

I. SUMMARY AND RECOMMENDATIONS

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A. Face Sheet Data

AGENCY FOR INTERNATIONAL DEVELOPMENT  <b>PROJECT PAPER FACESHEET</b>		1. TRANSACTION CODE <input type="checkbox"/> A A ADD <input checked="" type="checkbox"/> B B CHANGE <input type="checkbox"/> C C DELETE	PP  2. DOCUMENT CODE 3
3. COUNTRY/ENTITY Africa Regional		4. DOCUMENT REVISION NUMBER Original <input type="checkbox"/>	
5. PROJECT NUMBER (7 digits) [ 698-0340 ]	6. BUREAU/OFFICE A. SYMBOL AFR B. CODE [ 06 ]	7. PROJECT TITLE (Maximum 40 characters) [ Economic Commission for Africa (ECA) ]	
8. ESTIMATED FY OF PROJECT COMPLETION FY [ 8 ] [ 2 ]		9. ESTIMATED DATE OF OBLIGATION A. INITIAL FY [ 7 ] [ 7 ] B. QUARTER [ 3 ] C. FINAL FY [ 8 ] [ 1 ] (Enter 1, 2, 3, or 4)	

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$) -

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL	400		400	1,800		1,800
(GRANT)	( 400 )	( )	( 400 )	( 1,800 )	( )	( 1,800 )
(LOAN)	( - )	( )	( - )	( - )	( )	( - )
OTHER U.S.						
1.						
2.						
HOST COUNTRY / ECA	20		20	120		120
OTHER COUNTRIES	20		20	120		120
<b>TOTALS</b>	<b>440</b>		<b>440</b>	<b>2,040</b>		<b>2,040</b>

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>77</u>		H. 2ND FY <u>78</u>		K. 3RD FY <u>79</u>	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) ST	771	910		400	-	400	-	400	-
(2)									
(3)									
(4)									
<b>TOTALS</b>				<b>400</b>	<b>-</b>	<b>400</b>	<b>-</b>	<b>400</b>	<b>-</b>

A. APPROPRIATION	N. 4TH FY <u>80</u>		O. 5TH FY <u>81</u>		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	Q. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1) ST	300	-	300	-	1,800	-	MM YY 0   6   8   0
(2)							
(3)							
(4)							
<b>TOTALS</b>	<b>300</b>	<b>-</b>	<b>300</b>	<b>-</b>	<b>1,800</b>	<b>-</b>	

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 = NO  
 2 = YES

14. ORIGINATING OFFICE CLEARANCE SIGNATURE <i>E. Dennis Corroy</i> E. Dennis Corroy TITLE Director Office of Regional Affairs		15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION  DATE SIGNED MM DD YY 0   2   2   5   7   7
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## B. Recommendations

1. Recognizing it as a uniquely African organization capable of assessing Africa's special economic issues in agriculture and rural transformation, human resources development, natural resources development, trade and industry, that AID assist the United Nations Economic Commission for Africa's capability to make a meaningful contribution to the economic and social development of its African member states. It is understood that this assistance will be offered to ECA only within the parameters of AID assistance guidelines; and

2. That AID recognize the necessity to enter into a long-term relationship with ECA in order to realize an impact on Africa's economic and social development through the achievement of the purpose of this project.

## C. Description of the Project

### 1. Summary Description

This project is designed with a primary focus on assisting ECA to design and implement specific programs and activities in Africa over the next five years. The scope of AID assistance will be limited to support of ECA-proposed programs and activities within one or more of the following described areas:

(a) Efforts which improve directly the economic and/or social well-being of rural populations, particularly as related to rural development, agriculture and health;

(b) Pilot projects and studies which enhance the prospects of utilizing nonconventional sources of energy and intermediate technology in

rural areas;

(c) Activities which tend to enhance the role of women, particularly rural women, in economic and social development;

(d) Efforts which stimulate cooperation among African countries and organizations which are considering implementation of regional efforts directed at developing rural areas; and

(e) Activities which provide training for selected ECA personnel who are or will be involved in implementing joint ECA/AID activities.

ECA will periodically submit for AID consideration specific proposals for implementing programs and activities within these broadly-described areas. AID will review the proposals and agree to provide modest support to those which are within the parameters of AID assistance guidelines, are soundly conceptualized and which include some measure of ECA and/or other donor support.

The project will be implemented over five years (FY 1977 - FY 1981), which should be recognized as a first phase of AID assistance, worthy of consideration for extension over a longer period of time depending upon the successful implementation by ECA of the specific activities which have been funded under the first phase. In this respect, the value of developing and maintaining a collaborative working relationship with ECA cannot be underestimated. Should ECA submit proposals which cannot be supported without additional design work, AID should be willing to provide supplementary assistance in this area.

The estimated life-of-project cost is \$1,800,000 which should be considered illustrative given the nature of this project. AID assistance is projected at \$400,000 for FY 1977 through FY 1979 and \$300,000

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for FY 1980 and FY 1981. Given the modest levels of prior year AID assistance, these projected levels seem appropriate as an expression of continuing AID support of ECA. However, if AID decides to respond favorably to an ECA proposal for a large-scale program or activity, such as support to the ECA-administered United Nations Development Advisory Teams, estimated levels would have to be increased.

2. Purpose

The purpose of this five-year project is to assist ECA's capability to make a meaningful contribution to the economic and social development of its African member states. Assistance will be offered in AID's priority development sectors of food and nutrition, population planning and health and education and human resources development.

3. AID Inputs

Because ECA is a regional commission of the United Nations, it is necessary to channel AID assistance through the United Nations instead of more directly to ECA. This requirement was not enforced prior to FY 1976. Beginning in FY 1976, and henceforth, AID funds will be channelled to ECA under the terms and conditions of a Basic Agreement signed with the United Nations on June 17, 1976. Under the terms of this Agreement, all AID contributions to ECA will be placed in a United Nations Trust Fund for Africa. AID does retain, however, the authority to control the inputs for which AID funds will be used. These inputs are limited to technicians costs, participant training costs, other costs (such as costs of conferences) and costs for periodic monitoring and evaluation by short-term U.S. consultants. See Section IV.A. for additional discussion of the administrative arrangements for AID support to ECA.

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4. End of Project Status

If achieved, the following conditions will indicate attainment of the project purpose:

(a) A medium-term plan with achievable objectives.

The present Medium-Term Plan (1976-1981) outlines a work program for the comprehensive development of Africa within the next five years. It incorporates "components of an autonomous and self-sustaining engine of growth and diversification... These would include accelerated and diversified growth to meet the needs of the mass of the people, the widespread development of capabilities for generating and retaining real income, the reduction of unemployment, and the moderation of the present patterns of urban growth and poverty." (E/CN.14/TECO/31/Rev. 1 Pref., Introduction to the Medium-Term Plan, 1976-1981). The Plan then lists hundreds of studies and project proposals which would be undertaken by ECA within the five-year time period, catalogued by sector and/or division of responsibility in the ECA Secretariat. The nineteen sectoral divisions include Agriculture, Human Settlements, Industrial Development, Statistics, Tourism, Social Development, Promotion of Economic Cooperation and Integration and Labor Management and Employment. It is hoped that, over the long-term, ECA will realize the necessity of concentrating on only several development sectors and then designing soundly conceptualized projects with achievable purposes. The aggregate of such projects would be a planning document with realizable goals over a period of five years;

(b) An efficient organization capable of (1) responding to member states' requests for assistance and (2) designing and implementing development projects, both in a timely manner. ECA's capability to function

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effectively is directly proportionate to its ability to respond quickly and efficiently to its member states' requests. The Executive Secretary is aware of past criticisms of the ECA organization and has indicated his intention to reorganize the Secretariat within the near future, streamlining the bureaucracy, filling staff vacancies and tightening management control of staff divisions, sections and units. Internal reorganization is one step to functioning more efficiently; actually implementing projects with concrete results is another, and perhaps more important, step which still needs to be taken over the life of this project.

D. Summary Findings

This project results from an ECA request for some assurance of continued AID support over the next several years. To review the effectiveness of prior year AID assistance to ECA and to plan jointly with ECA what additional assistance AID might provide in the near term, a study team visited the ECA Secretariat in January 1976. Agreeing with ECA that sound programming can result in more soundly conceptualized projects, the study team endorsed multiyear programming of AID assistance. This recommendation was based on a series of discussions with the Executive Secretary and the ECA division chiefs. At the same time as he expressed appreciation for AID's past assistance, the Executive Secretary indicated that ECA can absorb effectively more AID funds. Although understanding that AID cannot make a firm commitment of funds for more than one fiscal year at a time, he nevertheless requested at least an indication of multi-year support to help ECA's planning and programming. The Executive Secretary explained the difficulty of programming ECA projects without knowing if donor support will be forthcoming; this funding problem is difficult to

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explain to the member states. He also indicated that donor assistance in the past has been scattered among and mixed with various projects and, as a result, loses some impact. In the future he would like to see a specific donor focus on assisting ECA undertake specific projects.

Continuing contact between AID and ECA, following the study team visit, resulted in the formal submission of thirteen project proposals for AID financing. Of the thirteen, AID has agreed to provide funds for the implementation of six. An Activity Grant providing \$285,000 to the United Nations Trust Fund for Africa was signed with ECA on June 17, 1976. In five of the six activities, ECA has requested multiyear funding; it can therefore be expected that in the first year or two of this project, additional funds will be provided for:

- 1) Provision of Technical Assistance in Nonconventional Sources of Energy;
- 2) Training of Technical Experts of African Economic Cooperation Organizations;
- 3) ECA Senior-Level Staff Training Programs;
- 4) Integrated Internship/Graduate Training of Africans for Recruitment into ECA; and
- 5) Assistance to the African Training and Research Center for Women.

The sixth activity provides funds for the services of a remote sensing advisor for ECA for two years. Although sufficient funding has been provided in FY 1976 for the advisor's assignment, it is also likely that ECA may require additional assistance in the area of remote sensing in Africa given ECA's desire to play a coordinating role. Additional activities in remote sensing, therefore, may also be funded under this project.

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In discussions with AID, ECA has indicated an interest in designing and implementing projects in integrated rural development and intermediate technology. Given AID's interest in both these fields, it is likely that soundly conceptualized ECA proposals for assistance would be approved under this project.

A more detailed discussion of each of these areas of mutual interest is included in Section II.B below. The project analyses have confirmed the technical, social and financial soundness of the project which is ready for immediate implementation. The project also meets all applicable statutory criteria.

#### E. Project Issues

Issues raised in previous discussions of AID assistance to ECA have been addressed principally in the report of the study team "The Economic Commission for Africa: A Report on A.I.D. Assistance to Date and Recommendations for Future A.I.D. Assistance." Principally these issues are:

1. What is the assessment of the Executive Secretary's leadership of ECA: Is he effective?

#### Response:

In July 1975 ECA underwent/<sup>a</sup> leadership change with the appointment of Dr. Adebayo Adedeji to replace Robert Gardiner as Executive Secretary. A Nigerian, Adedeji received an M.A. in public administration from Harvard and a Ph.D. in economics from the University of London. He is a former Professor at the Institute of Public Administration at the University of Ife and was then appointed Commissioner (Minister) for Economic Development

and Reconstruction in the Federal Government of Nigeria from 1971-1975. His age (46), training and political experience predict a different set of relationships both to his staff and to member state organizations with which ECA must interact.

Conscious of the need to strengthen links with the member states whose support for ECA activities is crucial, Adedeji has undertaken an exhaustive number of missions to African countries. In his speeches and reports on his missions to member states and to attend African and international meetings, Adedeji discussed the major reappraisal of the world economic order, as undertaken by the U.N., and the consequent requirement to restructure ECA's work programs to become more pragmatic and responsive to member states' needs. The major themes of his speeches are self-reliance and the development of uniquely African solutions to African problems. Adedeji's arguments are well-researched and reasonable when considered within the African regional context.

Adedeji inherited an ECA within which a number of divisions were seriously weakened either by frequent changes in division chiefs, which left the staff disorganized (as in the agriculture division), or because the hiring practices of the previous administration had left divisions understaffed. In the course of 1977 Adedeji has indicated his intention to tighten his administrative control over the divisions, filling key vacancies, ironing out bureaucratic in-fighting and increasing communication between divisions. Most importantly, Adedeju has advanced the idea of staff retraining and has developed a program to offer permanent employment to young African professionals. This program will receive AID support within the context of this project.

2. Will the scope of this project later be expanded to include budgetary support for the United Nations Development Advisory Teams, now being administered by ECA?

Response:

A discussion of the UNDAT program is included in the study team report. ECA still has available \$265,000 of AID funds for support of the Lusaka UNDAT program. Pending a judicious utilization of these funds, AID is not prepared to provide additional support for the staffing and operating costs of the UNDAT program. It might be possible, however, to provide some assistance to the UNDATs within the context of programs or activities which may be submitted for funding consideration under this project. For example, ECA may request AID funds for the implementation of an activity in integrated rural development which is worthy of project support. This implementation, however, might be handled through a specific UNDAT office.

II. PROJECT BACKGROUND AND DETAILED DESCRIPTION

A. Background

Under the direction of the Executive Secretary, the ECA Executive Committee has drafted the "Revised Framework of Principles for the Implementation of the New International Economic Order" (E/CN.14/ECO/90/rev.1, or "ECO/90"). This working paper has received the endorsement of the ECA Executive Committee as outlining a policy of African development which ECA will attempt to implement over the next several years. The principal thrust of the Order is to encourage developing governments to adopt policies which will lead to dynamic self-sustaining growth and an increasing measure

of self-reliance. As it relates to Africa, priority must be given to diversifying African economies, stressing the linkages between the agricultural and industrial sectors. Considerable attention is focused on agriculture, rural transformation, energy and water resources development - all areas of direct relevance to Africa's rural poor. It does not assume, however, that the problems of rural Africa can be solved in isolation from the rest of the economy and society, and this is a major advance in comparison with earlier analysis. Major responsibility for improving economic and social conditions rests with the African governments and private sectors themselves, although ECA must play a stronger role in promoting regional cooperation to establish Africa's economic independence in production and trade. This new set of development priorities for Africa brings ECA more into the line of African thinking as it has been expressed in other international forums (UNIDO, UNCTAD, OAU resolutions.)

As explained in ECO/90, the political and economic organization which Africa inherited from the colonial era was designed "to establish a framework of law and order within which it would be possible for agents of production and distribution from the respective metropolitan countries to organize and direct economic activities to their own interests." Over-reliance on the export of a few raw materials and primary products to the exclusion of food production; unstable world prices for these exports; increasing indebtedness; construction of small-scale industries which imported the bulk of their raw materials; balance of payments problems and an unemployment crisis all converged simultaneously during the last several years. Concurrently, an internal crisis "arose out of the disparity between the rate of population growth and of net additions to the labour force on

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the one hand and the rate of expansion of employment opportunities on the other. This by itself would have remained unrecognized but for the increasing flow of rural-urban migrants for whom employment opportunities could not be generated within the existing structure of the urban economy... Moreover, the nature of import-substitution industrial production was such that it could not generate the intra-sectoral and inter-sectoral linkages which would have given rise to additional employment." Thus, solving the problems of the rural areas depends, in part, upon resolving the problems of the urban, industrial sector.

The ECO/90 working paper not only provides an analysis of past development strategies and their consequences, but also presents the elements of a new development strategy which frontally attacks the interrelationship between the rural, agricultural sector and the urban, industrial sector. Such a strategy would include "increased substitution of domestic for imported factor inputs;..the installation of basic, key or strategic industries and the deliberate establishment of economic and structural links between the industrial sector and other sectors; the restructuring of domestic markets through the transformation of agriculture and the development of the rural areas and through the diminution or removal of social, economic, technological and political discontinuities in national structure; the regulation of imported technology and the encouragement of local development of technology; the enlargement of markets through close economic cooperation or integration among States; and, finally, the restructuring of trade between Africa and the outside world."

In general, the priorities of the New International Economic Order seem well-placed from the African viewpoint and will certainly provide the

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basis for discussion in future Africa-wide conferences. A criticism of the draft Framework may be that it is too "broad-brush" and fails to recognize the diversity of African countries in terms of their economies, social and political philosophies and self-interest. Similarities in approach to economic planning may be overshadowed by differences in abilities and potential to implement multiyear development plans. The questions and/or problems of risk-taking and the personal initiatives of government heads of state and officials are not addressed. However, the fact that ECA operates on an Africa-wide level does dictate a more general, rather than specific, approach to the issues it addresses.

As presented to AID, ECA's program for the next several years incorporates elements of this new thinking. ECA has requested AID to provide technical and financial assistance in implementing new programs and activities in integrated rural development, ECA staff training programs and Africanization of the ECA Secretariat. Assistance is also requested to continue programs in strengthening the role of rural women in the development process, exploring nonconventional sources of energy and promoting the utilization of remote sensing in Africa. The field of intermediate technology is also of mutual ECA-AID interest. Within the scope of this project, each of these programs will receive AID support. Whether or not additional ECA proposals, to be submitted periodically by ECA to AID, fit within the parameters of AID's assistance guidelines in the Congressional Mandate will be determined during the life of this project.

B. Detailed Description

1. Goal: The goal is to encourage Africa's developing governments to adopt policies which will lead to dynamic, self-sustaining growth and an

increasing measure of self-reliance, as reflected in the tenets of the "Revised Framework of Principles for the Implementation of the New International Economic Order" (the ECA "ECO/90" working paper). A suitable sub-goal is to promote African regional integration and cooperation.

2. Measure of Goal Achievement: Indicators of goal achievement include (1) trends in GNP and other economic and social indicators, (2) trends in industrial growth and agricultural production, and (3) favorable arrangements between African governments and multinational corporations investing in Africa.

3. Assumption of Goal Achievement: The achievement of the project goal rests on the important assumption that ECA member states will modify political, economic and social policies to promote national, sub-regional and regional development.

4. Purpose: The purpose is to assist ECA to make a meaningful contribution to the economic and social development of its African member states. AID assistance, however, will be limited to those priority sectors of development included in the Congressional Mandate.

5. End of Project Status: Achievement of the project purpose should be reflected at the time of project completion in (1) ECA's formulation of a high quality medium-term plan with achievable objectives, and (2) an efficient ECA organization/Secretariat capable of (a) responding to member states' requests for assistance and (b) designing and implementing development projects, both in a timely manner. X

6. Basic Assumption about Achievement of Purpose: The major assumption related to the achievement of the project purpose is that ECA member states

continue to regard ECA as a viable organization which is sensitive to their development interests and which is capable of promoting and assisting them to realize these interests.

7. Outputs: Given the nature of this project there will be multiple outputs during the five-year life of the project. Each output will contribute to the achievement of the project purpose through correct management of the project inputs. The following outputs should be considered illustrative, but at this point they can be identified as the priority areas of development concern to both AID and ECA:

(a) Remote Sensing Applications: Identification of water resources and prevention of misuse in their exploitation and identification of timber resources and prevention of their overexploitation are two of the principal justifications for establishing a remote sensing project within ECA. It is also important that implementation of such a project be closely coordinated with other projects in the Natural Resources Division. Even more importantly, however, is the fact that few African governments can assume the costs of maintaining remote sensing facilities, and most African states do not have the trained manpower to handle and interpret remote sensing data. Only countries outside the African continent and multinational corporations can at present make use of the information provided by the LANDSAT satellite. Cooperation among African states is thus essential if African governments are to be able to use these data to plan for the rational use of their resources, thereby improving the living conditions of their people, especially those living in rural areas.

Twenty-six African countries have already requested LANDSAT data from NASA, thus demonstrating the existing interest in making use of this new source of information. Moreover, plans are underway for the establishment of a remote sensing receiving station in Zaire (financed by the GOZ) and possibly one in Upper Volta (contingent upon donor support). The need has become apparent to ensure that these two receiving stations are regionalized not only in their staffing but also in the use of their data and in the facilities they offer for interpretation and training. Only a region-wide organization such as ECA could sponsor an activity of this nature.

Within the FY 1976 program of assistance to ECA, funds have been provided for the assignment of a remote sensing expert/ advisor for two years to assist ECA in coordinating the resource inputs of bilateral and multilateral donors for the LANDSAT receiving stations and user training facilities to be established in Africa. Given the present priority placed in Africa not only on access to remote sensing data but also in its applications in surveying and mapping to identify regions for increased agricultural production, mineral exploration and water resources development, it is extremely likely that ECA will request additional assistance within the next five years in this appropriate technology.

(b) Nonconventional Sources of Energy: Given the high cost of imported fuels and the availability of solar energy in some of the poorest regions of the continent, further experimentation in this field should be given very high priority. Solar energy has been used to power water pumps, and anaerobic digestion of organic wastes has been used to produce biogas as a fuel and for fertilizer production. Use of these energy sources would, moreover, save on imported fuel, save manpower and save timber which is

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used for charcoal production and which in desertic regions has resulted in the depletion of forest cover and the continued erosion of soils. Water pumping activities are, of course, essential in raising the level of production of agricultural and pastoral peoples in these regions.

ECA has requested AID assistance in identifying two potential sites for pilot projects in the development and use of solar, wind and biogas energy. This request was approved within the context of the FY 1976 program, and funds have been provided for the assignment of an energy advisor to ECA for an initial six months. During this period, the consultant will perform a feasibility study, including project design, site selection for undertaking pilot activities and proposed research methodology. If found appropriate, the services of the advisor will<sup>be</sup> continued for an additional 1-2 years with funds provided in this project. Near the second year of the project, AID will request a report on the progress made in the experiments and in bringing about closer cooperation and support for the project from ECA member states. This report will be used to evaluate the utility of renewing the advisor's contract for a third year. It should be noted that the advisor will identify a counterpart within the first six months of the activity.

(c) Regional Integration: One aspect of promoting Africa-wide economic cooperation is stimulating more and stronger regional integration. In dialogue with AID, ECA has expressed concern for the low level of technical capability in the secretariats of existing regional organizations in Africa. Their lack of technical skills and lack of awareness of solutions to their problems found by other regional integrative organizations makes them unable to fulfill their tasks effectively. ECA's proposal for a program to offer short-term

group and individual training at ECA and sponsorship of study tours and "attachments" to similar regional organizations in Africa, Latin America and Western Europe has been approved by AID, and an initial amount of funding has been provided in the FY 1976 program.

It might, however, be the case that not only is a lack of scientific and technological capacity holding back these organizations, but also a lack of training in inter-state cooperation is preventing these organizations from fulfilling their tasks. To the extent that what is needed is further awareness of what can be done to stimulate regional cooperation and how members of the secretariats of existing organizations can go about performing this catalytic function, then a second aspect is to organize training programs for social scientists (especially economists) and administrators working in regional organizations. These training programs could take one of two forms. They might simply consist of seminars among those persons concerned with a view to exchanging information about common problems and solutions. Another type of program is to organize groups of persons presently employed in the secretariats of African organizations, and following orientation seminars at ECA headquarters, arrange a six week study tour to other regional organizations, especially those in Latin America where problems of development and integration are similar. This program could reach up to ten persons per year from different secretariats. Support for future ECA proposals for such programs will be favorably considered within the context of this project.

(d) Upgrading ECA Staff Expertise: In discussing manpower development, ECA has indicated that professionals and nonprofessionals at all ECA staff levels are keenly interested in training. ECA has proposed a comprehensive

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ECA staff training program for short- and long-term study in the U.S. AID support for one component of this program, short-term refresher training for senior staff, has been provided in the FY 1976 program. AID support is based on an acknowledgement that refresher training for professional staff does increase job efficiency and performance. Senior-level ECA staff members will be offered the opportunity to refresh their intellect, update knowledge in their fields and exchange ideas and experiences with leading experts and scholars in their fields. Based on the success of this program utilizing funding provided in FY 1976, AID may consider additional support in the future.

(e) Africanization of ECA: When discussing Africanization or recruitment of new staff, all ECA division chiefs stressed the equal importance of and absolute necessity for field experience in addition to academic credentials. This requirement was addressed in a comprehensive proposal for AID assistance, "Integrated Internship/Graduate Training for Africans for Recruitment into ECA." To reduce the number of ECA staff vacancies, supply much needed expertise and competence at the lower professional levels and further ECA's objective of Africanization, ECA would offer two fellowships per year in critical areas of priority specialist training. Stages of training (in order) would include recruitment for employment at ECA, a 12-month internship at ECA concentrating on research, a 1-2 year graduate study program in Africa or the U.S. with "working vacations," 3-month practical experience on a development project in Africa, and return to ECA for permanent employment. This program should continue to be supported and will provide a means of identifying and assuring counterparts for AID-provided long-term advisors.

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(f) Assistance to the African Training and Research Center for Women (ATRCW): In FY 1976 ECA requested AID to continue support to the center so that it will be better able to (1) fulfill government requests for specialized training programs; (2) undertake research on and evaluations of women's programs and activities; and (3) continue strengthening and establishing national and regional machineries for the integration of women in development. With these goals, the ATRCW plans to pursue five specific activities with AID financial support: (1) follow-up national workshops in specialized fields; (2) provision of consultancy services for women's project development; (3) research on the situation of women in member states emphasizing employment and training opportunities; (4) evaluations of the training workshops, national women's commissions and the role of the ATRCW and (5) continuing publications. Continuing support for these and additional worthwhile ATRCW women's activities throughout the region will be considered under this project.

(g) Integrated Rural Development: ECA has recently decided to focus on developing action programs in support of Africa-wide integrated rural development. ECA defines its role as catalytic: to focus increased attention and resources on the rural poor and to sponsor a program directed basically to income-yielding activities for the small farmer with support services such as infrastructure, health, and education. In ECA's view, the main objective of rural transformation is to place rural peoples in a position where they can identify and exploit development opportunities. This may be accomplished by creating institutions for popular participation in integrated rural development, including a reallocation of resources and authority so that local participation in decision-making is meaningful.

ECA has requested AID assistance to evaluate on-going integrated rural development projects and to conduct prefeasibility studies for new projects. AID funds would provide travel and support to field two multi-disciplinary missions within the next year for this purpose. The ECA proposal follows directly from recommendations developed from ECA-sponsored workshops on rural development. ECA is now developing standard analysis tools for evaluating integrated rural development projects. Both NGO and national projects would be evaluated upon request of the governments, U.N., bilateral or voluntary agencies. In order to lend credibility to AID's expressed interest in integrated rural development, this proposal will be supported within the context of this project, initially in FY 1977, based upon further discussions with ECA.

(h) Intermediate Technology: For the majority of people in rural Africa intermediate technology can bridge the gap between traditional technologies and those of the large industrial corporation. It can promote "grass roots" development and enable greater numbers of the rural populations to participate effectively in the development process. There have been numerous efforts in Africa to design, manufacture and distribute improved types of small tools and equipment. These efforts are often one-person experiments which are very limited and meagerly financed. In some cases, substantial activities are underway with the support of FAO or other donors. In general, however, there is little interchange of information on design or fabrication designs or on the development of the most appropriate technology for a home or farm problem in a particular ecological zone. Recognizing this gap in information flows and coordination, AID is designing a regional project on improved rural technology. Should ECA express an interest in intermediate

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technology, AID should favorably consider modest assistance to the extent that it would complement the Africa Regional project.

8. Output Indicators: Given the nature of this project, output indicators can only be illustrative. If ECA undertakes the implementation of the projects and programs described above, some specific output indicators may be: (1) through ECA sponsorship, LANDSAT coverage of the Africa region, including the establishment of two receiving stations and 3-5 regional training and user assistance facilities; (2) two or more pilot demonstration projects in nonconventional energy applications; (3) short-term fellowships for 10 technicians/specialists per year from African intergovernmental and regional organizations; (4) short-term refresher training for 3-4 ECA senior staff per year; (5) integrated internship/graduate training programs for two Africans per year leading to permanent employment with ECA; (6) promotion of the role of African women in development through six national workshops, 36 person-months of consultancy services, 3-6 case studies on the situation of women, and at least 3 evaluation of women's projects; (7) two ECA-prepared evaluations per year of integrated rural development projects in Africa; and (8) ECA-sponsored workshops and conferences on intermediate technology.

9. Output Assumptions: It is to be assumed that ECA member states will request ECA assistance in undertaking specific development projects which may be supported through this project and that ECA staff is capable of designing and implementing development projects. Another important assumption is increasing financial support from the ECA member states for ECA's implementation of development projects.

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10. Inputs

(a) A.I.D.

(1) Technicians Costs: consists of either short-term (under 12 months) or long-term (over 12 months) consultants or advisors. In this connection, AID will assist the United Nations in identifying and recruiting qualified candidates. In no case, however, will technicians's services be provided to fill ECA vacancies which would normally be filled by staff members of the U.N.;

(2) Participant Training Costs: consist of short- or long-term training for selected ECA personnel and other personnel involved in an ECA program or activity which has been approved for AID support. For participant training in the U.S., AID will provide placement and monitoring services;

(3) Other Costs: consists of the costs of workshops, conferences and seminars, including travel and transportation; administrative services; and expendible supplies.

(4) AID may also wish to provide additional funds, which would be not transferred to the Trust Fund, for periodic monitoring and evaluation.

(b) ECA

ECA receives an annual operating budget from the United Nations, as approved by the General Assembly and the Economic and Social Council (ECOSOC). This budget averages \$9.5 million per year. ECA will offer contributions in cash or in kind for each of the programs or activities financed under this project. For example, the nature of ECA's contributions may be payment of ECA personnel salaries during training; administrative and secretarial support for U.S.-funded consultants; promotion and organization of third country training programs; counterpart professional staff support for AID-funded consultants, etc.

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(c) Other Donor

ECA will also solicit other donor contributions in support for each of the programs or activities financed under this project. For example, SIDA (Sweden) provides program support to the African Training and Research Center for Women to undertake numerous activities, some of which may also be supported under this project.

As a member of the United Nations family, ECA receives technical assistance from UNDP, ILO, FAO, UNESCO, UNICEF, UNIDO, WHO, UNFPA and other U.N. agencies. A more permanent working relationship between ECA and FAO and UNIDO has developed in recent years, resulting in the establishment of a Joint ECA/FAO Agriculture Division and a Joint ECA/UNIDO Industry Division. The joint ECA/UNIDO relationship in the latter division was established in 1974. UNIDO provides the services of a regional advisor to ECA, thus assuring a contact point in ECA for the coordination of UNIDO programs in Africa. The Industry Division is also responsible for assuring that UNIDO programs do not fail after the phase-out of UNIDO assistance.

ECA also seeks additional assistance for implementing its "action program" under the Medium-Term Plans (1971-1975 and 1976-1981) from other donors and international organizations. In recent years contributions of technical assistance have been made to ECA by the Federal Republic of Germany, France, Great Britain, Sweden and the World Bank, as well as the U.S.

Between 1959 and 1969, the U.S. provided assistance to ECA on an ad hoc basis in response to specific requests from the ECA Secretariat. This assistance was primarily for short-term consultants for ECA meetings, although a few longer-term consultant services and limited participant training in the U.S. were also provided. Since FY 1969 AID assistance

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to ECA has been channelled more programmatically at the following levels: FY 1967 - \$440,000; FY1970 - \$230,000 ; FY 1971 - \$230,000; FY 1972 - \$150,000; FY 1973 - \$250,000; FY 1974 - \$1,315,000 (including \$10 million for support of the UNDAT program); FY 1975 - \$426,300; FY 1976 - \$285,000. See Annex A for an Assessment of Past Aid Support to ECA.

(d) Member States

Although ECA's member states regard ECA as primarily an African forum for the discussion and formulation of region-wide economic and social policies and as a "service" organization on the project level, ECA is increasingly sensitive to the need to solicit member state contributions to its efforts as a concrete measure of support. This is particularly true in the case of ECA-sponsored centers in Africa. An example is the recently-established Regional Center for Services in Surveying and Mapping in Nairobi. Although core support for the operation of the center will be provided by ECA, East African member states have been invited to join the center and to contribute also to its operating costs. The Government of Kenya is contributing land and physical facilities, and cooperating member states will presumably contribute as well the costs of training Africans at the center.

As ECA "projectizes" its action programs, it is assumed that member countries will be required to contribute a share of the project costs, again as a concrete measure of support and self-interest in success.

11. Basic Assumptions about Management of Inputs: In order for the implementation of this project to succeed, it must be assumed that AID, other donor, ECA member state and U.N. support will continue at least at present levels over the long-term.

12. Budget and Time Schedule of U.S. and Other Inputs: See Section III.B.

### III. PROJECT ANALYSES

#### A. Technical Analysis Including Environmental Assessment

The project will be implemented on two levels: (1) the periodic submission of ECA proposals for AID support of specific projects and activities which, upon approval, will result in an AID contribution to the U.N. Trust Fund for Africa; and (2) ECA's implementation of the projects and activities. As previously discussed, ECA has requested AID assistance in three activities which have technological implications: remote sensing, nonconventional sources of energy and intermediate technology. This analysis will confirm that each of these areas represents a suitable technology for the needs of Africa in the 1970-80s.

1) Remote Sensing: U.N. General Assembly resolutions in November 1972 and December 1973 recommended international cooperation in the peaceful uses of outer space and welcomed international cooperation to bring the benefit of the new technology of remote sensing by earth satellites to all countries, especially developing ones, to help them to survey natural resources. ECA resolutions have repeatedly noted the importance of scientific surveys of Africa's natural resources for development, expressing concern for the seriousness of environmental deterioration, especially in the Sudano-Sahelian zone as a result of drought. Natural resource exploration and environmental monitoring can both be expedited through the use of remote sensing by earth resources (LANDSAT) satellites. Since February 1975 ECA has assumed the coordinating role in establishing a Regional International Remote Sensing Satellite Ground Receiving and Data Handling Center in Africa. At an ECA-sponsored inter-governmental meeting for the establishment of related facilities in

September-October 1976, the decision was taken to proceed as expeditiously as possible to establishing an African Remote Sensing Council, two regional Receiving and Processing Stations and five Training and User Assistance Centers. The assignment of a highly qualified U.S. regional advisor under this project will assure, to a greater degree than would be otherwise possible, that ECA will be able to orchestrate ECA's Regional African Remote Sensing Program.

2) Non-conventional Sources of Energy: The First Regional Conference on the Petroleum Industry and Manpower Requirements in the Field of Hydrocarbons in February 1974 resulted in the general agreement that African countries are rich in many sources of energy, including geothermal, solar and atomic. In view of the oil price increases and the increasing demand for oil in industry, it was suggested that intensive studies should be undertaken to develop those sources of energy which had been uneconomic when oil provided a cheap source of energy. In Africa, local sources of energy which are available in abundance and which require no transportation over long distances are wind energy, solar energy and waste organic matter useable as fuel. Thorough exploratory work is required to determine their availability in time and place. The provision of technical assistance in the exploration of nonconventional sources of energy under this project is another means of assisting technology transfer to Africa.

3) Intermediate Technology: ECA may also wish to play an active role in the field of intermediate (or "appropriate") technology. An expatriate advisor in intermediate technology is assigned to ECA already. ECA may request AID support in functioning as a clearing-house of information on local cost rural technologies, in conducting socio-economic studies in cooperation with African national institutions, and in promoting linkages

with and between interested donors and private institutions working in intermediate technology.

4) General: In summary, AID support for ECA initiatives in remote sensing, nonconventional sources of energy and intermediate technology is feasible, being:

a) appropriate and timely for Africa's present stage of development; also

b) the African setting, both at ECA and with ECA's member states is likewise appropriate. Alternative locations are not feasible;

c) the proposed technologies and methodologies are suitable and represent the collaborative efforts of both African and U.S. expertise in remote sensing, energy and intermediate technology;

d) the technical projects and activities in remote sensing, energy and intermediate technology will be designed for replication in ECA's member states;

e) ECA is an African organization uniquely capable of sponsoring projects and activities in technology transfer; and

f) there are no adverse environmental consequences from AID assistance to ECA in these specific or other projects and activities financed under this project.

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B . Financial Analysis and Plan

Expenditures - Starting May 1, 1977

(\$000)

	(Illustrative)						Total
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	
Personnel	80	150	150	150	100	50	710
Participant Training	100	100	100	75	75	25	475
Other Costs	<u>50</u>	<u>85</u>	<u>110</u>	<u>120</u>	<u>120</u>	<u>130</u>	<u>615</u>
Total	230	335	360	345	325	205	1,800

Obligations - Starting FY 1977

	(Illustrative)					Total
	FY 77	FY 78	FY 79	FY 80	FY 81	
Personnel	130	230	150	100	100	710
Participants	205	70	100	50	50	475
Commodities	-	-	-	-	-	-
Other Costs	<u>65</u>	<u>100</u>	<u>150</u>	<u>150</u>	<u>150</u>	<u>615</u>
Total	400	400	400	300	300	1,800

C. Social Analysis

The social feasibility of this project must focus on the social acceptability of various types of training programs judged worthy for AID support and of the program of the African Training and Research Center for Women. ECA interventions in the rural development sector will also have social implications.

1) Manpower and Skills Development: In considering ways and means to foster development and international economic cooperation, in September 1975 the UNGA specifically enjoined the regional commissions to accord priority to economic cooperation activities and to cooperation among developing countries. In response to this mandate, the ECA medium-term

plan for 1976-1981 focusses on activities aimed at promoting regional and subregional economic cooperation in every aspect of development in Africa.

Under auspices of the Inter-American Development Bank, an institute for the training of specialists in regional integration was established in Buenos Aires. This institute has been praised for its successful dissemination of a positive attitude toward regional cooperation throughout Latin America, and for the training it has provided numerous personnel from the various Latin American secretariats. ECA could be the vehicle for performing a similar function in Africa but at present it does not have the in-house expertise to conduct such training programs. The alternative, it would seem, is to encourage ECA to undertake the coordination of training programs in regional cooperation on behalf of the different African integrative organizations.

The ECA Secretariat has always had difficulty in recruiting qualified and experienced Africans to fill available vacancies. For example, as of October 1975 there were 22 vacant professional posts (15.3% of the professional staff). One factor which complicates the recruitment and Africanization is the fact that the few African countries in a position to spare some of their nationals are already far in excess of their quota of equitable representation in the United Nations family. Conversely, those African countries which are under-represented or not represented at all in ECA are largely those countries which lack adequate local facilities for specialized manpower training and themselves have a serious shortage of highly skilled, experienced professional and management personnel. Under the integrated internship/graduate study program, ECA will give preference to candidates under the age of 30 and to nationals of the least developed land-locked, drought-stricken or island countries and territories of Africa,

as well as to newly independent African countries and to member states lacking in-country post-graduate training and research facilities. If after several years of service with ECA, a number of the fellows are recalled by their governments for service at home, ECA will have contributed the services of matured and experienced indigenous specialists who will be familiar with ECA's philosophy and commitment to African economic and social development.

2) Integrated Rural Development: At the 1969 Conference on an Integrated Approach to Rural Development in Africa, it was recommended that ECA play a major role in promoting integrated rural development and in coordinating the policies and programs of the U.N. agencies in this field in Africa. As discussed above, emphasis has been placed in the ECO/90 working paper on rural transformation as providing an important link between agricultural and industrial development and as a base for engineering self-sustained economic growth in Africa. ECA sees a new role in promoting integrated rural development by (1) providing advisory services to member states in planning and implementing rural development programs; (2) organizing seminars and training courses for national personnel in project planning and management; (3) coordinating the activities of bilateral and voluntary agencies and U.N. agencies; (4) undertaking studies and experiments, including case studies, to provide implementation guidelines; and (5) disseminating information on appropriate technology for various types of rural development activities.

3) Women in Development: There is no doubt that women are a vital element in an integrated rural development program. It is thus commendable that the national women's centers have moved away from their

earlier emphasis on urban, educated, elite women to concentrate on the far larger mass of women in rural areas. It is also worth pointing out that ECA's African Training and Research Center for Women (ATRCW) has conceived of its mission less in terms of traditional approaches to the improvement of women's lot--sewing, home economics, childcare--and more in terms of women's roles in production, her importance as a food producer, a food processor, a food seller--all of which are counted among the "traditional" roles of women in Africa and each of which serves as vehicle for strengthening the economic independence of women, thus contributing to their social and political equality. This orientation on the part of the ATRCW makes serious consideration of its future requests imperative.

#### D. Economic Analysis

The economic feasibility of this project is a prime feature of the project design. As ECA submits activity proposals for AID support under this project, AID will be able to judge the economic feasibility and cost-effectiveness of each. For example, ECA proposed AID assistance in the establishment of an Integrated Rural Development Center in East Africa. In the proposal, ECA alluded to an agreement to cooperate with the Pan-African Institute for Development (PAID) for establishing a center for West and Central Africa. Approval of the proposal was not given within the FY 1976 program on the basis that it was not economically (or technically) feasible. Instead, the AID recommendation was that ECA should be encouraged to concentrate on making the PAID-affiliated center operational and effective before establishing a second center for East Africa. Also there was no indication in the proposal that ECA's plans had been thoroughly discussed with the member states for a firm commitment of interest and willingness to support such a center financially. Each ECA proposal can be analyzed in

this manner to determine its economic feasibility, including alternative courses of action for ECA to maximize cost-effectiveness.

#### IV. IMPLEMENTATION ARRANGEMENTS

##### A. Analysis of ECA's and AID's Administrative Arrangements

##### 1. ECA Organization

Established in April 1958 with headquarters in Addis Ababa, Ethiopia, ECA is one of the four regional economic commissions of the United Nations.<sup>1/</sup> All independent African states which are members of the United Nations are members of ECA, although South Africa is excluded from participation. Spain, Great Britain, France and non-self-governing territories in Africa are associate members. ECA is the only U.N. regional commission of which the U.S. is not a member. Within the framework of U.N. policies, and subject to the general supervision of ECOSOC, ECA initiates and participates in measures for concerted action to foster the economic development of countries in the region. ECA also deals with the social aspects of economic development and the interrelationship of economic and social factors.

The Secretariat of ECA is organized on roughly the same lines as the U.N. Department of Economic and Social Affairs. It includes the Cabinet Office of the Executive Secretary and his special advisors and assistants, plus eleven functional divisions. These divisions include Economic Research and Planning; Trade, Fiscal and Monetary Affairs; Joint ECA/UNIDO Industry; Natural Resources; Transport and Communications; Statistics; African Census

<sup>1/</sup> The other regional commissions are the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLA), the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Economic Commission for Western Asia (ECWA).

Program; Human Resources Development; Joint ECA/FAO Agriculture; Population; and Administration, Conferences and General Services.

In addition to the Secretariat, four subregional offices in Kinshasa, Lusaka, Niamey and Tangier serve the Central, East, West and North African subregions. ECA also administers the U.N. Development Advisory Teams (UNDATs) which are located in Lusaka, Yaounde and Niamey.

The policy-making organs of ECA consist of the Economic and Social Council, the Conference of Ministers, its Executive Committee and the Technical Committee of Experts. The Conference of Ministers is convened biennially; the fourth session is scheduled to be held in Kinshasa in February 1977. The Executive Committee meets semi-annually, and the Technical Committee of Experts meets annually.

ECA is financed from the regular budget of the United Nations. In 1974-75, ECA's operating budget was \$13.9 million (biennial). For the biennium 1976-77 the budget will be increased to \$18.9 million.

There are 224 professional and 392 nonprofessional authorized positions on the Secretariat staff. In addition, ECA enlists the services of several regional advisors, short-term consultants and bilateral experts.

## 2. ECA's Management Capability

ECA is fully capable of administering this project. Financial reporting under prior year AID grants, however, has been of questionable accuracy and quality. For this reason it was decided in FY 1976 to negotiate a new Basic Agreement and periodic Activity Grants rather than to amend further the previous Grant Agreement. Under the General Provisions of the Basic Agreement, ECA's reporting requirements, both narrative and financial, are stated clearly. AID will also be better able to check on the financial status of the project through contact established with the Budget Division of the Office of Financial Services in UN/NY.

### 3. AID's Administrative Arrangements for the Project

As mentioned previously, beginning in FY 1976 and henceforth, AID funds will be channelled to ECA under the terms and conditions of a "Basic Agreement Governing Grants by the U.S. to the United Nations." This Basic Agreement was signed by the ECA Executive Secretary for the United Nations on June 17, 1976. Under the terms of this non-obligating Agreement, all AID contributions to ECA will be placed in a United Nations Trust Fund for Africa. This mechanism is necessary so that the requirement of Section 301(d) of the Foreign Assistance Act of 1961, as amended, (Maillard Amendment) does not apply. Section 301(d) states:

"In any case in which a fund established solely by United States contributions under this or any other Act is administered by an international organization under the terms of an agreement between the United States and such international organization, such Agreement shall provide that the Comptroller General of the United States shall conduct such audits as are necessary to assure that such fund is administered in accordance with such agreement..."

With the agreement of the Assistant Secretary-General (Controller) of the United Nations, other donor and ECA contributions will also be added to the United Nations Trust Fund for Africa. This will result in a co-mingling of funds ineligible to AID auditing requirements, as required by United Nations regulations. AID does retain, however, the authority to control the inputs for which AID funds will be used. As indicated above, these inputs are limited to technicians costs, participant training costs and other costs. AID funds will be obligated by the periodic negotiation and signature with the ECA Executive Secretary of Activity Grants. The first Activity Grant with ECA was also signed on June 17, 1976.

The Economic Section of the Embassy in Addis Ababa is presently responsible for backstopping U.S.-ECA relations and programs. Based on discussions with the chief of the Economic Section, the following understanding

has been reached: the Economic Section "can pursue administrative matters relating to AID assistance programs as appropriate,...can provide comments on ECA project requests in terms of ECA's capabilities,...given proper guidelines, can monitor various projects at key points during their implementation, and...can submit over-all evaluations on ECA (and OAU as it relates to ECA) periodically, the most likely time being immediately following Executive Committee meetings" (ref: Wilson/Conroy letter of 1/13/76; confirmed by Conroy/Wilson letter of 3/4/76). It is also important that the AID/W Project Officer responsible for backstopping the ECA project visit ECA and the Embassy at least annually to renew contacts with both staffs.

B. Implementation Plan

<u>Year 1</u>	October 1, 1976 through September 30, 1977
March	: Project approved
March	: ECA submits package of project proposals
April	: Internal review of ECA proposals and AFR/RA approval of proposals for FY 1977 financing
May	: Negotiation and signature of FY 1977 Activity Grant with ECA
June through September	: Implementation of ECA projects and activities

This basic programming cycle will continue annually for the life of the project. Under the terms of the Basic Agreement, however, ECA may submit activity proposals at any time. It is possible, therefore, that more than one Activity Grant may be negotiated and signed with ECA during a fiscal year. Upon receipt of one or more activity proposals, the Director of the Office of Regional Affairs (AFR/RA) will review and approve the proposal(s) to assure compliance with standard AID design criteria,

including technical, financial or other necessary pre-project planning. Following his approval, the Assistant Administrator for Africa or his designee will sign an Activity Grant obligating funds on behalf of the USG.

C. Evaluation Arrangements

Annual AID evaluations (PARs) based on periodic visits to the ECA Secretariat will be prepared by the Project Officer. To supplement these in-house reviews, AID will conduct a complete evaluation of the project after the third and fourth years of implementation. It is recommended that a specialist in regional integration be included on the evaluation teams to focus on the overall efficacy of ECA and to evaluate the impact of ECA's programs on the region. At this time the team may also visit the sites of AID-supported ECA projects and activities.

D. Negotiating Status

The framework of this project has been developed jointly with ECA. A basic expression of interest in continuing AID support of ECA's program is included in Article I of the Basic Agreement: "It is AID's intention to provide to ECA, for the purposes and within the scope of this Agreement over a period of three years from the date thereof, subject to the availability of funds and other considerations exclusively within the discretion of AID, grants totalling up to One Million Five Hundred Thousand Dollars (\$1,500,000)..." The areas of mutual development interest have been incorporated in this Project Paper, and no difficulties in negotiating periodic Activity Grants are anticipated.

ASSESSMENT OF PAST A.I.D. SUPPORT TO ECA

This Assessment is extracted from the report of a Joint ECA-AID Review conducted during December 1975 and January 1976. The review report is entitled "The Economic Commission for Africa: A Report on A.I.D. Assistance to Date and Recommendations for Future A.I.D. Assistance." Copies of the report are available in AFR/RA.

A. Summary of Contributions

AID has provided limited assistance to ECA since FY 1969. Under the current Grant Agreement, which was signed November 1, 1973 and has been amended five times, AID has provided \$1,006,300 for long-and short-term technical assistance, participant training, support to the Women's Program and its evolution into the Pan-African Women's Center and Task Force, and for ECA-sponsored meetings of voluntary agencies. This total does not include seed money of \$32,500 contributed by AID's Office of Labor Affairs to the Women's Program prior to November 1973. These funds will essentially be totally expended for these purposes by the end of CY 1976.

To summarize, AID funds have provided the long-term advisory services of (1) a special assistant to the Executive Secretary (Mr. Frank Pinder, 1968-6/30/76); (2) a training advisor for the African Trade Center (Mr. Weiss, 1973-4; was replaced by Mr. Henson, spring 1976-spring 1977); (3) a livestock development specialist (Mr. Cameron, 2/74-2/76); (4) an advisor in agro-allied industries (Mr. Kissmeyer-Neilson, 11/73-11/75); and (5) an agricultural economist (Mr. Miller, 4/75-3/76). Short-term consultant services have been provided to assist in preparing the 1976 Annual Survey of Economic and Social Conditions in Africa, specifically for undertaking a

study of African educational systems and necessary reforms.

Five Africans have received AID-financed ECA fellowships for long-term graduate level study in the United States. The participants have studied, or will be completing studies in, transportation economics (3) mineral economics (1) and national accounting (1).

AID financing of \$40,000 assisted ECA in sponsoring three rural development workshops in Africa (Tangier, Khartoum, Accra) in 1974-75. The workshops were attended by government officials from the 3 subregions and by U.N agency, NGO and PVO representatives. Workshop reports include recommendations on how to coordinate rural development efforts on the national level for concrete impact, stressing the coordinating role that ECA and UNDP can play in liaising with NGOs and PVOs. The three workshops were also ECA's initial effort to become involved in Africa-wide integrated rural development and resulted in member states' requests to ECA to undertake evaluations of such projects.

Assistance to the Pan-African Women's Center (now the African Training and Research Center for Women) was initiated in FY 1974 when funds were provided through AID's Office of Labor Affairs for technical assistance in establishing national machineries to improve the status of women and encourage their integration into the development process. Additional funds were provided through the Africa Bureau in FY 1974 and FY 1975. Until now this assistance has been "flexible," used for Women's Programs and ATRCW programs in rural training, short-term consultant services and sponsoring in-country research. AID funds have also financed publication three times per year of African Women and of the comprehensive report Women of Africa: Today and Tomorrow.

In FY 1975 AID provided \$1.0 million to provide the services for 2 years of up to 12 senior-level African and short-term consultants for the UNDAT program. These experts were to be assigned to a new UNDAT to cover Southern Africa. Delays in determining the headquarters of this UNDAT and in undertaking recruitment resulted in AID's decision to deobligate \$735,000 in FY 1976 (Amendment No. 5, 12/23/75). The remaining \$265,000 will be used to support the Lusaka UNDAT program.

B. Evaluation of Prior Year AID Assistance

Within the limited time available, it was difficult for the team to gain much an impression of the effectiveness and value of prior year AID assistance. To do so would require inquiries by country to determine the utility of the various studies and programs sponsored with AID funds. The Trade, Fiscal and Monetary Affairs Division is seriously understaffed, and the absence of a training officer in the interim between the departure of Weiss and the arrival of his replacement Henson resulted in the cessation of all ECA trade promotion and training activities. On the other hand, ECA has not requested replacements for the other three AID-financed long-term advisors in livestock, agricultural economics and agro-allied industries. In all cases, however, division chiefs expressed appreciation for these advisory services and explained in detail the studies that each advisor had worked on. Such studies (and the advisor) include: (1) a study on trade and cooperation for agricultural development between Nigeria, Niger and Dahomey (Cameron); (2) a livestock study based on the supply of milk, covering Nigeria, Ghana, Mali, The Gambia and Senegal (Cameron); (3) a joint UNDP/FAO/ECA red meat study focussing on Kenya and Ethiopia and the linkage of meat production in East Africa with potential markets in the Middle East (Cameron); (4) a study of pork production in West Africa with a focus on Ghana (Cameron);

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(5) joint ECA/FAO country perspective studies on Sudan, Egypt, Zambia and Tanzania to assist these governments in formulating policies for agricultural development (Miller); and (6) surveys of food processing industries in Dahomey, Kenya, Malawi, Morocco, Niger and Nigeria (Kissmeyer-Neilson).

The important question is whether or not ECA would have been able to undertake these studies in the absence of AID-financed long-term advisors. Also, were these advisors filling positions and staff functions which should be provided more appropriately by the UN? The team is unable to give "yes or no" answers to these questions. However, the team's conclusion is that (1) any future assignment of long-term advisors should only be approved if there are no U.N. vacancies for the particular speciality and (2) each advisory position should be approved contingent upon ECA's recruitment of an African counterpart. These counterparts in the future can be provided through ECA's internship program to strengthen Africanization. Hence, AID should not approve ECA's request for an extension of the services of the AID-financed training officer for the Africa Trade Center and instead should request ECA to identify an African for training to fill this function through the internship program.

An appropriate evaluation of the effectiveness of the women's program is hampered by the lack of regular reporting on ATRCW activities. ECA should be again requested to provide timely progress reports for this program. The continued provision of "flexible" funding is also questioned; in the past this has resulted in difficulty in "getting a fix" on specific accomplishments attributable to AID support.

The team agrees with the prior understanding not to provide a replacement for the special assistant position. It should also be noted

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that ECA has not requested a replacement for the present incumbent. Instead AID will have to rely more heavily on effective backstopping and reporting from the Economic Section of the Embassy. In this regard, the Embassy has agreed to pursue administrative matters for AID, provide comments on ECA project requests in terms of ECA capabilities, monitor selected projects at key points and provide periodic evaluations of ECA, particularly following Executive Committee meetings. On the AID/W side, AID should establish closer communications, not only by letter and cables but also by more frequent visits to Addis Ababa.

Annex B

COUNTRY	PROJECT NO.	PROJECT TITLE	DATE	<input checked="" type="checkbox"/> ORIGINAL	APPROVED
Africa Reg.	698-0340	Economic Commission for Africa (ECA)	2/25/77	<input type="checkbox"/> REVISION #	65
OR	FY/	FY 1977	FY 1978	FY 1979	
MONTH	1976	1977	1978	1979	
	Oct Nov Dec	Jan Feb Mar Apr May June July Aug Sept	Oct Nov Dec Jan Feb Mar Apr May June July Aug Sep	Oct Nov Dec Jan Feb Mar Apr May June July Aug Sep	
	0	12	24	36	
PRIOR ACTIONS					POST ACTION
Basic Agreement signed	<p>1 Complete disbursements under prior year grants</p>				
1st. Act. Grant Agreement signed (6/76)	<p>2 Prepare Project Paper</p>				
	<p>3 Project Paper approved</p>				
	<p>4 Sign FY 1977 Activity Grant</p>				
	<p>5 Sign FY 1978 Activity Grant</p>				
	<p>6 Sign FY 1979 Activity Grant</p>				
ANALYSIS SCHEDULE: PROGRESS VS FINANCIAL	PAR		PAR		PAR
EVALUATION SCHEDULE					XX

**CRITICAL PERFORMANCE INDICATOR (CPI) NETWORK**

6/3

COUNTRY	PROJECT NO.	PROJECT TITLE	DATE	<input checked="" type="checkbox"/> ORIGINAL	APPROVED
Africa Reg	698-0340	Economic Commission for Africa (ECA)	2/25/77	<input type="checkbox"/> REVISION # _____	03

PROJECT PURPOSE (FROM PRP FACESHEET)

To assist ECA to make a meaningful contribution to the economic and social development of its African member states. AID assistance, however, will be limited to those priority sectors of development included in the Congressional Mandate.

CPI DESCRIPTION

1. Following final advances to ECA, complete disbursements under prior year Grant Agreements. By Spring 1977 undisbursed balances can be deobligated.
2. Prepare Project Paper.
3. AA/AFR approval of a Project Paper for ECA, beginning in FY 1977.
4. Negotiate and sign FY 1977 Activity Grant Agreement with ECA.
5. Negotiate and sign FY 1978 Activity Grant Agreement with ECA.
6. Negotiate and sign FY 1979 Activity Grant Agreement with ECA.

Note: Periodic visits of the Project Officer are not considered CPIs; nevertheless such visits may be necessary in order to meet the above CPIs.