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REPORT ON THE THIRD
SFWA-FIELD PLANNING WORKSHOP

Ouagadougou
September 27 - October 1, 1976

Contract No. AID/afr-C-1245

Action Programs International

H. W. McFarland

J. K. Fordyce

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P R E F A C E

This Workshop was the third in a series begun in 1974. These annual workshops have been one means by which the Office of Sahelian and Francophone West Africa has developed a particularly strong Washington-field team with the capacity to manage this country's large and urgent commitments in the Sahel.

The first workshop, in December 1974, was the kick-off and organizing meeting for the new Washington-field group established to respond quickly to drought problems, both immediate and longer range.

The second workshop, in December 1975, dealt primarily with the inevitable accumulation of operating problems as the new team got into its task.

This Workshop, September-October 1976, focused primarily on program strategy and goals, now greatly broadened and enhanced by the international Sahel Development Program. Organizational arrangements, management tools and operating problems were considered as they relate to this larger challenge.

At this year's meeting, one of the Country Development Officers, speaking for the others, reflected back over the three workshops. The first, he noted, was marked by a great sense of excitement over the new organization and its task. The second workshop occurred when they were "down" over the frustrations of their operating problems. At the Third Workshop, they were excited again over the developing substance of their programs and they were functioning at a new level. They had become a "family" and this family has the ability to disagree and debate without damaging their working relationships.

These workshops have been made possible, and greatly enhanced by consistent top management support and involvement. This was evidenced at the first workshop by the full participation of Donald S. Brown, then Deputy Assistant Administrator of the Bureau for

Africa. Similarly, Stanley S. Scott, Assistant Administrator for the Africa Bureau, and Charles Mann, AA/SER, attended and participated in the second workshop. This year Haven North, the present Deputy Assistant Administrator for Africa, made invaluable contributions.

The advent of the Sahel Development Program makes clear the wisdom of the systematic management effort that has gone into the development of the SFWA organization over these years.

A C K N O W L E D G E M E N T S

The effectiveness of the Workshop was due in large part to the excellent administrative support of our U. S. Embassy and AID hosts, the Honorable Pierre Graham and John Hoskins. In addition, John secured the participation of the two insightful Upper Voltan specialists. Messrs. Ouedraogo and Traore are due special thanks for their participation and their effective presentations of African views of development.

Day-to-day support was efficiently handled by Roy Johnson and his assistants, Arlene and Pierre. Ellen and Anne Mehu provided valuable secretarial support.

V LIST OF PARTICIPANTS

Baker, Dennis	AFR/SFWA
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Blankstein, Charles	TAB/RD
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Eicher, Carl	Michigan State University
Farnham, Hunter	AFR/SFWA
Feldstein, Michael	AFR/SFWA/SDP
Fordyce, Jack	API
Hoskins, John	CDO/Ouagadougou
Khan, Akter Hameed	Michigan State University
Kelly, James	AFR/DR
Klein, Robert	CDO/Nouakchott
Levin, Ronald	CDO/Bamako
Lundgren, John	CDO/N'Djamena
MacArthur, Gordon	AFR/SFWA
McFarland, Howard	API
Mehu, Anne	Secretary, CDO/Bamako

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Miller, Donald	REDSO/WA
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Rideout, William	University of Southern California
Schoonover, Norman	RDO/Dakar
Shear, David	AFR/SFWA/SDP
Stettner, Walter	PPC
Thornburg, Sam	SER/MO
Tinsler, Douglas	AFR/SDP
Traore, Soumana	Directeur General de la SAED, Ouagadougou, Haute Volta
Van Raalte, Reginald	REDSO/WA

VI INTRODUCTION

The Workshop reported here is the third annual one conducted to help integrate the AID field and Washington teams involved with francophone West Africa. The title of the responsible Africa Bureau Office has changed from Central West African Regional (CWR) to Sahel and Francophone West Africa (SFWA), but the purposes of improving programming and operational effectiveness remain the same.

The first two workshops were heavily involved with the operational problems of fully implementing the new Country Development Officer (CDO) concept and in expediting the drought relief efforts. Many operational problems were surfaced, action items assigned, and through diligence of the involved parties, steady improvements have been made.

The SFWA program has evolved from basically a relief effort into one with a long-term goal of systematically building toward food self-sufficiency and sustained economic development in the Sahelian countries. Through the recently formed Club des Amis du Sahel, donors and hosts are collaborating in defining strategies and programs for reaching this goal. The result is to be the Sahel Development Program (SDP). The AID role in this activity has been both substantial and innovative. An AID/W SDP team (SDPT) has been formed in SFWA to participate in the international planning effort and to program the U. S. effort.

The four objectives of this Third Workshop were : (1) to extend the U. S. team involved in the organizing and planning of the SDP to include the Geographic Field Offices (GFOs) so that their experience and development insight could be used early in the planning process; (2) to pool knowledge to find better techniques for reaching the rural poor and for improving absorptive capacity; (3) to seek solutions to problems being experienced by the field and Washington, such as the rate of obligation and securing personnel resources; (4) to provide for individual dialogue between each GFO and SFWA management, and the Deputy AA/AFR.

As in past workshops, the style was highly participative and interactive. Participants were encouraged to ensure that their needs were dealt with. This workshop differed from the last two, however, in that outside specialists in the fields of Human Resources and Rural Development were included to assist in distilling experience and in synthesizing effective approaches to these crucial development problems.

Specific issues needing resolution were solicited before the Workshop and the resulting topics list is shown in Appendix 1. This was expanded as new issues were identified during the Workshop.

The Workshop plan provided a total of 5 days.

Monday a. m.	Ad Hoc meetings among participants.
Monday p. m.	Meeting objectives -- introductions, agenda discussions and initiation of SDP presentation.
Tuesday a. m.	Complete SDP discussion -- Desk and DR roles -- AIP discussion.
Tuesday p. m.	DR review reforms -- GFO presentations.
Wednesday a. m.	Ouedraogo and Traore presentations -- Haven North, State of the Program message.
Wednesday p. m.	Haven North, Dave Shear, Hunter Farnham review each country program with GFOs.
Thursday a. m.	Khan presentation.
Thursday p. m.	Completion of GFO presentations -- operational and substantive issues surfaced to this point are grouped into 5 categories* and participants are

* The categories are:

- I Modifying processes and tools to meet Sahel program targets.
- II Obtaining personnel resources to meet Sahel program targets.
- III Human resources development.
- IV Rural development and agriculture.
- V Integration: a.) of bottom up-top down strategies; b.) of strategy with management policies and tools.

The task groups based on these categories are listed in Appendix 2.

assigned and volunteer to work in small "task groups" on issues and report recommendations to the assembled Workshop.

Friday a. m.

Subgroups report recommendations for interaction and ratification by whole group.

Friday p. m.

TAB and DR presentations -- last year's action items -- obligation performance -- GFO summary -- Haven North summary -- Dave Shear summary -- Critique -- Close.

The Action Items and results of the presentations, interactions and recommendations are grouped under the five major issue categories and presented in the following sections of this report. The DAA/AFR's summary and contractor's observations are added after the 5-issue category discussions. Resource presentation notes and selected Workshop papers are included among the Appendixes.

VII EXECUTIVE SUMMARY

The focus of this year's planning Workshop was the Sahel Development Program. Emphasis was on program substance with particular attention given to rural and human resources development.

As in the past, the Workshop was designed to maximize communications between field and Washington personnel, AID and consultant specialist personnel, and others.

AA/AFR was represented by Haven North, SER by Sam Thornberg, TAB by Charles Blankstein, PPC by Walter Stettner, and State's East Sahel Desk by George Dies. All six Sahel GFOs and REDSO were represented. Attendees identified and assigned Action Items whose early resolution should enhance SFWA/SDP program performance.

A summary of some key issues discussed follows:

1. There is now a mutual understanding of the Washington and field roles with respect to the SDP, which emphasizes the high level of interdependence involved. This was one of the major objectives of the Workshop.
2. Needs for specialist views in the area of rural development (reaching the rural poor) were supplied by Carl Eicher (MSU), Akter Hameed Khan (MSU), Charles Blankstein, TAB, Ledea Bernard Ouedraogo* and Soumana Traore.** From the talks emerged the ideas that rural development be decentralized and focused at the local and village level and that interventions will be most successful where traditional social/political structures are used and enhanced. Effective programs have evolved from pilot and demonstration projects in which villagers are encouraged to share their experiences with leaders of other villages to induce spreading of new concepts. Useful experiences from projects in Pakistan and in Upper Volta were described.

* Chef de la Conscription de la Formation des Jeunes Agriculteurs a Ouahigouya Haute Volta.

** Directeur General de la SAED, Ouagadougou, Haute Volta.

In other settings emphasis on food production by central governments has resulted in more food being produced in the short term, but other unanticipated problems, such as poor return to farmers, no preparation for dealing with surpluses, and migration to cities have dulled the luster of the accomplishments. Further, the "trickle down theory" for distribution of intensive production benefits to the rural poor has not worked well in LDCs.

3. Absorptive capacity remains a major constraint to development in the Sahel. Bill Rideout (USC) and Russ Davis (Harvard) coordinated the Workshop recommendations which include the following: each Sahelian country needs a systematic HRD plan which inventories HRD base, projects the needs implicit in the country's development goals, and plans the implementation program needed to fill these needs. The implementation programs should include: (a) establishment of roles for existing and need for new educational institutions; (b) establishment of roles for training, and training of trainers; (c) generation of educational materials in appropriate languages; (d) development of universities' capabilities through linkages and research programs with U. S. universities where appropriate.
4. Increasing GFO ability to subsidize local and project recurrent costs could allow greater absorptive capacity and resource transfer. However, the comprehensive view that must be taken of project design should consider whether dependency, lack of commitment and eventual U. S. fiscal burden may make such subsidies potentially dangerous in the long term.
5. The interaction among consultant specialists and AID people highlighted the most difficult issue of the Workshop. How can we program in such a way as to integrate the relatively low budget but long-term efforts in human resources development and building of village competency with the larger national, regional and infrastructure projects, so as to ensure proportionate benefits to the rural poor?
6. The GFOs need programming tools that would allow them to start small pilot projects and data base research projects with minimum documentation and approval delays. The AIP program concept provides some of the needed flexibility but has not been useful due to approval delay.

7. Personnel recruiting, both DH and contractor, for assignment in francophone countries remains a severe problem. It is compounded when the project location is remote from main cities. Special attention to AID recruiting and special provisions for early language training are recommended.

We now have in place a strong team eager to tackle the Sahel Development Program. At the Workshop, a spokesman for the GFOs expressed the feeling that "after two years of experience and effort, including the workshops, we have now become a 'family,' capable of debating constructively and we are excited about our program."

VIII-A SAHEL DEVELOPMENT PROGRAM (SDP)
AND REGULAR PROGRAM

1. SDP

The following information on the SDP was provided at the Workshop through presentations by David Shear, Michael Feldstein, Howard McFarland, and George Dies. General discussions followed.

The Club des Amis du Sahel has been established under co-sponsorship of the Development Assistance Committee (DAC) of the OECD and the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS). Membership includes affected African nations as well as the Western donor nations, OPEC states, and the international aid community. Each working subgroup team includes members from all Sahelian countries.

Progress has been rapid with the first meeting of the Club in March 76, at which the goal statement was adopted, "food self-sufficiency leading to sustained economic growth," and at which the Working Group was established.

At the first Working Group meeting (June 1976), planning methodology and organization were proposed and the sectoral subgroups were established. Many of these subgroups have now met and others will be meeting in the near future.

The U.S. program is formally underway both organizationally, with establishment of the Sahel Development Program Team (SDPT), and substantively with the field submission of FY'78 ABS. A large part of this submission fits SDP criteria perfectly and allows us to back up our request for special funding with very specific and applicable project descriptions.

Our request for an SDP authorization, and a Regular Program authorization for '78 and '79 is proceeding well through the Bureau and has received Agency endorsement. Preliminary reviews with Congressional staff have resulted in positively oriented constructive comment. The SDP has been endorsed on at least two occasions by Secretary of State Kissinger and continues to have the strong support of Administrative Parker. SDP draft legislation permits funding of infrastructure projects; funding of local and recurrent costs; and multi-year availability of funds.

Although the State Department is solidly committed to SDP at this time, the impacts of the proposed French Giscard fund and possible Southern Africa program needs remain to be resolved.

The Working Group of the Club des Amis du Sahel is organized into four production sector subgroups and five integrating sector subgroups (see Figure 1). (See Appendix 4, item 47, for a more thorough discussion). The U.S. SDP team is organized into corresponding subgroups (Figure 2).

SDPT sector heads are the U.S. representatives to the international working groups. During the planning phase they will provide sectoral expertise to the working groups and will also serve as a communications link to and from the working groups. This arrangement should ensure that U.S. experience is made available to the working groups and that working group strategies are available to U.S. planners for use in U.S. programming activities.

During the planning phase in particular, it is important that the SDPT Coordinator keep GFOs and Regular Program desks fully informed of status and plans and that GFOs provide to the SDPT Coordinator their sectoral and country programming insights.

Charts showing critical events for the SDP were displayed. Some of the forthcoming events and their schedules are indicated below:

1. SDP-OMB presentation 13 October 1976.
2. Irrigated Agriculture Subgroup meeting -- Dakar, 18 October 1976.
3. Full Synthesis Group -- Paris, 3,4,5 November 1976.
4. Pricing and Storage Subgroup meeting, 18 November 1976.
5. Council of Ministers - Chad, last week in December 1976 -- /Action-oriented Status Report, including SDP program outline. /

**RELATIONSHIP OF PRODUCTION SECTORS, WORKING GROUPS,
INTEGRATING PROGRAM WORKING GROUPS AND SYNTHESIS GROUP**

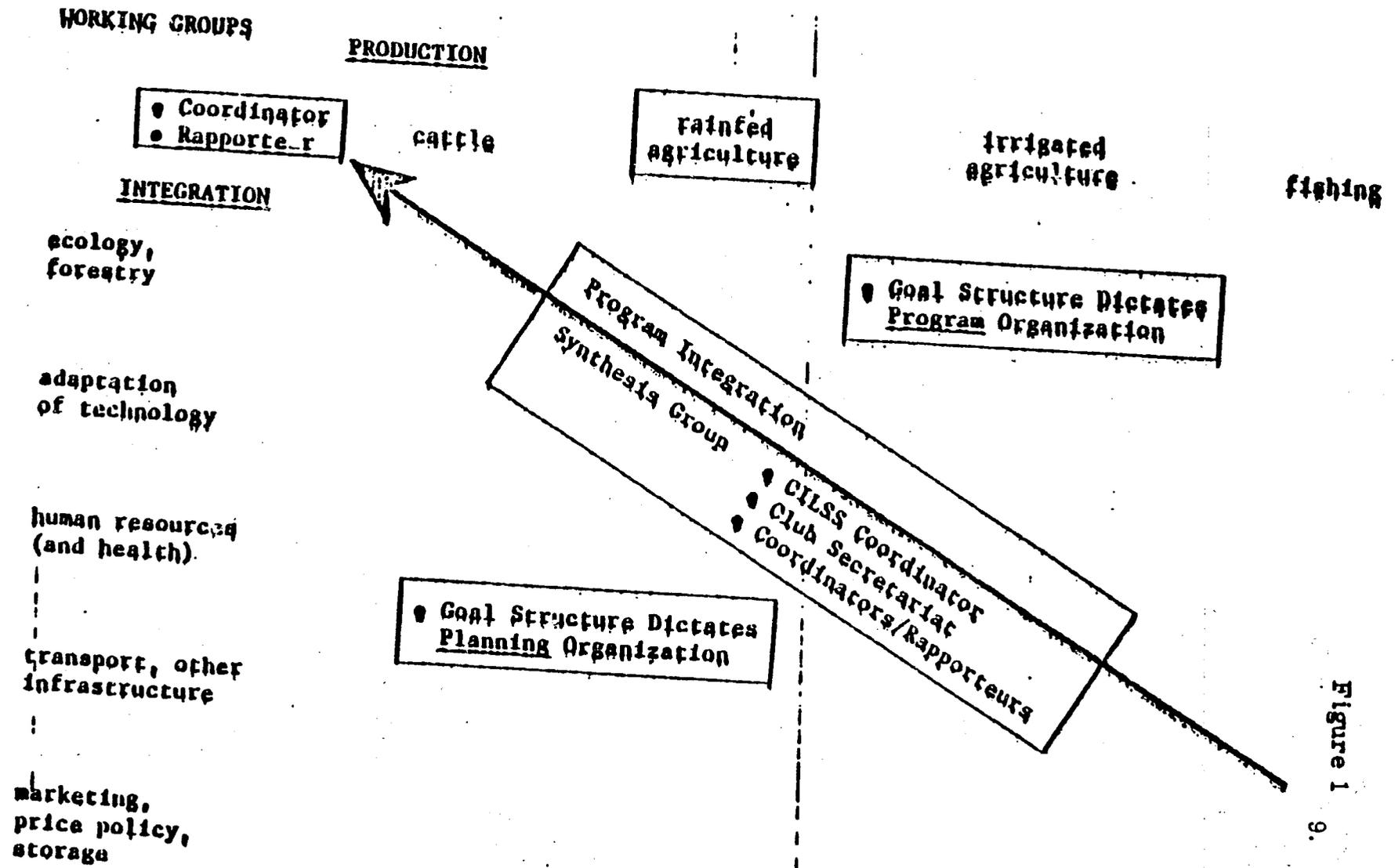
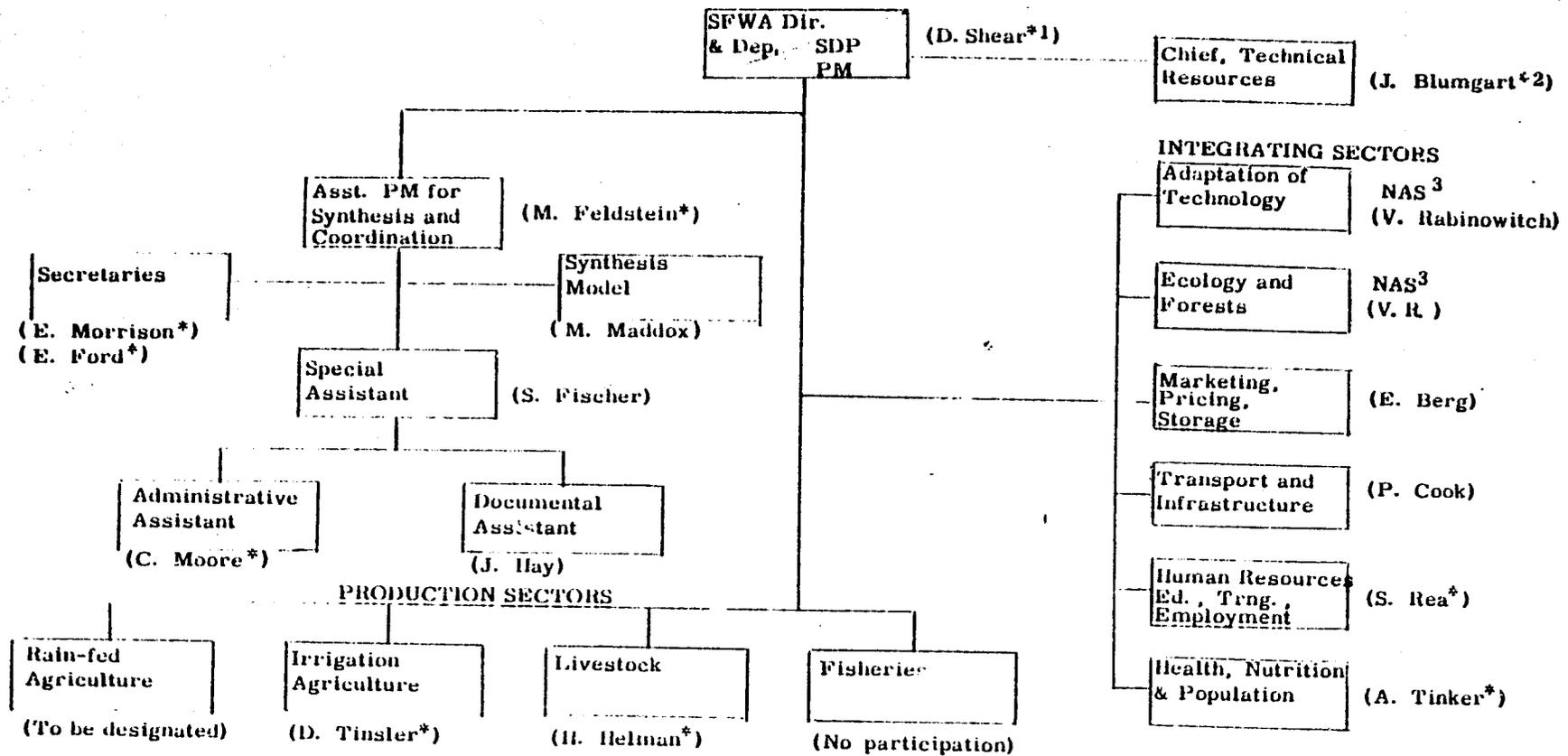


Figure 1
9.

ORGANIZATION CHART SDP TEAM

Figure 2
10



1. Director and Project Manager post held by same individual.
2. Functions as part of the SDP team while serving as Selected Development Problems Division Chief, of the Office of Development Resources.
3. NAS representatives to be designated
4. * = AID Direct Hire

6. Congressional Presentation, 23 December 1976.

7. Second Club meeting, April/May, 1977.

A schematic presentation of the planned information and activity flows among U. S. aid entities, the Club and its Working Group is shown in Fig. 3.

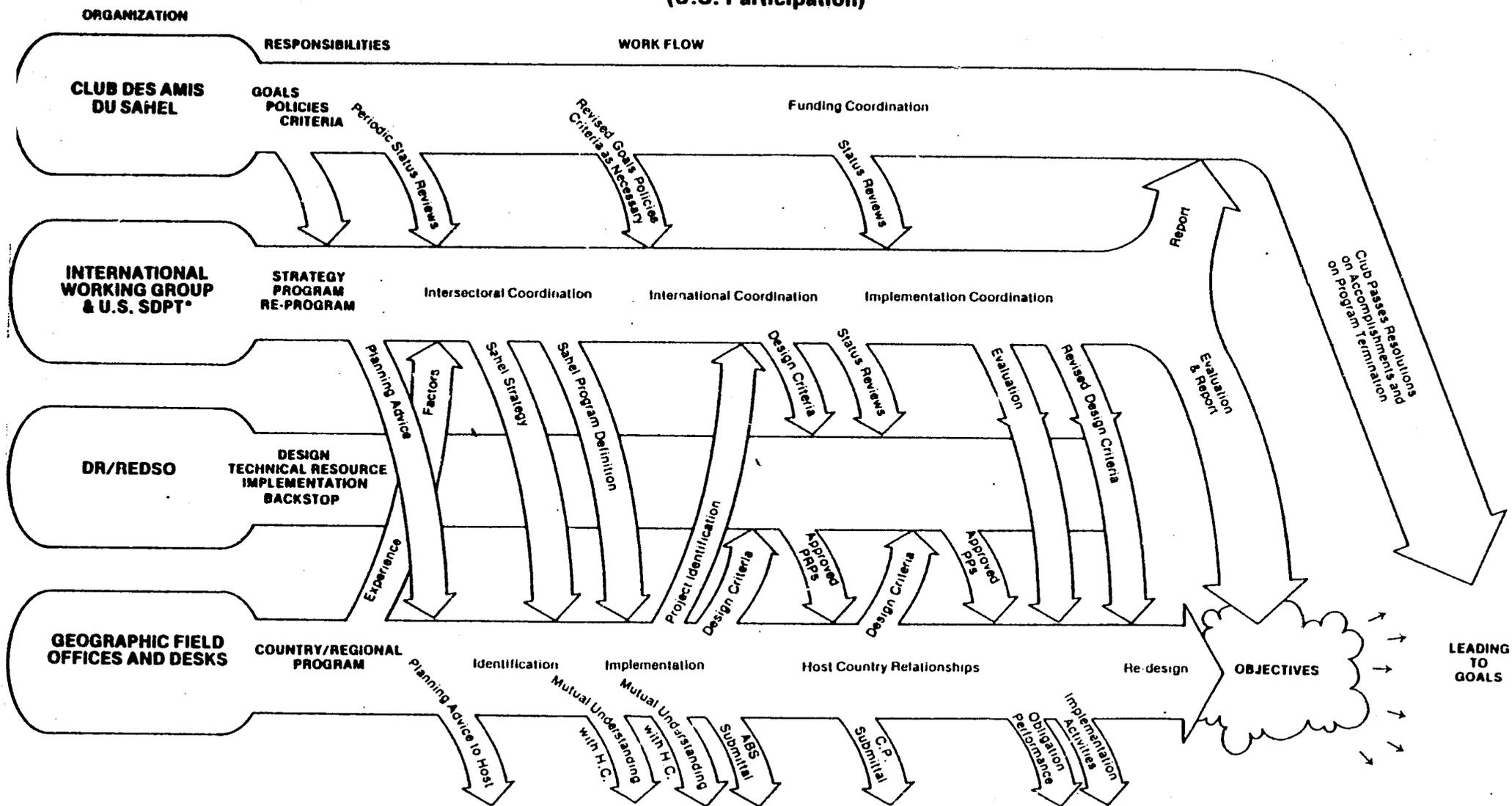
After a multi-sectoral, systematic and coherent Sahel regional strategy and program have been defined by the international Working Group, GFOs with their unique understanding of their countries will work with the SDPT to identify the country projects that will, together with the projects identified by other donors and in other Sahel countries, comprise the Sahel Development Program. Design, technical resource and implementation back-stopping of the U. S. projects will be handled by DR. The FY'78 Congressional Presentation will be originated in AID/W and Mike Feldstein and the SDPT will act as "a little synthesis group" in putting it together.

It is planned to make use of funding, design and implementation management capabilities of other donors where relative advantage is indicated. Some of the options to be considered are shown in Fig. 4. Full use of these options will require agreement on common documentation requirements. Wise use of the possible options should reduce needs for expansion of U. S. manpower to implement the SDP. The SDPT will have a continuing role in evaluation and reprogramming to converge on the objectives and goal of the SDP.

ACTION 1: There is need for a more detailed SDP procedure for the flow of information, actions and documents, which will include field involvement. GFOs to participate actively in this flow. GFOs must be willing and physically able to provide the grassroots data needed from them. (Will be defined by SDPT (Mike Feldstein) as situation becomes clearer and will be made available to GFOs and others.)

ACTION 2: SDPT more fully develop implementation models for SDP projects (SFVA/SDP will pro-

SAHEL DEVELOPMENT PROGRAM WORK FLOW (U.S. Participation)



*U.S. Sahel Development Program Team in AFR/SFWA

Management/Funding Options

Special Purpose International Agent

LCBC • irrigated agriculture (\$+technicians+training)

Partnership

FAO/CIDA • plant protection (\$+technicians+training)

Existing International Agent

- AFRICAN; AFDB • water development (\$+monitor)

- AID: WHO • oncho eradication (\$+monitor)

IBRD • transport (\$)

Other Bilateral Donor

FAC • cereal/groundnut production (\$+technicians)

U.S. Bilateral

U.S. • mali livestock (planning+\$+technicians+training)

SDP

- planning
- prioritization
- implementation

Framework

vide implementation consultant to the Club by 1 January 1977).

ACTION 3: SDPT will submit FY'77 research plan to field for recommendations (by 20 October).

ACTION 4: REDSO role in SDP planning to be studied. (SFWA/SDP report by 31 December 1976)

Near the end of the SDP discussion, the GFO group was asked what it wanted from AID/W relative to SDP and the AID/W group was asked what it wanted from the GFOs. Their responses follow:

What GFOs want from Washington re SDP:

Satisfied (for the moment)

Want to be intimately involved in planning process

What Washington wants from GFOs:

Continued support, in relation to host governments

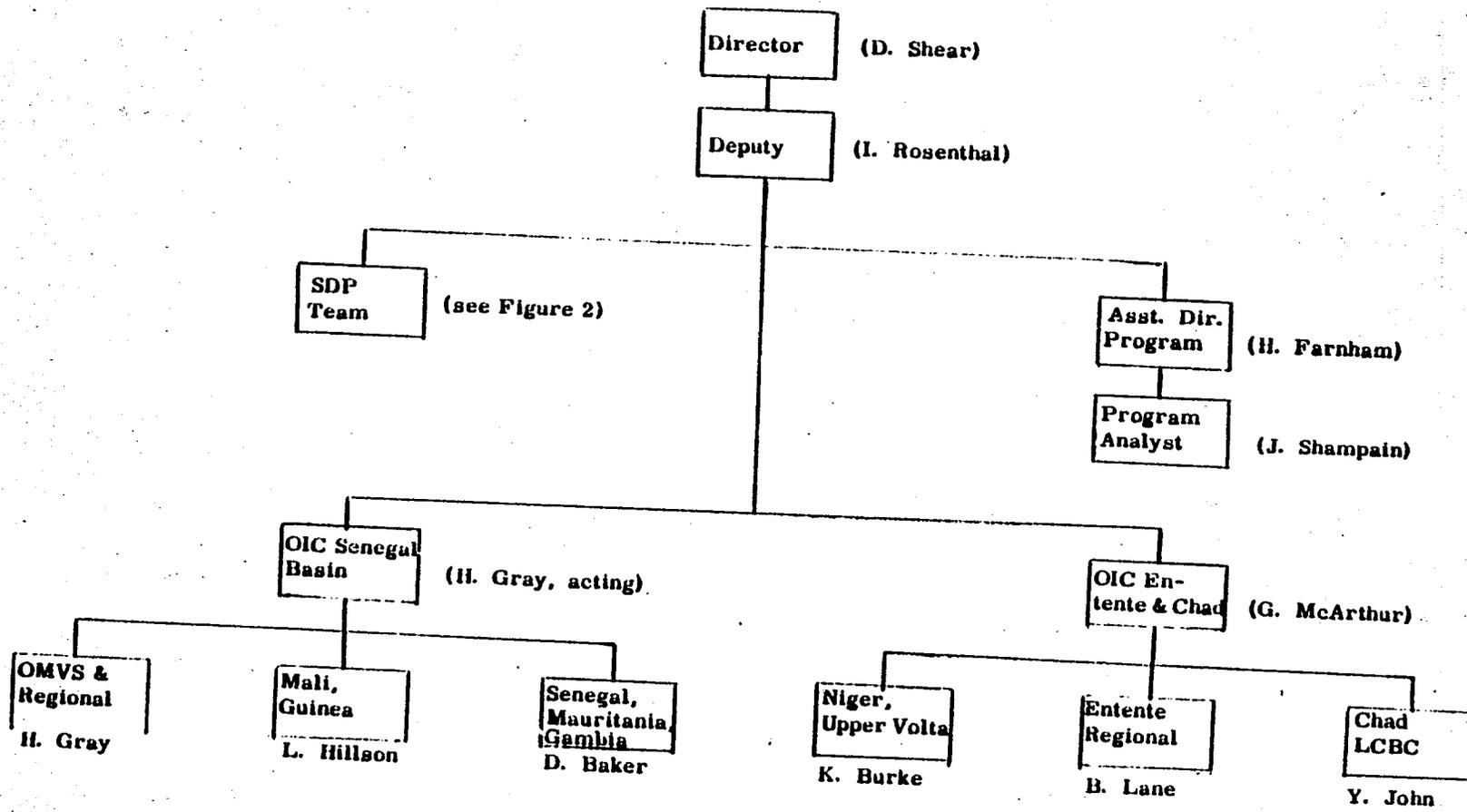
Point of focus on implementation

2. Regular Program

We are seeking a FY'78-79 authorization for the Regular Program of \$70,000,000. The Regular Program will include: (1) those projects that fit U. S. interests but don't meet Club criteria; (2) those that fit SDP criteria but which have been excluded for specific and unique reasons; and (3) those that include other than Sahelian states. Hunter Farnham is the Assistant Director, Program for SFWA. The SFWA organizational arrangement is shown in Fig. 5. The FY'78 Congressional Presentation will be originated in the field.

ORGANIZATION CHART AFR/SFWA

Figure 5
15



VIII-B RURAL DEVELOPMENT AND AGRICULTURE

Rural development and agriculture was a major and pervasive theme throughout the Workshop, reflecting its crucial importance in the development of the Sahelian countries.

The subject was taken up in three contexts: (1) the relation of rural development and associated agriculture to overall Sahel development strategy; (2) rural development strategies; and (3) management policies, tools and resources related to rural development and agriculture. These are discussed in turn, below.

1. The relation of rural development and associated agriculture to overall Sahel development strategy: The early discussion of the SDP and the Club des Amis du Sahel matrix organization immediately raised this question. In the Club matrix there is no Working Group for rural development, the function being implicit in many working groups. There is, then, a concern as to how rural development strategies will be integrated through the working group structure.

The importance of this issue was strongly emphasized by further discussions initiated through presentations by two outside speakers, Ledea Bernard Ouedraogo, an Upper Voltan involved in rural development, and Akter Hameed Khan, Michigan State University. Both speakers believe that rural development is essential to a development program that truly benefits the rural poor. In providing an overview of development efforts in many parts of the world, Khan reported* that industrial development, roads, dams, centralized projects such as malaria control, the expansion of educational systems, and even the production of cash crops did not solve the problem of rural poverty. In fact, the situation of some of the rural poor in India worsened. Millions of people were uprooted, traditional social structures broke down, and there were mass migrations to the overcrowded cities.

Conclusion: "Trickle down" strategies do not solve the problem of the rural poor. "Bottom-up" rural development efforts are required and these need to be integrated with other development activities,

* See Appendix 3.

both in substance and timing. In other words, a comprehensive systems approach must consider the status and pace of rural development.

This decision was supported by Task Group IV (Rural Development and Agriculture), which prepared the following recommendation accepted by the Workshop as an Action Item.

ACTION 5: The Workshop notes that the Club des Amis du Sahel has adopted food self-sufficiency as a primary objective of the SDP. This is too narrow and should be broadened over time because food self-sufficiency could be achieved through capital intensive investment without participation of the rural majority. We will encourage the Club to adopt a broader definition of its goal: "regional food self-sufficiency and rural development." This would be in line with AID Congressional mandates to expand food production and help the rural poor. (Propose this as a working definition to the Synthesis Group and report on the degree of acceptance, SDPT, 1 December 1976. Discussion: It was noted that the agreement by the Club on its food self-sufficiency goal statement was a significant political accomplishment. Acceptance of the proposed working definition need not threaten this.)

There was general awareness among participants of the fundamental importance of rural development programs in the Sahel. In fact, all the GFOs are involved at some stage of rural development programming and implementation. The question remains as to how these efforts will, in fact, be integrated with the SDP.

2. Rural development strategies: The "how to" of rural development was begun with the request of the RDO/Niamey for the "de-mystification" of rural development. The various GFO and outside specialist presentations, ensuing discussions, and the wind-up statement by the Deputy AA/AFR are summarized below in the form of guidelines. Supporting detail and more comprehensive statements will be found in the Appendixes.

Some guidelines for rural development programs:

a. Focus on the villager and his situation. Ouedraogo reports that the rural developer should look for and learn about village political structures, institutions, and traditions.* These can provide a very useful framework on which to build change with minimum threat and reaction. In Upper Volta, for example, voluntary village cooperatives exist (called Nams) which combine the resources of members to generate products of benefit to the members. They are entrepreneurial in nature. Membership age group is 15 to 35 years. The village elders encourage membership. Although the Nams are part of the National Development Plan, the National Government does not mix into Nam affairs. The Nams are very receptive to development ideas and inputs. They feature a system of accountability that encourages good performance.

b. Emphasize decentralization. Focus on the villager requires his involvement, and involving people at the village level (and avoiding "brick and mortar" approaches) requires the use of local institutions, which should be enhanced and helped to find a vision beyond mere survival. Planning should take place at the village level.

c. Do not use the "extension system" approach except with established commercial farmers.

d. Beware of crop specialization with emphasis on such methods as fertilizers and credit subsidies. This approach will probably greatly increase production; but it may also produce a glut, and it will probably result in the small man losing out.

* See Appendix 7. It is of interest that Ouedraogo's experience indicates that the peasant is motivated to: 1) be out of debt; 2) be healthy; 3) be with his (her) family; 4) be peaceful.

- e. Extension of cultivation (using more land) should come before the introduction of intensive farming methods.
- f. Do not back away from national systems needed to support rural development, but also explore means other than ministries, such as private and quasi-public institutions.
- g. The coordination of all affected government departments is required. One organizational mechanism for this purpose is the "development center," with representation from all departments, and responsible for a manageable geographic area, located so as to be accessible to the villager involved.
- h. Use a systems approach for planning and implementation. Relate what is planned for and happening in the villages to support systems such as:
 - 1. Country personnel resources at the national and village level, and provisions for formal and non-formal education and training.
 - 2. Infrastructure such as roads.
 - 3. Local, national and international marketing and distribution systems including logistics, markets, pricing policies, etc.
 - 4. Health care systems.
 - 5. Technical and material support as indicated by village plan.
- i. Plan for system self-sufficiency. Villages need to get profits back from their efforts for use in further development. Outside investments should focus on establishing centers, education and training, and seed capital, not indefinite subsidization.
- j. Capitalize on success for further expansion of rural development, as by using successful villages for demonstration, or using experienced and competent village chiefs to assist other chiefs.

Task Group IV produced two Action Items to aid in developing and implementing rural development programs:

ACTION 6: Provide a guide for rural development.

AID is in the process of designing and funding rural development efforts in all the Sahelian countries. These are being done very largely on an ad hoc basis. How can we coordinate our approaches and improve and facilitate the design and review/approval process? We recommend a guide or handbook on the basic principles, elements and policy (AID's) on rural development programming (Refer to MacNamara's speech at Nairobi and Sam Butterfield's paper), which missions can use in the design process and which AID/W can use in the review and approval process. Such a paper can also be useful for SDP programming and policy guidance to Sahelian countries and donors. It should emphasize mobilization of rural people, decentralization, and local participation. It should note the need to open horizons of rural people beyond immediate survival and food self-sufficiency concerns. It should indicate how theory can be adapted to country specific situations. (TAB, first report in 1977; interim action as feasible.)

ACTION 7: Regional food self-sufficiency.

SDP working teams are examining programming and policy questions in the vital field of food self-sufficiency, security food reserves, marketing and pricing policy. The working teams (production and integrating sector subgroups) need to coordinate their findings and include among their recommendations, suggestions for facilitating and developing food trade among the countries, and the development of a network of national, regional and international food reserves. This means moving away from endorsing national food self-sufficiency under any weather conditions and facilitating food trade among the Sahelian states and the Coastal states. We would note also that the Club and SDP programming and policy guidelines should take more into account the need for

development of intra-African trade and economic exchanges generally in the pursuit of self-sustaining economic growth in the region.] (SDPT, initiate action within context of FY1978 Congressional Presentation.)

The GFOs expressed a need for references which would provide them with information on world-wide experiences with rural development strategies. Dr. Khan prepared a brief bibliography for this purpose.

ACTION 8: Procure and distribute to field the publications listed in the Khan bibliography (see items marked with an asterisk in Appendix 4), for rural development. (SFWA, 1 November 1976)

3. Management policies, tools and resources related to rural development and agriculture: Rural development and agriculture programs are evolving rapidly as crucial components of GFO development strategies. The character of a viable rural development program, as outlined above, suggests the desirability of reviewing management policies, tools, and resources for congruence with the requirements of such projects. This was the subject of considerable concern and discussion at the Workshop, both with respect to rural development projects and other long-term "unfolding" types of projects. The results are given in Section E, below, "Processes and Tools."

The GFO presentations outlined some of the principal problems:

One of the issues raised by many is the choice between "fast pay-off" projects versus a multitude of small projects leading to long-term but hard-to-measure benefits. The RDO/Dakar expressed this in the form of a basic question of management policy: "Are we willing to admit that development is long-term in these countries and waive old-line cost-benefit analyses, the short-term economic approach?"

The CDO/Bamako, reported good Washington and Congressional support for his rural development program which involves several hundred small sub-projects and requires a great deal of programming flexibility.

However, he stated also that Washington standards for project designs lead to unrealistic detail and unrealistic estimates for both cost and implementation. He suggested that the design standards for such pro-

jects should be more flexible, with provision for routine re-design annually. There was general concurrence with this position.

The CDO/Ouagadougou, RDO/Niamey, and others emphasized the need for more flexible ways to support start-up costs and local and recurrent funding, and stated that AIP was of limited utility because of the cumbersome review process.

The CDO/N'Djamena, and CDO/Ouagadougou pointed out the difficulties in obtaining personnel for work in remote areas. This includes host country personnel who are motivated to work effectively in rural development.

Carl Eicher, Michigan State University, stressed the need for applied research which should be done through the training and use of Africans, supported by long-term relationships between American and African universities.

There were two Action Items addressed specifically to improvements in tools and resources for rural development. These are also listed in other sections of this report.

ACTION 9: Develop methods of rural development programming which will:

1. Facilitate experimentation and flexibility coupled with thorough research and evaluation,
2. Reduce documentation burden and facilitate cross-country comparison through standard research design,
3. Provide commonly understood means of formulating and implementing rural development grants. (Consider use of AIP.)

(TAB/RD and DR, working with PPC. First report, 1 January 1977)

ACTION 10: Identify and develop the capacity of U. S. and local institutions in the rural development area.
(TAB, first report, 1 January 1977)

The TAB representative, Charles Blankstein, described a new institute for intermediate technology that is being established (ITI). It will offer technical assistance both in design and implementation.

VIII-C HUMAN RESOURCES DEVELOPMENT (HRD)

Human resources development is a critical need in increasing the limited absorptive capacity of the Sahel. It is given a number one priority by many Sahelian governments, A/AID and AFR. The Deputy AA/AFR, GFO presentations, and discussions, highlighted the urgency and the problems. These include lack of host country HRD planning, including lack of a data base, insufficient host country managers and project managers capable of programming and administering development projects, lack of host country trainers and training materials, and low literacy rates.

This monumental HRD challenge will become even larger as we attempt to increase development activities under the SDP.

Task Group III (Human Resources Development), reached the following conclusions:

1. Responsibility and accountability for human resources development should be assigned to a qualified individual in each GFO.

Discussion of this recommendation brought out the following points:

- a. The Program Officer in each GFO currently has this responsibility.
 - b. The services of human resources development specialists are available through DR and REDSO.
 - c. An effective way to develop HRD as an integral part of the GFO program is to assign a Project Officer to a HRD activity. As he develops competence he can become the HRD specialist for the GFO.
2. The data base for manpower analyses in the Sahelian countries is generally inadequate. An adequate manpower profile should include an inventory of those with formal, non-formal education and training in-country and in the pipeline.

GFOs should ascertain the status of manpower profiles for their countries and take steps to develop or supplement them as required. Needs should also be forecast that consider current requirements and increased needs brought about by their programs and other planned host country requirements.

3. There should be attention to:

-- giving formal, systematic attention to identifying and designing HRD components of programs and projects;

-- developing materials in local languages;

-- evaluating, revising, and re-evaluating existing materials and programs;

-- training trainers of those involved in training and re-training;

-- analyzing the roles of educational institutions in-country and relating them to development needs.

4. Long-term university to university (U. S. -African) relations should be established to assist Africans to develop institutional and specialized human resources, and to train U. S. specialists who would then be available on a continuing basis to work on African development problems, and to conduct and exchange research.

U. S. universities should establish a long-term physical presence in the African country to train Africans, and do applied research (with the Africans they are training), and create strong individual professional relationships. An element of this program could also involve the proposed Sahelian Institute and the coordination of research in the Sahel.

TAB has central responsibility in this area, supported by Title XII, but adequate country programs will require GFO initiative.

5. GFOs should capitalize on the opportunity to support and participate in country education reforms, so as to assist in efforts to make the primary schools serve the nations' rural agricultural and development needs.

Chad is an example where this is happening. The educational reform is a major part of the foundation for rural development. A PP has been prepared which will provide assistance in support of: (1) the government organization responsible for planning, implementing, and evaluating the reform; (2) manpower analyses capabilities in the Ministries of Planning and Education; and (3) the development of project management capabilities which will extend from central government offices to project sites. It is anticipated that this PP will ultimately be coordinated with the rural development program PP.

6. Important pilot projects like the Chad project should provide for keeping the other GFOs and CILSS informed of HRD developments.

ACTION 11: After approval of the Chad PP, it will be duplicated and distributed to the GFOs.
(SFWA)

7. GFOs should give proper weight to non-formal training, which is crucial in rural development. A proper and integrated mix of formal and non-formal education must be attained. There is a need for good research, evaluation and exchange of information in this area.

The discussion of the above points resulted in an Action Item which, in effect, calls for an individual GFO response based on their country situation:

ACTION 12: The GFOs and REDSO write letters to Deputy AA/AFR outlining their strategy for approaching the HRD sector in their countries.
(GFOs, REDSO, 1 January 1977)

To assist the GFOs and REDSO in planning their HRD strategies, the Workshop approved the following Action Item:

ACTION 13: Bill Rideout prepare for SFWA distribution an outline of the desirable components of a HRD program. (Bill Rideout/API, 15 November 1976)

In the discussion, the GFOs reported that the intent and funding of the African Manpower Training Project was not clear, and that they were

having difficulties in using it. Haven North volunteered to look into the problem.

Dave Shear asked the GFOs to notify him of training requests in process that have not been approved.

ACTION 14: (Contractor Recommended)

Investigate the African Manpower Training Project to identify problems in its use, initiate any corrective action necessary, and inform the field on how to use this project. Notify GFOs of the status of their training requests. (GFOs notify SFWA of pending requests, 15 November 1976) (SFWA inform field on status of requests ASAP, and on results of investigation, January, 1977)

VIII-D INTEGRATING U. S. GOALS FOR BENEFITING THE RURAL POOR WITH THE SDP

The goal of the Club des Amis du Sahel is "food self-sufficiency leading to sustained economic growth." USAID operates under a Congressional mandate which stipulates that aid will be concentrated on problems of poverty. In the Sahelian countries, the problems of poverty are overwhelmingly the problems of the rural poor.

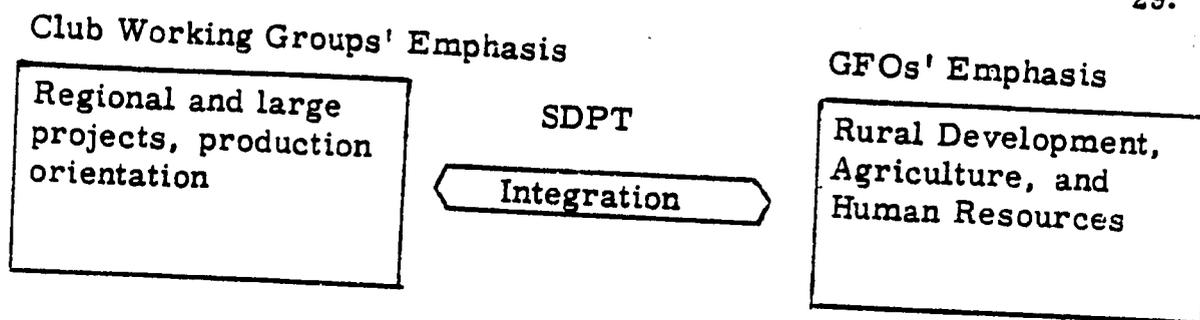
There is no necessary conflict between the SDP and U. S. goals. However, the Club's emphasis on regional systems analysis, supported by its matrix organization of sector-oriented working groups, could lead to programming mostly large, intensive production projects rather than low budget, long-term village and human resources development projects.

As indicated in the discussion of rural development and agriculture, in VIII-B, there is no Club working group specifically assigned responsibility for rural development. The human resources subgroup does have responsibilities for "local participation," which could provide for some integration of the villagers and the development process.

The predominant view at the Workshop was that rural development and associated human resources development are first priority and the cornerstones on which any realistic program for development and for benefiting the rural poor must rest. Khan, and others, reported that the implementation of intensive production programs and reliance on the "trickle down" strategy for distribution of benefits to the rural poor had failed in LDCs and had simply intensified the problems of the poor.

No one suggested that the question of "top-down" and "bottom-up" strategies was an either/or choice. During the discussion of the SDP, it was phrased as a problem in integration; that is, assuring their consistency, balance and appropriate timing. The RDO/Dakar argued for balance and flexibility in his presentation.

Group IV's statement of a basis for working the problem suggests the diagram below:



This diagram assumes a bias in the Club working groups and specifies a counter-balancing bias for the GFOs. By maintaining communication with both the working groups and the GFOs, the SDPT members are a key means for achieving integration. It is also assumed that the GFOs would work with their host countries to determine their needs and to encourage country programming which will integrate top-down and bottom-up approaches.

This model assumes that the GFOs will make HRD, rural development, and closely associated projects their first priority. This is not only necessary to maintain a balance, it is also crucial relative to the speed of development, as HRD and rural development are long-term and in most cases should precede other development steps.

Many inputs at the Workshop, especially those of the outside specialists and Haven North, raised questions about AID strategy against the standard of demonstrating benefits to the rural poor. Haven North stated that it is not clear that past programming has resulted in the rural poor being the beneficiaries. He asked that projects and evaluations focus more clearly on poverty; requested that better cost-benefit analysis be made of infrastructure projects for rural development, and asked that projects not be undertaken because they are attractive and easy.

Traore, in his presentation, * said that political and financial power are in the hands of a small segment of the H. C. population and that a big challenge in development is to spread this power more widely. He criticized the proclivity of the World Bank and USAID for working largely with the country power structure on big projects and for requiring a great amount of detail work. He favored the VolAg informal approach aimed directly at helping people at the bottom.

*See Appendix 6.

During the discussions there were frequent references to the orientation of Washington programmers and reviewers. There is a common feeling that Washington interests and requirements are more in tune with the short-term intensive production approach than the long-term, action research model of rural development.

VIII-E PROCESSES AND TOOLS

The GFOs mentioned fewer problems with "the system" than in the past two workshops. In fact, there was some praise for the PID-PRP-PP Programming System and a very positive attitude relative to the new DR function. There is, however, a feeling among the GFOs that Washington concentrates on programming and does not pay enough attention to implementation problems.

GFO performance toward AID objectives could be bettered with improved resolution in the following problem areas:

1. Project "Lead-in" Funds and AIP

Better project designs could result if GFOs had a readily available source of funding for data base research, experimentation, and pilot projects. This resource is particularly needed in the rural development and human resources development sectors where uncounted rural populations and their local customs and traditions are major factors in design. Various programming tools were discussed such as use of AIP, sector grants, local support funds and food for work project funds. The following Action Items resulted.

ACTION 9: (Found also under VIII-B, pg. 22, Rural Development and Agriculture) Develop methods of rural development programming which will:

1. Facilitate experimentation and flexibility coupled with thorough research and evaluation.
2. Reduce documentation burden and facilitate cross-country comparison through standard research design.
3. Provide commonly understood means of formulating and implementing rural development grants (consider use of AIP). (TAB/RD & DR, working with PPC. First report, 1 January 1977)

ACTION 15: Africa Bureau clarify use of program support funds and provide the mechanism for GFO use. (DR action)

The R&R program did provide at least part of the lead-in funding requirement and it had been hoped that the AIP program would continue this sort of programming tool. Delays in approvals of AIP projects, however, have resulted in diminished availability of this source of program funds and much time wasted in documentation and negotiation.

An AIP evaluation team has been formed and it includes representatives from SFWA, DP, and SER. No FY'77 projects are to be obligated until this evaluation is completed. FY'77-78 AIP Programming should continue. Africa Bureau AIP budget is \$2,000,000. A memo to the Deputy Administrator resulting from the initial evaluation will be issued around 20 October 1976.

ACTION 16: SFWA cable field, by 20 October, summary of recommendations to Deputy A/AID (Hunter Farnham).

Another potential tool for obtaining start-up funds is a well written PRP that includes adequate justification for a defined lead-in effort.

2. Contracting Delays

As the SFWA/SDP program burgeons, and the move to greater reliance on contractors is implemented, the selection and placing of contracts is introducing major delays. Five months were required in one case for AID/W to complete a contract (IQC) for a project design. Typically, contracts processed through Washington take longer than those handled by REDSO.

ACTION 17: GFOs submit to Stan Nevin of REDSO a listing of upcoming contract actions needed. (By 1 November)

ACTION 18: Stan Nevin seek needed authorities in AID/W to handle these actions in the field.

3. Local Cost Financing

The GFOs stated that planning, programming and implementation activities with host governments are severely restrained by unavailability of local costs. Upper Volta, for example, does not pay in-country

travel expenses for its officials, nor have on the payroll enough trained people to cope with current implementation responsibilities (see App. 10). In some cases, AID has supplemented host country peoples' salaries to induce them to continue working at remote sites.

Recurrent costs for AID initiated projects can also be a problem, as in the Mali Central Veterinary Laboratory. In this case the operation of the laboratory is inadequately financed and might close its doors and be an AID "white elephant" if not subsidized. The GOM so far refuses to charge for CVL products and services which eliminates the main option for subsidy avoidance.

The general policy in the past has been for AID to fund the foreign exchange portion of project costs and for the host country to fund domestic resource costs associated both with initial investment and with the recurrent operational costs of the project. This policy may work when the number of projects and their domestic funding needs are small. As the Sahel Development Program grows in size, however, the host countries' development budgeting needs may grow to very challenging levels.

While no Action Items resulted, the following planning and guidance was offered:

- a. The DAA/AFR cautioned GFOs to be sensitive to the dangers and implications of subsidy. Recipients will always seek subsidies and in the beginning they may be small. Carefully consider such factors as: the creation of dependency; resulting lack of project commitment by H. C. ; and the eventual fiscal burden that may be imposed on the U. S. that could make the entire project unrealistic. Projects should be designed for self-sufficiency in a reasonable time. Consider revenue generating capacity but take a comprehensive view -- don't try to make each component part generate net revenue.
- b. CDO/Mali is considering a GOM tax structure and collection study by U. S. experts.
- c. DR is managing a University of Virginia study of AID recurrent cost financing policies with specific attention to Sahelian countries and the JDP. (See Appendix 11) Criteria will be

developed to guide recurrent cost financing decisions. A report is expected by 31 December and will be vetted through the Club.

d. The PPC Africa Coordinator pointed out that the FY'76 authorization bill allowed waivers for host country local cost obligations for the poorest countries. Criteria used, however, do not qualify Mauritania or Senegal. Proposed SDP legislation would allow waivers for all Sahel countries. Even so, many questions remain, such as those regarding joint donor projects; when should waiver be ended; what criteria for waiver? A clarifying airgram is being drafted. The CDO/Chad has seen the draft airgram and thinks its study requirement is too big and impractical.

ACTION 19: Deputy AA/AFR will continue to seek country exceptions for FY'77. Status reporting needed by SFWA and DP.

4. Programming

a. Design and Implementation. Improvements have been made in the way design and implementation are handled through greater centralization of responsibilities and authorities in the new DR. GFOs expressed satisfaction with the PID, PRP and PP system and have had some salutary responses from DR. The DAA/AFR feels that it is time to back down some on documentation levels. "PIDs are starting to look like PRPs and PRPs like PPs." Some of the GFOs would like to upgrade their DAPs and have them used more systematically in the programming process. GFO problems have centered on delays in contracting, excessive documentation requirements, and in some cases delays in approvals (AIP approvals in particular).

Jim Kelly outlined several new operational policies and reforms that have been and are being implemented:

1. DR (Kelly for SFWA/SDP) offers "one point shopping" for implementation back-stopping. Jim wants to be "the field's best friend." He wants a direct link and dialogue with GFOs.

2. J. Kelly and staff are heavily loaded this year with 29 PRPs to be processed in 7 weeks. Little time is available to shore up incomplete PRPs. Additional staff is being sought and GFOs could do much to help by ensuring that PRPs submitted meet minimum standards (this includes a properly filled out face sheet). Jim is initiating an objective PRP grading system based on established criteria. This will provide some "memory" to guide PP planning.

ACTION 20: Send a copy of an exemplary PRP to the GFOs and REDSO. (DR, by 15 February 1977)

3. Elapsed time for PP review has been targeted at 27 working days provided no major rework is required. Past problems with absences from scheduled review meetings are being handled by aborting the meeting and informing the head of the offending organization of their delinquency. There are still problems with misunderstandings of the Congressional Mandate resulting in vague disagreements and time-consuming re-design. The EPCR will only consider a "yes" or "no" as to whether the design meets the mandate. Indecisive statements won't pass. The project committees have the responsibility to provide significant issues papers (which have been weak in the past). The attendance of GFOs at review meetings greatly improves the process because of their detailed knowledge and ability to provide answers.

ACTION 21: Make a checklist of critical questions that can be expected during design review so that they can be used by the design team (some of these are on Haven North's summary, VIII-H). (DR, 1 February 1977)

The CDO/Mali recommends that initial design be less detailed and dogmatic and that annual re-design be institutionalized to better cope with the unfolding nature of AID projects. The TAB and DR representatives and some other GFOs agreed with this.

The DAA/AFR requested that project officers be assigned at least by PRP initiation stage to ensure consistency and accountability through the implementation phase.

ACTION 22: GFOs submit list of designated project officers for each approved PID. Also indicate project officer responsible on each PRP Face Sheet. (SFWA will issue further guidance for the future by 1 December 1976)

b. Sector Programming. Host governments get overloaded in trying to process and manage the multitude of projects proposed. Sector grants would be useful to package some projects into larger, more manageable units. These could be particularly useful in sectors such as rural roads and agricultural education where many donors are interested.

ACTION 23: (Recommended by Contractor)
Determine availability of sector programming mechanism and inform GFOs of the plan, if any, for making it available. (Action SFWA, 1 January 1977)

c. Operational Program Grants (OPG). Project approvals for VolAGs have gotten worse than regular projects.

ACTION 24: OPG approvals need simplifying back to original process (see old airgram). (AFR/DP by 1 December 1976)

d. Other Donor Documentation. Acceptance of other donor documentation could save work on joint donor projects. This was done in Mali and can be done again. Each case should be decided individually in consultation with AID/W. (SFWA/DR)

e. Environmental Guidelines. The environmental policy guide was issued by the Administrator on 1 July 1976. An office for coordination has been established in TAB, and SER engineering has identified contractors with environmental capabilities.

Initial environmental evaluations (IEE) are required for each PID and PRP starting with the transition quarter. (Best effort only for T. Q. John Blumgart has looked over T. Q. PRPs and finds most of them O. K.) These must be approved by AA/AFR, then they are circulated to other U. S. Government departments for response in 30 days. A negative declaration list exists for types of projects not requiring IEEs

(education, minor participation, etc.). These are shown in an August, 1976 airgram.

Where significant environmental impacts are indicated by the IEE at PRP stage, an environmental assessment must be incorporated in the PP. Design teams have been briefed in AID/W. GFOs should verify their awareness when these teams report for work in the field.

f. Research Projects Underway. John Blumgart briefly noted a comprehensive livestock sector research project whose results will be briefed in Abidjan in March, 1977. University of Michigan teams have been in West Africa for a year gathering hard data in the Entente States on prices, offtake, weight loss in shipment, profits, etc.

A search for opportunities to exploit alternative energy sources in Africa is being started. Overseas Development Corporation is doing the preliminary reconnaissance which will be finished in January, 1977. John may suggest seminars if the results are interesting.

g. PL 480. Hunter Farnham will send out the new criteria for the PL480 Title II sales program. This can be used as a development tool in the subsidization of local cost.

5. REDSO Role

The REDSO positions relative to project officers and engineers are outlined in Appendixes 12 and 13. Briefly, REDSO feels that experienced engineers and project officers are a scarce resource and that best use will result from allocation of their time by REDSO on the basis of need. GFOs should recruit junior project officers who would handle data collection, contact development and arrangements for visits of project design teams. This could increase the efficiency of the design process and improve the quality of the product. This plan might also ameliorate the GFO's problem with design teams that don't stay long enough to finish the job. This position was not accepted by the GFOs.

ACTION 25: Part A: Jim Kelly wants a DR/REDSO/GFO meeting to allocate design resources. It is scheduled for January, 1977. (Action DR, by 15 December)

Part B: (This Part was added after the Workshop) Haven North stated that the issue raised above will be resolved early in CY1977, when all aspects of REDSO/GFO relationships will be examined.

GFOs repeated a complaint from the last workshop that visiting REDSO specialists frequently leave without rendering decisions, saying they need REDSO management review. The REDSO Deputy Director stated that REDSO is a service organization with line responsibilities only for the Entente and the African Development Bank. They are not a "layer" and do not review PIDs, PRPs, and PPs. Design is the GFO's responsibility. In the case of implementation the REDSO resource person may desire additional REDSO consultation before rendering a decision, but this is up to him. There is no general REDSO policy. REDSO does have certain authorities that the GFOs lack and these may involve REDSO managerial approvals. These authorities are described in a June, 1972 airgram.

ACTION 26: GFOs request that REDSO not copy AID/W on GFO business unless specifically desired by GFO or required by AID/W. (Action by REDSO)

REDSO offers service from a staff of 30 including project officers, engineers, program support, legal, administrative, contracts, anthropologist, HRD, health, food for peace, planning and agricultural economist. They feature West African experience across many countries along with objectivity and research capability.

ACTION 4: (This item also listed on page 14) SFWA/SDP investigate how best to use REDSO in SDP planning effort. (Status report by 31 December)

DAA/AFR noted that giving REDSO capability for performing studies is being considered. GFOs should initiate many in anticipation of SDP needs.

GFOs find that as their programs grow, they need almost fulltime support from some of the specialty people included in REDSO. Sam Thornberg offered, as a rule-of-thumb from the cost standpoint, that if the specialist is needed 60% of the time he should be a permanent employee. GFOs wish to recruit from the experienced REDSO staff.

6. Communications

a. GFO-Desk. Hunter Farnham promises prompt and forthright dialogue with GFOs and expects the same from them. He will supply an informal progress letter to the GFOs on a regular schedule.

ACTION 27: SFWA will prepare a monthly* letter from Desk to field informing them of the current status of action and thinking. (Hunter Farnham)

b. GFO-SDP. Mike Feldstein promises immediate shipment of existing SDP planning documents to GFOs and he has implemented a system to transmit new materials as they become available. GFOs should reciprocate with in-country planning information, programming insights and project identifications.

c. GFO-DR. Jim Kelly wants direct link and dialogue with GFOs.

d. GFO-GFO-REDSO. The GFOs see benefit in exchanging development information on a regular basis. They request that regional projects be reviewed and approved at these meetings. They recommend consideration of doing this quarterly. REDSO offered to host these meetings.

Haven North reserved on this suggestion and stated that there were already too many meetings requiring CDO/RDO participation.

e. Project Status Sheet, Implementation Reports. GFOs would like to terminate the project status sheet preparation. PPT should serve the function, but may still be in test phase.

ACTION 28: (a) Ascertain status and requirements for PPT and inform field; (b) determine implementation report needs. (DR by 31 December)

f. Annual Plan. SFWA/SDP will continue to maintain an annual plan for their use and the optional guidance of the GFOs. GFOs should use

* Originally the letter was to be on a bi-weekly basis, but it was subsequently changed to a more realistic monthly basis.

whatever planning technique they find helps them do their job.

g. Chronic Communication Problem. Why is it that so many critical issues are only raised (or heard) once a year at these workshops? The DAA/AFR was surprised to hear that GFO/Chad had waited 2 years for a technician so that a PROAG could be signed. DAA/AFR suggests that he be written after regular channels have been given a reasonable period to act.

7. Logistics

ACTION 29: Study feasibility of expediting imports for staff and programs. WACASC, partly due to its location in Lagos, is proving to be a bottleneck. (Action by REDSO with SER/MO report by 31 Dec.)

8. FY'76 Obligation Performance

Hunter Farnham presented the AID/W (SFWA) records, which as of 21 September 1976 indicate the following total obligation status for the 6 Sahelian countries + Guinea + OMVS + SFWA regional.

	OYB*	Obligated by 30 June	%Obligated
FY'76 Regular Program	20,816,000	5,722,000	27
FY'76 Drought	22,145,000	16,442,000	74
FY'76 Loans	7,500,000	12,500,000	167
		Obligated as of 30 Sept. '76	
Transition Quarter Regular Program	14,805,000	14,480,000	97
T. Q. Drought	8,248,000	4,502,000	54

* OYB based on FY'77 Congressional Presentation

It was agreed that part of the low obligation rate problem has been in the Washington approval cycle and in getting allotments to the field. No data were available, however, that would allow more detailed diagnosis.

Both Haven North and Dave Shear reminded the participants of the growing difficulty of retaining credibility with those who provide and manage appropriations due to poor obligation performance.

ACTION 30: (Contractor Recommendation)

- a. Perform a detailed study of the SFWA FY'76 OYB and the programming process for AID/W and for each individual field office. From this identify the major causes of the less-than-predicted obligation performance. Recommend suitable corrective measures.
- b. Review above study with GFOs and affected AID/W offices and implement agreed-upon corrective measures. (Action by SFWA. Completion 15 Jan. '77)

9. CILSS Projects List

The Director SFWA/SDP met with the CILSS Coordinator regarding the CILSS project list just before the Workshop. It is desirable that we move to program projects on this list. Some GFOs do not have the CILSS project list.

ACTION 31: Circulate the currently effective list with an indication of which projects are included in the SFWA portfolio or are otherwise eliminated for future consideration. (Action by SFWA/SDP by 1 December)

VIII-F PERSONNEL RESOURCES AND STAFFING

Most GFOs have unfilled staff needs. Some vacancies are being filled temporarily by locally hired ex-Peace Corps and world traveler personnel. REDSO is heavily loaded with work and cannot fully compensate for the GFO vacancies.

TAB's resources (both in-house and contracted) are not heavily used by AFR and are available.

ACTION 32: TAB to be informed of all design requirements and thus be enabled to offer assistance from available resources. Procedure to be worked out with AFR/DR and TAB by 31 December.

GFOs feel that too much of the responsibility of recruiting for field vacancies falls on them. Their remote location hampers their recruiting effectiveness. They recommend that a high-level AID recruiting specialist be assigned to handle their needs. Jim Kelly notes that DR is engaging such a person to assist them.

ACTION 33: (Contractor Recommendation)
DAA/AFR and Director SFWA agree that their policy is to accelerate the identification and hiring or contracting for the needed personnel. GFOs should look to the Desk to expedite handling of their needs in AID/W. (GFOs cable a listing of current recruiting needs to SFWA by 15 November and SFWA report back actions initiated by 1 December. SER or SFWA desks to include recruiting status in the regular report to the field.)

The requirement of French language capability reduces the number of eligible recruitees. Eligibility and availability might be enhanced by implementation of the following Action Items:

ACTION 34: Put people into language training prior to specific assignment. (Action by AFR/EMS and SER/MO. Interim response - 1 November)

ACTION 35: Explore possibilities of contracting for French training of DH and contractor personnel at Laval University, Quebec, which claims to give proficiency in two months. (SFWA interim response, 1 December)

In addition to filling current vacancies, GFOs would like to increase their authorized positions to cope with the increasing design and implementation load. GFO manpower and support plans are needed and were especially requested by the DAA/AFR. These plans should cover 1978, 1979 and 1980. GFOs were requested to consider in their planning, their role in the SDP and the pragmatic management alternatives that are envisaged for SDP. (See SDP discussion, above)

ACTION 36: GFOs submit three-year projections of personnel requirements, including office space. Yearly, with first by 1 December. (A suggested analysis format was distributed at the Workshop and is included as Appendix 14)

ACTION 37: A review of GFO structure including consideration of the REDSO role is underway. (AA/AFR report by 1 January 1977)

VIII-G WORKSHOP WIND-UP

1. Last Year's Action Items

The Director, SFWA reviewed the status of the last year's Workshop Action Items, most of which have been closed. Those not closed, which are still problems, are reflected in this year's Action Items.

2. DAA/AFR Summary

Haven North summarized his concerns that have grown out of reviews of projects and proposed policy changes and emphasized the importance of close examination of the impact and consequences of our project activity. Some of these concerns are as follows:

a. In spite of strong policy thrust and exhortation to address the needs of the rural poor, it is not certain that our projects will, in fact, prove to be beneficial to the rural poor. We should be certain that rural poor beneficiaries are clearly identified and that their well being is, in fact, being improved. Small farmer income growth and increased village revenue should be key indicators.

b. We should be cautious about concentration on single crop production as a project goal. One can almost be certain that a single crop production focus along with the usual subsidies, price incentives, USAID and Host Government management attention will result in large unmarketable surpluses which in turn undermine the production incentive. Also, as production expands, the subsidies become impractical budget burdens. Most important, it is likely that the small farmer does not benefit as the larger/richer farmers preempt the subsidized support. Thus, there is perhaps greater merit in focusing on a mixed crop/commodity farming system appropriate to the identified target community.

c. In any event, it is important that more practical economic analysis of price/cost relationships be undertaken of the commodity system from producer to consumer indicating the intermediary steps in transport and marketing. Both microanalysis at the farm level and throughout the system is needed. This is rarely done but yet is vital to the success of any food development program.

d. We should be concerned about the cost/benefit relationships for rural infrastructure projects. There is a danger that our investment may become disproportionate to the benefiting community. Perhaps we need to redefine cost/benefit factors for rural infrastructure projects particularly for areas with small populations.

e. In our move toward geographic centered rural development projects, we are tending to ignore the importance of developing national delivery systems which are necessary to sustain any rural development effort over the long run and after we terminate our assistance. We should look for ways in which to strengthen both public and private institutions concerned with the provision of supporting rural services. Also, reliance on old-line ministries alone will not work; these other quasi-private and private mechanisms should be supported.

f. At the same time, more attention needs to be given to promoting local participation through support of local, village-oriented organizations.

g. In time, it may be necessary for an effective program to be concerned with three dimensions -- national institution for delivery of services, intermediary rural infrastructure to facilitate access and local organization to attract/demand and use effectively national services as well as mobilize local resources.

h. Human resources development, particularly management training, needs emphasis and probably should be a part of every country program. Few solid practical programs are now underway in this region. They are essential. Many project failures are due to lack of attention to this need.

i. While AID financing of local and recurrent costs is needed, given the serious condition of local budgets, the practice may have other consequences that could undermine our projects. Once we pick up host country contributions, local and recurrent costs, we are in danger of losing the host country's commitment to the project. We need to find other ways to ensure this commitment as well as ways to build the continuing costs into government budgets. If we are financing operating costs as a form of investment, particularly if for an extended period, it is important to be clear there are revenue generating prospects.

j. On USAID staffing and manpower, there should be an effort to relate MOB and program requirements. (They follow different review paths in AID/W.)

k. We need more contractors, particularly more minority contractors, involved in our program. (AID has contracted a study to identify minority contractors and to match them with needs.) There will be fewer waivers for sole source procurements in the future.

l. DAA/AFR is favorably impressed with GFOs' understandings of program content and has renewed confidence in field capabilities.

3. GFOs' Summary

John Lundgren presented the following summary on behalf of all the GFOs. Two years ago, at the first workshop, our new assignments and programs were just starting and there was a great sense of excitement as we got together. By the second workshop, last year, we felt down as our programs were bogging down with many problems, operational and otherwise. This 3rd Workshop finds us excited again. Substantial programs now exist and we have overcome problems. We can talk together and solve problems together. We are a family and our horizons are open, due to the SDP. We have stayed together and have a promising future, thanks to SFWA and AFR.

4. Critiques of the Workshop

Responses to the questions, what was good and what was bad about the Workshop are summarized below:

Goods:

- . The detailed project reviews among GFOs, SFWA and DAA/AFR
- . The open forum sectoral discussions
- . Availability of outside resource people, particularly the Africans
- . Good exchange without bad feelings
- . Extensive coverage of substantive and implementation problems
- . High-level representation by AFR and SER
- . Good logistic and administrative support by our Ouagadougou host
- . The smallness of the group (20 AID personnel)

- . The five-day format
- . The SDP exposition and integration with the field
- . The meeting plan and its productivity

Bads:

- . Could have made more structured use of outside resources
- . Availability of papers to allow study well in advance of meeting might have resulted in more efficient use of Workshop time
- . Some speakers did not observe time limits
- . Might have been better to hear GFO presentations earlier
- . We needed presence of someone from Ed Hogan's PPC Project Review group
- . Could have used a professional transcriber
- . First day moved slowly

5. Dr. Khan's Observation

The role of the contractor in this Workshop is analagous to the role of the goatherder: he leads the flock to rewarding areas and protects them from danger, but the rewards they reap result from their own actions.

IX CONTRACTOR'S CONCLUSION

This Workshop, like the preceding ones, provided an opportunity to make an assessment of the Sahel development Washington/field team.

The term "team" is not construed narrowly as SFWA and the GFOs, but broadly so as to include all those AID offices whose efforts must fit together. Thus, DR, PPC, DP, SER, TAB and REDSO are considered to be necessary members of this team.

The assessment this year is certainly positive.

1. Field staffing has been improved, planning and programming are proceeding much more smoothly, and the GFOs are escaping from their early inevitable preoccupation with operating problems. The agenda emphasis on substantive issues seemed to mesh with the GFO's current concerns as evidenced by their appreciation of the inputs from outside resources.
2. Teamwork among the GFOs is improving steadily as indicated by their interest in exchanging program information through their presentations and meeting periodically to pool their experiences on substantive program issues such as rural development.
3. Teamwork between the GFOs and their Washington management reached a new height this year in the individual meetings among the GFOs, SFWA and the Deputy AA/AFR.
4. Teamwork between the SDPT and the GFOs got off to a good start with the understandings reached at the Workshop and the inputs of Mike Feldstein, Coordinator of the SDPT, and Doug Tinsler, SDPT/Irrigated Agriculture, and their interaction with the group.
5. The assignment of Jim Kelly to DR, the involvement of John Blumgart in DR/SDPT, and their participation in the Workshop signal a definite gain in teamwork.

6. The filling of the Assistant Director, Program position with Hunter Farnham should do a lot to improve the traditionally difficult interface between the Desks and the field, as well as reduce the overload on Dave Shear and Irv Rosenthal.

There are, of course, still areas to be improved. Most of these are incorporated in the Action Items. A few are not specifically addressed by Action Items.

1. It is doubtful that PPC and DP are included in the team effort to the extent needed. No one from DP attended the Workshop. Many comments at the Workshop suggest that PPC should be more involved in working through the problems of Sahel development. Some of the Action Items, such as those applying to the design, start-up, and implementation of rural development projects, may provide useful vehicles for achieving a closer integration between SFWA and these offices.
2. The GFOs feel that Washington has a bias toward planning, programming, and obligations, and is not sufficiently concerned with implementation.
3. While the relationship between Washington and the field is quite strong, the collection of frustrations over the year that are not revealed until the Workshop, suggests that mutual responsiveness can still be improved in the daily conduct of business.
4. The follow-up on Workshop Action Items was good during the past year but needs to be done earlier and even better. The insistence of the GFOs that each Action Item be followed through to a meaningful conclusion is a healthy sign.

The most important assessment to be made this year is the assessment of the ability of the Sahel development team to work with increased budgets and the Club des Amis du Sahel in a manner which achieves the U. S. goal of making a real impact on the problems of poverty.

The challenge is extremely complex, and needs to be viewed against the background of what the RDO/Dakar referred to as the "history of failure of development strategies. "

There is some reason for optimism. This year's Workshop contributed to a better understanding of the issues, provided some policy guidance, and resulted in the initiation of action on many problems. The GFOs are moving vigorously into rural development efforts that attack directly the problems of the rural poor. There appears to be greater understanding at all levels that development in the Sahel countries requires long-term approaches and that the short-term intensive approach is not sufficient and may be counterproductive. World experience with development now provides a knowledge base, which can be used to avoid pitfalls and select the most promising course.

There appears to be a critical process of change going on in Sahel development strategy, highlighted by the problem of integrating top-down and bottom-up approaches so as to benefit the rural poor in a real and permanent way.

We believe the ability of the team to meet U. S. goals will be enhanced to the extent that management can provide clear guidance on development strategy, and ensure supportive management practices and tools.

If we are correct in our assessment, this next year is both a particularly critical and a promising one. For this reason, we suggest that management emphasize several team development steps: (1) following through on the Workshop Action Items; (2) emphasizing the SDPT role of integrating SDP and GFO programming, including the top-down and bottom-up approaches; and (3) working closely with the GFOs in the evolution of their development strategies.

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AFR/SFWA:ERUBIN:EMM
 08/30/76:EXT. 28269
 AFR/SFWA:DSHEAR

AA/AFR:SSCOTT {INFO}
 AF/W:TWMSMITH {INFO}
 AFR/DR:JKELLY {INFO}
 AFR/DP:CWARD {INFO}

AA/AFR:WHNORTH {INFO}
 AFR/DR:JWITHERS {INFO}
 AFR/DR:JBLUMGART {INFO}
 TA/RD:CBLANKSTEIN {INFO}

ROUTINE
 OUAGADOUGOU

ABIDJAN, BAMAKO, DAKAR, NDJAMENA, NIAMEY, NOUAKCHOTT,

AIDAC, DAKAR FOR RDO/OMVS, ABIDJAN FOR WEDEMAN/VAN RAALTE

E.O. 11652: N/A

DS
 ER

TAGS:

SUBJECT: SFWA PLANNING WORKSHOP TENTATIVE AGENDA

REF.: STATE 180242

REFTEL ANNOUN

1. REFTTEL ANNOUNCED THAT THE THIRD SFWA PLANNING WORKSHOP WOULD BE HELD SEPTEMBER 27 THROUGH OCTOBER 1 IN OUAGADOUGOU. AS STATED IN REFTTEL, THE MEETING WILL FOCUS ON THE EVOLVING SAHEL DEVELOPMENT PROGRAM AND ITS RELATION TO THE REGULAR PROGRAM. BACKGROUND MATERIALS WILL BE DISTRIBUTED PRIOR TO AND AT THE MEETING.

2. AFTER CONSIDERING RESPONSES TO REFTTEL, THE LIST OF PRIORITY TOPICS HAS BEEN FURTHER DEVELOPED. AS BEFORE, THE AGENDA WILL BE CONSTRUCTED AS THE MEETING PROCEEDS, IN RESPONSE TO THE NEEDS OF THE PARTICIPANTS. THE FOLLOWING REPRESENTS THE TENTATIVE AGENDA AT THIS TIME. AMONG THE SUBSTANTIVE ISSUES WHICH WILL BE EXPLORED ARE THE THREE LISTED IN 5-7 BELOW. THESE WILL BE DONE WITH THE ASSISTANCE OF INVITED CONSULTANTS, WHO WILL ALSO BE AVAILABLE TO CONTRIBUTE DURING THE DISCUSSION OF OTHER ISSUES.

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3. FIELD PRESENTATIONS (BY RDOS/CDOS, REDSO/WA, OMVS) ON MAJOR SUBSTANTIVE PROGRAM ACCOMPLISHMENTS AND PROBLEMS AND ON MAJOR OPERATIONAL ISSUES. PRESENTATIONS SHOULD RUN ABOUT 15 MINUTES IN LENGTH. EACH WILL BE FOLLOWED BY A DISCUSSION PERIOD CONCERNING THE ACCOMPLISHMENTS AND PROBLEMS PRESENTED, THEIR APPLICABILITY ON A BROADER SCALE, AND PARTICULARLY THEIR IMPACT ON SDP PLANNING.

4. WASHINGTON PRESENTATIONS (BY DR, SFWA, SDP) ON REGULAR PROGRAM AND SDP STATUS, PLANS AND PROBLEMS.

5. MACRO-MICRO VERTICAL LINKAGES IN THE FOOD PRODUCTION CHAIN. CONSULTANT, DR. CARL K. EICHER, MSU.

6. QUOTE DEVELOPMENT FROM BELOW UNQUOTE. CONSULTANT, AKHTER HAMEED KHAN, MSU.

7. HUMAN RESOURCES DEVELOPMENT NEEDS IN RELATION TO ECONOMIC AND SOCIAL DEVELOPMENT. CONSULTANT, DR. WILLIAM RIDEOUT, USC, WITH AFRICAN PARTICIPATION.

8. SPECIFIC OPERATIONAL ISSUES SUCH AS THE EFFECT OF THE SDP ON STAFFING PATTERNS; RECRUITMENTS, ESPECIALLY FOR WORK IN REMOTE AREAS; AND THE POLICY ON FINANCING OF RECURRENT LOCAL COSTS.

9. PROGRAM DEFINITION -- THE SDP (BOTH THE U.S. SDP TEAM AND THE CLUB DES AMIS WORKING GROUP) AND THE REGULAR PROGRAM. HOW DO THEY RELATE IN TERMS OF SUBSTANCE AND OPERATIONAL PROCEDURES?

10. ROLES AND RELATIONSHIPS IN THE NEW AFR ORGANIZATION -- DR, DP, SFWA, SDP TEAM, FIELD, REDSO/WA.

11. OBLIGATION RATE PERFORMANCE IN FY 76. HOW WELL DID WE DO? HOW CAN WE IMPROVE IN FY 77?

12. THE FY 78 ABS, PRPS AND THE C.P. STATUS AND PLANS -- REGULAR PROGRAM AND SDP.

13. PROGRAM GUIDANCE FOR FY 79 AND BEYOND -- REGULAR PROGRAM AND SDP.

LAST YEAR'S WORKSHOP ACTION ITEMS -- HOW WELL DID WE

AD HOC MEETINGS WILL BE SCHEDULED FOR REVIEW OF PLANS AND SUCH OTHER BUSINESS AS IS APPROPRIATE.

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Appendix 1 (cont'd)
53.

TWO ONE-HALF DAY SESSIONS INCLUDING MONDAY A.M., SEPTEMBER 27, WILL BE SET ASIDE FOR THIS PURPOSE.

FOR OUAGA. BY SEPTTEL, WILL INFORM MISSION OF ATTENDEES TO WORKSHOP AND THEIR ETAS. YY

CLEARANCES CONT'D:

AA/PPC:ASHAKOW {INFO}
AFR/SFWA:HFARNHAM {INFO}
AFR/SFWA:HGRAY {INFO}
PPC//PB:MFELDSTEIN {INFO}
OMB:RNYGARD {INFO}

SER/MO:STHORNBERG {INFO}
AFR/SFWA:GMCARTHUR {INFO}
AFR/SFWA:SREA {INFO}
LEG:DTINSLER {INFO}

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TASK GROUP ASSIGNMENTS

I. Modifying processes and tools to meet Sahel program targets.

Lundgren
Stettner
Miller
Thornburg
Blumgart
Blankstein

II. Obtaining personnel resources to meet Sahel program targets.

Levin
Thornberg
Farnham
Blankstein
(Grab Miller or Van Raalte when you get to REDSO)

III. Human Resources Development.

Rideout
Davis
Baker
Klein

IV. Rural Development and Agriculture.

Khan
Eicher
Tinsler
Schoonover
Van Raalte
Baron

V. Integration

- A. Of bottom up-top down strategies
- B. Of strategy with management policies and tools

Shear
Feldstein
Tinsler
Dies

I. ORD approach similar to that used in India in 1950s - Results there and elsewhere:

- A. Rapid industrial growth, growth of cities
- B. Roads, dams, centralized projects such as malaria control were accomplished (easy). But if people not ready, these might not be used for many years. Also uprooted millions of people.
- C. If concentrated on increasing agricultural production, they succeeded (in getting cash crops). What to do with the surplus?
- D. Expanding educational systems was easy also (large increases).
- E. But: Basic lack. Could not solve the problem of rural poverty and therefore, suffering and unrest. Major migrations to new cities, almost submerging them. Traditional structure broke down as capitalistic structure grew - conditions of sharecroppers worsened, and unrest. Very little popular participation in development, no stake in it. Could not be mobilized by new elite. All this put a restraint on overall development. Trickle down theory didn't work.
Result: lopsided development.

History: First: Latin America)
 Second: India, Pakistan) same results

But other models: where rural people organized.

References: (Make bibliography available)

II. Tentative Observations on ORD

Need for testing of models in this area as well as, e.g. agricultural practices.

Agricultural extension/community development approach here similar to India → similar results.

Suggested, to be tested, modifications:

1. Coordination of all government departments required - Rural development can't go ahead on their own. A mechanism: a "Development Center" for manageable* areas, on which representation of all departments.
- * Accessible, to involve villages.
2. Decentralization: To involve people, must have local institutions (to prevent brick and mortar approach). (a) Traditional local institutions in ORD area still exist, need to be protected and not destroyed. Give them a new vision, in addition to current survival orientation. (b) Must use village as basis for planning.
 3. Massive training of people (like China, not India) (on decentralized basis). (Training centers).
 4. Planning (at village level): What should be the method and substance to get the vision. (Needs to be substance to get the vision.) (Needs to be tested). Some thoughts: (a) look at constraints (they are aware of resources the experts don't know about). (b) Give them assistance (one man) from the Center. (c) Extension of cultivation (reclaiming land first, intensive farming methods second. Requires animal traction. (d) Need to get back "profits" from results of their work, for further development. (e) Health methods. (f) Village representatives must be trained. (g) See (d) above - need to develop self-sufficiency of the system - eliminate dependency on donors (China has done, India/Pakistan remain dependent). Investment should be in establishing centers, training, seed capital -- not indefinite support from outside.

Discussion:

57.

- Importance of capability of village chiefs. May use some to help others.
- Extension system good for established group of commercial farmers. Not for small farmers and tenants, because they face other constraints, need for joint action, like for machines, water resources, reclaimed land. Must learn to work together on these things first.
- Resources: Use of Peace Corps, Japanese farmers for pilots and demonstrations. Can also use successful villages for demonstration .

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PRESENTATION NOTES -- September 1976

OUEDRAOGO, Ledea Bernard

Chef de la Conscription de la Formation des Jeunes Agriculteurs à Ouahigouya, Haute Volta

(Transcribed from tape)

(Comments by Dr. Rideout: In studying agricultural development and rural development a model was developed in Upper Volta shortly before independence which was titled Centre d'Education Rurale. This system evolved gradually for a few years and then received substantial assistance from foreign donors and expanded very dramatically in the 1970s. However, in the process of development certain problems occurred which required correction. And as a part of the development and the correction of the previous model, Mr. Ouedraogo has played a key role. It is his experience with the reform of a new system that is of critical interest to us and it is with great pleasure that I introduce Mr. Bernard Ouedraogo, who will tell us about his experiences in Upper Volta.)

Je remercie l'USAID de me permettre d'expliquer la méthode à des camarades du terrain. Mon intervention se situe sur deux dimensions: l'éducation rurale qui est devenue la formation des jeunes agriculteurs et la méthode pour la constitution des GPS ou groupements pro-scolaires et pré-coopératifs ou encore de nos jours nous l'appellons le groupement des jeunes agriculteurs.

D'abord l'éducation rurale -- L'école primaire recrute des enfants de 7 ans pour un cycle de six à sept ans. Ce cycle est sanctionné par un examen de CEPE et un concours, celui d'entrée en sixième. Quant à l'éducation rurale, elle reçoit cette fois des jeunes de 14, 15 ans qui n'ont pas la chance d'aller à l'école primaire. Les meilleurs de l'école primaire sont admis, à poursuivre leurs études dans des établissements secondaires. Sur mille enfants, 116 seulement bénéficient de cette faveur. Ce système comme vous le savez vous-même est sélectif. L'éducation rurale quant à elle reçoit des jeunes de 14, 15 ans qui n'ont pas eu la chance d'aller à l'école primaire. Pendant 3 ans ils apprennent à lire, à écrire, à compter, à réfléchir, surtout la pratique des méthodes culturales améliorées: comment traiter les semences, comment semer en ligne et comment et pourquoi les semer en lignes. Comment répandre les engrais, comment conserver les

récoltes, etc., etc. On leur apprend également les techniques de réunion, la gestion d'une coopérative scolaire. Tout ceci se fait en fonction des données socio-économiques réelles du milieu. Bref, on leur apprend à être des exploitants modernes. Moderne est employé ici dans son sens relatif. En 1972 il y a eu évaluation de l'éducation rurale. On se rend compte qu'il faut la réorienter. Tout le monde convient qu'il faut l'appeler maintenant Formation des Jeunes Agriculteurs. Cette appellation appelle systématiquement un profond changement -- changement de structure et changement de contenu dans des programmes. En effet la formation des jeunes agriculteurs est intégrée dans l'ORD à l'échelon régional, ce qui entraîne, avouons-le, une certaine remise en cause tant au niveau des cultures ORD qu'au niveau des services de la formation des jeunes agriculteurs. Les principes d'action, les méthodes et les programmes doivent être désormais harmonisés. Prenons un exemple: dans certains villages travaillent ensemble des agents de développement comme le moniteur du centre de formation des jeunes agriculteurs, la monitrice, l'encadreur, l'agent du développement communautaire, l'animatrice, etc., etc. Pour être efficace ils sont presque contraints de confronter leur programme en vue d'obtenir une certaine cohérence dans leurs activités. Ils doivent former une équipe dans le sens réel du mot, c'est à dire que chaque agent est interdépendant vis à vis des autres. Le changement se trouve surtout dans la rénovation du contenu des programmes. L'accent est mis sur les activités pratiques. L'alphabétisation se fera dans les langues nationales. En attendant mieux, le moré (spelling?) et le doula (spelling?) sont retenus. Les moniteurs et les monitrices sont formés présentement pour la circonstance. L'éducation rural n'aurait pas sa raison d'être si ces anciens élèves n'étaient pas encadrés après leur cycle d'étude. Ils émigreraient comme les autres. Une minute pour indiquer ce qui devait se passer et surtout pour indiquer les causes de leur émigration. Ce sont des causes socio-économiques et des causes psychologiques. D'abord les causes socio-économiques: elles sont provoquées par le conflit des cultures. Le jeune voudrait vivre libre, disposer de son argent, ce qui ne rencontre pas l'agrément des vieux parents. Causes psychologiques: les anciens ...? ... parlent tant et si bien de la forêt, des buildings, des belles choses qu'on rencontre en Côte d'Ivoire qu'on a envie d'y aller voir, et puis c'est devenue une coutume que de s'expatrier sinon on n'est pas garçon, on est peureux. Voici donc pour freiner ces émigrations la méthode que nous avons préconisée. Nous avons créé le GPS. Nous avons commencé par étudier le milieu, et la grille que je vais présenter

tout à l'heure est une grille que nous avons adaptée en fonction de la mentalité du yarga (spelling?). Le yarga c'est l'habitant du Yatinga. Cette grille comprend six paliers -- le palier des valeurs, le palier des aspects psychologiques ou la mentalité, le palier de l'organisation sociale, le palier du pouvoir, ensuite celui de l'économie et enfin celui de la technologie. D'abord voyons ce que contient le palier des valeurs. Dans notre région, pour savoir exactement ce que pourrait être le paysan, il faut passer par l'apprentissage des fables, des devises, des anecdotes, de l'histoire, etc., etc. Et c'est à travers ces fables, ces anecdotes, et ces devises qu'on peut discerner les idées philosophiques, les idées idéologiques, les idées morales et les idées religieuses de ce monde paysan. Pour le paysan yarga la vision du monde comprend le monde invisible et le monde visible. L'univers cosmique pour lui comprend les vivants et les morts. Le yarga ne lutte par contre la nature, au contraire il s'y intègre pour mieux l'exploiter. Voici en ce qui concerne les valeurs. Pour la mentalité, il faut reconnaître que dans le monde entier, dans les régions, la façon de se comporter est en fonction des systèmes éducatifs observés depuis la naissance de l'enfant. C'est ainsi que l'enfant quand il naît, jusqu'à un certain âge il observe, il attend et il analyse l'adulte, il analyse le comportement de l'adulte et dans le monde paysan du Yatenga, surtout dans le group gérontocratique on observe par exemple que la vie actuelle est sacrée, qu'il faut éviter le mensonge coûte que coûte, il faut protéger l'amitié, la solidarité, l'hospitalité et, en somme, le Yarga essaie de faire de l'enfant un être équilibré.

Enfin, parlons maintenant de l'organisation sociale. L'organisation sociale dans le pays yarga comprend trois catégories sociales. Il y a la minorité privilégié -- les nobles -- la majorité psychologique, les ordinaires, eux il sont plus nombreux, et enfin les minorités discriminées, qui sont les castes.

Voyons maintenant, le quatrième palier qui s'appelle celui du pouvoir. Il y a le pouvoir politique, le pouvoir législatif, le pouvoir judiciaire et le pouvoir de la presse comme partout dans le monde entier. En ce qui concerne le pouvoir politique, dans le Yatenga il y a le roi entouré de ses 4 ministres qui sont le toronava (sp. ?), le rasmnava (sp. ?), le ouidinava (sp. ?) et le baloumnava (sp. ?) et le pouvoir législatif et le pouvoir judiciaire, eux ils sont régis par les coutumes et les interdits, et c'est ainsi que cela confère au chef du clan, ou au chef de canton, de province ou au roi une certaine autorité traditionnelle, une certain

autorité rationnelle une certaine autorité charismatique.

Le cinquième palier, ce palier c'est l'économie. Autrefois, chez nous, l'échange se procédait par le troc et la principale monnaie était les couries.

Au point de vue technologie, le sixième palier, la chasse, la pêche, l'élevage, étaient pratiqués avec des moyens un peu rudimentaires. Il y avait aussi ce qu'on appelle la sélection massale (sp. ?); il y a la jachère longue et la répartition des risques.

Le GPS ou GJA (groupement des jeunes agriculteurs) est une association qui a été constituée en fonction des études du milieu dont nous venons de parler. A l'origine c'est une association de jeunes, des anciens élèves du centre de Formation de Jeunes Agriculteurs; mais il y a eu une telle prolifération que les jeunes analphabètes de leur âge sont venus s'inscrire. Le groupement pro-scolaire et pré-coopératif est formé à partir de cette association traditionnelle qu'on appelle le Nam (sp. ?). Notons tout de suite une équivoque: il ne faut pas confondre Nam pouvoir et Nam association des jeunes. J'ai parlé tout de suite du Nam pouvoir. Au Yatenga le pouvoir est détenue comme je l'ai dit tout à l'heure par le roi. Il est secondé par les 4 ministres j'ai cités tout à l'heure le toronava, le rasamnava, le ouidinava et le baloumnava. C'est le Nam pouvoir. Le Nam association des jeunes est une reproduction en miniature du Nam pouvoir. Les titres et fonctions des dignitaires sont significatifs. C'est ainsi que l'auto-éducation des membres est assurée par les astuces du maliamnava, la sécurité du groupe recherchée par l'institution du rôle des membres veilleurs, des guides et des avocats, avocats défenseurs, avocats general, etc. Des responsables coutumiers appelés vulgairement présidents d'honneur font le trait d'union entre le village et le groupement. Les activités du groupement en saison sèche d'abord sont le théâtre, le sport, les cours d'adulte, les cours d'agriculture par correspondance assurés par l'INADES. Les activités du groupement en saison d'hivernage d'abord: il y a les cultures de champs, champs collectifs, arachides, plantations d'arbres forestiers sur les places publiques. Il y a aussi des activités lucratives comme le jardinage, petit élevage. Au Yatenga nous nous servons du groupement pour faire de l'éducation traditionnelle, l'éducation fonctionnelle, de l'éducation permanente et bien entendu de l'éducation coopérative. Il y a un aspect très positif qu'il convient de souligner. Le groupement pro-

scolaire et pré-coopératif est surtout un instrument de formation intégrée, intégrante et intégrale, c'est à dire, une méthode rationnelle de formation de jeunes si ces normes sont respectées. D'abord la formation intégrée. Par la pratique qu'on donne aux jeunes des techniques de l'élevage, des méthodes culturelles améliorées et les notions d'amélioration de l'artisanat local, la cohérence et l'harmonisation sont recherchés dans ces activités afin d'obtenir une gestion correcte de la future ferme. Deuxièmement formation intégrante. Toutes les activités, qu'elles soient sociales ou économiques, sont décidées après discussion, concertations entre vieux et jeunes avec le consentement tacite du groupe gérontopratique. C'est la participation intégration et la participation contribution. Tout le monde s'intègre d'une manière ou d'une autre au groupement. Troisièmement, la formation intégrale. Il y a des groupements dans tous les secteurs de l'ORD encadrés par des animateurs andogènes et des animateurs exogènes, des encadreurs, des agents du développement communautaire, etc. Au niveau du groupement, il y a le comité des gestions. Au niveau de l'arrondissement ou de la sous-préfecture il y a le conseil d'administration au sein duquel les GPS se sont fédérés et au niveau de département une sorte de confédération que nous appelons nous au Yatenga l'union des fédérations des groupements pro-scolaires et pré-coopératifs. Le mouvement couvre tout l'ORD et crée un processus intégral de toute la région. Au point de vue résultats nous touchons actuellement 4,000 jeunes environ. Les vieux sont contents de pouvoir suivre les activités des jeunes dans le village. Les rencontres fractionnelles entre jeunes seulement les effraient. Les jeunes, là où il y a les groupements Nams, ne s'en vont plus aussi facilement qu'avant en Côte d'Ivoire. Il y a désormais du travail en saison sèche. Les résultats économiques sont pour l'instant faible, mais bientôt grâce aux effets induits de la formation et des connaissances techniques, la productivité se trouvera améliorée, la production par voie de conséquence.

Je profiterai de l'occasion qui m'a été offerte pour remercier Son Excellence M. l'Ambassadeur des Etats-Unis d'Amérique pour avoir fait remettre en 1972 du matériel important aux GPS du Yatenga d'un montant de 2 millions 2 cents milles. Je le fais, bien entendu du nom des GSP bénéficiaires et au mien propre.

SYNTHESE DE L'INTERVENTION DE
MONSIEUR SOUMANA TRAORE (DIRECTEUR
GENERAL DE LA SAED) A LA REUNION DES
CHEFS DE MISSION AID EN AFRIQUE DE L'OUEST

THEME DEVELOPPEMENT DES RESSOURCES HUMAINES

L'approche de ce thème peut se faire à travers :

- l'analyse de la finalité du développement
- l'évaluation de la situation socio-économique
- orientations de la politique de développement choisie
- l'impact des actions engagées.

1) Finalité du développement

Le développement sous l'angle de la satisfaction des besoins définis par une communauté est perçu différemment selon que l'on se situe :

- au niveau des nations ou groupes de nations
- Communautés régionales
- Communautés familiales
- Au niveau des aspirations individuelles.

Les méthodes ou processus par lesquels l'expression des différents voeux à tous ces niveaux peut être favorisée, recueillie, étudiée et intégrée à la conception et à la formulation des projets de développement sont essentiels pour la réussite des programmes de promotion collective (base du développement des ressources humaines)

2) Analyse de la situation

. La connaissance des conditions d'accueil des projets de développement doit précéder toute action d'intervention pour des raisons évidentes. Cependant, les critères d'analyse usités habituellement ne permettent pas toujours de hiérarchiser l'importance des problèmes et de définir les priorités en conséquence parce que :

pas les écarts entre différents niveaux de revenus

- le flux monétaire est très peu analysé sous l'angle de la destination des ressources financières (aide extérieure, recettes d'exportations, etc...)
- les investissements consacrés au secteur industriel ne font que rarement l'objet d'évaluation de leur impact sur l'économie nationale par rapport aux avantages demandés par les promoteurs, etc...

. L'analyse de la situation se fait habituellement soit par des organismes d'Etat, soit par des structures liées aux sources de financement extérieur.

Si l'Etat, le Pouvoir politique dans des pays comme la Haute-Volta sont entre les mains d'intellectuels qui représentent à peine 1 % de la population, les sources de financement ont quelquefois des méthodes d'approche qui ne prennent pas en compte les spécificités des sociétés locales.

3) Voies d'intervention

. Pour répondre à l'exigence d'un programme de développement basé sur les vœux du plus grand nombre, il est essentiel de favoriser

- les actions d'éducation
- l'utilisation des médias pour l'information
- l'organisation des masses pour maximiser leur contribution dans la formulation des idées.

. Les projets doivent être conçus pour favoriser la participation des premiers intéressés dans le souci de conférer une viabilité à ces projets et d'éviter une assistance extérieure perpétuelle.

Mais pour faciliter cette approche, Les Pouvoirs Publics locaux et les sources de financement doivent favoriser la création et le développement de l'initiative privée dans le

domaine du développement rural, que ce soit

- au niveau des études
- au niveau de la réalisation des projets (favoriser la création d'entreprises en milieu rural)
- au niveau de la formation des hommes.

La participation du privé permettra de

- diversifier les sources d'analyse et d'information sur les conditions locales, donc de multiplier les chances de prendre en compte les considérations du plus grand nombre
- faire du développement rural un secteur dynamique utilisant les lois de l'économie moderne avec des hommes directement concernés par leur qualité de professionnels.
- situer la réalité de la contribution du secteur rural dans l'économie des pays sahéliens.

Preliminary Notes on Agricultural and Rural Development in the Sahel
Carl Eicher

The purpose of this brief note is to record some preliminary comments on agricultural and rural development in the Sahel. These ideas will be developed in more detail in a series of papers which I am working on during my 12-month sabbatical leave in Washington, D. C.

1. Food Self-sufficiency: A Survival Concept or a Useful Planning Goal for the Sahel? Food self-sufficiency is an attractive political statement. It serves notice that the Sahelian countries have moved beyond the development ideas of the 1960s, when export crops and the rate of growth of GNP were of major concern to economists and political leaders. However, as I shall argue below, food self-sufficiency (like subsistence farming) is a survival concept. Sahelian countries need to move beyond the narrow question of food self-sufficiency and focus on a broad range of food policy issues.

I recommend that AID continue to endorse CILSS' concern for food self-sufficiency but that AID cast its SDP in a broader framework of food policy issues, including variables affecting the demand for food, supply of food and grain reserves, grain trade, grain stabilization. This formulation will be far more useful to CILSS, to the Sahel and will present a far more powerful case to OMB and Congress for major U. S. assistance to the Sahel.

An operational definition of food self-sufficiency includes: (a) demand variables; (b) supply variables; and (c) grain trade and reserves, including the level and location of local, national, Sahelian, and international grain reserves. Since the early 1970s, AID has focused on supply variables through food aid shipments and introducing food production programs in the Sahel. Also, starting in the early 1970s, AID introduced a very imaginative program designed to get at point "c" above -- grain reserves. AID's Entente Grain Stabilization Project was a very innovative project and it was "ahead of its time." Currently, AID appears to be backing away from grain stabilization questions and is overly preoccupied -- in my judgment -- with supply

variables (food aid and food production projects) because it is locked into promoting food self-sufficiency rather than food policy issues which cover (a), (b), and (c), above.

Let us turn to the demand side. Although we do not have reliable rural consumption data for the Sahel we know from consumption studies in many other LDCs that the average family in the least-developed of developing countries spends 2/3 of their income on food. Also, according to data in Mellor's recent book, we know the bottom 20% of Indian families spend about 80% of their income on food. The simple and most direct method of attacking poverty is to reduce the cost of producing starch (food grains) and reduce the share of income that families have to spend on food. (We know that U. S. families spend 7% of their income on food.)

Another aspect of the demand side is nutrition. We know the market forces do not automatically generate effective demand to ensure that all families can purchase a nutritionally adequate diet. There needs to be a series of studies undertaken on nutrition in the Sahel in order to generate basic information on nutrition intake by sex, family status, income level, etc. We also need information on nutrition education and the role of food aid in providing both nutrition education and improved food intake for vulnerable segments of the population. Studies of nutrition obviously need to be carefully integrated with studies of health, family planning, etc.

Next we need to gain a perspective on the changing demand for food in both rural and urban areas of the Sahel. Consumers are shifting to wheat flour, rice, baby food, etc. Very little is known about the changing food tastes and how these will affect market opportunities for Sahelian farmers and balance of payments problems.

Turning to the supply side, we need to ask how the cost of producing starch in the Sahel can be substantially reduced over the next 10-15 years, in order to reallocate agricultural resources for non-grain products and to reduce the burden that food plays in the expenditure patterns of the poor. The cost of producing food will be addressed in my subsequent discussion of bio-chemical technology, mechanical technology, etc.

Finally, AID should actively pursue studies and debate on grain storage, grain reserves and grain trade. The Entente Grain Stabilization Pro-

gram was, in my judgment, a very innovative program but it was ahead of its time and it covered too small a geographical area. The lessons of the Entente Grain Stabilization Program can be very helpful for CILSS, and for AID programming.

In summary, I have argued that we should support the concept of food self-sufficiency as a political statement but that we should examine the forces affecting the demand for food, the supply of food and the generation of a reliable food surplus in the Sahel. I think that attention should be directed to helping each Sahelian country develop a set of food policies and institutions which can generate a reliable food surplus for each Sahelian country and for the Sahelian region as a whole. These food policy issues should be incorporated into the entire fabric of the SDP and in the presentation of the SDP to OMB and to Congress.

2. Expanding Food Production: Is Unskilled Labor a Major Constraint in the Sahel? Over the 1950-70 period, development economists assumed that surplus labor in agriculture was a major burden on the agricultural sector and a major resource which could be easily transferred to the industrial sector. In 1970, a group of Michigan State researchers (under TAB financing) pursued research on this topic in a number of African countries. We have now found that seasonal labor shortages -- not surpluses -- are a major bottleneck on expanded small holder production. Although farmers work a relatively small number of hours per year we now know from empirical research in Sierra Leone, Ghana, Nigeria, Zaire, etc., that there are severe labor shortages during planting, weeding, harvesting and substantial labor surplus (3-5 months) during the dry season.

Our TAB-funded research has also spotlighted the key role of rural non-farm activities as claimants on the labor supply of peasant families. Norman's research in Nigeria followed by Chuta and Liedholm's pioneering research on urban and rural small-scale industry in Sierra Leone have opened up a new vision of the potential of incorporating rural small-scale industry in rural development programs in Africa. The World Bank is now using Michigan State's small-scale industry data to formulate a new World Bank approach to urban and rural small-scale industries.

To my knowledge, we still do not have sound empirical data on labor allocation in peasant farming systems in the Sahel. However, until data are generated we should operate under the assumption that labor

shortages at key planting, weeding and harvesting times are major constraints on expanding both food and export crop production in the Sahel. What can be done about easing or removing these labor constraints? We shall turn to this in the following section.

3. Mechanical Technology for Small Farmers in the Sahel: A Dry Well?

The central question is now to develop improved tools, implements, tractors, etc. , to facilitate the gradual transition from hoe farming to more mechanized systems of farming. However, there is virtually little research and little guidance on: (a) how to improve the productivity (and reduce seasonal labor bottlenecks) of hoe farming through improved tools; (b) the economics of donkey and oxen mechanization; (c) alternative tractor and implement systems for small farmers; and (d) little research on small farmer irrigation technology.

Agricultural engineers need to be brought into the SDP and in AID country programs. We need basic data generated on each point above and we need trial and error local design and adaptation of mechanical technology in the Sahel. AID's funded research on mechanical technology at IRRI and the transfer of this machinery to Asian countries should be studied by the SDP staff. Should a Sahel or West African Institute on Appropriate Technology for Small Farmers be established? Will the SDP Task Force on "Transfer of Technology" overemphasize the transfer of technology to the Sahel and underplay the need to develop improved bio-chemical and mechanical technology for small farmers within the Sahel? Should the emphasis be on the transfer of technology from high-income countries to the Sahel?

4. Generating Bio-chemical Technology for Food Production: We know that there has been an under-investment in research on food grains in Africa relative to export crops. Although the 10 International Agricultural Research Institutes are filling a valuable role in generating and transferring technology we know that agricultural development is a highly location-specific process. For example, in the state of Michigan there is one major research station at East Lansing and 24 sub-stations throughout the state. Likewise, we know that problems of food production in Northern Ghana cannot be served by the present major research station in the Cocoa belt in Southern Ghana.

It is now apparent that the 10 International Research Institutes have oversold their ability to generate and transfer agricultural technology over

wide, complex and diverse regions in areas such as West Africa. There is now a need to devote far more attention to developing national research systems within the Sahel and to link these systems with each other and with institutes such as WARDA, ITTA, and ICRISAT.

AID's proposed investment in a major cereals program (SAFGRAD) in the Sahel (\$10 million over 5 years) is a very encouraging and positive step. AID can play a leadership role in helping to develop national agricultural research systems in the Sahel.

5. The Micro-Economics of Food Production: I have indicated above in the discussions of labor and mechanical technology that we do not have elementary data on the costs and returns of food production under traditional and improved technology. We need to quickly develop surveys which will establish the basic coefficients for traditional farming systems in each major food-grain producing region in each country in the Sahel. Next, we need to work closely with the agronomists, ag-engineers, etc., in generating data on the costs and returns under improved packages including fertilizer, new varieties, new mechanical technology, etc. Finally, we need to generate basic data on the costs and returns of production under dryland and irrigated agriculture. This latter point will be the key link between the SDP task forces on dryland and irrigated agriculture.

6. Institutional Restructuring of Production, Credit, Marketing Systems: I mentioned above that we have learned that agricultural development is a highly location-specific process and that we should not "waffle on" about models of community development or rural development which can be transferred from Asia to Africa or from China to Africa or from Nigeria to Niger. Moreover, economists know very little about the institutional restructuring which must go forward on a country by country basis in order to strengthen traditional rural institutions and develop new institutions in order to facilitate rural development. For the above reasons, I think we should assist in developing pilot models of rural development in each Sahelian country which could be replicated in other parts of the country. Since the Sahel is 2/3 the size of the U. S., it follows that a great deal of decentralized experimentation needs to take place in order to develop and adopt institutions which can serve rural people. A. K. Khan is going to spell out his ideas on this problem in a book he is writing: "A Practical Guide for Rural Development Administrators."

7. Macro-economic Implications of Expanding Food Production: Who Benefits from Expanded Production? I am optimistic about expanding food production in the Sahel. The key food policy issues are broader than self-sufficiency, as I have pointed out above. We need to ask who will benefit from expanded food production? Big farmers? Urban consumers? Coastal countries?

Fred Winche's* meticulous analysis of Ghana's Operation Feed Yourself demonstrated that rice production was rapidly expanded in Northern Ghana from 1968 to 1974. However, he reports that about 100 large farmers in Northern Ghana benefited from massive subsidies for tractors, fertilizer, and seed. Also, an overvalued foreign exchange rate favored the import of tractors, combines, etc. Winche's study is the first, to my knowledge, in Africa which provides data on who benefits from agricultural production schemes and it should in my judgment, be carefully studied by AID field missions and members of the SFWA.

Through the encouragement of Charles Blankstein, Michigan State is now pursuing further research on the benefit incidence of agricultural and rural development projects under a TAB-funded project which will be carried out over the July '76 - June '79 period. The objective is to develop methodology to predict the general magnitude of the indirect and direct benefits of proposed agricultural and rural development projects.

8. Food Aid: Since there is preliminary discussion about more food aid for the Sahel, I suggest that a careful study be undertaken to determine who would benefit from the food aid beyond building up emergency food stocks. There is now a large amount of research on food aid. We know that it can be an invaluable tool in implementing rural works programs -- programs which mobilize rural human capital in non-peak seasons. We also know that it is an indispensable weapon for nutrition planners who want to reach consumers who do not have effective demand

*Fred Winche, Jr.: Costs and Returns of Alternative Rice Production Systems in Northern Ghana. Unpublished Ph. D. dissertation, Michigan State University, 1976.

to purchase an adequate diet. However, we know that surplus food aid can depress farm grain prices and can take the pressure off LDC governments to make the appropriate investments in agriculture.

Therefore, before moving forward with more U. S. food aid to generate local currency for agricultural projects in the Sahel, I think we should address the food aid question as part of an overall food policy analysis on a country-by-country basis in the Sahel. If we move beyond food self-sufficiency (survival thinking) to food policy analysis then we will ask the full range of questions about food aid, such as nutrition, potential use of food aid in employment generation, and potential negative impact on farmers' prices and on the food production programs being supported by AID and other donors.

9. Grain Trade, Grain Storage and Grain Reserves: I have pointed out earlier that AID was ahead of its time in promoting a regional attack on grain storage and grain reserves through its Entente Grain Stabilization Project. Although this project should have been carried out on a broader geographical scale it does provide valuable insights for the SDP. I have pointed out above that grain surpluses will appear from time to time and that the key to food policy in the Sahel is not self-sufficiency but in driving down the cost of producing grain in the Sahel and the cost of food in the diets of the poor. Also, since the demand for grain is relatively stable in the short run, the major problem is how to deal with weather-induced fluctuations in the supply of grain. Therefore, if AID is to be effective in the Sahel it should not back away from promoting grain trade and grain reserves just because the Entente Grain Stabilization Project has encountered some problems. David Wilcocks's study of grain reserves and the lessons that can be drawn from OPVN and OFNACER will be invaluable for CILSS and for AID. In my judgment, too much attention will likely be directed over the coming months to building physical grain storage in the Sahel and too little attention will be directed to overcoming: (a) barriers to increase intra-Sahelian grain trade; and (b) barriers to West African grain storage and trade. Since the coefficient of variation in weather-induced grain yields will be lower in West Africa than in an individual Sahelian country it follows that the promotion of grain trade will benefit individual Sahelian countries and West Africa as a region. In this connection the SDP task force on marketing and grain storage should examine Nigeria's plan to develop

a nationwide system of grain storage facilities in each of its 19 states.* It is interesting to note that the Nigerian team which prepared the grain storage report did not include an analysis of grain trade with the Sahelian countries and the grain storage plans of Niger and Upper Volta because of the usual language problems.

These reasons support AID's efforts to sponsor studies of West African trade and the linkages between Sahelian states -- linkages which include trade, migration, research and training, and between the Sahel and Coastal countries.

October, 1976

* Federal Ministry of Agriculture and Rural Development. "Joint Consultancy Report on a Federal Grain Storage Scheme for Nigeria," Lagos, February, 1976.

HUMAN RESOURCES DEVELOPMENT CONCERNS IN THE SAHEL

William Rideout

In much of Africa during the 1960s AID's HRD programs, predominantly in Anglophone Africa, tended to concentrate on elite formation and on institution building. Since the latter was often focused on the establishment of post-secondary institutions, it reinforced the elite formation programs. The thrust of what is presently being considered reflects Congressional and Executive concerns and might be titled mass (or rural) formation. Regional as well as individual country DAPs and the Sahel Planning Task Force reports have stressed AID's commitment to support HRD programs which will be rurally and functionally directed so as to improve the life-styles of the majority of the Sahel's people -- the 80 to 90% of the population who remain illiterate, undernourished, disease prone, poorly clothed and housed subsistence farmers.

Given the magnitude of human deprivation and its pervasiveness throughout the Sahel, it appears that the only realistic hope is to assist Sahelians to increase income based on increased productivity. For the masses, this can only occur in agriculture. Because few if any individual governments (recipients as well as donors) could muster the massive levels of assistance needed to accomplish such profound and basic changes, the rural Sahelian people must be helped to help themselves. This involves education and training in their broadest senses. Therefore: (1) we are concerned with education and training within each productive sector (agriculture, transportation, fishing, etc.), as well as within the educational sector per se, where the educational system is touching the lives of the masses; (2) we are concerned with education and training in the welfare sector (health, nutrition, sanitation, employment, and perhaps population planning); and (3) we are concerned with all kinds of education and training -- with what might be learned from the experience of one successful farmer in a village, with what might be learned through educational technology (radio education, records, etc.), through non-literate educational approaches, with lessons to be learned from profitable large-scale (in some cases plantation) agriculture, and with how the formal school systems might successfully be modified to serve the needs of rural clientele, both adults and youth. We are only

concerned with distinctions between formal and non-formal education, between private and public schools, between differences in programs conducted by the Ministry of Education as distinct from those of the Ministries of Agricultural, or of Rural Development, or Health, etc., in order to assist with the establishment of an integrated, coordinated and efficient HRD program.

The kind of institution building which will be pace-setting in contemporary Sahelian Africa will be the development of systems which permit the mobilization of all potential educational and training elements in the environment so that they can be effectively used to assist the people to improve their lives. What we are seeking are new processes for mobilizing what is available in the traditional and modern sectors to make improvements in living standards possible. Programs may well include building schools, workshops and rural education centers, but these would be only one element of an integrated approach -- they would not be considered as ends in themselves.

The major thrusts contained in previous AID/HRD related studies and reports on the Sahel indicate that the following need to be considered:

1. What presently exists in each project environment which can be used for education and training purposes?
2. What manpower resources exist or are in the pipeline and potentially available? Are existing human resources being appropriately used and is there any means for recruitment and placement of those in the pipeline?
3. What institutions exist (or are needed) in the country or region to provide functional research, formative and summative evaluations, and design modifications based upon project feedback?
4. Is there a project management capability in the development regions to serve local project implementation and evaluation needs, so that project development and management is a two-way process in which the rural masses are actors and not just instruments -- so that self as well as national realization may be achieved?

There are developmental successes in the Sahel region and these must be studied to determine their replicability not only elsewhere in a given

country but their generalizability within the Sahelian region. What was the developmental process through which the project evolved; did institutions (modern and/or traditional) play a significant part; if so, how? Was the accomplishment of the project fundamentally the result of one leader's charisma? If so, is any means developing whereby the project might continue successfully without the leader? Could the project be expanded or transplanted without the founding leader's presence? Has any capability been developed for analyzing HRD successes and failures in the Sahelian area?

September, 1976

UNITED STATES GOVERNMENT

Memorandum

APPENDIX 9

81.

TO : AFR/SFWA - David Shear

DATE: September 24, 1976.

FROM : TA/RD - Charles S. Blankstein

SUBJECT: Office of Rural Development Program in Rural Development
Research and Consulting

A.I.D. Missions and regional bureaus have consistently indicated a need for substantial improvement in their access to competent consulting assistance for the identification, analysis, design, implementation, and evaluation of rural development projects and programs. The American academic community is an important source of such assistance, but the mechanics of reaching the right people for the right jobs have proven to be difficult. The Rural Development Office of TAD is developing workable solutions to the problem of access to these important consulting resources as a major element of its program of mission service and research.

The essence of the problem of reaching academic rural development specialists is the difference in institutional orientation between A.I.D. and the universities. A.I.D. and particularly missions define their development consulting needs as they arise for programmatic requirements such as assistance in the preparation of project documentation. The university people often are reluctant to respond to such requests for services because they believe the primary functions of their institutions are research and professional development. They are especially resistant to requests on short notice because of schedule conflicts. Responding to requests for consulting services is characterized as a "bodyshop" function which academics believe should be handled by private sector consulting firms. Unfortunately, the private consulting firms cannot produce the quality of assistance for A.I.D. which easy access to the university community as a whole could well provide. What is needed is a mechanism which will permit meeting both mission and university objectives.

In principle, this is not difficult. Academic people are interested in the practical application of their knowledge. All parties would agree that both consulting work and research is



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essential. Further, most would agree that research and consulting can and should be deeply interrelated activities.

The key appears to be the negotiation of "packages" of services including consulting and research under which:

- 1) universities commit themselves to a certain amount of consulting time on mission program work;
- 2) A.I.D. finances required research which the university is interested in carrying out; and
- 3) other services are provided for as appropriate.

The "package" approach is particularly useful in that it permits the university to marshal its rural development consulting/research capability for A.I.D. while leaving to A.I.D. the allocation of resources to particular missions in light of A.I.D. needs and university interests. Ideally, both consulting and research in individual countries can be integrated leading to long term university-mission relationships.

The integration of research and consulting in a way which assures sound useful results for the research dollar while meeting the practical operating requirements of the missions is a task which is impossible for missions to undertake and at best difficult for hard-pressed regional bureau staffs. Missions should be in a position to be able to indicate their consulting requirements and have those needs met by highly qualified individuals without having simultaneously to negotiate research activities. Academics should have the opportunity to develop fairly long-range research plans in cooperation with LDC institutions and A.I.D. missions without tying that research to specific A.I.D. day-to-day operational requirements.

The TA/RD office intends, through a series of cooperative agreements with universities, to negotiate for a set of services ranging from "pure" consulting ("bodyshcp" work) through "pure" research. The resources negotiated on a "package" basis can then be allocated according to needs and interests of the organizations concerned. The cooperative agreements can be structured to encourage development of long-term consulting/research relationships. If this is accomplished, Missions can look to individual experts virtually as extensions of their own staff. These experts

for their part could commit themselves to developing a deep understanding of the country with which they associate themselves and carry out long-term research activities in that country. Such long-term relationships will improve the quality both of consulting and research significantly.

The TA/RD program will help form a bridge from the current situation in which missions want the services of first-quality investigators, first-quality investigators want to work with missions but neither are able to effect the appropriate arrangements.

In order to carry out this "bridging" function, the TA/RD program will proceed as follows:

1. TA/RD will negotiate arrangements with universities with strong rural development capability and interest in developing long-term consulting/research relationships with USAID Missions.
2. These cooperative agreements will provide for the following services:

A. Research/Consulting Services

1. "Pure" consulting. A defined amount of consulting time will be provided essentially in response to calls from missions for assistance, subject to availability of time and interest of individual faculty members.
2. Development of research strategies with selected missions and LDC institutions. Under this function, faculty members would assist missions in developing rural development research strategies in support of longer-term programmatic interests of missions, LDC governments and other institutions. TA/RD would finance work on development of the strategy and participate in financing research work defined by the strategy.
3. Projects for original research on specific topics carried out in conjunction with missions and LDC organizations in response to mission requests. To the extent feasible, efforts will be made to attempt to facilitate cross-country comparisons in the development of research designs.

4. Exploratory research activities funded entirely by TA/RD which, generally speaking, will be cross-country research activities.

5. The cooperative agreement would also provide a vehicle for consulting and research to be funded in whole or part by other A.I.D. units.

B. Network Development

Selected universities will act as centers of talent networks for specific substantive areas. The cooperating university would undertake systematically to identify and evaluate the background and performance of experts in an area such as rural financial markets. This information will be consolidated and managed in such a fashion to facilitate matching short and long-term assignments with the capacity, experience and interest of persons in the talent network. The administrative task of contacting candidates concerning their possible availability for specific tasks would be carried out by A.I.D.

C. Working Papers and General Support to TA/RD

TA/RD periodically issues documents such as state-of-the-art papers on specific aspects of rural development, contributions to policy development in A.I.D., and so forth. The cooperative agreement would finance work of this nature developed by the university. The specific subject matter of these documents would be negotiated from time to time.

In defining cooperative agreements the universities will be asked to identify the consulting and research resources available to them, their research interests, special areas of competence, language capabilities and other relevant information. This information will be organized and maintained by TA/RD and accessible by A.I.D. Missions will be asked to indicate through their regional bureaus their longer term research interests and, if possible, to project the levels of consulting assistance which they may require. TA/RD will attempt to negotiate cooperative agreements in a priority sequence determined by regional bureau recommendations of which institutions are most sought after as sources of competence.

The program is designed to be as responsive as possible to mission and regional bureau needs. We will attempt to respond to these needs as expressed. The cooperative agreement mechanism provides

for a reasonable degree of flexibility. We would, therefore, suggest that you indicate the kinds of services, activities, institutions, and individuals which you would like to reach through the mechanism. We can not assure you that all requests can be met. We are reasonably certain that all requests can't be met immediately. However, subject to limitations of time and budget, we're confident that a substantial dent can be put into the current problem of access to consulting and research services through this effort.

SFWA WORKSHOP DISCUSSION PAPER

Ouagadougou, September 27, 1976

John Hoskins

LOCAL COST FINANCING

A.I.D.'s proposal to Congress for a long-term development program for the Sahel estimates resource requirements from external aid sources as approximately \$5 billion over the next 7 to 10 years and an additional \$10-12 billion throughout the remainder of the century.

The report recognizes that the very limited absorptive capacity of the region will have to be greatly improved as a necessary preparatory step to full implementation of the Sahel Development Program (SDP). However, Working Groups of the Club des Amis du Sahel are already at work on preliminary project designs for the SDP, setting the stage for its rapid initiation. At this point, it seems desirable to pause for a moment to examine the effect of this low level of absorptive capacity on the very expansive project schedule being prepared.

Using Upper Volta as a reasonably typical example, development experience has shown that:

- Human resources presently available to the government are so limited that they cannot cope with present program implementation responsibilities.
- SDP projects, if they are to be successfully implemented, will require large numbers of local personnel.
- Insufficient sources of additional local revenue will make it difficult, if not impossible, for the National Budget to provide adequate host country contributions to a program of the magnitude under consideration.
- The SDP will, of necessity, have to begin to finance local costs of project implementation, e.g., training, salaries, and per diem of those additional persons who will have to be added to government rolls for implementation of the program. The need to assume these local support costs will be a continuing one which will probably exist for the duration of the long-range program.

The incontrovertable fact is that the lack of trained indigenous personnel is a major constraint on effective project implementation. This lack of skilled technical capability and the accompanying lack of operating funds are obstacles to development programs which must be recognized and dealt with in the planning process.

Two A.I.D. medium term projects already underway for over one year in Upper Volta (Seed Multiplication and Integrated Rural Development of the Eastern ORD) and the R&R program have shown clearly that there are

simply too few qualified people in key positions in implementing organizations. Most major problems have stemmed from this lack of suitably experienced staff to conceive, design and implement projects or sub-projects. Operational phases of projects undertaken are poorly supervised and problems are aggravated by the lack of timely attention as well as by the inability of the government to provide adequate operating funds to those personnel who are available.

The World Bank concluded in its assessment of the "Current Economic Position and Development Prospects of Upper Volta" (July 1975) that the low implementation levels for the first and second Development Plans for Upper Volta could be attributed to: lack of qualified personnel, absence of well-defined strategies, insufficient preparation of projects, i.e., insufficient operating funds and limited administrative capacity. The shortfalls in the Rural Development sector were especially serious.

<u>Plan</u>	<u>Sector</u>	<u>Implementation Ratio</u>
1967-70	Rural Development	48%
1967-70	All Sectors	59%
1972-76 (72 & 73)	Rural Development	53%
1972-76	All Sectors	77%

The Regional Development Organizations (ORDs) are a prime case in point. The ORDs have become a major implementing vehicle for development projects, but they are understaffed and under-financed to carry out programs presently underway, let alone additional work loads. Government contributions, in terms of project personnel, are not real in many instances, as personnel already in place are simply given expanded responsibilities.

The World Bank, in its study for its Second Rural Development Fund project, found that these key implementing organizations, the ORDs, had great difficulties in providing crucial project inputs because they lacked necessary personnel. Furthermore, the ORDs were financially unable to engage the additional personnel needed for the supervision and provision of support services for new projects. The central government failed to increase ORD budgets to the extent necessary to make adequate contributions to increased levels of services called for by new projects. The ORD budget situation stagnated over the 1969-73 period and even decreased in real terms. Small increases from time to time have not been enough to compensate for increased wage levels and operating costs. The Bank finally found it necessary to provide financing for the salaries of the additional staff needed by the ORDs.

ORD budgets are made up of contributions from the National Budget, donor assistance and ORD-generated income.

During the period 1967-74, the ten ORDs had an average combined budget goal of 1.7 billion CFA. The average combined budget level actually achieved by the ten ORDs was 976 million CFA or an 8 year average of 58% of the goal.

The central government's combined contribution to the budgets of the ORDs has averaged approximately 236 million CFA each year for the period 1972-76. In recent years, that represents about 0.12% of the National Budget.

The World Bank also concluded in its project evaluation of the Rural Development Fund that the absorptive capacity of the economy and public administration sector was not something which could be improved significantly within a short time. Technical assistance would have to play a major role and external sources would have to be willing to finance a substantial proportion of the local costs of investment projects and, in some cases, parts of the recurrent costs.

Prospects for the future are not bright. There is a direct relationship between human resources and economic development. At the time of Upper Volta's independence, secondary school enrollment was very low. Of the 2,100 students in secondary schools, 1,480 were enrolled in general courses and 625 (29.6%) in vocational programs. In 1974, there were 14,054 students in secondary schools, but only 2,100 (14%) in vocational training. The problem is aggravated by the fact that school enrollments are low at all levels.

Percent of school age children actually attending school

1970	
Primary (6-14)	9.5%
Secondary (15-19)	2.2%

In addition, school retention rates are low. Low enrollment, combined with high drop out rates and the large and mostly unavailable funds needed to improve the system, make it inevitable that the human resource gap will continue to impede development efforts.

A look at the National Budget shows that the budget for 1976 is 40% greater than that of 1975. The budget is expected to be in balance with receipts and expenditures equalling about 22 billion francs CFA. This compares with a budget of 15.5 billion in 1975 and 13.4 billion in 1974. Most of the increase in receipts will come from customs taxes and import duties, while most of the spending increase is currently going into defense expenditures. Spending by the Ministries of Education and Public Health rose 17%, but their share of the total budget fell from 28.5% to 23.7%. The Ministry of Rural Development's portion of the budget has been fairly static at between 5 and 7% for the past few years.

With a budget based largely on customs and import revenues, it is unlikely that any significant financial support will become available to support new and enlarged development programs. This will inevitably cause serious problems. Graphic examples from the USAID experience in Upper Volta demonstrate the current inability of the government to fund operating expenses. For example, there is no system for per diem payments for central government officials who travel outside of Ouagadougou. Traveling officials must bear their own expenses, causing project counterparts to be reluctant to leave the capital city. The Ministry of Public Works asked AID to pay legally required social security contributions for workers newly hired to work on AID-financed road projects. The Ministry of Health says it has no funds to pay the salaries of returning doctors who have completed medical training abroad. A recent quarterly gasoline allowance for the Agricultural Directorate of the Ministry of Rural Development (which is responsible for technical backstopping of all agricultural programs in the country) was \$500. To date, CDO/Upper Volta has refused to fund these types of project-related, recurring local costs and, as a result, progress with currently underway mid-term projects has suffered.

There is another side of this financial coin which also must be addressed by SDP planners. Some Sahelian governments reportedly have relatively large foreign exchange reserves. SDP planners must work with recipient governments to insure that the governments assume their fair share of project costs within these capabilities.

This chronic incapacity of governments both to provide adequately trained project personnel and to provide sufficient local financial support will have a direct and immediate impact on the proposed SDP. For such larger-scale, longer-term projects to move off the drawing boards at all, provision must be made in the project for funding local costs, including those which will be recurring expenditures caused by the project itself. For these projects to move, the Upper Volta experience indicates that it will be the donors, not the recipient governments, who will have to bear the major share of these local costs.

If the SDP were viewed merely as a conventional accumulation of projects in a normal aid environment, a recommendation to assume major local cost financing would be approached very hesitatingly, if at all. The Southeast Asia experience in this field is all too recent. Obviously, once donors begin this approach, there can be no quick or easy withdrawal in the short term without causing practically total collapse of project structures in place and probably even a reversal of development progress made. However, if, as reflected by the CILSS/Club des Amis consensus, the SDP is a firm and long-range program to launch a large-scale development effort determined to make a real change in life in the Sahel over the last quarter of this century, then donor funding of local costs is a reasonable risk to assume, and an absolute prerequisite to the scale of project implementation envisaged. An underlying assumption of this approach is that there must be an end someday. But after a quarter

century of sustained, large-scale development assistance, the Sahelian states should be in a position to support their enlarged economic and social infrastructure from the increased revenues the new development will have brought.

The issue, therefore, is should AID begin to finance the local costs, including recurrent personnel and support costs, of new project activities and recommend that other donors do the same? The thrust of the above analysis makes the recommendation clear. The FAA now permits waivers of the required 25% recipient country contribution for the least developed. Such waivers will be required on a continuing basis. At the same time, however, the recipient governments must continue to contribute their fair share, based not only on their national budgets but also with proper consideration of their foreign exchange reserves.

UNIVERSITY OF VIRGINIA STUDY APPROACH
(Provided to the Workshop by John Blumgart)
September, 1976

Foreign Aid and the Recurrent Costs of
Externally Financed Development Projects

- A. Introduction - The Problem.
- B. Capital Investment Costs
 - 1. Foreign exchange
 - 2. Domestic currency
- C. Operating Costs and Income Streams
 - 1. Projected income streams by project type
 - a. infrastructure
 - b. commercial
 - c. quasi-commercial (i.e. chargeable services)
 - 2. Projected cost streams by project type
 - a. infrastructure projects
 - b. commercial projects
 - c. quasi-commercial projects
 - 3. Net income requirements - foreign exchange and domestic currency
- D. Budget Capacity of Host Countries
 - 1. Current budget
 - 2. Revenue potential from project generated income by sector
- E. External Funding Requirements for Meeting Recurring Expenses
 - 1. International borrowing
 - 2. Foreign aid requirements
- F. Institutional and Policy Considerations for Supplementary Aid
 - 1. Tying
 - 2. Grants
 - 3. Loans
 - 4. Financial institutions
- G. Policy Constraints for Aid Recipients
 - 1. Budget
 - 2. Personnel
 - 3. Monetary
 - 4. Exchange

FOREIGN AID AND THE RECURRENT COSTS OF
EXTERNALLY FINANCED PROJECTS

W.F. Beazer

Historically, project aid has been given to fund the foreign exchange portion of project capital costs. The host country has typically been expected to pay for the domestic resource costs associated with both initial investment and the recurring operating costs of the project. When a small number of projects are involved and a small amount of domestic funding relative to the total budget is required, this system is acceptable. It assures that the host country is involved in and has a stake in the success of the project. When a large number of projects are involved and a large amount of foreign aid is being given, however, the financial requirements imposed upon the host country can be overwhelming. The result is likely to be either inflation as money is printed to cover deficits that can be financed in no other way, or the required resources may not be made available if the host government is unwilling to resort to the printing press.

The purpose of the proposed study is to examine the magnitude of this financing problem for the SAHEL countries relative to the aid that is to be given under the auspices of the Club des Amis.

The accompanying outline is rather straightforward but perhaps some comments on the methodology, organization and thrust of the study can prove helpful. Since there as yet is no menu of projects to be financed by the Club des Amis and no definite dollar amount yet approved, the study must be done parametrically. In other words, it will be necessary to examine typical projects of various types in order to estimate the magnitude of the relationships between a dollar's worth of foreign exchange funded capital investment in a project, and the amount of local currency required for investment, the flow of recurring costs and revenue generated, if any, and expected increases in GNP. These relationships in the form of ratios or functions will be one of the outputs of this study.

Once these functional relationships are estimated, it should be possible for anyone contemplating a particular aid program to postulate a total volume of direct project aid, specify the mix of projects (infrastructure, commercial and quasi-commercial) and arrive at some figures for both the domestic currency requirements associated with that volume of direct aid and the potential increase in taxable domestic incomes.

The study will begin with an examination of the capital investment costs for various types of projects, breaking these costs down

into foreign exchange and domestic currency. Projects will be categorized in one of three groups; infrastructure, for which there is no possibility of generating any direct revenue; commercial, such as food processing operations, which can be expected to pay for themselves; and quasi-commercial which may generate revenue but in amounts insufficient to cover their operating costs. A ratio of domestic currency to foreign exchange costs will be developed for each of the three categories. These ratios can be used to estimate the amount of domestic currency funds required as initial investment to accompany any aid program.

The recurring operating costs and the potential revenue streams that attach to each of the categories of projects will also be estimated in ratio form with a further breakdown, when applicable, into foreign exchange requirements and domestic currency requirements. These ratios can be used to estimate the net recurring funding needs for particular aid programs.

The second major part of the study will involve an analysis of the host country's capacity to finance the domestic currency investment costs and the recurring expenses from its own resources. A single country, Niger, will be analyzed as an example (with perhaps some further analysis on Mali). The current government income level, tax structure, sources of funds and demands on those funds will be used as the basis from which to project potential ability to finance the recurring expenses of an aid program. The expected increase in domestic income resulting from the aid projects and the host country's ability to tax this income will be taken into account in making the projections. The increases in income resulting from projects will be estimated by sector rather than on a project by project basis. Again, the estimates will be made on a ratio basis in order that the effects of any size aid program may be evaluated.

Once the aid associated recurring expenses have been estimated and the financial capacity of a typical country analyzed, it will be possible to estimate the upper limit of the country's capacity to absorb aid projects without creating budget deficits. It should also be possible to derive a functional relationship between the amount of aid given above that limit and the level of short-fall in ability to meet recurring expenses.

Unless the host country simply prints up money, the only source to cover this shortfall is aid or foreign borrowing. Both of these alternatives will be examined taking into account the countries current international obligations, credit worthiness and future ability to repay. An estimate will be made of the net foreign aid requirements, which we could perhaps label "complementary aid," to pay for recurring costs, as a function of the level and type of project aid. A complete analysis will be done of the desirability of giving such complementary aid.

Since foreign aid for funding of recurring expenses denominated in domestic currency must be given as foreign exchange, alternative institutional arrangements will be analyzed, including the desirability of various forms of tying, the relative merits of grants versus loans,

the potential role of specialized financial institutions for allocating the aid and the impact of the unique nature of the west African monetary system. Recommendations will be made for appropriate institutional and policy arrangements.

The fact that aid to finance recurring costs must be given as budget support presents another problem. There must be safeguards to ensure that the domestic currency funds generated by the aid are used to support the projects they are intended for. This means that an analysis must be done of policies that host countries may be required to adopt as a condition of receiving the complementary aid and perhaps the project aid itself. The main policy areas to be analyzed are government budget and personnel, money supply, credit and financial institutions, and exchange sales and exchange rate regulations.

WORK PLAN

Foreign Aid and Recurrent Costs

Much of the data required for the study can probably be found in Washington at either AID, the IMF or the World Bank. Analysis of the financial streams associated with projects will be based on project evaluation studies already done for various types of investment projects. Analysis of the typical host country budget, financial carrying capacity, and international borrowing ability can probably be done with data from these sources as well, although some original source data may be required.

The discussion of policies for giving aid and conditions attached will be primarily analytical, although it will be necessary to obtain information about current institutions and policies in the Sahel countries.

A number of trips to Washington are envisioned and possibly two to Ann Arbor to gather data and discuss the project with Michigan people. It may be useful to visit Paris once or twice to talk with people at CEDES and collect data, as well as to discuss the project with the individuals involved in the sectoral task forces. One possible trip to West Africa is also envisaged to gather data and information on policies and institutions as well as to talk with principals involved in setting up the Club des Amis.

BUDGET

Research Assistant	1300
2 trips Charlottesville-Paris	1700
1 trip Charlottesville-West Africa	1400
10 trips Charlottesville-Washington	600
2 trips Charlottesville-Ann Arbor	250
Per diem	2100
Xeroxing, materials, typing, telephone, etc.	<u>600</u>
Subtotal	7850
Time (55 days)	
Total	

We presently have on board 8 project officers, including two IDI's in the process of being converted to project officers and the Assistant Director for Project Management. A ninth officer is expected to join the staff shortly and recruitment is underway for one and perhaps two additional project officers. With these the REDSO complement will be complete.

To reach the present level has taken two years of concerted, hard work to find and attract project officers of the quality and background required to handle REDSO's activities, particularly in the design area. Through this entire period, people with many diverse professional and job backgrounds have been sought out. To locate people who are ready to start project work, particularly design, from the moment of their arrival at post, keeping in mind the French language requirement, has been extremely difficult. For example it took two years to recruit for the senior project officer position and the situation has not been notably easier in other cases.

The conclusion we reach from this experience is that there is an appalling scarcity generally of project officer talent available to the Africa Bureau and that it has to be husbanded with the greatest economy. Thus, if it is proposed to station fully qualified project design officers in other field posts, the result will in part be increased and probably fierce competition for a pool of very few people. The fact of the matter is that, given the size and complexity of the program in West Africa, there are not enough qualified project officers to go around. Under the circumstances, it makes the greatest sense to concentrate for the Agency to centralize its resources in this category in Abidjan. We, therefore, urge that insofar as sophisticated design talent is concerned, REDSO be the locus.

This is not to say that there is no requirement for project design participation by the other field offices. Quite the contrary. There is a very real need for having persons assigned to the CDO's and EDO's who can do much of the groundwork, particularly development of contacts, data collection and making arrangements for visits and appointments for project design teams. This would increase considerably the efficiency of these teams and improve the quality of the design product. With this in mind, we recommend the assignment of junior officers to the various field posts whose principal function would be along these lines.

~~At the present time, all direct hire engineering services in West Africa~~ are provided by REDSO. The question has been raised as to whether these services should be supplemented by the assignment of engineers to the RDO's and CDO's.

Two issues are posed. First, what would these engineers do? Second, can they be recruited with any degree of success?

With regard to the first point, presumably the additional engineers would serve in a monitoring capacity. The present staff in Abidjan, while critically short in the areas of water resources and agriculture, is adequate in number and quality to handle the workload of direct hire engineers in project design. Additional engineering resources required for this function are of a short-term and highly specialized character and are typically acquired through contract. It would be wasteful of scarce talent and very expensive for AID to hold these latter resources on a direct hire basis.

The issue then would seem to be whether monitoring of AID projects requires a full-time direct hire engineer at a field post. Since all or virtually all projects are being implemented by the host country and not AID, the role of the AID engineer should be that of monitor, not participant in project execution. Logically, monitoring should not mean close, day-in day-out surveillance of the project. The FBAR system and the PPT assume quite the opposite. If the principle of host country implementation and the FBAR approach are to be adhered to, monitoring ought to be geared to the pre-planned evaluations projected by the PPT. If this is the proper framework for project implementation and evaluation, and we think it is, the requirement for direct hire engineers in the offices of the RDO's and CDO's appears inconsistent with the Agency's management approach.

As a practical matter, we think the assignment of engineers for this purpose

would lead to more direct involvement of AID in day-to-day project execution and thus undesirable participation in this responsibility for the project.

It has not been any easier to recruit engineers than project officers. Even to reach our present on-board complement of seven engineers, including an IDI, we have had to compromise on French language capability. While this is unacceptable in the case of project officers, for engineers there seems to be a capacity to communicate, perhaps because of the mathematical nature of the field and the shared technical background of engineers regardless of language. Despite the relaxation of the language requirement the process of recruitment has been arduous and painful. Thus, as in the case of project officers, the recruitment of additional engineers beyond that is now in view will make an already difficult situation worse and probably not result in the recruitment of engineers of acceptable quality.

For these reasons we suggest the policy of centralizing the furnishing of engineering services in REDSO be continued.

SUGGESTION FOR PROGRAM STAFFING ANALYSIS:

When each CDO/RDO has determined the implementation responsibilities in his FY 78 program, both Regular and SDP, he should make a program staffing analysis in order to prepare appropriate new requests for additional Direct Hire (DH) and Foreign National (FM) support.

In making this analysis, it is suggested that a matrix be utilized, as follows:

1. On the vertical axis, place the names of each of the on board and requested DH and FN personnel.
2. On the horizontal axis, place the names of each project and major type of activity. Types of activities would include such entries as programming, coordination of design teams, engineering, financial support and management support.

In making up the list of horizontal entries, it is advisable first to make up a list of significant paperwork items required by the AID process, so that the major activities listing is complete and the times involved can be more accurately estimated. The horizontal entries should also include one for "various duties."

3. Examine the work responsibilities planned for each DH and FN in FY 78, and enter a percentage of their total time to be spent on each of the horizontal projects and activities, under the appropriate entry. The project entry would include the time for monitoring of design teams, project design, preparation of implementation documents and monitoring of implementation -- of the particular project.
4. Analyze the matrix in terms of effective use of existing personnel and the needs for additional personnel.

Before the analysis is translated into new requests for personnel, other potential sources of help should be considered. (REDSO/WA support, PCVs, NGOs, etc.)

Ed Rubin 2/1/76
Action Programs International

ACTION ITEM NUMBERING KEY

21 October 1976

<u>Preliminary List Numbers (8 Oct.)</u>	<u>Final Report Number</u>	<u>Report Page</u>
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14	32	42
15	Not included in final rept.	
16	34	42
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28	3	14
29	Not included in final rept.	
30	28	39
31	21	35

ACTION ITEM LIST

<u>Number</u>	<u>ACTION</u>
1	There is need for a more detailed SDP procedure for the flow of information, actions and documents, which will include field involvement. GFOs to participate actively in this flow. GFOs must be willing and physically able to provide the grassroots data needed from them. (Will be defined by SDPT (Mike Feldstein) as situation becomes clearer and will be made available to GFOs and others.)
2	SDPT more fully develop implementation models for SDP projects (SFWA/SDP will provide implementation consultant to the Club by 1 January 1977)
3	SDPT will submit FY'77 research plan to field for recommendations (by 20 October)
4	REDSO role in SDP planning to be studied. (SFWA/SDP report by 31 December 1976)
5	The Workshop notes that the Club des Amis du Sahel has adopted food self-sufficiency as a primary objective of the SDP. This is too narrow and should be broadened over time because food self-sufficiency could be achieved through capital intensive investment without participation of the rural majority. <u>We will encourage the Club to adopt a broader definition of its goal: "regional food self-sufficiency and rural development."</u> This would be in line with AID Congressional mandates to expand food production and help the rural poor. (Pro-

NumberACTION

5 (cont'd)

pose this as a working definition to the Synthesis Group and report on the degree of acceptance, SDPT, 1 December 1976. Discussion: It was noted that the agreement by the Club on its food self-sufficiency goal statement was a significant political accomplishment. Acceptance of the proposed working definition need not threaten this.)

6

Provide a guide for rural development. AID is in the process of designing and funding rural development efforts in all the Sahelian countries. These are being done very largely on an ad hoc basis. How can we coordinate our approaches and improve and facilitate the design and review/approval process? We recommend a guide or handbook on the basic principles, elements and policy (AID's) on rural development programming (Refer to MacNamara's speech at Nairobi and Sam Butterfield's paper), which missions can use in the design process and which AID/W can use in the review and approval process. Such a paper can also be useful for SDP programming and policy guidance to Sahelian countries and donors. It should emphasize mobilization of rural people, decentralization, and local participation. It should note the need to open horizons of rural people beyond immediate survival and food self-sufficiency concerns. It should indicate how theory can be adapted to country specific situations. (TAB, first report in 1977; interim action as feasible)

7

Regional food self-sufficiency. SDP working teams are examining programming and policy questions in the vital field of food self-sufficiency, security food reserves, marketing and pricing policy. The working

NumberACTION

7 (cont'd)

teams (production and integrating sector subgroups) need to coordinate their findings and include among their recommendations, suggestions for facilitating and developing food trade among the countries, and the development of a network of national, regional and international food reserves. /This means moving away from endorsing national food self-sufficiency under any weather conditions and facilitating food trade among the Sahelian states and the Coastal states. We would note also that the Club and SDP programming and policy guidelines should take more into account the need for development of intra-African trade and economic exchanges generally in the pursuit of self-sustaining economic growth in the region. / (SDPT, initiate action within context of FY'78 Congressional Presentation)

8

Procure and distribute to field the publications listed in the Khan bibliography (see items marked with an asterisk in Appendix 4), for rural development. (SFWA, 1 November 1976)

9

Develop methods of rural development programming which will:

1. Facilitate experimentation and flexibility coupled with thorough research and evaluation.
2. Reduce documentation burden and facilitate cross-country comparison through standard research design.
3. Provide commonly understood means of formulating and implementing rural development grants. (Consider use of AIP)

(TAB/RD and DR, working with PPC. First report, 1 January 1977)

10

Identify and develop the capacity of U. S. and local institutions in the rural development area. (TAB, first report, 1 January 1977)

<u>Number</u>	<u>ACTION</u>
11	After approval of the Chad PP, it will be duplicated and distributed to the GFOs. (SFWA)
12	The GFOs and REDSO write letters to Deputy AA/AFR outlining their strategy for approaching the HRD sector in their countries. (GFOs, REDSO, 1 January 1977)
13	Bill Rideout prepare for SFWA distribution an outline of the desirable components of a HRD program. (Bill Rideout/API, 15 November 1976)
14	(Contractor Recommended) Investigate the African Manpower Training Project to identify problems in its use, initiate any corrective action necessary, and inform the field on how to use this project. Notify GFOs of the status of their training requests. (GFOs notify SFWA of pending requests, 15 November 1976) (SFWA inform field on status of requests ASAP, and on results of investigation, January, 1977)
15	Africa Bureau clarify use of program support funds and provide the mechanism for GFO use. (DR action)
16	SFWA cable field, by 20 October, summary of recommendations to Deputy A/AID. (Hunter Farnham)
17	GFOs submit to Stan Nevin of REDSO a listing of upcoming contract actions needed. (By 1 November)
18	Stan Nevin seek needed authorities in AID/W to handle these actions in the field.

<u>Number</u>	<u>ACTION</u>
19	Deputy AA/AFR will continue to seek country exceptions for FY'77. Status reporting needed by SFWA and DP.
20	Send a copy of an exemplary PRP to the GFOs and REDSO. (DR by 15 Feb. 1977)
21	Make a checklist of critical questions that can be expected during design review so that they can be used by the design team (some of these are on Haven North's summary, VIII-H) (DR, 1 Feb. 1977)
22	GFOs submit list of designated project officers for each approved PID. Also indicate project officer responsible on each PRP Face Sheet. (SFWA will issue further guidance for the future by 1 December 1976)
23	(Recommended by Contractor) Determine availability of sector programming mechanism and inform GFOs of the plan, if any, for making it available. (Action SFWA, 1 January 1977)
24	OPG approvals need simplifying back to original process (see old airgram). (AFR/DP by 1 December 1976)
25	<u>Part A:</u> Jim Kelly wants a DR/REDSO/GFO meeting to allocate design resources. It is scheduled for January 1977. (Action DR, by 15 December) <u>Part B:</u> (This Part was added after the Workshop) Haven North stated that the issue raised above will be resolved early in CY'77, when all aspects of REDSO/GFO relationships will be examined.

NumberACTION

- 26 GFOs request that REDSO not copy AID/W on GFO business unless specifically desired by GFO or required by AID/W. (Action by REDSO)
- 27 SFWA will prepare a monthly* letter from Desk to field informing them of the current status of action and thinking. (Hunter Farnham)
* Originally the letter was to be on a bi-weekly basis, but it was subsequently changed to a more realistic monthly basis.
- 28 (a) Ascertain status and requirements for PPT and inform field; (b) determine implementation report needs. (DR by 31 December)
- 29 Study feasibility of expediting imports for staff and programs. WACASC, partly due to its location in Lagos, is proving to be a bottleneck. (Action by REDSO with SER/MO report by 31 December)
- 30 (Contractor Recommendation)
a. Perform a detailed study of the SFWA FY'76 OYB and the programming process for AID/W and for each individual field office. From this identify the major causes of the less-than-predicted obligation performance. Recommend suitable corrective measures.
b. Review above study with GFOs and affected AID/W offices and implement agreed-upon corrective measures. (Action by SFWA, completion 15 Jan. '77)
- 31 Circulate the currently effective list with an indication of which projects are included in the SFWA portfolio or are otherwise eliminated for future consideration. (Action by SFWA/SDP by 1 December '76)

<u>Number</u>	<u>ACTION</u>
32	TAB to be informed of all design requirements and thus be enabled to offer assistance from available resources. Procedure to be worked out with AFR/DR and TAB by 31 December.
33	(Contractor Recommendation) DAA/AFR and Director SFWA agree that their policy is to accelerate the identification and hiring or contracting for the needed personnel. GFOs should look to the Desk to expedite handling of their needs in AID/W. (GFOs cable a listing of current recruiting needs to SFWA by 15 November and SFWA report back actions initiated by 1 December. SER or SFWA desks to include recruiting status in the regular report to the field)
34	Put people into language training prior to specific assignment. (Action by AFR/EMS and SER/MO. Interim response -- 1 Nov. '76)
35	Explore possibilities of contracting for French training of DH and contractor personnel at Laval University, Quebec, which claims to give proficiency in two months (SFWA interim response, 1 December '76)
36	GFOs submit three-year projections of personnel requirements, including office space. Yearly, with first by 1 December. (A suggested analysis format was distributed at the Workshop and is included as Appendix 14)
37	A review of GFO structure including consideration of the REDSO role is underway. (AA/AFR report by 1 January 1977)