>- Analysis of replies to the questionnaire ; drafting a report and dissemination of finding</li> <li>- Technical support for the holding of national workshops (average one workshop per year)</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Contribution by the Club du Sahel</li> </ul>	<ul style="list-style-type: none"> <li>75 000</li> <li>100 000</li> </ul>
SUB-TOTAL			<u>175 000</u>
Population policies and demographic policies in the Sahel	<ul style="list-style-type: none"> <li>- Preparation of an assessment of current information and examination of population policies in the Sahel countries</li> <li>- Meeting of Sahelian and non-Sahelian experts on this subject</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Attendance expenses (travel, per diem), rental of meeting rooms, interpreting, etc.</li> </ul>	<ul style="list-style-type: none"> <li>100 000</li> <li>57 000</li> </ul>
SUB-TOTAL			<u>157 000</u>
Development of individual initiatives	This subject is covered in other sectoral studies (e.g. irrigated crops, village water supply, cereals policy)		
CARRIED FORWARD			2 083 000

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SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRS)
BROUGHT FORWARD			2 083 000
Irrigated crops	- Steering Committee meetings	Attendance expenses (travel, per diem), rental of meeting rooms, interpreting, etc.	84 000
	- Study missions to Niger, Burkina Faso and Mali	Consulting fees	1 400 000
Rainfed crops	- Continued activity on the Economics of food production	See Sector N° 2 on the Economics of food production	
<b>SUB-TOTAL</b>			<b>1 484 000</b>
Livestock	- National concertation meeting at Ouagadougou	Technical support/Club consultants	61 500
	- National concertation meeting at Niamey	Technical support/Club consultants	61 500
	- National concertation meeting at Bamako	Technical support/Club consultants	61 500
	- Meeting of the Livestock Advisory Committee	Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.	30 000
	- Study mission on livestock in Senegal, Mauritania and the Gambia	Consulting fees	600 000
<b>SUB-TOTAL</b>			<b>814 500</b>
CARRIED FORWARD			4 381 500

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SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRS)
BROUGHT FORWARD			6 131 500
Network for the prevention of food crisis (brought forward)	<ul style="list-style-type: none"> <li>- Studies on continued reform of food aid programs</li> <li>- Support for setting up national early warning and locust control committees</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Technical support/Club consultants</li> </ul>	<ul style="list-style-type: none"> <li>(160 000)</li> <li>90 000</li> <li>100 000</li> <li><u>350 000</u></li> </ul>
SUB-TOTAL			
Restructuring the CILSS system	<ul style="list-style-type: none"> <li>- Consolidating the PPBS system of the CILSS Executive Secretariat and establishing the same system at INSAH</li> <li>- Meeting of the Technical Committee of Experts</li> <li>- Support for the Sahel Institute (Agricultural) research)</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.</li> <li>Technical support/Club consultants</li> </ul>	<ul style="list-style-type: none"> <li>275 000</li> <li>40 000</li> <li>100 000</li> <li><u>415 000</u></li> </ul>
SUB-TOTAL			
GRAND TOTAL			6 896 500

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B. CLUB DU SAHEL SECRETARIAT'S OWN ACTIVITIES (1987-88)

SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRS)
Official development assistance	- Preparing the statistical document	Consulting fees	100 000
SUB-TOTAL			<u>100 000</u>
Support for structural adjustment in the Sahel	- Drafting an analytical paper	Consulting fees	175 000
	- Subsequent work (to be specified)	Consulting fees	150 000
SUB-TOTAL			<u>325 000</u>
Concertation among donors	- Concertation at the local level (Local Donor's Advisory Group Ouagadougou) Monitoring of the Work Program	Technical support/consultants	100 000
	- Preparation of the 2nd Meeting of the Donor's Advisory Group (autumn 1987)	Consulting fees	250 000
SUB-TOTAL			<u>350 000</u>
GRAND TOTAL			775 000

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SECTOR	PROJECTED ACTIVITY	NATURE OF EXPENDITURE	ESTIMATED COST (FFRIS)
BROUGHT FORWARD			4 381 500
8. Village and pastoral water supply	<ul style="list-style-type: none"> <li>- Study on the conditions for the success of water projects</li> <li>- Meeting of the Restricted Committee on village water supply</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.</li> </ul>	<ul style="list-style-type: none"> <li>325 000</li> <li>50 000</li> </ul>
SUB-TOTAL			<u>375 000</u>
9. Ecology and reafforestation	<ul style="list-style-type: none"> <li>- Development of master plans for Chad and Guinea Bissau</li> <li>- National concertation meetings in Burkina Faso, Mali, Cape Verde, Senegal, the Gambia and Chad</li> <li>- Project formulation missions</li> </ul>	<ul style="list-style-type: none"> <li>Consulting fees</li> <li>Technical support/consultants</li> <li>Technical support/consultants</li> </ul>	<ul style="list-style-type: none"> <li>325 000</li> <li>450 000</li> <li>600 000</li> </ul>
SUB-TOTAL			<u>1 375 000</u>
10. Network for the prevention of food crisis	<ul style="list-style-type: none"> <li>- Network meetings</li> <li>- Gathering data on the food situation, the triggering of alarms and the responses given in the event of crisis</li> </ul>	<ul style="list-style-type: none"> <li>Attendance expenses (travel and per diem), rental of meeting rooms, interpreting, etc.</li> <li>Consulting fees</li> </ul>	<ul style="list-style-type: none"> <li>90 000</li> <li>70 000</li> </ul>
CARRIED FORWARD		carried forward	(160 000)
			6 131 500

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