

AFR  
309.22356  
A265g  
1983

- PN-ANN 766 100 7 -

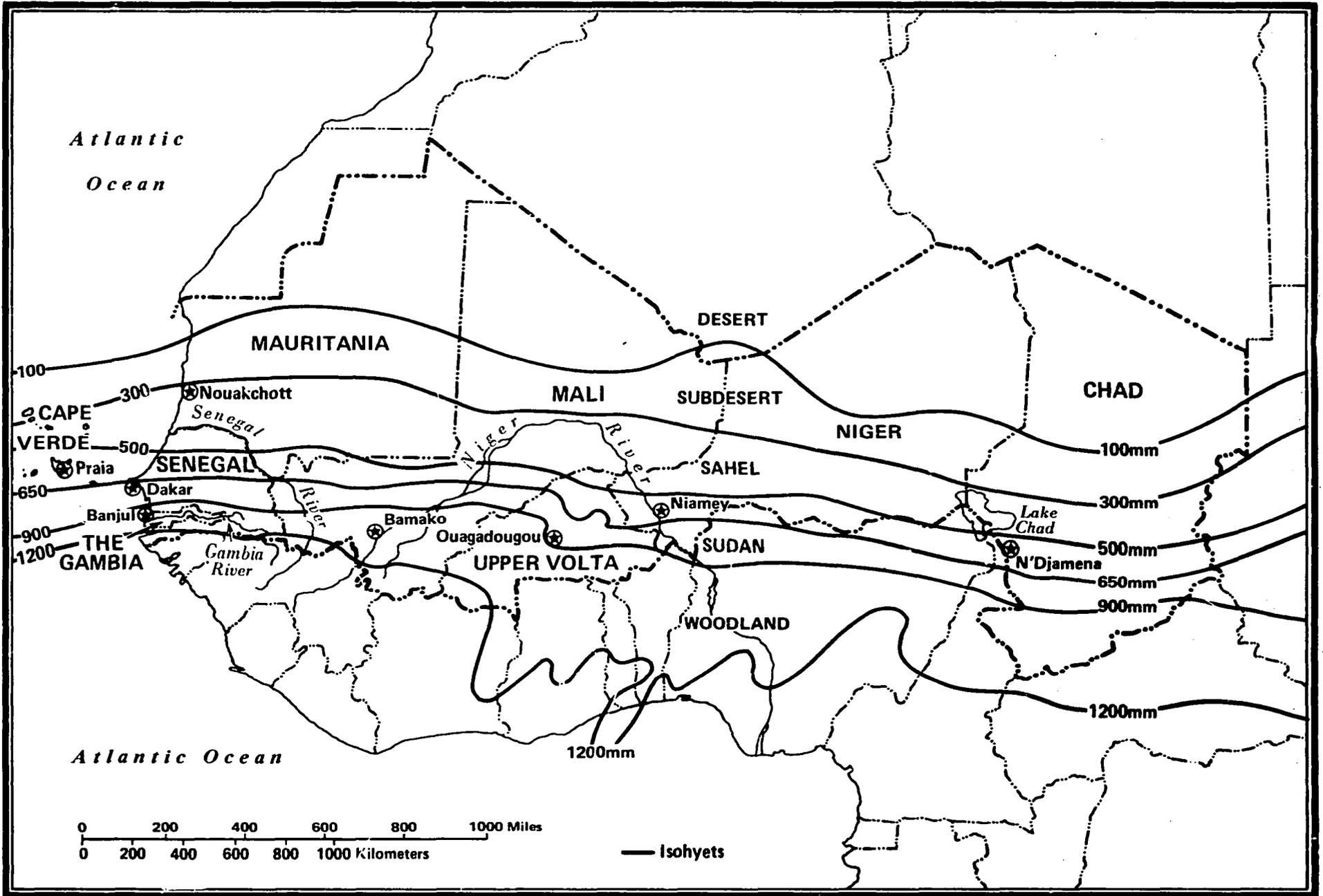
# Sahel Development Program

## Annual Report to the Congress

**March 1983**



Agency for International Development  
Washington, D.C. 20523



**The Sahelian Countries  
Rainfall Map**

ANNUAL REPORT TO THE CONGRESS  
SAHEL DEVELOPMENT PROGRAM

TABLE OF CONTENTS

	<u>Page</u>
I. Executive Summary	1
II. Origin of the Sahel Development Program	3
III. CILSS/Club Developments in 1982	5
A. Donor Assistance	5
B. Regional Organizations	5
IV. Progress and Prospects in the Program	8
A. A.I.D.'s New Development Themes	8
1. Promoting Policy Reforms	8
2. Private Sector Development	9
3. Research and Technology Transfer	9
4. Institutional Development	11
B. Progress	11
1. Food Production and Agricultural Development	12
2. Livestock	13
3. Forestry, Ecology and Energy	14
4. Education and Training	16
5. Health and Population	17
6. River Basin Development	18
C. Special Issues	20
1. Financial and Program Management	20
2. Program Evaluation	21
V. Conclusion	22

## Charts, Tables and Maps

	<u>Page</u>
Sahel Rainfall Map	Front inside cover
Sahel River Basins	23
Table 1. The Sahel: Recent Economic Indicators	24
Table 2. Food Aid Imports	25
Table 3. Total Public Aid for the Development of the Sahel	26
Table 4. Contributions to Sahel Countries by Major Groups of Donors	27
Table 5. Ten Leading Donors to Sahel	28
Table 6. PL 480 Food Aid Country Summaries	29

## Abbreviations

AGRHYMET	Agricultural, Hydrological and Meteorological Institute
CDA	Cooperation for Development in Africa
CILSS	Comite Inter-Etats pour la Lutte Contre la Secheresse dans le Sahel - Permanent Inter-state Committee for Drought Control in the Sahel
FAO	Food and Agricultural Organization
IDA	International Development Association (World Bank Group)
ICRISAT	International Crops Research Institute in the Semi-Arid Tropics
INSAH	Institut du Sahel - Sahel Institute
OECD	Organization for Economic Cooperation and Development
OMVG	Organisation pour la Mise en Valeur du Fleuve Gambie Gambia River Development Organization
OMVS	Organisation pour la Mise en Valeur du Fleuve Senegal Senegal River Basin Organization
OPEC	Organization of Petroleum Exporting Countries
SAED	Societe pour l'Amenagement et l'Exploitation du Delta - Regional Authority for Development of Senegal River Basin
SDP	Sahel Development Program
SAFGRAD	Semi-Arid Food Grains Research and Development

## I. Executive Summary

The Sahel region of West Africa covers the seven countries on the southern edge of the Sahara: Mauritania, Senegal, The Gambia, Mali, Upper Volta, Niger and Chad, plus the island nation of Cape Verde. Hit by a devastating and enduring drought from 1968 to 1974, these nations, comprising a population of some 30 million, responded by joining together to launch a coordinated aid and rehabilitation program through the Sahel-wide Permanent Interstate Committee for Drought Control in the Sahel, popularly known by the French acronym of CILSS. As the drought abated in 1974, the Sahelians recognized the need for an effective long-term development planning and coordination organization. This became the major purpose of the CILSS and it was generally understood that the program would extend at least until the end of the century. By then, the goal of regional food self-sufficiency under conditions of ecological balance and self-sustaining growth is expected to be attained.

In 1976, to support the Sahelian initiative more effectively, the donors created the Club du Sahel which joined major donors with Sahel recipients to marshal increased long-term development assistance and to foster greater inter-donor coordination. Working together, the CILSS and the Club have established an effective mechanism for donor-recipient dialogue and collaboration in the development of the Sahel. Partly as a result of this unique mechanism, both OECD and OPEC countries have steadily increased their long-term assistance to the region. Commitments have risen from \$775.9 million in 1974 to over \$1.97 billion in 1981. The United States is currently the fifth-ranking donor.

Since 1978, U.S. assistance has been channeled through the Sahel Development Program (SDP) which the Congress established as a special feature of the U.S. Foreign Assistance Act in recognition of the importance and uniqueness of the Sahelian situation. A.I.D.'s role in the overall Sahel program is reviewed regularly by the Directors of the A.I.D. Sahel Missions. This collective review facilitates the analysis of A.I.D. programs and their relationship to overall regional strategy and objectives. Further, it provides a forum for discussing new themes and their integration into A.I.D. strategy.

In 1981 and 1982, A.I.D. placed increased emphasis in several areas, foremost among which was promoting policy reform. For example, A.I.D. has been working closely with the CILSS/Club and other donors in encouraging the Sahelians to re-examine their cereals pricing policies, to address the increasingly critical recurrent costs implications of development projects and, in several cases, to

exercise greater fiscal discipline. A.I.D. also has been stressing the benefits of expanded private sector participation in the region's economy. Another area of emphasis launched in 1981 and gaining momentum, is long-term institutional development, especially in the area of helping Sahelians build the type of rural-oriented, private and public institutions needed to reach their goals. These institutions include agricultural research facilities, extension agencies and development planning and management organizations. A further theme emphasized since 1981 is technology transfer and human resource development. Appropriate technology is provided through in-country, project-related technical assistance. A variety of formal short and long-term training programs are undertaken in the United States, in recipient countries or in appropriate third countries.

An important A.I.D. concern during 1982 has been to improve the management of the Sahel Development Program. Considerable progress was made particularly in the area of financial accountability. One hundred and eighty-two host country project accounting systems were reviewed. Those with deficiencies were corrected in most cases. Where deficiencies have not yet been corrected, A.I.D. has halted both disbursements of previously obligated funds for local costs and obligations of new funds. To back up these efforts, financial management training was conducted throughout the region. High priority is being given to meeting Mission staffing requirements, strengthening internal A.I.D. systems, providing management and financial training for host country personnel, and generally giving more attention to program implementation.

Despite difficult economic times, the development program in the Sahel continues to grow. Major new activities were added in 1981-82 to the hundreds of development projects already underway. For example, construction has begun on two dams in the Senegal River Basin which will cost an estimated \$800 million, and Italy has recently announced a five-year \$500 million commitment to general Sahelian economic development.

The magnitude and complexity of the CILSS/Club program in the context of the current financial crises were the center of attention of the Sahelian Chiefs of State during their January 1982 CILSS bi-annual meeting in Praia, Cape Verde. At that meeting, the Chiefs of State reaffirmed their support for regional development and directed the member states to improve the coordination of Sahel programs at the national level. The Chiefs of State also urged the CILSS/Club to accelerate country-by-country recurrent costs analyses in order to devise ways of financing local costs of donor assistance projects. A high level committee also was set up to examine progress to date on the overall Sahel program and to make recommendations for improvement of the CILSS/Club network of institutions.

The 1981 A.I.D. commitment of \$142 million represents slightly over seven percent of the estimated overall \$1.97 billion Sahel foreign aid program. As A.I.D. projects mature, encouraging results appear more regularly. This also is happening increasingly with programs of other donors. While there is a generation of intense work ahead if objectives are to be realized, the program continues to have the dedicated support of the Sahelian people and the international community.

## II. The Origin of the Sahel Development Program

The Sahel nations share the harsh ecology of the desert's edge blending toward the south into savannah. They also share diverse ethnic mixtures of Arab-influenced, semi-nomadic, Muslim herders, and sedentary Christian, Muslim or animist agriculturalists. They are hardy survivors in an inhospitable environment. Their expertise with livestock is legendary. Their traditional agriculture at one time met their cereal requirements. At the fulcrum of the political balance between potentially expansionist North African States and the more developed nations of coastal West and Central Africa, the Sahel's unique geo-political position is made more sensitive by discoveries of exploitable mineral and petroleum resources.

In 1968-74, this fragile region was devastated by a severe and long-lasting drought which resulted in human suffering, cattle losses, crop failures, the advance of the desert, and urban migration. International response to the drought was unprecedented and attracted over \$1 billion in emergency aid for food and rehabilitation. For the Sahelians, the drought brought forth the realization that the most effective way they could recover and be prepared for the next drought was to establish a region-wide framework for a coordinated approach to Sahel development. The leaders of the Sahel know their problems: inadequate food production, deteriorating land, insufficient numbers of administrators and technicians, limited physical infrastructure and low levels of health care and literacy. Working together on these common problems would give donors confidence in the efficient use of assistance and give the Sahelians increased assurance of their own survival.

To begin the process of regional coordination, national leaders met in Ouagadougou in 1973 to found the Permanent Interstate Committee for Drought Control in the Sahel - CILSS. Consisting originally of the six contiguous Francophone states of Senegal, Mauritania, Mali, Upper Volta, Niger and Chad and later joined by The Gambia and Cape Verde, the CILSS sought to coordinate its requests for assistance from the donor community. Working closely with the United Nations and other bilateral and multilateral donors, the CILSS began to

develop a long-term program to achieve sustained economic and social development.

In response to the joint Sahelian initiative, the donors in 1976, under the leadership of the Chairman of the Development Assistance Committee of the OECD and with the full support of France and the United States, invited the Sahelians to join them in forming the Club du Sahel. The Club is a joint donor-recipient organization with a small secretariat in Paris which works closely with the Ouagadougou-based CILSS. Together these organizations have established an effective mechanism for bringing donors and recipient nations into close collaboration. They have adopted common strategies for attacking the Sahel's problems, obtained the necessary initial funds to begin implementing these strategies and executed a broad range of national and regional development projects under CILSS/Club sponsorship. The result of this new collaborative style of development planning and implementation has been to make on-the-ground assistance more responsive to national and regional needs.

Over the last six years the CILSS/Club has developed a strategy for the Sahel which covers all priority sectors. This strategy envisages food self-sufficiency through production and trade under conditions of ecological balance and long-term self-sustaining growth and development. This focus was reaffirmed at the Club's most recent meeting in Kuwait in 1980 and given more precision with specific sectoral objectives in rainfed and irrigated agriculture, livestock, reforestation, renewable energy, and the supporting sectors of skills training, health and essential infrastructure. The strategy sets the year 2000 as the date for achievement of the objectives.

The significance of the CILSS/Club coordination system in the Sahel is two-fold. First, it has made possible more rational programming. The CILSS and Club Secretariats have supported a series of sector analyses with full Sahelian and donor participation resulting in greater precision in formulating program objectives. Second, the CILSS/Club process has given the donors increased confidence in the validity of their assistance to the Sahel. Reassured by the close cooperation inherent in the CILSS and Club operations, the donors have maintained their collective commitment at an average level in excess of \$1 billion since 1975. This continuity is in large measure attributable to the effectiveness of the CILSS/Club process.

### III. CILSS/Club Developments in 1982

#### A. Donor Assistance

Total donor commitments to the Sahel in 1981 were \$1.97 billion, a sharp increase from the preceding year. This resulted principally from the approval of the major infrastructure projects in the Senegal River Valley. In 1982, despite the distressing international economic conditions which affected all donor programs, donor commitment to the Sahel has remained firm. In fact, some OECD countries are becoming increasingly active. Italy, for example, has promised a five year aid program to the Sahel in the order of \$500 million beginning in 1983. The collective program is continuously studied, evaluated and adjusted as experience and improved understanding dictate. This is reflected in the project mix and emphasis within the program. The major donors and their contributions in 1981 in order of magnitude were: France, \$384 million or 19% of total commitments; the European Development Fund (EEC), \$239 million or 12%; Germany, \$210 million or 10.6%; World Bank/IDA, \$166 million or 8.4%; the United States \$142 million or 7.2%; Kuwait, \$136 million or 6.9%; and Saudi Arabia \$102 million or 5.2%.

#### B. Regional Organizations

The fifth Heads-of-State Conference of CILSS, which was held in Praia, Cape Verde in January 1982, noted encouraging progress in the Sahel program in terms of continuing donor commitments. The conference was marked by a reaffirmation of the member states' commitment to the regional program and to the CILSS as a successful instrument for mobilizing and coordinating development resources. In addition, the CILSS leadership endorsed the plan to focus on program coordination in priority sectors at the national level. The Heads of State decided upon a special review of the program to chart its future course. This will be conducted by a select committee of Sahelians appointed by the current President of CILSS, President Pereira of Cape Verde.

With the completion of the regional program strategy and the subsidiary sector analyses, the CILSS and Club Secretariats had agreed in late 1981 to extend the analyses in each sector to the specific situation in each country. CILSS/Club experts are now being assigned to work with host country counterparts in the analysis of current problems and progress of development activities in the agriculture and forestry/ecology sectors in each country. These analyses will be reviewed at sector conferences of donors and

government representatives. This process is expected to lead to the formulation of common strategies, to improved coordination of respective project activities and to a greater concentration of resources in priority sectors.

Among the sector analyses are food sector strategies sponsored by the World Food Council in cooperation with the CILSS; these have been completed in five countries. Analyses of forestry activities, of rainfed farming and of the livestock sector are underway, as are those for education and human resources.

A regional symposium on recurrent costs was held in Ouagadougou, Upper Volta in January 1982 under CILSS/Club sponsorship with technical support from the International Monetary Fund and the World Bank. The lack of budgeting and funding for recurrent costs of completed projects has become a major obstacle and is diminishing the effectiveness of development investments. Discussions focused on how policies concerning exchange rates and tariffs, public sector employment, the parastatal sector, and agricultural prices and marketing may all require adjustment in order to stimulate private sector growth and generate tax revenues. Representatives at the symposium also considered project-level issues such as project selection and the role of user charges and tax levies. Sahelian and donor representatives agreed to extend the analysis and consultative process to each of the member countries. The first such donor-government workshop was conducted in September 1982 in Mauritania. Plans are now underway for similar workshops in The Gambia, Mali, Niger, Senegal and Upper Volta. These are expected to be completed in 1983.

Important aspects of food production and security policy have been under increasing CILSS/Club scrutiny since the July 1979 Nouakchott Cereals Policy Colloquy. Pursuant to the commitments made in 1979, the CILSS has tried to encourage food production, to rationalize food aid policy and practices, and to search for viable medium and long-term methods for improving food security. As an important step toward integration of markets, the CILSS is investigating the feasibility of establishing a regional cereals market information system to facilitate intra-regional exchanges of food. The CILSS Council of Ministers also approved and recommended to the Sahel states that, in order to make better estimates of food import requirements and to coordinate food aid, the host governments and donor representatives should develop stricter criteria for determining food aid requirements and pool their expertise annually for this purpose. At the same time, the Council recommended joint donor-government programming of food aid, including the management and use of generated counter-part funds.

In 1979, CILSS and the United Nations Food and Agriculture Organization (FAO) initiated work on the design of a cooperative

food security system for the Sahel. The objective was to provide mutual commitment to food security among the countries of the regional and the international community, establish minimal emergency food stocks nationally and regionally, identify a transport scheme to assure movement of stocks, identify sources of supply and develop a logistic plan for periods of food shortage. The first draft of the proposal was presented to the donor community in March 1982. Although the CILSS countries were eager to adopt the plan, certain donor nations, led by the United States, asked for changes and improvements in the design. CILSS agree to submit the study for further review and revision. A.I.D. has taken the position that a mutual food security system is a desirable component of the regional program. Rather than emphasize the creation of additional storage capacity, it should give priority to increasing the efficiency with which existing national capacities are used throughout the region and to establishing the regional planning and coordination needed to achieve this.

The Sahel Institute, also known by the French acronym, INSAH, completed its fourth year of operations in 1982. This CILSS organization is responsible for coordination of research, collection and dissemination of technical information and coordination of technician training. The Institute has undertaken a wide range of activities including the establishment of a cooperative network among technical documentation centers within the Sahel and worldwide for exchange of information. The Institute is responsible for A.I.D.'s Demographic Data Collection and Analysis project which is training national-level technicians in demographic research methods and is assisting member states with collection and analysis of census data, and with studies in infant mortality and public health. During 1982, numerous training seminars and workshops in such areas as pastoral management, crop protection, project management and natural resources management were sponsored by the Institute.

Working relationships and division of responsibility between the Bamako-based Institute and the Ouagadougou-based CILSS as well as inadequate definition of the Institute's specific terms of reference have caused some problems over the past several years. A.I.D. financed an independent management assessment of the Institute in early 1982 which concluded that the organization needs improved management policies and procedures, better program focus and clearer definition of its scope of work. Some management improvements have been made since the report was issued but much remains to be accomplished before INSAH will be able to achieve its objectives.

The CILSS organization responsible for collection, analysis and dissemination of meteorological and hydrological data is known as AGRHYMET and is centered in Niamey, Niger. This organization is supported by A.I.D. and a number of other donors. A.I.D.'s

participation is through the Sahel Water Data Collection and Analysis project. Under the first and second phases of this multi-donor activity, a regional training facility in Niamey and a Sahel-wide network of national data collection, analysis and dissemination facilities are being set up. Over time, these data will assist planners, agricultural researchers, farmers and herders to develop programs and techniques that take climatic variations into account.

#### IV. Progress and Prospects in the Program

##### A. A.I.D.'s New Development Themes

A.I.D. accelerated its efforts during 1982 to integrate the major new development themes -- host country policy reforms, private sector expansion, institutional development and technology transfer -- into the regional and national program goals. Although different perspectives exist on such issues as recommended policy reforms and the rate and nature of private sector development, the Sahelian governments, regional organizations, and other donors are also interested in pursuing these themes as a means for achieving agreed upon goals.

##### 1. Promoting Policy Reforms

In 1982, A.I.D. and other donors continued their efforts to encourage and assist host government officials in revising and reshaping policies that would be more conducive to increased food production. Of primary importance are efforts to liberalize marketing and distribution functions by giving greater responsibility to the private sector. Until recently, most countries' state marketing agencies have had control over producer and consumer price setting, collection and distribution of food, trade within and outside the country, and input supply. Such a complex transition will necessarily take time and effort. Initial steps in the area of cereals marketing reform taken in 1981 in Mali, Niger, Mauritania and Senegal for example, have been expanded in 1982 and there appears to be increasing national and regional interest in finding alternatives to the centralized rigidity which characterizes most of the systems.

In Mali, there is a multi-donor effort linking food aid and policy reforms such as increased producer prices, reduction of consumer subsidies, and restructuring of the state marketing agency. The agreement is now in its second year, and the government has implemented major aspects of the program, including increasing producer prices and giving a greater role to private traders.

In Senegal, the P.L. 480 Title III Program is tied to the implementation of policy reform measures in the agricultural sector,

including improved storage and management of agricultural inputs, better management of agricultural land and improved soil conservation and management.

In Niger, significant progress has been made by the government in the reduction of subsidies on agricultural inputs and by the increases in producer prices for cereals. The Nigerien private sector is now permitted to participate in marketing of cereals, an activity until last year formally reserved as a government monopoly.

In Mauritania, producer prices were increased by 20-25% in late 1981, in fulfillment of the government's commitment in the food assistance agreement with A.I.D. More gradual additional increases are planned over the next several years until parity of domestic cereals prices with import prices is achieved.

## 2. Private Sector Development

A basic premise of the on-going policy reforms is that appropriate incentives are required to stimulate small producer agriculture which constitutes the largest part of the private sector. The bulk of A.I.D. project assistance is directed to promoting the ability of farmers to increase their production and participate more profitably in the broader development of their region. During 1982, A.I.D. has increased its effort to encourage private enterprise, particularly in the areas of agricultural marketing, distribution and processing.

In several Sahel countries, A.I.D. is supporting private sector assessments to provide basic data for the Missions' strategies. These are being undertaken of the indigenous private sector to determine what measures might be adopted to expand and strengthen the private sector role in the marketing of agricultural produce and the provision of inputs. This effort is useful not only in increasing the quantity and value of agricultural production but in integrating urban and rural sectors by creating a two-way flow of goods and services of local production and enhancing internal economy complementarities.

There is a review underway in Mali of all government-run activities which might be transferred to the private sector. One A.I.D. project, Ble Dire, has been revamped to test the potential involvement of private traders and local cooperative groups. In addition, A.I.D., with other donors, is encouraging government policy reforms in the area of cereals pricing and marketing which give a much greater role to the private sector.

## 3. Research and Technology Transfer

Technology and related research is a fundamental issue in the Sahel which has not yet been fully addressed. While there is a substantial amount of research underway, many important questions

are a long way from resolution. A.I.D. is supporting adaptive research programs in the areas of food crop production, integrated pest management, livestock and public health. There are many other activities conducted by Sahel governments, other donors, U.N. organizations, CILSS and the Sahel Institute.

With respect to food self-sufficiency and improvement in Sahelian dryland agriculture, it has been acknowledged that applied research efforts have received less attention and generally have been inadequate. There is no "green revolution" awaiting take-off in this difficult environment. Efforts were initiated in late 1981 and continued through 1982 to identify the type and extent of existing dryland agricultural research in order to determine where additional efforts are needed and how to foster the necessary cooperation in this area among recipient governments, regional institutions and other donors. Research coordination is primarily the responsibility of the Sahel Institute. Leading Western donors are also coordinating their efforts in agricultural research under the aegis of the Cooperation for Development in Africa (CDA). CDA is an informal association of seven donors who have joined together to provide support for large development programs. The primary focus of CDA support for agricultural research is on strengthening national agricultural research systems. Working in collaboration with the Sahel Institute, CDA will also help to improve intra-Sahelian research efforts and to assure information transfer from related programs outside the region.

A.I.D. is continuing to place emphasis on developing technologies in both crop and mixed-farming systems that are appropriate for small farmers. The results of the regional research efforts of ICRISAT (International Crops Research Institute for the Semi-Arid Tropics) and SAFGRAD (Semi-Arid Food Grains Research and Development) will also be useful to the Sahel Development Program. These institutions seek to develop crop varieties and farming practices for increased agricultural production. In addition to supporting these international and regional institutions, A.I.D. also supports national research efforts through its bilateral programs.

Another major means of providing technology transfer is through the wide range of regional or national level technical assistance activities of A.I.D. and other donors in the Sahel. Considerable technology is transferred informally and continuously by expatriate advisors working side-by-side with their host country or regional counterparts. More formal in-country, third country and U.S. training is also provided host country officials engaged in development programs. A.I.D. is a major contributor to this process, sponsoring several hundred Sahelian participants for

training each year in a variety of professional and technical skills.

#### 4. Institutional Development

The lack of effective agriculturally-oriented institutions to support the food production and distribution process remains a major bottleneck to Sahel development. A.I.D. directs much of its assistance to strengthening existing institutions needed for rural development. In this respect, A.I.D. supports a variety of country-specific and region-wide agricultural activities. In The Gambia, for example, A.I.D. is assisting the government establish a soil and water management unit. The Gambia Ministry of Agriculture is also being assisted in establishing more effective research and extension services in relation to livestock and forage crop development. In Upper Volta and Mali, A.I.D. is assisting in improving the agricultural extension services in a variety of ways. On the regional level, A.I.D. support strengthens AGRHYMET, river basin development organizations, the Sahel Institute and the CILSS.

#### B. Progress

While the Sahel Development Program initially served as a response to the drought emergency of the early 1970s, it is now directed to a "program of a generation". As the goals are long-term, year-to-year changes are difficult to assess. For example, the variability of rainfall is so profound and its effects upon production so pervasive, that annual production improvements resulting from development efforts are likely to be masked by climatic factors. There has been no general food emergency in recent years but there continue to be "normal" deficits in the so-called structurally deficit countries which are covered by commercial imports or by food aid.

The 1982/1983 crop situation presents a mixed picture. Although some areas received near normal rainfall, others experienced untimely and inadequate precipitation resulting in more severe production shortfalls. Both Mali and Mauritania have appealed for emergency food aid due to poor crop conditions in certain regions. There are also food shortages in the northern areas of Chad.

In general, dry-land productivity has not been improved on a large scale although there has been some success on research stations especially with technical packages suitable for higher rainfall areas within the Sahel. Agricultural expansion into higher rainfall "new lands" is only beginning, and the huge potential for irrigation development will require many years to exploit.

While A.I.D. and other donors continue to concentrate on food and agricultural production in pursuit of the long-term food self-sufficiency goal, they are also deeply involved in such

complementary sectors as livestock, forestry and environment, public health and human resource development and ancillary infrastructure, all of which support and, in turn, are supported by, an expanding agricultural sector.

### 1. Food Production and Agricultural Development

Substantial efforts in both rainfed and irrigated agriculture are necessary to meet the demanding goal of food self-sufficiency. Donor activity continued across a broad front in food production and in general agricultural development in 1982. Project activity in these sectors includes assistance to production projects in rural development, research, extension and training, and institutional development. To date, the greatest success has been achieved in the development of export crops; now the Sahelian countries and the donor community are striving to achieve similar results in food crops.

In The Gambia for example, 120 farm families have been growing maize this past year in an experimental effort using technology introduced under the Mixed Farming and Resource Management project. Preliminary indications are that the yield will be two and a half tons per hectare versus less than one ton under traditional methods. Project technicians calculate that yields of up to five and a half tons per hectare are possible. The seeds from this year's experimental crop are expected to lead to a harvest of 5,000 tons of maize next year, a significant increase in the country's normal output.

The rural development project in the Guidimaka region of Mauritania was designed to develop and expand dry-land farming and livestock improvements. The evaluation of May 1982 noted that good progress had been made in cultivation techniques, including animal traction and in testing new seeds. Similarly in Niger, the A.I.D.-financed cereals project has contributed to the increased availability and usage of improved inputs such as fertilizers and better seeds. This in turn has increased sorghum and millet yields in targeted areas by at least 40 percent. In Upper Volta, A.I.D. is continuing its support to the national crop seed service which is effectively producing seeds and selling them to farmers.

Research, extension and institutional development are receiving emphasis in a number of other bilateral and regional programs. In Cape Verde, A.I.D. is assisting the government to develop its institutional capability to conduct applied research and establish a central agricultural information unit under its new food crop research project. In Mali, both ICRISAT and SAFGRAD are conducting research projects in an effort to develop viable extension packages and to realize production increases. ICRISAT has concentrated on varietal improvements of sorghum and millet and the development of

cropping systems. SAFGRAD has developed a successful system of farm trials which will form the basis for strengthening research/extension units. The results of these efforts will provide a basis for a bilateral project on sorghum and millet based farming systems.

In the area of irrigation, a U.S. technical assistance team is working in the Bakel area of the Senegal River Basin to introduce irrigation technology to 20 villages. During the 1981-82 growing season, the project successfully developed 415 hectares, much of which was double-cropped. Rice production averages 5.1 tons per hectare which is over double the tonnage produced from traditional irrigation. For the 1982-83 growing season, the project is planning to cultivate a total of 515 hectares of irrigated land.

## 2. Livestock

The objective of Sahelian livestock development efforts is to increase productivity and to increase meat available for domestic consumption and possibly for export. The livestock industry remains the main source of income for approximately 21 percent of the Sahel's population and contributes some 15 percent to the region's gross national product. Livestock numbers, which were severely reduced by the drought, have now nearly returned to their pre-drought levels. Livestock herding has long been a way of life for many Sahelians but is coming under increasing scrutiny because of the approaching limits of Sahelian range carrying capacity and the traditional practice of using livestock as a store of wealth. Most donor activity centers on these two factors. Projects are seeking to determine: (1) how proper range management can accommodate a reasonable livestock population, and (2) how herders can better exploit timely animal marketing opportunities. Animal health also remains a subject of significant donor assistance.

A.I.D. participates in a variety of livestock projects. For example, encouraging results have recently been reported from the first phase of the Niger Range and Livestock Project which indicate that working relationships among the herders may be the most efficient means for increasing livestock production efficiency. Direct herder participation in animal health delivery, water point collection development and subsequent water/range management as well as livestock marketing and commodity distribution are showing promise.

Efforts to improve animal health delivery services in all of the Sahel continue to be a priority. With A.I.D. assistance, the Mali Central Veterinary Laboratory is fully operational and capable of supporting country-wide cattle vaccination sufficient to contain the major epidemic diseases. A large portion of the newly approved Mali Livestock II Program is directed toward improving disease diagnosis

and the health delivery system. Financial and operational management and training are also a major component of this project.

Two projects in Senegal are addressing separate problems which should provide useful information for all the Sahel. One project, Bakel Range and Livestock Management, is testing the effectiveness and economic efficiency of surface water collection points for improving grazing distribution and reducing overgrazing near the villages. The second project, Livestock Production, centers on the development of four deep-bore hole sites, serving an area of 280,000 hectares. Activities include training herders in improved livestock production, reforesting areas around well-sites and family compounds, improving health care and nutrition of herder families, and setting up a continuing resource management program. In 1982, 300 herder families owning 7,500 cattle were enrolled in the herd management system.

The concerns of mixed farming with animal traction are being addressed by bilateral projects in The Gambia, Mauritania and Mali, while the international organization, ICRISAT, is conducting research in intercropping forage production and animal traction systems in Mali, Upper Volta and Niger.

Regional meetings with the Commission on African Animal Trypanosomiasis are helping to share existing information and to develop new data on animal trypanosomiasis in the Sahel, to optimize the use of recommended controls and minimize duplication of research. A.I.D. is also cooperating with CILSS and the Upper Volta Livestock Service in the preparation of a country-level livestock sector analysis.

### 3. Forestry, Ecology and Energy

Donor assistance in these sectors is designed to address three distinct but inter-related goals: (a) the rehabilitation of the region's natural resource base through the development of environmentally sound, sustainable systems of agricultural production, (b) the production and supply of the region's principal source of energy - fuelwood - with simultaneous attention to reducing consumption, and (c) the development of Sahelian capability to manage forests and associated natural resources on a sustained basis.

Activities in these areas have been expanding rapidly in recent years. Given the magnitude of the task, however, increased attention must be given to mobilizing resources on a wider scale, including increased involvement of the indigenous private sector in

forest and land resource management at the local level.

In forestry, projects include natural resource planning and management, institution building and infrastructure development, forestry production, education and training, and research. Increased attention also is being directed to the incorporation of forestry activities into ongoing and proposed agricultural and rural development programs. In energy, emphasis continues to be placed on both traditional energies, primarily fuelwood and charcoal, and on the development of alternative energy sources. Primary attention will continue to be directed to increasing fuelwood production while attempting to reduce consumption and increase the efficiency of its utilization. Research is also continuing on the application of solar, biogas, wind and other renewable energy technologies.

In The Gambia and in Mali, A.I.D. - funded projects are assisting with private and community woodlots. Under the Forestry project in The Gambia, over 400 hectares of fast growing fuelwood trees have been planted. In 1982, in the Mali project, the focus is on private and community woodlots, windbreaks and fruit and shade tree planting. In Upper Volta, A.I.D. continues to support the National Forestry School at Dinderesso which trains forestry extension agents to be more effective in managing in country's forest resources and in assisting farmers and herders to use sustainable land and water resources management techniques.

In Senegal, the National Forestry Service, with the assistance of A.I.D., FAO and the Canadians, is nearing completion of the first phase of a 120 mile-long coastal dune-stabilization effort stretching north from Dakar to Saint Louis. Work has already been completed on the first phase of an A.I.D. - assisted renewable energy project that has included the collection of base-line data on energy use, the testing and dissemination of more energy-efficient wood and charcoal stoves, the training of charcoal producers in improved production techniques, and research into preservation of fish with solar dryers.

In Niger, A.I.D.'s Forestry and Land Use Planning project includes institution building, a resource inventory, natural forest management, model sites development, and training. Satellite and aerial mapping and extensive surface surveys have been completed under the Land Use Inventory project in Mali and are providing data on soil, vegetation and water resources to improve land-use planning.

In addition to the larger projects, A.I.D. is actively supporting the Peace Corps and a number of private voluntary organizations in a wide range of smaller activities. Many of these are experimental in nature and test innovative technologies.

#### 4. Education and Training

A major barrier to rapid economic development in the Sahel is the inadequacy, numerically and qualitatively, of trained and literate people. Host country authorities with strong donor support, have mounted comprehensive efforts to improve formal and non-formal education from the primary level through graduate professional training, including adult literacy. A large portion of the total Sahel Development Program is centered upon the upgrading of human resources necessary to carry out development plans.

A.I.D. and many other donors believe that scarcity of trained personnel is a key development constraint and continue to devote a major portion of their program funds to human resource development. A number of projects are designed specifically to train Sahelian personnel in areas of highest priority need. Others are of a sectoral or project nature in which training is one of several elements. Training ranges from literacy and numeracy of farmers to long term technical and professional degree courses to fulfill the requirements of Sahelian counterparts who will eventually replace U.S. technicians.

Phase I of the regional Sahel Manpower Development Project (SMDP) provided professional training for Sahelians in African countries or in the United States. Under this project, 315 Sahelians have been trained in programs ranging from short-term specialized instruction in agriculture and managerial skills to longer term graduate education. Phase II of the SMDP, which will begin in FY 1983, will encourage greater use of intra-African training facilities because of lower costs and greater relevancy in some cases to African needs. This project is helping to provide qualified Sahelians to manage development programs and it complements the training being provided under the other more specialized technical assistance projects.

On the bilateral level, virtually all A.I.D. projects include training components, and some like the Mali Development Leadership Training Project, are devoted exclusively to training. This project is strengthening local management capabilities by sending fifteen promising leaders annually to the United States for graduate study. These trainees will earn master's degrees in such fields as public administration, business management, finance, economics, and education planning. In Niger, A.I.D. provides technical assistance and material support to the Institute for Rural Development which is the country's principal rural development training facility. The school is the major source of the nation's mid-level agricultural, technical and managerial personnel. There have been 378 students since A.I.D. assistance began in 1979.

In Senegal, in addition to the training called for under the individual technical projects, A.I.D. is financing several types of more general training activities. For example, under the SAED Training project, A.I.D. has a five person technical assistance team working with the river development agency (SAED) to establish a system for managing and repairing mechanical equipment and civil works required to irrigate and cultivate the Delta Region and Senegal Valley.

### 5. Health and Population

Primary health care is essential for Sahel development, not only to improve the quality of life but also to increase productivity. Provision of quality health services particularly to the rural poor is beyond the economic capacities of most developing countries. One approach is to provide minimal basic health service at the village level through the use of volunteer residents who have been given rudimentary training and an initial supply of basic medications and equipment. The aim is that these village health workers will subsequently be supported, at least in part, by patients who pay modest fees for services. In order for the system to work, it must be supported by a reliable public health service system -- the village health worker requires quality initial preparation and supervision, refresher training, and a referral system. Therefore, A.I.D. and other donors are helping Sahel governments carry out a series of pilot village health worker projects which may be suitable for replication on a wider scale.

For example, in Mauritania, the Rural Medical Assistance Project has provided training, a supervisory structure and village health workers in 190 villages serving 8,600 rural families in a pilot project which can be expanded to other parts of the country. Niger is considered to have one of the best conceived low-cost rural health care delivery systems in the least-developed world. A.I.D. assistance to this health system is designed to improve the outreach, planning and quality of the government's health delivery efforts. The system presently provides some form of health care to an estimated 45 percent of the population. In addition, the project has trained 260 nurses to work in rural dispensaries and clinics. Approximately 1,850 men and 1,680 women have been trained and are serving as village health workers.

In Senegal's Rural Health Project, a self-supporting basic health services delivery system has been created and is effectively operating in the Sine Saloum region (groundnut basin) of Senegal. Project funds helped establish 378 village health huts and finance the training of health workers to staff them. A recent evaluation of this project recommends that the health model created by the

project be extended into other regions in Senegal. The government's family planning activities will also be carried out through this rural health network.

Under the Mali Rural Health project, a low-cost system for basic health care and distribution of curative drugs was established. Over 200 village health workers were trained to deliver services to their villages. In a complementary effort, the nursing faculties of two training institutions were retrained in the teaching of family health care.

A second major thrust in public health is immunization. In 1982, A.I.D. responded to critical emergency immunization requirements for recurring meningitis and measles epidemics. Efforts are now in progress to prevent the development of such serious epidemics. Research sponsored by A.I.D. and conducted by the Center for Disease Control is aimed at determining the duration of immunity conferred by meningitis vaccine and at examining the feasibility of forecasting epidemics through the recognition of increased incidence of new cases.

In cooperation with the World Health Organization, A.I.D. has sponsored an expanded program of immunization (EPI) in several of the Sahel countries which include planning, research and the provision of supplies for attacking major communicable childhood diseases. A.I.D. also includes provision for monitoring and controlling malaria and schistosomiasis, the major water-borne endemic disease within its irrigation development projects. The wide-ranging onchocerciasis (river blindness) control program also is continuing in the Sahel with A.I.D. and other donor support.

Although medicines and pharmaceuticals can be found throughout the region, adequate quantities of appropriate and effective medications are not always available and affordable. Physical infrastructure is inadequate and the distribution and prescription delivery system is ineffective. During 1981-1982 in Mali, A.I.D., cooperated with the World Bank and other donors to complete a study to help improve pharmaceutical systems. The final report contained recommendations for improved efficiency of health care beginning with accurate diagnosis of ailments, supplies of appropriate medications and delivery of drugs.

## 6. River Basin Development

The great rivers flowing through the Sahel could provide irrigation for millions of acres of now-idle land which, in the tropical climate, could produce two and three crops annually. This is the resource which has the potential not only to insure security and stability for the nations of the Sahel region but eventually to be the source of basic foods and agricultural products for much of

West Africa. While the potential is immense, the problems are commensurate. Not only will development be very costly and require several decades for the physical infrastructure alone, the problems of disease, of access roads, of land ownership and land use patterns, of reorientation of farming patterns and practices and of relocation of villages, are illustrative of other major difficulties. None of these problems is insurmountable, however. There are already many irrigated farms, and technology is available to control water-borne diseases. Many farmers are prepared to take the risk and learn the techniques which will give them security and high income. Some 600,000 acres were under irrigation in 1982, most of it traditional flood plain irrigation. If irrigated land could be increased to 1.5 million acres and dryland farming remained productive, the Sahel could be food-secure in periods of drought and a food exporter in normal years.

In the Senegal River Basin (OMVS), work is underway on construction of the Manantali and Diama dams which will store water and regulate the flow of the Senegal River for navigation, irrigation and power generation. This construction project is the cooperative effort of Mali, Mauritania and Senegal and is being funded by a consortium of donors (not including A.I.D.) whose current commitment is \$725 million in long-term credits. The dams will make downstream, year-round irrigation possible in an area in excess of 900,000 acres. In 1982, A.I.D. designed a project to develop irrigation in all three countries. This project will also provide necessary complements such as environmental protection measures, health surveillance, roads, technical training and monitoring and will serve as a pilot program for further development within the Senegal Valley and throughout the Sahel.

Activities are underway in other river basins in the region. In The Gambia River Basin (OMVG), A.I.D. has undertaken a \$13.4 million project to provide basin mapping, environmental and social impact studies and institutional development. This project is in its second year of implementation: aerial mapping is nearing completion and four technical assistance advisors have been supplied to the OMVG headquarters to assist in institution building. The University of Michigan will be undertaking environmental and socio-economic studies required before development of the proposed 52,000 irrigable acres and the construction of an upstream water storage and hydro-electric power dam.

Many donors are engaged in preparatory studies in the Niger River Basin which has a potentially irrigable area of about 2.5 million acres. The U.S. Corps of Engineers is under contract with A.I.D. to prepare a river systems analysis program for the basin and to undertake environmental studies. This work is funded by A.I.D. under an \$11.7 million Niger River Planning project, authorized in FY 1982, which also provides for socio-economic studies in the river basin. In Niger, the government is well-advanced in its planning for the Kandadji Dam which will provide a principal power source and help regulate water for

irrigation.

During the protracted impasse in Chad there has been little activity in the development of the Lake Chad Basin although limited bilateral development initiatives are underway or in the planning stages in both Niger and Nigeria.

### C. Special Issues

#### 1. Financial and Program Management

Responding to concerns reflected in audits completed during 1980-1981 on several projects, A.I.D. has launched exceptional measures to help insure effective management, especially in accounting of funds for local costs financing, of the Sahel program. Over the past eighteen months, the local costs accounts (182 in total) of every Sahel project were re-examined by the responsible field mission. Of these, all but a few (for which disbursements have been halted) have been found to be adequate, or have been strengthened to the point that could satisfy the requirements of Section 121 (D) of the Foreign Assistance Act.

A.I.D. has conducted region-wide financial management training programs in which both A.I.D. and host country management level personnel participate. Host country accountants were trained in the use of simplified accounting systems and procedures which meet A.I.D.'s requirements for accountability and which provide management information. As a further outgrowth of this effort, A.I.D. modified its project implementation course which is designed to develop the project management skills and knowledge of A.I.D. personnel.

To insure that the current momentum towards better management is maintained, the Africa Bureau is paying particular attention to the Sahel program staffing requirements, internal operations procedures, management and financial training of personnel and other constraints to project implementation. To this end, a \$5 million Sahel Regional Financial Management project was approved in 1982. Its primary purpose is to help host country institutions in the improvement of financial and management systems, including necessary staff training over the next three years.

By virtue of this intensive and continuing review and adjustment, A.I.D.'s Sahel program has made significant progress in improving management and financial accountability systems. These efforts represent the beginning of longer term initiatives to strengthen and improve the management of development programs throughout the region.

## 2. Program Evaluation

Development efforts in the Sahel are continually being assessed at many levels and through a variety of means. In addition to selective internal and external audits and comprehensive project reviews such as those cited in the foregoing discussion, each A.I.D. project has provision for intermediate and final evaluations. Further, the Sahel Mission Director's Council convenes two to three times each year to review progress and problems, and, in preparation for the bi-annual meetings of all Sahel donors and CILSS member states, the CILSS and the Club Secretariats prepare an evaluation of the Sahel program. The evaluation prepared for the 1980 Club meeting contained an in-depth discussion on the appropriate allocation of development resources; it revealed that although 25 percent of overall program resources were targeted for rural development, less than ten percent of these resources went directly into food production projects. The need to pay more attention and to allocate more resources to rural development and food production has been a major theme in the deliberations of the CILSS and the Club and it has led to the adoption of new measures to achieve the desired results.

In January 1982, the Sahel A.I.D. Mission Directors' Council decided to review the A.I.D. program in each Sahel country to assure that the selection of projects is appropriate to the long-term goal of food self-sufficiency. The Council also urged the Club to stress progress toward the food self-sufficiency goal as the major theme of the next Club meeting in 1983. A.I.D. is continually analyzing this issue to identify the major constraints and to assure that required physical, human and financial resources are provided when needed to attain the goal "within a generation".

Preliminary estimates show that the goal can be met if the overall level of development efforts is sustained through the year 2000 at an annual rate of \$1.5 billion in 1980 dollars, if productivity and acreage in dryland agriculture increase steadily, and if the placing of land under irrigation can be gradually accelerated. These efforts will require a significant increase in investment in the food sector as a proportion of total development resources. A.I.D. is investigating how to achieve this resource re-allocation in relation to its proposed programs and is urging other donors, the CILSS/Club and the Sahel governments to undertake similar efforts.

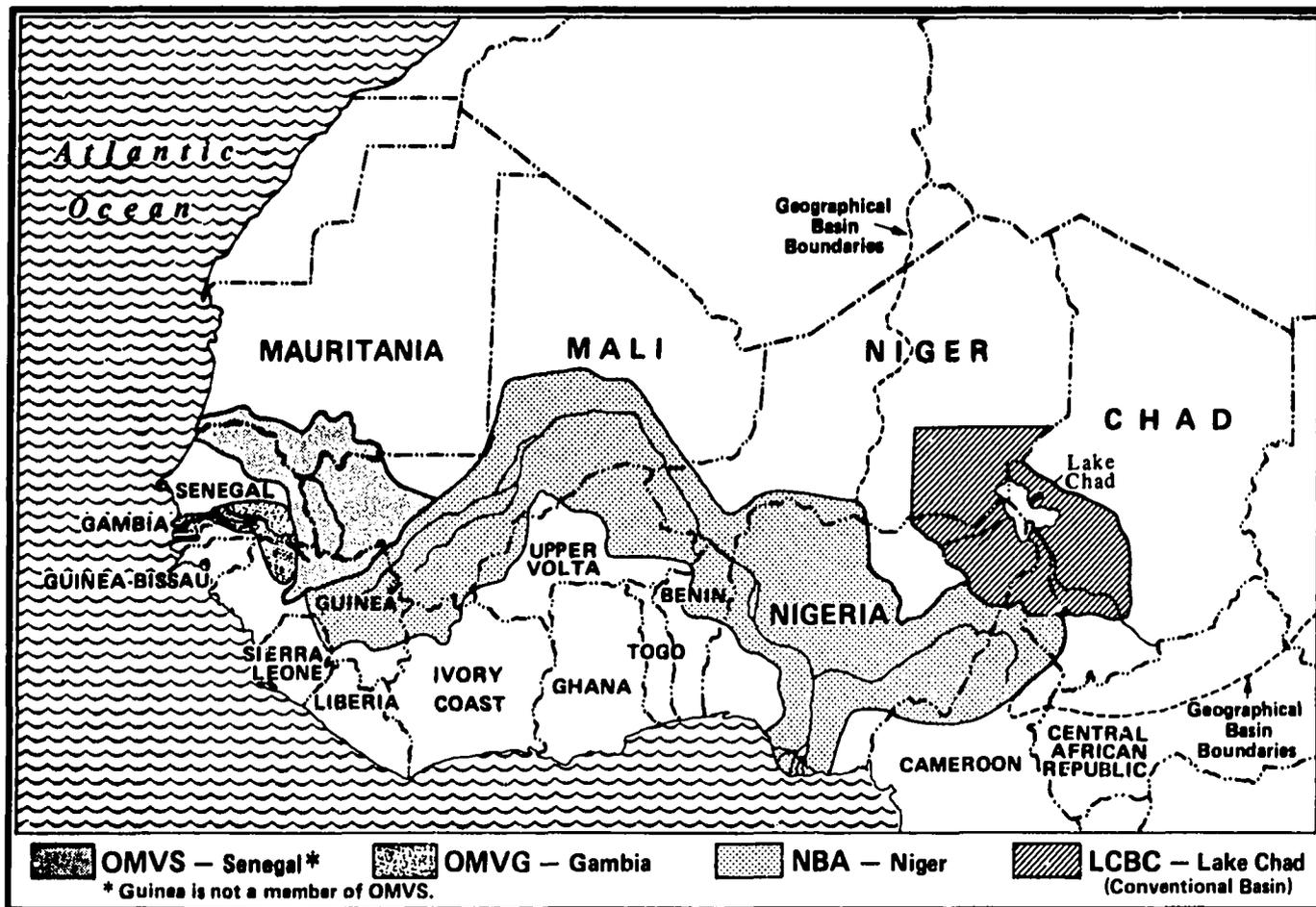
## V. Conclusion

In the Sahel Development Program, the Sahelian nations, A.I.D. and other donors have agreed to pursue common objectives and to coordinate planning and implementation both within and among developing country programs. More importantly, the donors and Sahelian governments have made a long-term commitment to self-sustaining growth and economic development.

With thirty million people in eight countries covering a vast area, a large proportion of which is permanent desert, the Sahel may never be the world's most attractive development proposition. But neither need it be a chronic welfare claimant. The region has economic possibilities; the goals of food self-sufficiency and self-sustained growth are attainable. The substantial development investment which is being provided by many donors is serving to realize the potentials of the region, particularly in the higher rainfall "new lands" and in the fertile river basins. The development process is long-term, complex, and arduous, but it is progressing. A.I.D., along with other partners, is learning how to do things better, to adjust programs and initiatives.

The unique regional multi-donor approach to solving common development problems, expressed and orchestrated through the CILSS/Club mechanism, has proven to be sound and continues to carry the best promise for achieving regional as well as national Sahelian goals.

# Sahel River Basins



The Sahel has four major river basins and the Volta rivers systems in Upper Volta. A.I.D. projects with the Sahelian river basin commissions are managed by the USAID office nearest the basin headquarters office.

Basin	Surface Irrigable Without Major River Regulation (acres)	Total Surface Irrigable With Major Infrastructure (acres)
Senegal (OMVS)	60,000	900,000
Niger (NBA)	up to 240,000	up to 3 million
Lake Chad (LCBC)	350,000	600,000
Gambia (OMVG)	4,000	200,000
Volta Rivers	50,000	200,000
<b>TOTALS</b>	<b>614,000</b>	<b>4.9 million</b>

	<u>Per Cap. GNP 1981 \$</u>	<u>Average Annual Per Cap Real GNP Growth (%) 1960-1980</u>	<u>Trade Balance 1980 (\$M)</u>	<u>Net Cereals Imports 1980 (000MT)</u>	<u>Food Aid 1979 (000MT)</u>
Cape Verde	300	---	- 56.0 (1979)	48.7	36.6
Chad	120	1.8	- 55.0 (1979)	16.0	25.9
Gambia	350	3.9	- 83.0	46.6	9.4
Mali	190	1.4	- 212.0	55.0	24.8
Mauritania	480	1.6	- 112	161.6	31.1
Niger	340	1.6	- 36.0 (1978)	28.2	23.2
Senegal	500	0.3	- 333.0 (1979)	392.8	65.1
Upper Volta	240	0.1	- 259.0	95.0	49.1

Sources: A.I.D. FY 84 Economic and Social Data (Cols 1-3)  
 1980 FAO Trade Yearbook (Col 4)  
 World Bank: Accelerated Development in Sub-Saharan Africa (Col 5)

Table 2

FOOD AID IMPORTS  
 (thousands of metric tons, grain equivalent)

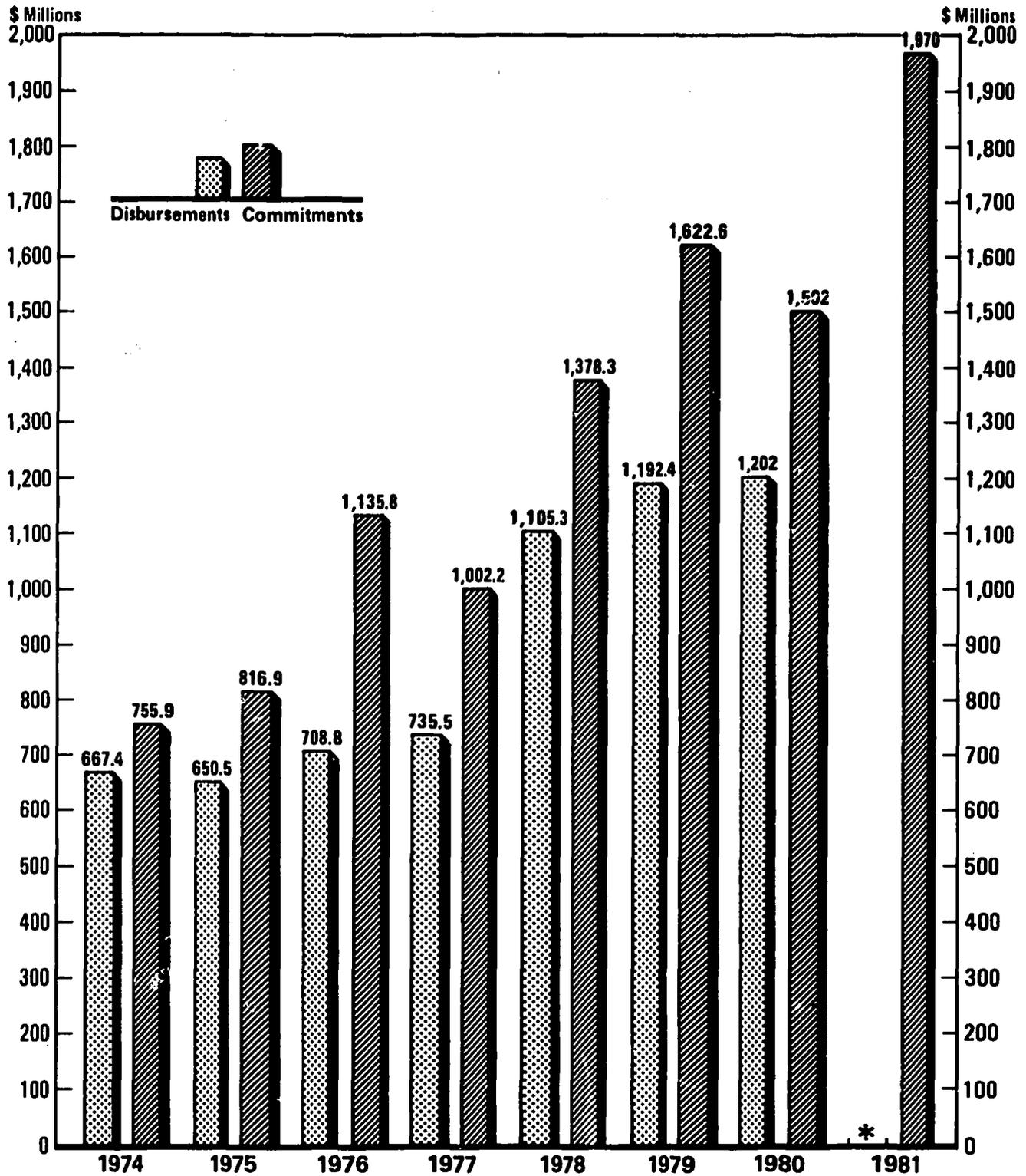
	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Cape Verde	6.7	19.4	27.7	49.8	36.6
Chad	13.0	3.6	35.4	49.2	25.9
Gambia	9.0	2.9	5.7	19.6	9.4
Mali	113.6	39.1	4.2	32.8	24.8
Mauritania	47.9	25.1	28.9	51.0	31.1
Niger	74.8	90.5	53.1	21.5	23.2
Senegal	28.3	23.5	31.4	168.0	65.1
Upper Volta	<u>0.0</u>	<u>17.2</u>	<u>5.6</u>	<u>51.8</u>	<u>49.1</u>
TOTALS	293.4	221.3	192.0	443.7	265.2

Source: World Bank: Accelerated Development in Sub-Saharan Africa

Table 3

## Total Public Aid for Development of the Sahel 1974 to 1981

Disbursements and Commitments



\* Figures for 1981 disbursements are not available.

Table 4

### Contributions to Sahel Countries by Major Groups of Donors 1978 to 1981

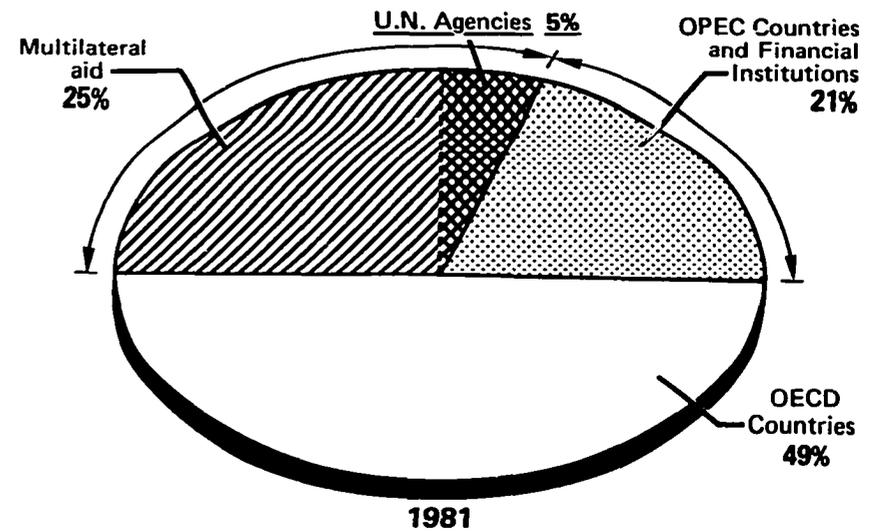
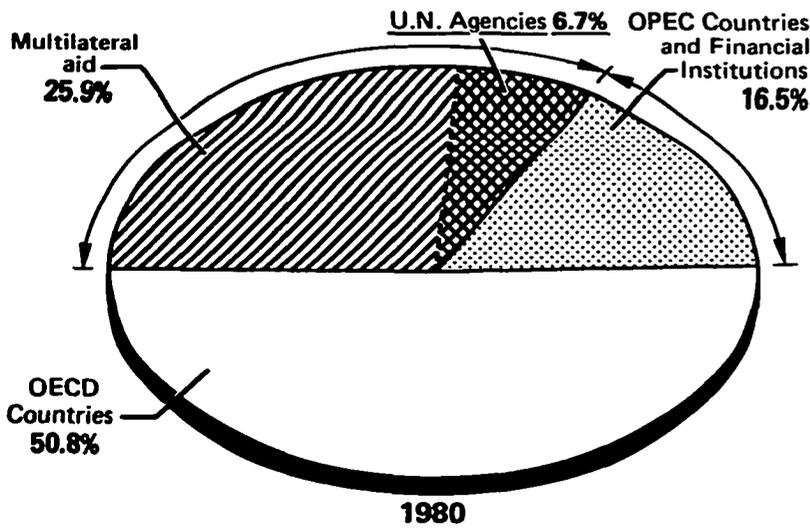
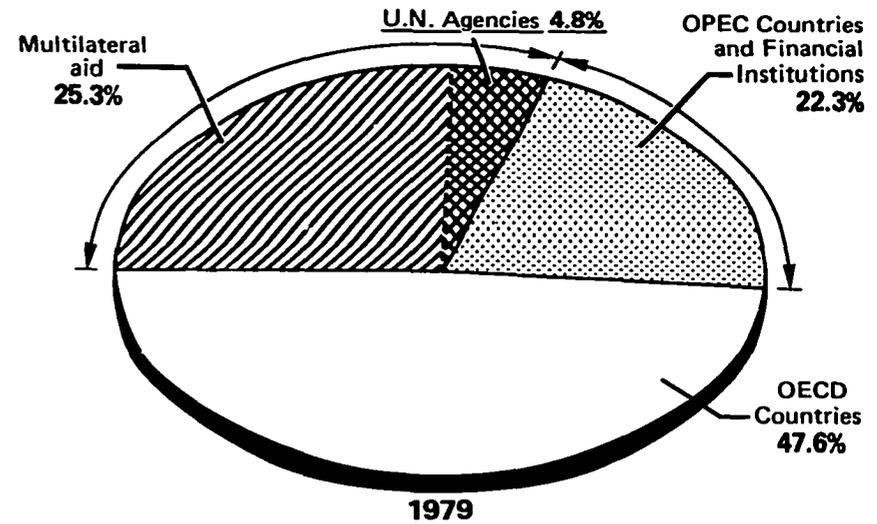
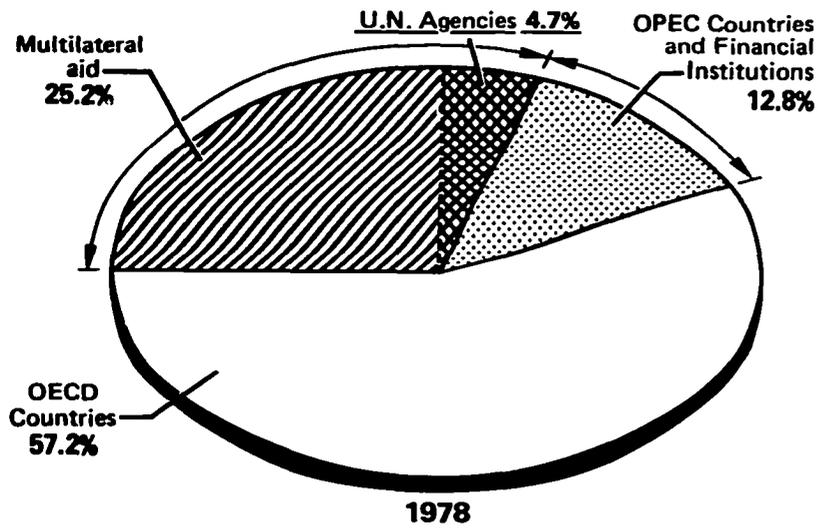


Table 5

TEN LEADING DONORS TO SAHEL 1978-1981  
Commitments, \$ Millions and Percent

1978			1979			1980			1981		
RANK	\$ mil	%									
France	243	17.6	France	278	17.1	France	319	21.2	France	384	21.2
EEC	185	13.4	EEC	240	14.8	EEC	180	12.1	EEC	239	14.8
United States	144	10.4	Germany	136	8.4	United States	130	8.7	Germany	210	12.1
Canada	129	9.5	United States	123	7.6	World Bank	122	8.1	World Bank	166	9.5
Germany	112	8.1	Saudia Arabia	117	7.2	U.N. Agencies	101	6.7	United States	142	8.1
World Bank	103	7.5	World Bank	110	6.8	Germany	94	6.2	Kuwait	136	7.5
African D.B.	70	5.1	Kuwait	86	5.3	Netherlands	87	5.8	Saudi Arabia	102	5.1
Netherlands	65	4.7	U.N. Agencies	78	4.8	Saudi Arabia	68	4.5	U.N. Agencies	98	4.7
U.N. Agencies	53	3.9	Netherlands	58	3.6	Iraq	47	3.1	Canada	70	3.9
Saudi Arabia	52	3.7	Japan	47	2.9	Kuwait	40	2.7	OPEC Fund	59	3.6
Subtotal	1,157	83.9		1,273	78.5		1,188	79.1		1,606	83.9
Other Donors	220	16.1		351	21.5		314	20.9		364	21.5
TOTAL	1,377	100		1,624	100		1,502	100		1,970	100

Definition: ODA Commitments, including food aid.

Source : CILSS/Club documents Sahel D (80) 103, Sahel D (81) 144, and subsequent updates.

Note : Excluding food aid, U.S. assistance between 1977 and 1980 ranged from 5% to 7% of total contributions.

**Table 6**  
**PL 480 Food Aid Country Summaries**

	<u>FY 1980</u> ( <u>\$ 000</u> )	<u>FY 1981</u> ( <u>\$ 000</u> )	<u>FY 1982</u> ( <u>\$ 000</u> )
<b>Cape Verde</b>			
Title II	1,479	3,410	2,162
<b>Chad</b>			
Title II	1,453	0	1,313
<b>Gambia</b>			
Title II	1,283	978	776
<b>Mali</b>	0	0	0
<b>Mauritania</b>			
Title II	4,247	6,370	2,199
<b>Niger</b>	0	0	2,124
<b>Senegal</b>			
Title II	6,125	9,763	1,916
Title III	7,000	7,000	7,000
<b>Upper Volta</b>			
Title II	<u>9,248</u>	<u>12,988</u>	<u>4,498</u>
TOTALS	30,838	40,509	21,988

Country levels reflect bilateral programs only. PL 480 contributions through World Food programs are not reflected.