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GUIDELINES FOR AID'S REGIONAL ACTIVITIES  
IN AFRICA

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## GUIDELINES FOR AID'S REGIONAL ACTIVITIES IN AFRICA

### Summary

1. Regional projects in Africa should be consistent with one or more of the following principles:
  - a. Cooperation among two or more countries is essential to success.
  - b. Inter-country cooperation is strengthened and increased.
  - c. A regional project is more efficient for administrative purposes.
  - d. Project activities are experimental, often in a relatively new field, and exchange of experience is especially important.
  - e. It is more convenient to group a series of small country activities under a single "umbrella" project.
2. A substantial proportion of the growing regional African program supports "umbrella" projects which often neglect opportunities for the exchange of experience.
3. More than half the AFR/RA program is in Health and Education (including Labor programs and development administration). Food and agriculture projects account for only about twelve percent of the total despite opportunities for more regional research and other regional agricultural activities.
4. African regional organizations and institutions fall into four categories: coordinating organizations with a strong political element, financial institutions, river and lake basin commissions and technical bodies. AID support to them should be based on (a) the degree of genuine African support, (b) the extent of real regional activity, (c) effectiveness, (d) receptivity to AID assistance and cooperation, (e) concern for basic

human needs, (f) cooperation with other organizations, and (g) support by other donors. Provision of advisors to more than one organization in each group can help to encourage greater regional cooperation but loan funds to financial institutions should be limited to the African Development Bank except for projects and programs with strong regional elements.

5. There are nine principal types of activity which are appropriate for regional projects in various technical fields.

- a. Graduate training in the U.S.
- b. Refresher courses for former students at U.S. universities
- c. Student and faculty exchanges among African universities
- d. Attacks on pests and diseases
- e. Cooperative research either on ecologically based problems or other problems common to and important in the development of a number of African countries
- f. Middle level technical training and training of trainers
- g. Distance learning (radio, correspondence courses, etc.)  
--informal and non formal education
- h. Documentation collection and dissemination
- i. Experimental approaches to common problems

6. In addition to policy level post-graduate education in the U.S. and intra-African student and faculty university exchange in agricultural subjects, more attention should be given to research into common ecologically based problems of crops, cattle and soils and to pest control and land tenure and use.

7. Research into the variety of African attitudes toward family planning is needed. In addition, evaluation of the impact of small successful family planning efforts could identify opportunities and approaches for more and larger programs.
8. Common tropical disease problems require regional health research and control programs. Regional training and training of trainers in health planning and extension are needed at both university and intermediate levels as is attention to opportunities to use traditional health practitioners.
9. While the regional program in Education and Human Resource Development is large it neglects education planning and research and attention to distance learning to make basic education more cost effective. Support to PAID should continue but continued assistance to CAFRAD is questionable.
10. Probably the best role for AID in transportation and communications is technical training in repair and maintenance. Participation in a limited number of multidonor capital projects is appropriate but very expensive.
11. Regional activities in energy and environment will be largely training and experimental approaches. Exchange of experience among experiments is particularly important in these areas.
12. Urbanization and increasing under- and unemployment in Africa should not be ignored.

## Guidelines for AID's Regional Activities in Africa

The regional program of the Africa Bureau has grown rapidly in recent years--the AFR/RA program has increased from approximately \$10 million in FY 1975 to a proposed \$45 million in FY80,<sup>1/</sup> approximately one-third of the total program for the region. Its growth has been somewhat Topsylike; new regional activities have originated in various parts of the Africa Bureau with apparently little or no review of the distribution of the total program either by functional area or type of project. During the same period the Sahel regional program has also grown, a new Southern Africa program is in prospect, and it may be hoped that regional activities in Eastern Africa will re-emerge.

This paper attempts to establish general guidelines or principles applicable to all Africa Bureau regional activities,<sup>2/</sup> and to review the program in various functional areas against a combination of these general guidelines and needs for future development in Africa which might be met on a regional basis. During its preparation I have consulted many in AID and some, but by no means all, interested Americans in universities, foundations and other groups (See Attachment A).

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<sup>1/</sup> Throughout this paper, program totals shown in the FY80 Congressional Presentation have been adjusted to omit self help, general grants to voluntary agencies, program management and support, 122d and refugees. See Attachment E.

<sup>2/</sup> Regional is defined very broadly to include any activity involving more than one country and national activities (with or without external assistance) which are based on a plan involving more than one country.

I have drawn heavily on the Africa Bureau's FY80 Congressional Presentation and on various AID and Africa Bureau policy papers, reports, project evaluations and other papers. My search for other written material on regional organizations and institutions and other regional activities in Africa has been time consuming but has had only limited success. (See Attachment B.)

### Principles

The importance of closer cooperative ties among neighboring African countries derives from several factors. Many African countries are very small and very poor. Often they are landlocked and dependent on coastal neighbors for access to ports. Africa's colonial heritage included a lack of physical links, working arrangements and even common language among neighboring countries, especially those which were part of different empires. The United States is interested in a stable, developing Africa with sound and expanding economies sharing their increasing wealth fairly among their people, increasingly engaged in international trade and providing access to their natural wealth to other parts of the world. This requires larger economic entities and less fragmentation than existed in immediately post-colonial Africa.

While the concept of African subregional economic communities has been an ECA objective since the late 1950s,<sup>3/</sup> the strength of post-colonial African nationalism and the breakup of various early

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<sup>3/</sup> See Gruhn, Isebell V. Regionalism Reconsidered: The Economic Commission for Africa, Westview Special Studies on Africa, 1979.

attempts at politico-economic union (the East African Community, the Central African Federation, the Senagal-Mali union, etc.) delayed serious movement toward closer ties, although a number of regional technical organizations have been in existence since the early post-colonial period. Perhaps the time is now ripe for more successful moves toward real economic cooperation leading in the long run to economic, if not political, integration.

Regional projects in Africa should encourage cooperation among countries at the same time that they assist in solving development problems. They can be grouped into five categories:

1. Cooperation among two or more countries is essential to the success of the activity: Examples--road surveys, animal and human disease and pest control, regional training programs in a national institution.

Often there is a geographic or ecological basis for the need for such inter-country cooperation such as types of climate and soils, habitat of pests, the need for transportation links between landlocked and coastal countries. The importance of large coastal cities as markets and ports for inland production could be another reason for such cooperation.

Cooperation among countries is also essential in situations in which a national training institution in one country provides training for those from other countries, as in one sub-project of the African Manpower Training Project.

2. Cooperation among neighboring countries is increased and strengthened: Examples--regional financial and coordinating

institutions and some regional technical organizations.

The distinction between this category and the first is one of degree and the line is fuzzy except with respect to assistance to African financial institutions used for activities which are essentially bilateral, i.e., AFDB<sup>4/</sup> loans to bilateral projects and in-country programs of CAFRAD and PAID. It is recommended in the separate paper on regional organizations in West Africa (Annex A) that AID assistance to regional financial organizations be directed insofar as possible to activities which genuinely involve two or more countries.

These first two categories could be combined. They have been separated primarily for discussion purposes and to try to illustrate the distinction (which is often between subprojects within a single project) between activities which must by their nature involve more than one country and those where such cooperation is desirable although not essential and treating the activity regionally encourages wider cooperative relations.

3. It is administratively more efficient to undertake the activity on a regional basis: Examples: AFGRAD, training for Portuguese-speaking Africans.

The elaborate arrangements necessary for selection of Africans for academic training in the United States, their placement in American universities, arrangements for free tuition, and supervision are clearly not practical on an individual coun-

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<sup>4/</sup> See list of acronyms, Attachment D and list of organizations and institutions, Attachment C.

try basis.

4. The activity is a new approach, often to a recently identified problem and exchange of experience is especially important: Examples--energy, Improved Rural Technology.

Such experiments are not research in the strict sense but usually small innovative efforts to deal with a problem. They are, in themselves, really bilateral projects but arrangements exist for comparing experience and evaluating success or failure.

5. Convenience Umbrellas which combine a series of bilateral activities into a single regional project primarily for ease in dealing with AID project procedures: Examples--African Women in Development, Transportation Development Studies.

While this approach often makes sense for small initial efforts, it is important that it not be used as a means of avoiding genuine country programming for larger and longer term activities and that attention is given to whether the project should be designed (or redesigned) to fit category 4.

Table 1 shows the approximate distribution of the regional activities of the Africa Bureau among these categories.<sup>5/</sup>

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<sup>5/</sup> See Attachment E for project detail.

Table 1

Distribution of AID Africa Bureau  
Proposed FY80 Regional Activities  
by category  
(\$000)

|                                      | <u>RA</u>     | <u>Sahel</u>  | <u>So Af</u> | <u>Total</u><br><u>Amt.</u> | <u>Percent</u> |
|--------------------------------------|---------------|---------------|--------------|-----------------------------|----------------|
| Two or more countries<br>essential   | 16,395        | 8,115         |              | 24,510                      | 36.6           |
| Regional cooperation<br>strengthened | 5,370         | -             | -            | 5,370                       | 8.0            |
| Admin. efficiency                    | 4,480         | -             | 3,600        | 8,080                       | 12.1           |
| Experimental                         | 3,505         | -             | -            | 3,505                       | 5.2            |
| Convenience Umbrellas                | 15,509        | 10,035        | -            | 25,544                      | 38.1           |
| <b>TOTAL</b>                         | <u>45,259</u> | <u>18,150</u> | <u>3,600</u> | <u>67,009</u>               | <u>100.0</u>   |

The striking facts from this table are that almost forty percent of the regional program is regional only because activities are grouped for convenience into an umbrella regional project, and that the experimental type project absorbs such a small proportion of the total. It is unfortunate that such a high proportion of the total regional program is used for projects which are essentially groups of sub projects, which evade most of the AID-host country cooperative programming which is characteristic of bilateral projects and fail to encourage cooperation among countries. Opportunities for exchange of experience in experimental approach often appear to be neglected.

Constant attention is needed to insure that the regional training projects such as SHEDS do not duplicate bilateral pro-

jects but support them in appropriate ways.<sup>6/</sup> There are several instances in which the large number of similar projects in neighboring countries suggests the desirability of close coordination and exchange of experience, although not necessarily consolidation into a regional project. This is particularly true when the substantive area is relatively new and efforts clearly experimental, e.g., forestry.<sup>7/</sup> The Congressional Presentation describes a number of Sahelian projects which might logically include parts of some nonSahelian countries, e.g., northern Ivory Coast, Ghana and Nigeria and parts of Sudan in the Sahel Crop Protection project.

All this suggests the need for a major program coordination role somewhere within the Africa Bureau: (1) to maintain a continuous review of existing and proposed regional projects to insure that AID organizational arrangements are not limiting project coverage when African conditions would justify a broader span, (2) to encourage coordinating mechanisms among similar bilateral projects, especially in relatively new substantive fields, (3) to identify situations in which there is a need for

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<sup>6/</sup> For example, the regional project Strengthening Health Delivery Systems II, and health planning and delivery system projects in Chad, Mali, Mauritania, Niger, Senegal, Benin, Cameroon, Central African Empire, Ghana, Kenya, Liberia, Rwanda, Sudan, Tanzania, Togo, Botswana, Lesotho, Malawi, Swaziland.

<sup>7/</sup> Chad Tree Crops Nursery, Gambia Reforestation, portions of the Mauritania Renewable Resource Management project, Niger Forestry and Land Use Planning, Senegal Greenbelt-Fuelwood Production, Upper Volta Forestry Education and Development.

a regional activity to support bilateral projects in the same field as the SHEDS project tries to do in health planning and delivery, (4) to identify bilateral projects which could make a contribution to development in other countries and develop mechanisms to accomplish this, e.g., some national research programs and global or regional programs in related fields.

Appropriate types of Regional Activity

1. Regional organizations

Assistance to regional organizations in West Africa is discussed in a separate paper, included as Annex A. That discussion and its conclusions are generally applicable to all of Africa. It is noticeable that, while Eastern, Central and Southern African countries are members of or participate in Africawide organizations and institutions--OAU, ECA, AFDB, CAFRAD, PAID, AAASA, AAU, etc.--there are many fewer subregional organizations in these parts of Africa than in West Africa. The demise of the East African Community and almost all of its subsidiary bodies probably contributed to this situation but there is certainly a need for more river and lake basin development which will require some organizational structure and probably also for new organs of cooperation in technical fields. In the longer run the new movements toward cooperation in Southern Africa could lead to a more formal organization and eventually the ECA's longstanding hopes and plans for an economic community of Eastern Africa could begin to bear fruit.

River and lake basin commissions and technical organizations in various fields can be useful effective vehicles for carrying out research into ecological problems, for campaigns to control pests and disease, and for assisting other forms of cooperation among countries such as student exchanges. The possibilities of carrying out regional projects through existing organizations and even of establishing new ones need to be carefully considered in development of plans for projects of any of the types discussed below.

Regional technical organizations and river and lake basin commissions can be vehicles for collaborative donor/African planning with opportunities for on-the-job training. Consultants and short-term advisors to such organizations can help their permanent staffs to look beyond the narrower technical aspects of the project and to consider its wider implications. Environmental impact studies are one type of this broader approach. Considering the socio-economic side of tropical disease control is another. Land use planning and possibilities for increased intra-African trade are others. It may also be possible to limit AID assistance to some large and expensive projects, e.g. dams and related land use planning and development, to such assistance to the planning stage, leaving all or most of the subsequent capital assistance to others.

The potential or actual role of other nonAfrican donors should be considered in regional projects, particularly large projects or programs involving many types of assistance-training

construction, advisors, etc. Multidonor support not only increases the potential international support available for the proposed activity, it also permits AID, as well as other donors, to provide the level and type of activity which each finds most feasible and lessens the possibilities for neocolonialist domination. Such multiple external support of an activity must not, however, be allowed to diminish genuine African multicountry support.

## 2. Other Regional Activities

### A. Graduate Training in the U.S.

There are nine principal types of activities, in addition to support of regional organizations, which justify a regional approach in any substantive field. The attached chart lists these and provides a tentative indication of the technical fields in which each type of activity may be important, desirable or possible. It should be recognized that this assessment is by no means permanent, but will often change as African countries develop their own technical training and research institutions, although the need for some regional activities is relatively permanent--e.g., documentation exchange and attacks on common problems such as locusts and malaria.

Although the growth in number, size, strength and quality of African universities in the past three decades has been impressive, they still have a long way to go. Many have yet to provide for undergraduate specialization in some disciplines. Even more have yet to start graduate programs in many fields. In smaller poorer countries these expansions will be a long time

TABLE 2

Possible Types of Regional Activity in Functional Technical Fields

| Type of Activity  | Food & Ag & RD | Pop- ulation | Health | Educ- ation | Devel- opment Admin. | Transp. \$ commu- nication | Envi- ron- ment | Ene- rgy | Off Farm Employ- ment | Appr Tec |
|---|----------------|--------------|--------|-------------|----------------------|----------------------------|-----------------|----------|-----------------------|----------|
| Graduate training in the U.S.                                     | *              |              | *      | *           |                      |                            | v               |          |                       |          |
| Refresher short courses for U.S.-trained policy level personnel   | *              |              | *      | *           |                      |                            |                 |          |                       |          |
| Graduate training and faculty exchange among African Institutions | v              |              | v      | v           | *                    |                            | v               |          | v                     |          |
| Attacks on pests and diseases                                     | *              |              | *      |             |                      |                            | *               |          |                       |          |
| Cooperative Research  |                |              |        |             |                      |                            |                 |          |                       |          |
| Ecological problems   | *              |              | *      |             |                      |                            | *               |          |                       |          |
| Other common problems   |                | v            |        | v           | ?                    |                            |                 | v        |                       | v        |
| Middle level technical training and training trainers             | v              |              | v      | v           | v                    | v                          | v               | v        | *                     | v        |
| Distance learning-- radio/correspondence/ info bulletins          | v              |              | v      | v           | v                    | v                          | ?               | ?        | *                     | v        |
| Documentation collec- tion and exchange                           |                | v            | v      | v           | v                    | v                          | v               | v        | v                     | v        |
| Experimental approaches   | ?              | *            | *      | *           | ?                    |                            | v               | *        | *                     | *        |

\* Important  
v Desirable  
? Possible

in coming. African countries rank far below developing countries in other parts of the world in the proportion of their populations which have had or are having university education. This results in a continuing shortage not only of qualified university teaching staff but also in a very thin layer of well trained government officials.

No development plan, including one organized for popular participation in planning as well as shared benefits, can be prepared or administered effectively without adequately trained government officials. Most thoughtful observers of African development, whether they are looking at total development or a particular substantive area, call attention to the dearth of critical masses of trained people and institutions to plan and manage development, to see relationships among apparently unrelated policies and to make policy decisions in full awareness of all their implications. Without this, development efforts are likely to be haphazard and often defeated by policy decisions in other areas, e.g., tax, price and trade policies which discourage increased agricultural production, import duties which work against small entrepreneurs.

Such policy planning is a very national matter, involving sensitivities for sovereignty, and difficult for any external donor to approach directly. It is also well recognized that all too many well planned development activities fail or progress slowly for lack of adequate qualified staff to administer their implementation. In the long run a key element in meeting both

of these needs is availability of a sufficiently large group of well trained individuals so that planning offices, substantive government departments, and research groups have the necessary expertise.

At the same time, African universities and schools still need more, better trained faculties to expand and improve their educational capacities and to carry on research activities. Smaller colleges and universities, unlikely for some time to come to have graduate programs in many disciplines, still need MAs and PhDs in these fields to carry on their undergraduate programs.

Thus, despite criticisms of the value of past AID supported U.S. academic training, and the view that such training immediately benefits the elite and not the poor, there is a great and continuing need for graduate-level U.S. academic training in development related disciplines. The AFGRAD portion of the African Manpower Development project continues to send selected students from non-Sahelian African countries for graduate study in U.S. universities, but the number is small. African governments tend to use these opportunities for senior technical training, to prepare for joining university faculties. These students are distributed among U.S. universities based on availability of appropriate courses and offers of free tuition. A case can be made for somewhat greater concentration of groups of students in a particular discipline in one or two universities, not only to promote continuing professional contacts among Africans but

also to develop the institution's expertise in the African situation in a particular discipline. Some means of encouraging more use of the projects opportunities for policy-related graduate training needs to be found. The key thing, however, is to continue and perhaps enlarge the program for U.S. graduate training for Africans in U.S. universities.

#### B. Refresher programs

Unlike France and the United Kingdom, AID has done little in providing short post-degree refresher programs for former students in the U.S. except as this occurs in connection with specific projects, e.g. SAFGRAD. Such programs can have value not only in providing opportunities to learn of the latest developments in a technical subject but also as another means of encouraging contact and exchange of experience among officials in similar positions in neighboring countries. Such programs need not necessarily be in the U.S. but, if rotated among African universities during periods when the universities are not in session, could provide an institution-building element. They could be part of joint research activities or development of middle level training programs separate from other on-going projects. Perhaps an African organization or organizations, perhaps the sub-bodies of AAU such as the Association of Faculties of Agriculture in Africa and the Conference of Engineering Education in Middle Africa, could arrange and administer such programs in cooperation with one or more U.S. universities.

### C. Exchanges among African Universities

As already mentioned, many universities, especially in smaller, poorer African countries, cannot provide graduate or upper level undergraduate programs in many disciplines. Specialization in a particular subject in a general field, e.g. land tenure within a department or school of agriculture, or education or health planning in schools of education and health is the pattern in many developed countries including the U.S. Too often in Africa when the need for specialized training cannot be met in the home country, the easiest or only available alternative is training outside Africa.

Thus, there is need to continue the InterAf program and expand it to include graduate study. Such an expanded program would have two main purposes (1) to provide advanced undergraduate study for students from smaller countries in technical fields which home universities cannot for the foreseeable future provide, e.g., veterinary medicine, tropical diseases,<sup>8/</sup> engineering and (2) to provide African students with specialized programs in Africa in special areas within a discipline, e.g., land use, soils, crops or other specialization in a graduate public health program. Such an exchange program within Africa could lead to continuing and increasing intra African exchange and cooperation in higher education. The possibilities for faculty exchanges as a part of such an InterAf program need

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<sup>8/</sup> See the draft communique of the Southern African Development Coordination Conference, Arusha, July 1979.

to be studied.

The AAU has sought support for programs of professional exchange and cooperative research. AAU's experience with the undergraduate InterAf program might make it, together with its subsidiary organizations, an appropriate African organization to cooperate with a U.S. group in developing a multicountry program in which applied research, faculty exchanges and regional programs for graduate and undergraduate study would be combined, hopefully in ways which would encourage exchange of research information and results among countries.

#### D. Attacks on Pests and Disease

This is an obvious and continuing type of regional activity. Mosquitoes, locusts, tsetse flies and other pests pay no attention to national boundaries. Nor do diseases of people, cattle and crops. Success in their elimination or control requires a regional approach.

#### E. Research and Research Links

##### E-1. Ecological Problems

There are many ecological problems common to several African countries and often to various parts of the continent for which cooperative research is appropriate. In addition to pests and diseases, management of arid and semi-arid soils, erosion, ground water use, various crops in addition to the major cereals for which regional projects now exist, for example, are problems which are common to many parts of Africa. This is not

to say that the problems are identical or always susceptible to the same approach; rather that there is sufficient commonality to justify and almost necessitate cooperative study of the basic problem which must then be subject to testing and adaptive research in specific areas.

#### E-2. Other Common Problems

The same is true of problems which, while not ecologically based or unique to the African continent, are urgent and common to many African countries. Spiralling costs of universal primary education, increasing urbanization and urban unemployment, energy problems and shortage of firewood, the need for better methods of extension, and many similar problems face many African countries. Research and evaluation of new approaches and reasons for their success or failure in one country can help avoid costly mistakes in another.

#### F. Middle Level Technical Training

The shortage of well trained middle level technicians is characteristic of most African countries in practically all technical fields. So is the shortage of qualified trainers to provide such training. In the long run, most African countries will want and need their own institutions to provide such training and eventually the needs in many fields will justify national programs to train the trainers, but in a medium time frame (perhaps the next 20 years) there will be inadequate professional talent and financial resources for training trainers nationally

in many fields and for the training itself in some specialized areas. To the extent possible, perhaps under the aegis of a regional coordinating organization where one exists, existing national institutions need to be assisted to provide training of trainers or training on a regional basis. Hopefully, it will be possible to distribute such programs among countries, as is happening to some extent under the CEAO, so that national pride and jealousies among neighboring countries can be lessened. As more national programs and institutions develop, the original regional training center will become increasingly national with fewer students from other countries but it will be stronger and better because of its past regional role. In contrast, with few possible exceptions, an institution which is completely regionally supported may be doomed to a short life, witness the old University of Botswana, Lesotho and Swaziland and various institutions of the former East African Community.

#### G. Distance Learning

It seems surprising that the success of use of radio in formal and non formal education in some African countries and in other parts of the Third World and of various programs of correspondence education (sometimes combined with short residential courses)<sup>9/</sup> and the wide prevalence of radios throughout

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<sup>9/</sup> Radio clubs in Niger, upgrading primary teachers in Nigeria, middle level training for government employees in Francophone West Africa, correspondence programs of the University of South Africa, work of the African Institute for Economic and Social Development (INADES), Lesotho's distance teaching center and undoubtedly many others.

Africa have not led to more use of combinations of these approaches in both formal and non-formal education, training and information dissemination. This is a special instance in which more experiments and exchange of experience are needed, one which is so important and applicable to so many technical fields that it is singled out as a separate type of activity. A compilation of the many small programs of this type and dissemination of information about them would be a first step in a program for wider use of such approaches.<sup>10/</sup>

#### H. Documentation Systems

The number of specialized information networks throughout the world is increasing in direct relationship to the rapidly expanding availability of published information. There are not only worldwide networks--the UN's DEVSIS (Development Services Information System),<sup>11/</sup> FAO's AGRIS (International Information System for Agricultural Sciences and Technology), UNESCO's IERS (International Education Reporting Service of the International Bureau of Education), INFOTERRA (International Referral System for Sources of Environmental Information), MEDLARS (Medical Literature Analysis and Retrieval System), POPIN (Population Information Network), UNISIST (World Information System for Science

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<sup>10/</sup> It is interesting to note in this connection the success of the Jehovah's Witnesses program of combining radio broadcasting with simple handouts in native languages, not only in drawing converts but also in developing literacy.

<sup>11/</sup> The many information network acronyms are not included in Attachment D. Only a few are mentioned here.

and Technology)--but also a growing number of African networks--NIEDA (Network of Educational Innovation for Development in Africa), CERDAS (Research and Documentation Center for Social Science Research on Sub-Saharan Africa), PIDAS (Population Information and Documentation System for Africa)--and at least two subregional but all-inclusive matter groups--the Sahel Documentation Center at Michigan Center University and the SADEX (Southern Africa Development Information Documentation Exchange) of the African Bibliographic Center. Yet most libraries in Africa are poor, small, lacking in trained staff and facing foreign exchange difficulties in obtaining foreign publications; national library systems are weak; regional library exchange programs are almost non-existent and there are very, very few Africans trained in the new profession of documentalists--one concerned with locating, acquiring, processing and disseminating information for meaningful utilization. Small wonder that African technicians, extension agents, teachers, and research workers find it almost impossible to obtain information they need, when they need it and in usable form.

The recommendations of the recent ECA-OAU-IDRC Mission that ECA be assisted in establishing a cooperative information system--DEVSI Africa--are intriguing as a possible first step toward putting order into this confusion until it appears that DEVSI Africa will be concerned only with non-numerical data on socio-economic development, excluding technical subject matter

such as agriculture or science and technology.<sup>12/</sup> At the same time PAID is considering a more modest but at the same time more inclusive plan to improve the information availability to PAID centers and their clientele, based on a proposed survey of users' needs and including exchange programs with various non-African information centers.<sup>13/</sup>

The IDRC has long been concerned with information systems related to development, while AID has lagged in this field. While the problem of information and documentation availability is by no means unique to Africa, it is particularly acute there. AFR should initiate discussions with IDRC to find out how far IDRC has gone in identifying possible approaches to meeting the need for better flow of usable information and then consider cooperating with IDRC in a program in this field. Any activity would be long-term and expensive but it could be of inestimable value. An inclusive overall plan is essential before undertaking assistance to any piece of the eventual information system.

#### I. Experimental Approaches

This type of activity is separable from research although the distinction is sometimes blurred, since applied research activities also often include field trials and other experimental

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<sup>12/</sup> This may be a misreading of the ECA-OAU-IDRC report (dated June 1, 1979). See the introductory chapter of the report. See also the Regional Paper for Africa for UNSCTD (A/Conf.8/PC17/ADD 1) January 24, 1979.

<sup>13/</sup> See PAID (Seidman, Michael) Documentation Project: Design of an Information Network for PAID and its Environment (LPD/C8P/XVII/79/D2) April 1979

applications of research results. However, in many technical fields, particularly those which concern problems which are recently identified, while there may be no central research, even of the applied variety, there is great need for experimental approaches which are designed to provide for careful evaluation. It is important to insure exchange of experience with respect to these experiments. This is a recognized reason for regional projects but too often the evaluation methodology is not built in from the start and exchange of experience may be neglected or left to chance so that the regional project becomes only a collection of subprojects. In other cases, as already mentioned, there is need for regional activity to insure exchange of experience in bilateral projects, particularly in a relatively new field such as forestry and firewood. Wherever practical, an African institution should be encouraged to participate and eventually take the lead in these coordination efforts. Perhaps this is a potential new role for the African Development Bank, at least in some fields.

#### Functional Areas

The distribution of the regional activities of the Africa Bureau by functional areas is surprising, especially the relatively small amount for regional projects in Agriculture and Rural Development. (See Table 3.) While there is attention to energy, appropriate technology and environment in agricultural and other projects, the amount specifically for activities in these fields is low, given that they are relatively new areas in which an experimental regional approach seems appropriate.

The large amount for health is explained by the emphasis on health delivery systems, and combatting childhood diseases. The lack of any regional activities in health and education in the Sahel program is noticeable.

Table 3  
 FY80 Congressional Presentation  
 Africa Bureau Regional Activities  
 Functional Distribution  
 (\$000)

|                               | <u>RA</u>           | <u>Sahel</u>         | <u>So.Af.</u> | <u>Total</u>      |
|-------------------------------|---------------------|----------------------|---------------|-------------------|
| Agr. & Rural Dev.             | 5,845               | 13,598 <sup>a/</sup> |               | 19,443            |
| Population                    | 1,859               | 500                  |               | 2,359             |
| Health                        | 12,900              |                      |               | 12,900            |
| Education<br>(of which Labor) | 11,250<br>(2,800)   |                      | 3,600         | 14,850<br>(2,800) |
| Trans & Com                   | 6,000               |                      |               | 6,000             |
| Appropriate Tech              | 1,455 <sup>b/</sup> |                      |               | 1,455             |
| Energy                        | 1,350 <sup>b/</sup> |                      |               | 1,350             |
| Environment                   | <sup>c/</sup>       |                      |               |                   |
| R. Sensing                    | 1,540 <sup>d/</sup> |                      |               | 1,540             |
| Af.Reg.Org.Sup. <sup>e/</sup> | <u>3,060</u>        | <u>4,052</u>         |               | <u>7,112</u>      |
| TOTAL                         | 45,259              | 18,150               | 3,600         | 67,009            |

<sup>a/</sup> Includes Sahel local development since total of \$3 million cannot be distributed.

<sup>b/</sup> Includes \$250,000 for accelerated impact projects.

<sup>c/</sup> No separately identifiable projects. No attempt has been made to break out environmental elements of projects, e.g. erosion control.

<sup>d/</sup> Excludes the remote sensing elements of the project for planning in onchocerciasis free areas.

<sup>e/</sup> Not including projects in functional fields which involve regional institutions.

Agriculture and Rural Development

An underlying reason for regional projects in agriculture is of course the common ecological, climatic and other conditions extending beyond national boundaries. These call for a multi-country approach, often for applied research at a regional level to serve as a link between world-wide research at U.S. institutions and international agricultural centers<sup>14/</sup> and new and fragile national research units. Many current regional projects in agriculture are of this type: SAFGRAD, WARDA, LCBC livestock and mixed agriculture, Sahel waterdata network. However, there is room for considerably more regional applied research, for example, into problems of semi-arid and arid lands which cover so much of the continent from the Sahel to Southern Africa, of range management, and of river basin development (water rights, salinization, offtake policies).

Problems of pest control for both crops and cattle similarly need regional action, and are largely unaddressed at present. The threat of locusts has re-emerged in both East and West Africa and the concerned regional organizations are ill-prepared to cope with the situation, an almost inevitable consequence of the periodicity of the threat. Bovine pleuro-pneumonia may

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<sup>14/</sup> AID support to international agricultural research centers with headquarters in Africa--LITA, ILRAD and ILCA--is not a part of the Africa regional program but comes from the Development Support Bureau program. While these three centers concentrate primarily on African problems and other international centers do some work in Africa, there is room for a great deal more research, especially applied research into problems of African crops, livestock, soils, etc. ICRISAT is already involved in the SAFGRAD project and the Arusha draft communique proposes a regional ICRISAT center in Botswana.

be recurring. The tsetse fly prevents use of large quantities of fertile land across the continent because of the danger of trypanosomiasis in cattle and human sleeping sickness.<sup>15/</sup>

Cattle movements across national boundaries present a host of problems which require a multicountry approach: relations between migratory groups and sedentary agriculture, often well established in traditional situations but complicated when new sedentary agricultural programs are initiated, cattle off-take and marketing, water rights, erosion in traditional water and feed areas.<sup>16/</sup> While there are few current projects addressing these problems, conclusions of the recent Workshop on Pastoralism and African Livestock Development<sup>17/</sup> may suggest areas for further study and for other regional activity.

Land tenure issues in Africa, while not geographically based, are in large part different from those in Asia and Latin America and have been given too little attention. Traditional communal land, the most predominant type of holding in Africa,<sup>18/</sup> involves problems of lack of incentive for land improvement when individual occupancy may shift every few years. The newer and

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<sup>15/</sup> See the broad and ambitious plan contained in the report of the Task Force headed by John J. McKelvey, Jr. (draft March 29, 1979).

<sup>16/</sup> Not to mention the problems of human health and education related to these migrations.

<sup>17/</sup> Harpers Ferry, West Virginia, September 23-26, 1979.

<sup>18/</sup> Economic Commission for Africa, Survey of Economic and Social Conditions in Africa--Part I, including Fourth Biennial Review and Appraisal of Social and Economic Performance in ECA Region in the Second United Nations Development Decade. E/CN.141697 Part 1, February 14, 1979 (referred to hereafter as the ECA Survey) pp.43-45. Quotation p.45.

more serious problem may be the tendency for tribal ownership to lead to sale or lease to large entrepreneurs and multinational corporations with resulting creation of landless peasants and reduction in small farms. "There is obvious need for comprehensive examination leading to reform in many African countries destined to increase labor intensity and maximize productivity per unit of land, labour and other inputs...." The Land Tenure Center at the University of Wisconsin should be encouraged to continue to intensify its work on African land tenure problems, preferably in cooperation with one or more African universities.

While remote sensing high level photography can be of great value in road planning, determining population density and other fields, its most immediate value is likely to be in agriculture, especially land use planning, ground water identification, measuring the extent of forest cover. It is right, therefore, that the two regional programs in remote sensing are funded from the agriculture, rural development and nutrition account. It is to be hoped that the centers in Kenya and Upper Volta will soon become genuinely regional and that the new African Council on Remote Sensing will become an effective regional organization for coordination between the two centers on Africa and with similar institutions outside Africa.

It is in agriculture that the problems of conflicting policies and programs and the need for specialized graduate education are most strikingly evident--the ECA Survey of Economic and Social Conditions in Africa reports that "...government

policies have been in some aspects biased against agriculture...." and lists specifics including prices of agricultural products, high export duties, taxation, low current and capital government expenditures for agriculture; arbitrary decisions regarding land holding, rural/urban wage differentials, rural/urban terms of trade.<sup>19/</sup> In addition to the need for postgraduate training for those who may be future occupants of policy positions on African agriculture, wherever possible support should be given to regional organizations to encourage and assist better policy planning and coordinated programs. It is also in agriculture that there are the greatest prospects for regional cooperation in specialized agricultural training in African institutions-- land tenure, dryland agriculture, veterinary science, etc.

While it is not anticipated that regional projects in all these agricultural areas will be developed, an increase in the agricultural sector of the AFR/RA program does seem appropriate based on a priority ranking of these and possibly other proposals with emphasis on projects in which cooperation among two or more countries is essential to success.

#### Population

Africa's population growth rate is 2.65 percent, almost double the world average. In some countries it exceeds three percent. Forty-four percent of the population is under the age of fifteen. The age-dependency ratio, including those under

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<sup>19/</sup> ECA Survey, p.39.

fifteen and over sixty-five, is rising and approaching nine for every ten persons between fifteen and sixty-five.<sup>20/</sup> Government expenditures for education are high and policies of universal primary education are forcing further increases. Yet fewer than half the countries in Africa have policies to slow population growth or officially support family planning activities. There are many reasons for continuing high birth rates in Africa and they are not clearly understood. The increasing dependency ratio, the high percentage of the population under fifteen and the pressure on education budgets all point to the need to slow the rate of population growth, without necessarily raising the politically sensitive question of eventual population levels in individual countries.

Interest in smaller families is growing, in part because of improving conditions for women and concern for human rights. Various assistance programs, including those of Pathfinder, the Population Council, IPPF and other centrally funded activities which do not appear in the Africa Bureau's Program have assisted innovative approaches, including population education in schools, village based activities and increased emphasis on the relationships between size of family, child health and nutrition.<sup>21/</sup> The only regional population activities are the demographic work

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<sup>20/</sup> Quoted in the ECA Survey, pp.120-122, from the UN Population Division's, Selected World Demographic Indicators by Country 1950-2000.

<sup>21/</sup> See Wolfson, Margaret, Changing Approaches to Population Problems. Development Center of the OECD in cooperation with the World Bank, Paris 1978.

of the Sahel Institute and CILSS and "umbrella" projects for family health initiatives. There is a clear need for regional activities to assess the impact of various PVO population activities in Africa and to study the factors governing African family size.

Only with better knowledge of why various Africans want more children and what types of family planning programs work in various African contexts can more practical programs to encourage smaller families and slower rates of population growth be developed.

#### Health

Health programs account for almost one quarter of the regional program of the Africa Bureau. Five million of the total \$12,900,000 program (excluding the project to strengthen health institutions in the U.S.) supports the WHO's expanded program for immunization against childhood disease. The Strengthening Health Delivery Systems II (SHEDS) project, again in cooperation with WHO, is primarily directed toward producing training of trainers to support bilateral health planning and delivery projects.

There are two main reasons for regional projects in health: (1) diseases which are common to several countries, and (2) the need for better health planning and genuinely affordable health delivery systems for the poorest countries. In the first category, in addition to the multidonor onchocerciasis control project and centrally funded participation in the multi-

donor IBRD-WHO-UNDP sponsored Special Program for Research and Training in Tropical Diseases, is the modest beginning of the Health Constraints to Rural Production project which should begin to increase knowledge of the means of schistosomiasis control in various situations and the ability of African scientists and technicians to carry out operational research and control programs. The absence of similar efforts with respect to malaria in Africa is striking in view of the wide effort and serious impact of malaria on working capacity and health.<sup>22/</sup> The same is true of human trypanosomiasis. It is important to insure that adequate research and experimentation precede and accompany control programs. For example, some experts suggest that the black fly, the carrier of onchocerciasis, can be expected to reappear because its flying range far exceeds that which was expected when the control program was initiated.

The challenges for regional activities in health planning and delivery are to find systems which are affordable on a sustained basis by the poorest countries, to provide university level training for health planners and supervisors of delivery systems and to train trainers to provide appropriate training programs for health extension workers, increasing numbers of whom will be multipurpose workers. There is a need for more investigation and experimentation in the use of traditional

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<sup>22/</sup> Some experts believe that the hazards of malaria exceed those of schistosomiasis, at least in Southern Africa. See pp.37-38, Health and Development in Southern Africa submitted by Family Health Care and Africare, January 30, 1979.

medicine practitioners and midwives and the possible role of teachers and other local officials in health education, preventive practices, and nutrition. Village potable water and sanitation are being given increased, although still too little, attention in Africa, and it would seem likely that there is a need for trainers of technicians and maintenance personnel which could be met on a regional basis.

Education and Human Resource Development (EHR)

Education activities (excluding AALC) account for just under 20 percent of the regional program. The African Manpower Project, which includes the final stage of the InterAf and AF-GRAD programs, accounts for over half of the total; rural development training (PAID) and training for Portuguese speaking Africans for much of the balance. There is no activity devoted to education planning and evaluation of small innovative approaches to primary education<sup>23/</sup> or comparative experiments in distance learning. Yet the Africa Bureau's new African Education and Human Resources Development Strategy Statement gives priority to improvement and expansion of basic primary education as well as to administrative and technical training for low and middle level manpower in rural development and introduction and expansion of learning systems that have direct impact on rural producers and their families.

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<sup>23/</sup> Consideration is being given to AID support of the activities originated by the Ford Foundation in its Education Research and Training project.

In addition to the need for more and better trained education planners, and graduate education for future policy planners, there would seem to be a real opportunity to experiment with combinations of radio and correspondence courses to improve the quality of rural primary education and teacher training.

The EHR portion of the regional program includes two development administration projects--assistance to CAFRAD and PAID. Although CAFRAD's goal of increasing the project management capacity of African national institutions remains laudable, the institution's difficult history over its fifteen-year life raises the question of the likelihood that it can ever become a well run and effective African organization. Unless the next evaluation reveals real prospects of a new lease on life for the Center and an increasing ability to design and run good programs, the time may have come to terminate AID support for it.

In contrast, PAID's work in training trainers of middle level and field staffs is generally given high marks as are its movement to Africanize staff and the establishment of centers in the Sahel and Southern Africa. AID should certainly continue to provide general support to the Institute which has had success both in middle level training in various technical fields and in training of trainers. PAID is a notable exception to the premise that strengthening national institutions to undertake training on a regional basis is preferable to establishing regional institutions.

Possibilities of regional administrative training at other

institutions, e.g. the East Africa Management Institute and the Institute for Development Management in Botswana should be explored periodically.

#### Transportation and Communications

The proposed program for the first phase (1980-1983) of the African Transport and Communications Decade consists of some 771 projects estimated to cost \$8.9 billion, with very little indication of priority, but separated into basic actions (primarily surveys and studies), training, infrastructure and equipment and material.<sup>24/</sup> Small wonder that the pledging conference in November 1979 resulted in only a few small pledges. Yet the size and cost of the program reflect the real dilemma with respect to development of transportation and communications in Africa. Such development is essential but it is very expensive in terms of skilled manpower as well as financially. The dilemma is reflected in a small way in the AID Africa Regional Program which includes only two projects--transport studies and the first phase of the Tanzania/Rwanda/Burundi transport links project--but amounts to about thirteen percent of the RA program.

Transportation and communications links are essential to the fourteen landlocked countries in Africa; they are equally essential to landlocked areas within countries. Regional cooperation for markets and other activities require transportation and communications links. The chairman of the Development Assis-

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<sup>24/</sup> United Nations, Transport and Communications Decade for Africa, E/CN.14/726 and Add 1 (undated, 1979)

tance Committee has pointed out that "the scope for aid projects which are traditional in nature and yet entirely consistent with a basic human needs approach, e.g., for basic infrastructure, is much larger in low income countries where the majority of the population lives below the poverty line than in middle income countries where questions of distribution of benefits take on greater importance."<sup>25/</sup>

Charles Ward argues that "Overall economic growth, and hence investment in productive enterprises and necessary infrastructure, are an essential element of any BHN development effort." But he concludes that "the most effective use of AID would be to undertake activities which enhance the ability of recipient countries to make better use of other, larger resources available for investment."<sup>26/</sup> This, with few exceptions for participation in multidonor construction projects, would seem to be the most practical emphasis for AID/AFR regional activities in transportation and communications. Such an emphasis would include not only surveys but also technical training and training of trainers in such areas as road and rail maintenance, equipment maintenance, port management, river navigation. The ECA program lists many proposals for regional training projects, many involving regional programs at existing national institutions. A careful survey of these proposals might provide the

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<sup>25/</sup> OECD Development Assistance Committee, Chairman's Report for 1978 (DAC(78)14) Chapter IV, p.9. (Underlining added)

<sup>26/</sup> AFRDP. The implications of a BHN Policy in Africa (draft) January 1979, p.6 (underlining added) and p.13.

basis not only for a modest AID pledge to the program but more importantly for a real contribution to the obvious need.

### Energy and Environment

These two areas are treated together since the main energy initiative for most of Africa relates to firewood and a principal environmental concern is the erosion and desertification resulting from loss of trees and vegetation. The only regional activity in this field in the FY80 Congressional Presentation is the "umbrella" project, Energy Initiatives for Africa, but a draft paper for a new project, Environmental Training and Management, is in circulation. In addition, the Improved Rural Technology project includes energy in its areas of concentration. The last two of these projects are largely "umbrellas" for country activities, although the rural technology project has the advantage of a single contractor and includes information dissemination and exchange and the proposed environmental training program includes use of regional institutions for training and internships. The energy project, as described in the latest draft P.I.D., is a good example of use of regional funds to initiate experimental new work and training, hopefully leading to new bilateral projects.

A neglected field which could be important for both energy and environmental protection is the study of native trees, shrubs and grasses which survive in the harsh dry conditions such as the Sahel. IITA is studying indigenous trees and shrubs in its farming systems program with emphasis on those with edi-

ble fruits and leaves for both people and cattle, but more needs to be done. Protection of wild life both for its tourism value and for nutrition needs more attention. Strengthening of the wild life management schools in Tanzania and Cameroon by encouraging regional activities at both institutions might be considered.<sup>27/</sup>

#### Urbanization/Employment

There is a tendency to equate "the poor" and "the rural poor". This is natural since about seventy-five percent of the population of Africa is rural, but it neglects the growing number of Africans who live in towns and cities, mostly in slum areas. Urban populations in Africa increased at an annual rate of five percent between 1950 and 1975 and are expected to increase at over four percent annually between 1980 and 2000, by which time 37 percent of the African population is expected to be urban.<sup>28/</sup> ILO has estimated that in 1975 ten percent of the urban population was unemployed and another 25 percent underemployed, primarily in the "informal" sector.<sup>29/</sup> These data do not differentiate between small and large urban areas.

While the growing problems of African cities are in general not, or at least not yet, appropriate targets for regional activities, one type of regional activity could be helpful in

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<sup>27/</sup> See Eckholm, Erik, Disappearing Species: The Social Challenge, World Watch Paper 22, July, 1978.

<sup>28/</sup> ECA Survey, pp.123-234.

<sup>29/</sup> ILO Employment Growth and Basic Needs: A One-World Problem. Geneva 1976, quoted in the ECA Survey, p.68.

relieving under- and unemployment. The "informal" sector is notable for its inefficiency; it is also difficult for a government to recognize or assist since, almost by definition, its existence is based on violating various regulations--worker safety and health, employment of children, wage scales, etc. Distance learning activities directed at improving the efficiency of all small enterprises and employment capabilities, particularly small manufacturing, might improve the efficiency of "informal" operations as well as others in smaller rural centers where processing of agricultural products and production of agricultural imports are essential to improved agricultural production. A regional project to test a variety of approaches to training small entrepreneurs, exchange experiences and evaluate results could be an appropriate first step in this difficult area.

### Conclusion

It is clearly impractical to propose that AID alone, or in cooperation with other donors, undertake regional projects of all these types in every functional area where they seem appropriate. Nor can all the specific suggestions in various technical fields be undertaken by AID. It is impossible for any generalist to attempt to establish priorities. What is needed is a more thorough look and an attempt to establish a priority ranking of African development problems in each technical field, followed by an assessment of the extent to which

a regional approach makes sense. Such an approach has not characterized the planning of the African regional program in the past, with the result that some important functional areas, e.g. agriculture, have declined in importance within the program and some areas within several functional fields, e.g. technical training have been neglected.

It is probably impractical to try to establish in advance the appropriate size of future regional programs either in absolute amounts or as a proportion of the total Africa program, although the present level of about one-third of the total might be a good starting point. It should, however, be practical to review the regional program periodically both by type of activities and by functional areas and to move gradually toward a better balance in both respects. For the immediate future, the most urgent changes would be to increase the share of agriculture, and to move toward a substantial increase in the experimental approaches to new areas of activity, hopefully at the expense of the "convenience umbrella" projects. It is clear from this review that there is real opportunity for converting all or a part of several of the projects in the latter category into genuine collaborative experiments which genuinely involve several countries and promote cooperation among them.

Attachment A

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Attachment C

SELECTED AFRICAN REGIONAL  
ORGANIZATIONS AND INSTITUTIONS<sup>1/</sup>

REGIONAL COORDINATING ORGANIZATIONS

Economic Community of West African States (ECOWAS)  
Council of the Entente States  
West African Economic Community (CEAO)  
African and Mauritanian Common Organizations (OCAM)  
Economic Commission for Africa (ECA)  
Nigeria-Niger Joint Commission for Cooperation  
Permanent Interstate Committee to Control Drought in  
the Sahel (CILSS)  
Organization of African Unity (OAU)  
Central African Customs and Economic Union (UDEAC)  
East African Community (EAC)  
Economic Community of the Great Lake Countries (CEPGL)

REGIONAL FINANCIAL INSTITUTIONS

African Development Bank (AFDB)  
Bank for West African Development (BOAD)  
Mutual Aid and Loan Guarantee Fund of the Council of  
Entente States (Entente Fund)  
East African Development Bank  
Economic Community of West African State Fund for Conserva-  
tion Coordination and Development (ECOWAS Fund)  
Fund of Solidarity and Equalization of CEAO (FOSIDEC)

RIVER AND LAKE BASIN DEVELOPMENT ORGANIZATIONS

Organization for the Development of the Senegal River (OMVS)  
Organization for the Development of the Gambia River Basin  
(OMVB)  
Niger River Commission  
Mano River Union  
Lake Chad Basin Commission  
Liptako-Gourma Region Integrated Development Authority  
Kagera River Basin Commission

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<sup>1/</sup> For a more complete list see the ECA's Directory of Intergovern-  
mental Cooperation Organizations in Africa (A/CN14/CEC/n Rev 2)  
June 1976.

Attachment C (continued) 2

TECHNICAL DEVELOPMENT RELATED ORGANIZATIONS (selective list)

Agriculture, Fisheries & Livestock<sup>1/</sup>

African Society for Development of the Millet & Sorghum-Based Food Industry (SADIAMIL)  
Association for the Advancement of Agricultural Sciences in Africa (AASA)  
Common Organization for the Fight Against the Locust and Granivorous Birds (OCLALAV)  
Economic Community of Cattle and Meat of the Entente (CEBV)  
Higher Training Institute of Fisheries Sciences and Technology (of CEAO)  
International Organization Against the Migrating Cricket (OICMA)  
Livestock and Meat Office of CEAO (OCBV)  
Sahel Regional Training School for Inland Fisheries  
Scientific and Technical Research Commission of the OAU (STRC)  
West African Rice Development Association (WARDA)  
International Center for Research in Agro Forestry  
Desert Locust Control Organization for Eastern Africa (DLCOEA)  
International Scientific Council for Trypanosomiasis Research and Control (ISCTRC) of the OAU  
International Bureau of Animal Resources (IBAR) of STRC  
Center for Agricultural, Hydrological and Meteorological Data (AGROMET)

Credit and Cooperatives

African Cooperative Credit and Savings Association (ACOSCA)

Education

African and Malagasy Higher Education Council (CAMES) of OCAM  
African Teacher Education Association (ATEA)  
Association of African Universities (AAU)  
Association of Faculties of Agriculture in Africa (of AAU)  
Association of Teachers of Political Science (of AAU)  
Conference of Engineering Education in Middle Africa (of AAU)  
Association of Medical Schools and Colleges in Africa (of AAU)  
Science Education Program for Africa (SEPA)  
West African Education Research Consortium  
Basic Education Resources Center (BERC, Kenya)

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<sup>1/</sup> Excluding the international agricultural research centers sponsored by the Consultative Group on International Agricultural Research located in Africa--the International Institute of Tropical Agriculture (IITA), Nigeria, the International Livestock Center for Africa (ILCA), Ethiopia and the International Laboratory for Research on Animal Diseases (ILRAD), Kenya

Attachment C (continued) 3

Health

Organization for Cooperation and Control of Endemic  
Diseases in Africa (OCCGE)

Research Coordination/Documentation

Council for Development of Economic and Social Research  
in Africa (CODESRIA)  
Sahel Institute  
Central African Documentation Center  
Standing Conference of African University Libraries  
(SCAUL) (of AAU)

Remote Sensing and Energy

African Council on Remote Sensing (CATD) (not listed by ECA)  
Solar Energy Research and Production Center (of CEAO)

Management Training

African Center for Higher Management Studies (CEAO)  
African Training and Research Center in Administration  
and Development (CAFRAD)  
Pan African Development Institute (PAID)  
East Africa Management Institute

Water/Engineering

InterAfrican Committee for Hydraulic Studies (ICEH)  
InterStates School for Rural Engineering (EIER)  
Regional Water Data Center (Sahel)

Transportation

Dakar-Ndjamena Highway Coordinating Committee  
Nouakchott-Lagos Highway Coordinating Committee  
Regional Road Maintenance and Training Center (Lome)  
TransAfrican Highway Coordinating Committee  
TransSahara Road Committee  
Union of African Railways

## Attachment D

### ACRONYMS

(in addition to those of African organizations listed in Annex C)

|                         |  |
|-------------------------|--|
| AALC                    | African American Labor Center  |
| AFGRAD                  | African Graduate Fellowship Program  |
| AFR/RA/AID              | Regional Affairs Office, Africa Bureau,<br>Agency for International Development              |
| BHN                     | Basic Human Needs  |
| FAO                     | Food and Agriculture Organization of the United<br>Nations                                   |
| ICRISAT                 | International Crops Research Institute for the<br>Semi-Arid Tropics                          |
| IDRC                    | International Development Research Center (Canada)   |
| IITA<br><del>ILCA</del> | International Institute of Tropical Agriculture<br>International Livestock Center for Africa |
| ILO                     | International Labor Organization   |
| ILRAD                   | International Laboratory for Research on Animal<br>Diseases                                  |
| InterAf                 | African Higher Education InterAfrican Scholarship<br>Program                                 |
| IPPF                    | International Planned Parenthood Federation  |
| OECD                    | Organization for Economic Cooperation and Development  |
| PID                     | Project Identification Document  |
| PVO                     | Private Voluntary Organization   |
| SAFGRAD                 | Semi-Arid Food Grain Research and Development Project  |
| SHEDS                   | Strengthening Health Delivery Systems Project  |
| UNCSTD                  | United Nations Conference on Science and Technology<br>for Development                       |
| UNDP                    | United Nations Development Program   |
| UNESCO                  | United Nations Economic, Social and Cultural Organization                                    |
| UNITAR                  | United Nations Institute for Training and Research   |
| WHO                     | World Health Organization  |

## Attachment E

AID/AFR REGIONAL PROGRAMS  
 FY 80 Congressional Presentation  
 By Type of Project  
 (\$000)

|                              | RA            | Sahel         | So.Af.        | Total          |             |
|------------------------------|---------------|---------------|---------------|----------------|-------------|
|                              |               |               |               | Amount         | Percent     |
| GRAND TOTAL                  | <u>66,905</u> | <u>24,750</u> | <u>18,000</u> | <u>109,655</u> |             |
| Less:                        |               |               |               |                |             |
| Pl., Mgt & Research          |               | 4,100         | 2,500         | 6,600          |             |
| Prog.Dev.&Support            | 7,170         |               |               | 7,170          |             |
| Self-help                    | 1,400         | 500           | 400           | 2,300          |             |
| 122d                         | 1,000         |               |               | 1,000          |             |
| Special Pop.                 | 200           |               |               | 200            |             |
| PVOs                         | 11,876        | 2,000         | 2,000         | 15,876         |             |
| Refugees                     |               |               | 9,500         | 9,500          |             |
| TOTAL                        | <u>21,646</u> | <u>6,600</u>  | <u>14,400</u> | <u>42,646</u>  |             |
| <u>BALANCE</u>               | <u>45,259</u> | <u>18,150</u> | <u>3,600</u>  | <u>67,009</u>  | <u>100</u>  |
| <br>                         |               |               |               |                |             |
| <u>Two or more coun-</u>     |               |               |               |                |             |
| <u>tries essential</u>       |               |               |               |                |             |
| SHEDS (less measles)         | 3,100         |               |               |                |             |
| SAFGRAD                      | 2,330         |               |               |                |             |
| Oncho-free area plan         | 385           |               |               |                |             |
| Remote Sensing(E&W)          | 1,540         |               |               |                |             |
| Oncho control                | 2,700         |               |               |                |             |
| Tanz/Bu/Rw transport         | 5,000         |               |               |                |             |
| Manpower Dev.(InterAf)       | 340           |               |               |                |             |
| WARDA                        | 1,000         |               |               |                |             |
| Water Data Network           |               | 1,313         |               |                |             |
| Regional fisheries           |               | 250           |               |                |             |
| LCBC mixed ag.               |               | 1,100         |               |                |             |
| Gambia Basin                 |               | 200           |               |                |             |
| OMVS ag. research            |               | 900           |               |                |             |
| Reg.AID coord&pl:            |               | 2,102         |               |                |             |
| Demographic data             |               | 500           |               |                |             |
| TOTAL                        | <u>16,395</u> | <u>6,365</u>  | -             | <u>22,760</u>  | <u>34.0</u> |
| <br>                         |               |               |               |                |             |
| <u>Rgnl Coop Strenthened</u> |               |               |               |                |             |
| CIEH                         | 630           |               |               |                |             |
| Regl orgs                    | 1,260         |               |               |                |             |
| AFDB                         | 1,400         |               |               |                |             |
| ECA                          | 400           |               |               |                |             |
| CAFRAD                       | 180           |               |               |                |             |
| PAID                         | 1,200         |               |               |                |             |
| BERC                         | 300           |               |               |                |             |
| LCBC                         |               | 250           |               |                |             |
| OMVS Data                    |               | 1,500         |               |                |             |
| TOTAL                        | <u>5,370</u>  | <u>1,750</u>  | -             | <u>7,120</u>   | <u>10.6</u> |
| <br>                         |               |               |               |                |             |
| <u>Cntl Adm.Essential</u>    |               |               |               |                |             |
| Dev.Tr.Port.Sp.Af.           | 1,300         |               |               |                |             |
| Manpr Dev.(AFGRAD)           | 3,180         |               |               |                |             |
| Dev.Tr.So.Af                 |               |               | 3,600         |                |             |
| TOTAL                        | <u>4,480</u>  |               | <u>3,600</u>  | <u>8,080</u>   | <u>12.1</u> |
| <br>                         |               |               |               |                |             |
| <u>Experimental</u>          |               |               |               |                |             |
| Improved Rural Tech          | 1,205         |               |               |                |             |
| Health Constraints           | 1,200         |               |               |                |             |
| Energy                       | 1,100         |               |               |                |             |
| TOTAL                        | <u>3,505</u>  | -             | -             | <u>3,505</u>   | <u>5.2</u>  |

## Attachment E continued-2

|                        | <u>RA</u>     | <u>Sahel</u>  | <u>So.Af.</u> | <u>Total</u>  |                |
|------------------------|---------------|---------------|---------------|---------------|----------------|
|                        |               |               |               | <u>Amount</u> | <u>Percent</u> |
| <u>Convenience</u>     |               |               |               |               |                |
| <u>Umbrellas</u>       |               |               |               |               |                |
| Accelerated impact     | 3,000         |               |               |               |                |
| AALC                   | 2,800         |               |               |               |                |
| Af.Women in Dev.       | 350           |               |               |               |                |
| Manpower Dev. (ex-     |               |               |               |               |                |
| AFGRAD & InterAf)      | 1,100         |               |               |               |                |
| Family Health Init.    | 1,859         |               |               |               |                |
| SHEDS (measles)        | 400           |               |               |               |                |
| Comb.t.chldhd diseases | 5,000         |               |               |               |                |
| Transpt dev.studies    | 1,000         |               |               |               |                |
| Fertilizer             |               | 535           |               |               |                |
| Food Crop Protection   |               | 6,500         |               |               |                |
| Local Devpmt           |               | 3,000         |               |               |                |
| <u>TOTAL</u>           | <u>15,509</u> | <u>10,035</u> | <u>-</u>      | <u>25,544</u> | <u>38.1</u>    |

ANNEX

A

## Annex A

### AID AND REGIONAL ORGANIZATIONS IN WEST AFRICA

It is important to recognize how rapidly the West African Regional organization future changes. While to some extent regional organization tends to thrive for a time and then decline in influence but linger on, one observer has suggested that "the actual management of African inter-state cooperation and the utilization of regional and sub-regional institutions for economic and social development is at an all-time high."<sup>1/</sup> ECOWAS was established only in 1975, and already a shift in administration of the ECOWAS Fund is in process; the Agreement of Cooperation between CEAO and CILSS was signed only in July 1979; that between the Entente Fund and CEAO in March, 1979; and the Charter of Cooperation of AFDB, BOAD, CEAO, ECOWAS and the Entente Fund in February, 1979. No one yet knows what the proposed OAU Economic Summit in 1980 will consider. It is important, therefore, to avoid setting anything in concrete. Options must be kept open in order to adjust to a very fluid situation.

Total availability of U.S. resources, and particularly of AID resources for Africa, has a considerable bearing on the question of AID assistance to regional organizations. Ideally it might be desirable to be fully responsive to all valid requests for AID assistance from interested organizations working in West Africa. I have assumed that this is impractical, but

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<sup>1/</sup> Gruhn, Isebell V., Regionalism Reconsidered--The Economic Commission for Africa; Westview Special Studies on Africa (Westview Press, 1979) p.7.

made no judgment as to the level of AID resources for Africa or the optimum split between bilateral and multi-country assistance or among parts of Africa. At the same time it is important to avoid putting too much or too high a proportion of the total available funds into a single organization.

It is also important to distinguish between AID assistance and other possible sources of U.S. support to regional organizations and to consider if other channels--private businesses and banks, Peace Corps, OPIC, EXIMBANK, etc.--might be more appropriate in some cases.

Regional organizations active in West Africa cannot be considered as a single group. They can be grouped in various ways, the best of which is probably the grouping into four categories of organizations and institutions used in the PID for Project 698-0413:<sup>2/</sup>

#### Regional Financial Institutions

- The African Development Bank (AFDB)
- The Bank for West African Development (BOAD)
- The Economic Community of West African State Fund for Conservation, Coordination and Development (ECOWAS Fund)
- Fund of Solidarity and Equalization of CEAO (FUSIDEL)
- Mutual Aid and Loan Guarantee Fund of the Council of the Entente (Entente Fund)

#### Regional Coordinating Institutions

- Council of the Entente States
- Economic Community of West African States (ECOWAS)
- Permanent Interstate Committee on Drought Control in the Sahel (CILSS)
- West African Economic Community (CEAO)

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<sup>2/</sup> See the Economic Commission for Africa's Directory of Intergovernmental Cooperation Organizations in Africa (E/CN14/CEC/11) Rev.2, June 15, 1976, which describes some 120 organizations at least 75 of which include some West African states.

African and Mauritanian Common Organization (OCAM)  
Economic Commission for Africa (ECA)  
Organization for African Unity (OAU)  
Nigeria-Niger Joint Commission

River and Lake Basin Development Organizations

Organization for the Development of the Senegal River Basin  
(OMVS)  
Organization for the Development of the Gambia River Basin  
(OMVB)  
Niger River Commission  
Mono River Authority  
Lake Chad Basin Commission  
Liptako-Gourma Region Integration Development Authority

Technical Development Related Organizations (selective list)

Agriculture Fisheries & Livestock

African Society for Development of the Millet & Sorghum-  
Based Food Industry (SADIAMIL)  
Association for the Advancement of Agricultural Sciences  
in Africa (AAASA)  
Center for Agricultural, Hydrological and Meteorological  
Data (AGROMET)  
Common Organization for the Fight Against the Locust and  
Granivorous Birds (OCLALAV)  
Economic Community of Cattle and Meat of the Entente (CEBV)  
Higher Training Institute of Fisheries Sciences and  
Technology (of CEAO)  
International Organization Against the Migrating Cricket  
(OICMA)  
Livestock and Meat Office of CEAO (OCBV)  
Sahel Regional Training School for Inland Fisheries  
Scientific & Technical Research Commission of the OAU (STRC)  
West African Rice Development Association (WARDA)

Credit and Cooperatives

African Cooperative Credit and Savings Association (ACOSCA)

Education

African and Malagasy Higher Education Council (CAMES)  
African Teacher Education Association (ATEA)  
Association of African Universities (AAU) and its sub-bodies:  
Association of Faculties of Agriculture in Africa  
Association of Teachers of Political Science  
Conference of Engineering Education in Middle Africa  
Association of Medical Schools and Colleges in Africa  
Science Education Program for Africa (SEPA)  
West African Education Research Consortium

Health

Organization for Cooperation and Control of Endemic Diseases  
in Africa (OCCGE)

Remote Sensing

African Council on Remote Sensing  
Solar Energy Research and Production Center (of CEAO)

Research Coordination/Documentation

Council for Development of Economic and Social Research  
in Africa (CDESRIA)  
Sahel Institute  
Standing Conference of African University Libraries (SCAUL)  
(of AAU)

Management Training

African Center for Higher Management Studies (of CEAO)  
African Training and Research Center in Administration and  
Development (CAFRAD)  
Institute for Economic Development and Planning (IDEP)  
Pan African Development Institute (PAID)

Transportation

Dakar-Ndjamena Highway Coordinating Committee  
Nouakchott-Lagos Highway Coordinating Committee  
Regional Road Maintenance and Training Center (Lome)  
TransAfrican Highway Coordinating Committee  
TransSahara Road Committee  
Union of African Railways

Water Engineering

InterAfrican Committee for Hydraulic Studies (ICEH)  
InterStates School for Rural Engineering (EIER)  
Regional Water Data Center (Sahel)

The basic justification for AID support to activities of African regional organizations and institutions of any type is twofold: cooperation among African countries is strengthened and enhanced and the activity contributes to the solution of a problem limiting African development. Preferably it does so more effectively and efficiently than would be possible through a series of bilateral country projects.

Seven criteria should be considered in determining if AID should assist a regional organization, and the form and level of AID assistance. In rough order of importance they are:

(1) Degree of African support--including financial support, Africans in key positions on the staff of the organization and above all evidence of genuine high level government commitment to it.

(2) Extent of genuinely regional activity--as measured not only by objectives and goals of the organization but by the nature of its activities. There is some dispute about what constitutes a regional activity. It is defined in this paper as either a specific project involving more than one country, e.g. the Abidjan-Ouagadougou railroad, or a project in one country which is part of a plan involving more than one country, e.g. the Entente livestock loan.

(3) Effectiveness--record of progress toward goals, efficiency in implementation of projects.

(4) Receptivity--interest in AID assistance, willingness to cooperate with AID.

(5) Consistency with U.S. interests and concern for AID objectives--basic human needs, the poor, etc.

(6) Cooperation with other organizations--evidence of actual cooperation as well as statements of intent.

(7) Possibilities of attracting other donor support to an activity or group of activities if a regional organization is the implementing agency.

Ranking of each organization's performance against these criteria could help in determining not only whether AID would assist an organization or institution and the level of assist-

ance, but also the nature of assistance. Thus substantial funding for financial institutions and substantial staff budget or project support might be limited to those with high marks for all or most of these criteria. On the other hand, given the potential for changes in ratings against each of these suggested criteria, limited assistance such as financial assistance to a particular project or provision of a long-term staff member or a few short-term consultants might be provided to an organization or institution ranking lower against the criteria, partly in order to encourage regional cooperation and improved performance and to keep the door open for broader assistance in the future if changed circumstances warrant.<sup>3/</sup>

My conclusions from the above are very tentative. For discussion purposes I suggest the following:

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<sup>3/</sup> This is a variant of category 2 in the Conroy memo of September 21, 1979, which suggested ranking most African organizations in three categories--those that AID will actively work with; those that AID will consider working with if sound projects are presented; and those AID does not anticipate working with. I believe it is a desirable category within the limits permitted by available funds and personnel. I would limit the list of organizations and institutions with which AID does not intend to work to those with a relatively proven record of low standing against the criteria (of which CAFRAD may be one) and the plethora of organizations and institutions which traditionally or by nature are outside AID's areas, e.g., the Association of African Trade Promotion Organizations or the African Postal Union. Even in these cases I would not lock the door too tightly if circumstances should change. In the long run it is only as African governments individually and in groups become increasingly able to deal with the totality of their economies that development will progress and the lot of the poor majority improve. This necessitates a wider and longer range interpretation of the basic human needs strategy than has been commonly accepted in the past.

### Coordinating Organizations

These tend to have a political as well as a development base, and to place tariff reduction and an eventual common market high among their goals.<sup>4/</sup> They also seek freer movement of people and cattle among member countries, common customs nomenclature as well as cooperation in various aspects of development. Many have financial institutions attached to them. Both OCAM and CEAO also have subsidiary technical bodies, some of which are included in the list.

Since OCAM is now relatively inactive it is not discussed here. Nothing is known of the activities of the Nigeria-Niger Joint Commission, although it is an interesting attempt to cross the language barrier and foster cooperation between a landlocked and a coastal state. The ECA's role has been primarily to foster closer cooperation among neighboring countries, not only in specific technical fields, such as highways, but also through its long efforts to encourage joint planning and sub-regional cooperation and integration (e.g. not continentwide).<sup>5/</sup> The OAU has been primarily a political forum except for the STRC and other little known African sub-bodies, although the coming economic summit in 1980 could change this.

That leaves CILSS (which is in many respects sui generis),

<sup>4/</sup> See Abangwa, George C., "Systems Approach to Regional Integration in West Africa"; Journal of Common Market Studies Vol. XIII (1974-75) pp.116-135 which suggests that joint planning of investment is preferable to customs union/trade arrangement as a first step in regional integration.

<sup>5/</sup> See Gruhn, op.cit., for a good summary of ECA's history in fostering such cooperation.

CEAO, ECOWAS and the Entente Council<sup>6/</sup> which, although they may compete at staff levels (Ouagadougou's 4827) have agreements of cooperation which can be considered evidence of genuine willingness to work together and perhaps eventually come together. (See Table I. for membership in these organizations.)

ECOWAS is too new to judge its performance. Its size and inclusion of both anglophone and francophone states make it attractive for outside support. It is active in many areas of concern to AID--transportation, livestock, energy, basic human needs. ECOWAS could become the vehicle for broad cooperation among coastal and landlocked nations in West Africa, an essential for long term development of the region. Its slow start and the recent change in administration of the ECOWAS Fund are less encouraging.

The proposals for AID assistance in the recent REDSO/W paper seem somewhat grandiose. It is suggested that AID agree to support studies and surveys in some of the areas suggested, perhaps two or three annually, and provide one or two consultants. Training for ECOWAS staff is less desirable as is provision of commodities.

Such assistance to ECOWAS should not eliminate similar assistance to the other coordinating organizations, especially since it may be that these smaller groupings can operate as a

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<sup>6/</sup> Staff and financial assistance to the Entente Council is discussed under Financial Institutions since, although AID loans are to the Council, not the Entente Fund, they are comparable to loans to AFDB. Provision of staff to the Council Secretariat is mostly related to implementation of loan projects.

TABLE I  
Member Countries

|               | <u>ECOWAS</u> | <u>Entente</u> | <u>CILSS</u> | <u>CEAO</u> |
|---------------|---------------|----------------|--------------|-------------|
| Benin         | x             | x              |              | x           |
| The Gambia    | x             |                | x            |             |
| Ghana         | x             |                |              |             |
| Guinea        | x             |                |              |             |
| Guinea-Bissau | x             |                |              |             |
| Ivory Coast   | x             | x              |              | x           |
| Liberia       | x             |                |              |             |
| Niger         | x             | x              | x            | x           |
| Nigeria       | x             |                |              |             |
| Sierra Leone  | x             |                |              |             |
| Togo          | x             | x              |              |             |
| Upper Volta   | x             | x              | x            | x           |
| Mali          | x             |                | x            | x           |
| Mauritania    | x             |                | x            | x           |
| Senegal       | x             |                | x            | x           |
| Cape Verde    | x             |                | x            |             |
| Chad          |               |                | x            |             |

counterbalance to Nigeria's size and wealth within ECOWAS. Moreover they are older and more firmly established. The primary responsibility of the CILSS (which, it should be noted, is included in the ECA listing under Agriculture, not Multisectoral organizations) is to coordinate activities and mobilize resources to combat future droughts in the Sahel. Despite the African initiatives which led to its creation, it has become to a considerable degree an organization whose primary function is to respond to external initiatives and work with the Club du Sahel. Whether CILSS has a future role in coordinating member countries' policies and those programs which do not involve foreign assistance or in substantive development area less directly related to drought but a part of overall development, e.g. transportation, industry, trade are questions for the future. The need for CILSS to develop and coordinate externally financed projects in the Sahel clearly justifies AID support. Increased support would be justified if the Committee undertakes coordination of member countries' total developments programs, including activities not involving external assistance and if its initial efforts in this direction are promising.

The question of CILSS' eventual involvement in other substantive areas raises the question of CILSS/CEAO relations and areas of competence. CILSS was established a few months before CEAO, although the latter is an outgrowth of the earlier Union Douaniere des Etats de L-Afrique de L'Ouest. CEAO's purposes include promotion of cooperation and economic integration

in agriculture, stock breeding, fisheries, industry, transport and communications, tourism and trade. In addition to several subsidiary technical bodies (fisheries training, solar energy research, school of geology) it has developed plans to rationalize interstate taxes among member states and coordinate highway planning (which has involved cooperation with non-member states, e.g. Nigeria). The austerity mood of the recent Conference of Chiefs of State may suggest that Ivory Coast and Senegal (each of which contributes 35.1% of the CEAO budget) may be questioning its value to them. CEAO is interested in adding a U.S. advisor to its Secretariat. This request may involve the hope that such an advisor can expedite U.S. financial support for FOSIDEC (see below) but if this possibility can be firmly and consistently discouraged, it would seem that an AID supported advisor to the Secretariat could assist in the Community's efforts at coordinating trade, transportation, research and training activities and encourage CILSS/CEAO and CEAO/ECOWAS cooperation and coordination. Outright duplication of specific activities among these three organizations is a constant danger, but so far there is little, if any, evidence of it. Moreover, Ivory Coast's membership and leadership in CEAO adds another possible route to the coast for landlocked Sahelian countries, a link which, despite the possibilities of outlets northward to the Mediterranean through Algeria and Libya, is very important to long-term Sahelian development.

In summary, the many regional coordinating organizations in West Africa could be considered evidence of the genuine desire of West African States for regional cooperation and eventual integration and a pragmatic willingness to try several routes, perhaps with the hope that eventually they will come together. As long as outright duplication of effort is minimized, the size of staff is kept within reasonable bounds, and cooperation and coordination efforts continue and hopefully grow, AID should not choose one organization and ignore others, thus prejudging African governments' decisions. Provision of advisors and short term consultants to several could help to encourage this cooperation, while assisting in the inter-state cooperation in the particular area to which he/she is assigned.

Financial Institutions: Clearly the AFDB (including the African Development Fund) is the front<sup>r</sup>runner despite the relatively few instances of feasibility studies or actual loans to regional projects or country projects which are components of a regional plan. AFDB ranks high with respect to other criteria. It should be preferred to other financial institutions in West Africa, but at the same time, and especially if and when the U.S. becomes a full member of the Bank and substantially increased resources are available, AFDB should be urged and encouraged to undertake more regional activities.

This does not rule out AID support to projects of other institutions but rather suggests that funding to them should be limited to well designed, high priority, genuinely regional pro-

jects. Although BOAD has shown interest in cooperating with AID its regional activity is limited and its implementation record slow. The ECOWAS Fund is not yet off the ground. Activities of FOSIDE (the CEAO fund) were limited at the last CEAO Heads of State meeting and there was apparently a decision not to seek outside capital. Thus for the immediate future, AID loans to any of these financial institutions seem unlikely but an occasional modest loan for a high priority regional project should not be ruled out.

The Entente Fund is, as its full name indicates, a guarantee fund, the paid-in subscriptions to which support the Council's Secretariat and a small program of technical assistance and conferences. A special unit of the Secretariat administers AID loans. The Entente ranks rather low against several criteria listed above. It relies heavily on expatriates for its Secretariat staff. The limited information available in Washington regarding its technical assistance program suggests that it consists largely of single country activities and includes heavy emphasis on tourism as well as agriculture, meat and small enterprise development.<sup>7/</sup> This suggests considerable caution not only in the number of advisors and consultants provided but particularly in future with respect to loans. Recognizing the political aspects, particularly with respect to the Ivory Coast, and the potential value of some Entente initiatives such as in-

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<sup>7/</sup> Conseil de l'Entente. Major Results Achieved by the Entente Council, May 1979 (Entente Council Twentieth Anniversary).

vestment insurance, other possible avenues of U.S. assistance should be explored. Any U.S. loan to the Entente should be for genuinely regional activities closely related to meeting basic human needs. Further livestock loans might qualify, given the overall planning for livestock in the six states, particularly if the CEBV has a role in loan-funded future programs, despite its new greater independence from the Entente Secretariat. Future loans for the small enterprise program would be left to others, until and unless plans for a regional center materialize and it is clear that others--France, UNIDO, etc.--will not provide needed financial and technical support.

#### River and Lake Basin Development Organizations

These are a special group. Many of them are older than most regional financial or coordinating organizations. They are united by common problems and opportunities in which geography rather than state boundaries establish limits. Several cross language barriers--Senegal/Gambia, Niger/Nigeria/Chad/Cameroon. Past criticisms of Basin development plans merit careful consideration in assessing whether or not to assist any Commission project. These criticisms include: (1) preference for large projects without adequate consideration of the relative merits of more smaller activities, particularly dams and irrigation projects, (2) strong tendencies toward "top-down" programming without regard to the wishes and knowledge of affected people and (3) too little attention to the cultural-sociological

problems associated with irrigation, resettlement and similar plans.<sup>8/</sup> In addition, the relative priority given to a basin development project compared to other projects in the development plans of each member country needs to be carefully assessed. Wherever possible, projects by river and lake commissions should be financed bilaterally with the country concerned.<sup>9/</sup>

Many of the Commissions have relatively weak staffs. (The OMVS is a recent exception which could be attributable to its age.) Liptako-Gourma is concerned with one section of the Niger river basin and presumably will in time be absorbed by the wider organization from which it came. It is to be hoped that the Chad Basin Commission could soon get back to normal operations. The Niger Basin Commission has been partially inactive for some time. Given the importance of the river to the area it crosses, it would be appropriate to seek ways to reactivate and invigorate its secretariat and to encourage planning for the development of the basin.

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<sup>8/</sup> See the Proceedings of the Colloquium "Towards a Rational U.S. Policy on River Basin Development in the Sahel," Washington, March 21-April 1, 1978, prepared by Charles L. Joyce, particularly the summary section of David Brokensha's paper on Development from Below and Integrated River Basin Development, p.VI-7.

<sup>9/</sup> This principle could be applied more generally now that AID will consider bilateral loans to most West African countries. The argument for loans to regional organizations as a means of circumventing the limitation on the number of countries receiving AID loans which was a factor in the grain stabilization loans to the Entente Fund no longer applies. For other reasons, Ivory Coast and Nigeria are not currently eligible for most direct AID assistance. On the other hand, the current pressure within AID to do more with fewer people may argue for even greater use of intermediaries. If it does, it is important that the comparison be based on total AID manpower devoted to the activity, including consultants to the concerned regional organization and not simply direct hire field staff.

The great potential for increased agricultural protection and economic activity from development of river and lake basins leaves no doubt that AID should provide consultant-advisor assistance on request to any basin organization which demonstrates effective planning/administrative capacity and support from member governments, in part to insure that past criticisms cannot be validly applied to future planning and project development. Joint project planning teams might be a viable means of insuring adequate consideration of all aspects of river and lake basin development projects beyond the strictly technical aspects.

#### Technical Development Related Organizations and Institutions

It would be comparing apples, pears and oranges to attempt to treat the many organizations and institutions of this type as a single group. Even within the same broad technical area, the functions of one organization, e.g., WARDA or AAU, cannot be ranked against another, e.g. SADIAMIL or SEPA. Decisions to assist must be based on the specific functions of the particular organization or institution in relation to the problem to be addressed and assessment of its capabilities and standing with regard to other criteria. In some cases, AID will need to seek out a technical organization or institution to address a problem needing broader attention than in a single country; in others the organization or institution may initiate a request to AID. While a weak regional technical organization can be used as an umbrella for an important activity, thereby perhaps stimulating

participation by other donors, in the long run if it lacks capable staff or genuine support from its member governments, its effectiveness will be limited. CAFRAD may be a case in point.

Effective regional technical organizations are not only an efficient means of attacking problems common to several countries. They also encourage cooperation among a wide variety of national government officials unlikely to be often directly involved in the work of coordinating and financial institutions. Thus they can help to build additional inter-country links.

Regional institutions, i.e. institutions dependent for their support on several member governments, are another question, especially when they are not under the umbrella of a regional coordinating institution. Experience has proved that it is very difficult to arrange sustained budget support from member countries to an institution located in another country, unless, like OCBV or CEBV, it is under the aegis of a regional grouping with broader objectives, e.g. CEAO, the Council of the Entente. The technical bodies of the CEAO have the added advantage of being located in different member countries so that each member country has at least one. Without such a sharing arrangement and political base it is usually preferable to encourage and assist a national institution to expand to provide training or other assistance to other countries. It remains to be seen, for example, whether the African Council on Remote Sensing is a strong enough organization to insure continuing support for the centers in Ougadougou and Kenya despite the fact that remote

sensing is clearly a subject for a regional rather than country by country approach.