

A simple black outline map of the African continent, including the island of Madagascar to the southeast. The map is centered on the page and serves as a background for the text.

# **SUMMARY REPORT**

## **CDA CONFERENCE**

COOPERATION FOR DEVELOPMENT  
IN AFRICA

**June 2-4, 1982**  
**Abidjan, Ivory Coast**

**SPONSOR:**

The United States Agency for International Development  
on behalf of CDA

**CO-HOST:**

The African Development Bank

SUMMARY REPORT

VOLUME 1

CONFERENCE ON  
COOPERATION FOR DEVELOPMENT IN AFRICA

Sponsored by

United States Agency for International Development and  
Co-Hosted by the African Development Bank

Held in

AFRICAN DEVELOPMENT BANK HEADQUARTERS  
ABIDJAN, IVORY COAST  
on  
JUNE 2 - 4, 1982

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## I. INTRODUCTION

The process of economic and social development in Africa has slowed down considerably during the past decade. In some cases, it has stagnated or even declined. The prospect of reversing this downward trend in the near future appears extremely discouraging. Growth rate in real output per capita in African countries declined from 1.3 percent per annum during the sixties to 0.8 percent in the seventies. Per capita food and agricultural production also fell. Growth in domestic investment, especially for the lowest-income countries in the region fell from 5.4 percent in the sixties to 3.1 percent in the seventies. To aggravate the situation, adverse economic conditions in donor countries have served to slacken the rate of increase in economic assistance to Africa.

Recent reports confirm the serious economic problems for most African countries during the coming decade. As the preamble to the Lagos Plan of Action (LPA) states, "The effect of unfulfilled promises of global development strategies has been more sharply felt in Africa than in other continents of the world. Indeed, rather than resulting in an improvement in the economic situation of the continent, successive strategies have made the continent stagnate and become more susceptible than any other region to the economic and social crises suffered by the industrial countries. Thus Africa is unable to point to any significant growth rate or satisfactory index of general well-being in the first twenty years" (LPA, p. 3). Yet African countries and regions hold the potential, with their vast resources, for major development and significant contributions to the world economy. The question is how to

mobilize African human and natural resources to accelerate economic growth and improve the welfare of African people throughout the continent.

Due to the serious nature of the state of African development, it was essential that the international donor community and African nations themselves work closely together to achieve progress in solving these problems. Thus the Cooperation for Development in Africa (CDA) donors, cognizant of the importance of African experts opinions and views in formulating their own plans, felt that it was important to have a candid and collegial exchange of ideas on African development problems. Therefore a number of distinguished African development experts both from African and donor countries were invited to participate in the conference. The majority participated as individuals in a personal capacity and the others represented international organizations. This conference was arranged to provide an opportunity for CDA to have direct exchanges with the Sub-Saharan African development community on African development priorities, programs and projects and development assistance requirements. It arose from the deep interest of the principal Western bilateral donors in the economic advancement of Sub-Saharan African countries and their desire to get a better understanding of what the issues are that Africa and CDA countries should jointly pursue.

Specific objectives of the conference were to:

- provide an opportunity for a direct exchange among African development experts both from Africa and from the donor countries,
- discuss development projects and program priorities,
- get a better understanding of what the issues are that should be worked on together,

- promote a mutual understanding of the Sub-Saharan African development priorities and to guide in the identification of appropriate CDA project activities,

- review the CDA and African program plans for agriculture, energy, transportation, and human resources and tropical diseases, and

- identify opportunities for improving efficiency in CDA's development projects in the above noted selected areas.

Cooperation for Development in Africa is an economic assistance coordinating group created by the principal Western bilateral donors <sup>1/</sup> working in Africa to foster a more effective utilization of economic assistance to Sub-Saharan Africa. The members consist of Belgium, Canada, France, Federal Republic of Germany, United Kingdom, United States and Italy who joined this year.

CDA has no organization or staff of its own but depends on the individual members for staff services in the areas in which they have program coordination responsibilities. Its permanent liaison group located in Paris provides for periodic coordination in between the executive sessions, and a policy-level group meets about once a year to discuss program priorities and areas of common interest. It identifies program priorities in agriculture, energy, transport and human resources as it relates to those sectors as well as in the area of tropical diseases. Administrative and project follow-up are the responsibility of a designated donor program coordinator. This coordinator works closely with African counterpart governments and organizations in the planning of CDA projects. Technical working groups with African

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<sup>1/</sup> A more detailed explanation is given in the USAID Position Paper, APPENDIX D. 1, pp. 1-4.

specialists participating are set up to plan and coordinate the program activities. Program implementation is in accordance with procedures established by each bilateral donor and with the African counterpart organization or government.

To date the following program areas have been identified for CDA: agricultural research, small perimeter irrigation, energy planning, forestry/fuelwood, transport and combatting childhood communicable diseases.

Each CDA donor is not necessarily committed to projects in each of these sectors. As a general rule a minimum of three donors is desired to proceed under the CDA arrangement. CDA also actively encourages the participation of other multilateral and bilateral donors.

CDA is also interested in encouraging regional projects in an effort to more effectively utilize scarce continent-wide resources. Toward meeting this goal, the group is interested in focusing donor support on development projects which require funding beyond the capacity of any one donor and which are especially appropriate for coordination among donors, African countries, and regional organizations in an effort to facilitate multi-donor cooperation.

The projects and programs that fall under the CDA heading do not represent the totality of the assistance programs of the bilateral agencies and organizations of those countries. The CDA is not a closed group, rather it is open to cooperation with the other Organization for Economic Cooperation and Development (OECD) countries and international assistance-organizations on specific development projects.

The U.S. Government, as CDA Chairman ad interim, arranged the

conference through its United States Agency for International Development (USAID). The African Development Bank (ADB) served as co-host.

## II. CONFERENCE FORMAT

The conference was conducted simultaneously in English and French for two-and-a-half days, June 2-4, 1982, at the African Development Bank Headquarters, Abidjan, Ivory Coast. In addition to the delegates from the seven CDA-member countries, twenty-three African experts from fifteen countries and seven regional organizations <sup>2/</sup> met to openly exchange views on African priorities and donor-African relationship, the cost of which was funded by USAID.

Members of the diplomatic community and representatives of local international agencies in Abidjan were invited to the opening session. The remainder of the sessions were restricted to the invited African participants and the CDA delegations.

The conference was opened by introductory remarks from Mr. W. Haven North <sup>3/</sup>, the ad interim Chairman, after which he introduced the guest speaker, Mr. Donatien Bihute, Acting President of ADB. Mr. Bihute expressed the hope that ADB together with the collective and individual efforts of CDA could provide the maximum assistance to the ADB member countries in Africa and effectively arrest and reverse the process of change which threatened Africa's very existence.

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<sup>2/</sup> CILSS, ECA, ECOWAS, OAU, IBRD, UNDP, and ADB.

<sup>3/</sup> Mr. W.-Haven North, at the time of the conference, was Deputy Assistant Administrator of USAID.

Following the opening session in the auditorium, invited participants moved to another room to discuss various issues as they relate to the sectors of discussion. Papers were presented at the beginning of the sessions and were followed by discussion. USAID prepared the basic discussion paper that was distributed to the participants before the conference began. In addition, USAID presented the discussion papers for the agricultural, energy and fuelwood, human resources and tropical diseases sectors. Other donors presented papers on various sectors. They were as follows: "La Conservation et L'Utilization de L'Energie: Possibilites de Collaboration entre la CDA et L'Afrique", by Canada; "Project Group: Railway Program in Southern and Eastern Africa", by West Germany. In addition, short presentations were made by certain African participants on the various subject elements of the conference. They included "Note Concernant la Recherche Agronomique en Afrique Centrale", by the Zairian participant; "Resource Mobilization Efforts of the Bank Group", by the ADB participant. There was also a paper entitled "Le Developpement des Culture Irriguees dans le Sahel", presented by the participant from CILSS. These papers were presented in the language of the speaker and are included as submitted in APPENDIX D of this report. The conference schedule was flexible enough to permit small informal gatherings to further discuss key issues (See APPENDIX B for the conference agenda). Such exchanges took place especially during coffee and luncheon breaks and during the reception and dinner debate.

The Lagos Plan of Action and the Accelerated Development in Sub-Saharan Africa, (World Bank Report) were basic to the overall discussions on African policies and priorities. The subject elements of the conference were agriculture, transportation, energy and fuelwood,

human resources and tropical diseases, and regional cooperation. Agriculture was the most important sector of discussion in terms of time devoted to issues related to this sector. In many cases, the other sectors were discussed in the context of agriculture. This summary report constitutes the final step of the conference.

### III. SUMMARY OF CONFERENCE

The conference theme, "Productivity in Sub-Saharan Africa", was chosen to highlight ways by which productivity could be enhanced in the main sectors of concern to CDA, i.e., agriculture, energy, fuelwood and forestry, transportation, health and manpower.

The following section is intended to provide a brief summary of the key issues presented and discussed during the two-and-a-half day conference. The discussion below will follow the basic order of presentation, i.e., ADB development priorities as expressed in the presentation of its Five Year Development Plan, the agricultural sector, other CDA sectors (transportation, energy and fuelwood, human resources and tropical diseases) and finally, regional cooperation as it relates to all of the sectors. A discussion on the conference achievements will be presented at the end of this report.

As mentioned earlier, although the conference program was scheduled to allow equal time to each sector, it soon became evident that agriculture was the priority issue in terms of the time devoted to this sector during the conference. In many instances, the other sectors were discussed in the context of agriculture. Therefore the focus of these sectors, while no less important, was necessarily limited.

#### A. ADB Development Priorities

The theme of the discussion was outlined in the opening remarks delivered by Mr. Bihute in which he noted that, "the current economic situation of many of ADB's member countries has become a subject of exhausting-discussion in Africa, as well as other international forums. The process of development has slowed down considerably. In some cases it has stagnated and the prospects in others are extremely discouraging. The African Development Bank Group feels strongly about all these facts and is determined to prevent the pessimistic prediction from materializing. The situation in the industrialized countries during the two decades also showed a decline in real GNP per capita from an average of 4.1 percent in the sixties to 2.5 percent in the seventies indicating a reduction in these countries' ability to achieve gains in productivity and in real income. The deterioration in the economic performance has been generally linked to different sets of policies followed by both the industrialized countries and African countries." Mr. Bihute attributed this economic deterioration to various possible causes. In the industrialized nations rising interest rates and military expenditures were important factors. In African countries he felt that some of the causes might be: 1) domestic policies which failed to provide incentives to stimulate productivity; 2) exchange rates which have a built-in bias against agriculture, particularly in the production of export commodities; and 3) overextended public sectors and many other factors.

He called for concerted action by the African nations, increased aid flows-(in real terms) and for more productive use of existing economic aid. He noted that although external aid to Africa increased during the seventies, it was still far less than that provided to other

regions and that the terms were hardened with higher interest rates and shortened grace and maturity periods.

He added that the effective use of aid resources is hampered by increased tying of aid and lagging disbursements, and he also called for aid to finance recurrent costs and spare parts needed to maintain adequate production capacities, particularly in agriculture and industry.

Mr. Bihute then briefly commented on the Five-Year Plan of the ADB Group, which would give it an increased role in the development of the region and would provide several billion dollars, of which about 53 percent would come from its own institutions. An additional 47 percent would be raised by ADB through other financial arrangements. Together with bilateral and other administrative agencies ADB should be able to cooperate and effectively increase its role in Africa.

The ADB plan called for the improvement of the Bank's operational procedures and financial management. The adoption of the plan was followed by the decision to allow non-regional states to become full members of the Bank. This will allow for the increased mobilization of resources and a stronger basis for cooperation between African and non-African countries.

Mr. Bihute also pointed to the planned replenishment of the capital resources of the ADB's two affiliates: the African Development Fund (ADF) and the Nigerian Trust Fund (NTF) and emphasized that the Bank looked forward to increased coordination between the ADB, CDA and other regional institutions.

Mr. Bihute's remarks were followed by a presentation on the ADB Five Year Plan and discussion of African Development priorities. Mr. T.

Gedamu, Director of Planning and Research and Mr. Kahangi, Director of Central Project services presented the ADB's Five Year Plan in detail. The plan covers the period of 1982-1986. The discussion of the plan was based on four major points which help to explain some of the ideas behind it:-

- 1) resource requirements,
- 2) methods of mobilization,
- 3) methods of deployment of resources in terms of countries and sectors, and
- 4) the operational and financial management implications of putting the plan into effect.

Some of the speakers questioned the soundness of the ADB's growth rate projections and the choice of the criteria for allocation of resources to countries and sectors. The projected funds to be raised through co-financing were also questioned. It was observed that the use of co-financing with private banks was relatively new and would only be feasible for certain types of projects. One speaker suggested that approaching private banks in this endeavor and the entire notion of expanding foreign debts might have negative effects on development in Africa, in view of the current level of dependency on foreign sources of funds and the debt servicing problems already faced by various African nations.

Other speakers favored a strategy of tying loan programs more closely to technical assistance in specific sectors. Loans generated from co-financing should consider the need to bring uniformity in the procedures of the various parties involved.

Many of the speakers appeared to support the notion that the Lagos Plan of Action presented the one unified voice of the African states and their view of development in Africa and the direction it needed to take.

Several speakers called for greater reaction from the CDA representatives on the ADB's Five-Year Plan and its various components. Also several of the African speakers wanted to hear the ideas of the CDA representatives on how to coordinate the activities of the CDA donors and the ADB.

One speaker suggested that what was needed to ensure success in the economic development of Africa was some serious thinking on the part of all of the parties involved on the issue of strategy to be followed. He summarized the five basic principles of the African economic development strategy and philosophy of the Lagos Plan of Action.

- 1) developing "African" patterns of development as opposed to mimicking development patterns of the industrialized world;

- 2) founding of African development on truly indigenous values and civilization;

- 3) depending primarily on Africa for the major impetus to development, at the same time maintaining open economic relations with others, but without copying them;

- 4) encouraging regional cooperation among small countries to more effectively utilize scarce resources; and

- 5) fostering economic development within the long-term perspective rather than responding to day-to-day crises as has been the case in the past.

One of the key points of this discussion, for the CDA representatives, was that African organizations, and in particular the ADB, are

moving into a new era with clearly defined programs, priorities, resources and with ample desire to cooperate with CDA and other donors on many projects.

#### B. Agriculture

The basic paper on agriculture highlighting the poor performance and deterioration of the agricultural sector in Sub-Saharan Africa was presented by USAID. The formal discussion placed emphasis on the serious nature of the problem of inadequate food production and the problems involved in achieving food self-sufficiency, placing highest priority on solutions to the problems of inadequate food production.

The USAID presentation on agriculture touched briefly on four issues which appear to have been of major importance in determining the direction and rates of change in agricultural productivity in Sub-Saharan Africa. These issues were:

- production trends,
- marketing limitations,
- agriculture research, and
- effective use of water.

The paper implied that the poor performance of agriculture may have been due to inadequate research undertakings required to discover the appropriate technological change to reduce per unit cost of production, inappropriate policies by both African governments and aid donors, ineffective marketing systems and arrangements, excessive government interference in the agricultural sector, and the lack of appropriate conservation policies to effectively protect and preserve agricultural resources. It further placed blame on the implementation of projects

with high recurrent costs. To aggravate the situation, these projects were said to have been "non-revenue generating" in nature. Also, the use of large-scale Western models in agriculture had not been appropriate for increasing agricultural productivity considering that African agriculture was characterized by a large number of small holders.

The paper also explained the lack of internal markets for agricultural products in Africa. In addition, marketing arrangements for agricultural crops developed over the past decades had not encouraged farmers to adopt practices which increased agricultural productivity. And further, African countries may have their comparative advantage in agricultural export crops; but their zeal to achieve food self-sufficiency has resulted in inefficient utilization of scarce resources.

The USAID presentation pointed out that water was the major limiting factor to African agricultural development of the Sahel and emphasized the need for irrigation.

Finally, the paper emphasized the need to conduct more scientific research in an effort to raise African productivity to meet its growing demand for food.

The report recommended improving agricultural research efforts by:

- focusing efforts on the promotion of locally consumed foodstuffs,
- adapting research methodologies to the economic, physical and social environment of Africa,
- improving the administration of research systems, and

- devising institutional arrangements for spreading the fruits of research.

Following USAID's presentation, other short papers were discussed by other CDA donors as well as African participants in various agricultural sub-sectors and then, an open and frank discussion ensued. The French discussed their input in agricultural irrigation as a strategy for regularizing food output by assuring an adequate and stable supply of water, especially in the Sahelian countries. The French emphasized their strategy for giving greatest support to development of small perimeter irrigation systems as opposed to the large, expensive, tertiary systems with complete water control. It was also pointed out that there was a decline in foreign assistance for irrigation purposes and thus a need for multi-donor assistance in the area of irrigation. In addition, more emphasis would be placed on rehabilitating old irrigation systems as opposed to building new ones.

The Belgians discussed their input in agricultural research, especially in the agro-climatic zone of the Zaire River Basin and generally felt that this was an area in which they could provide specific support. They stressed that priority will be placed on fostering research on the introduction, multiplication and diffusion of improved plant and animal stocks and on raising agricultural productivity in general. The plan also called for the rehabilitation of several agricultural research stations throughout the country equipping them with the necessary infrastructure, specialized staffing requirements, and genetic stocks to effectively achieve their objectives. The program was not intended to create large, new research institutions, but rather build from existing structures. Training of African personnel to take

over the major research efforts was also given priority. Other CDA donors (Canada, Britain, and West Germany) also discussed their efforts in agricultural research.

The major African presentations on agriculture were based on the Lagos Plan-of Action. Although the LPA was not discussed per se, it was continuously referred to. This document placed greatest priority on improving African agriculture. It concluded that Africa's agricultural development lag was due to the poor strategy that countries had followed over the past 20 years. While the LPA stresses national planning and self-reliance on local resources as a means of strengthening the respective national agricultural sectors, it leaves it up to the African states as to how the recommendations in the plan should be implemented. The five guiding principles of the plan have already been cited. They continued to be an important element of several of the ideas emphasized by some of the discussants.

The discussions of the agricultural sector were intense and varied. Due to the food problem in Africa, there was general agreement that agriculture and the food shortage problem should be given highest priority. One participant from a Sahelian country remarked that agriculture is given highest priority in his country, since agriculture is about its only resource. He went on to say that his country's inputs into agriculture have not been too successful due to adverse weather conditions. To rectify this decline, he recommended investing more resources in water control systems.

Others blamed ineffectual agricultural policies as the main culprit, which explained the poor performance of agriculture. The problems of low fixed prices and the general lack of agricultural

incentives had discouraged farmers from raising output. In addition, low fixed food prices tended to discriminate against farming classes in favor of urban consumers. One participant carried the argument further by hinting that government food policies had encouraged too rapid urbanization in that the rural sector was unable to provide food to the urban sector in proportion to the rate of urban population growth.

Too much government interference in agriculture was mentioned as a constraint to agricultural development. The state and parastatal organizations had been too involved in agricultural and rural development at exorbitant social and economic cost. State organizations had been too bureaucratic with extremely high administrative costs. Even worse, the emphasis on large-scale models for agricultural development resulted in the isolation of peasant farmers in the process.

One African participant voiced his concern about the difficulties of African governments in undertaking policy studies required to provide the basis of policy decisions and requested assistance from CDA donors in aiding in policy research related to agricultural incentives, marketing, credit, research, etc. The cost and ability of certain governments to undertake such studies often fell beyond their capability.

In reply, it was noted that the CDA heading did not represent the totality of assistance of the bilateral agencies of those countries and that CDA is interested in coordinating and encouraging cooperation in areas where the scale of endeavor was large in terms of both economic and technical resources. Other aspects of their bilateral programs would address that problem.

Much time was spent discussing issues related to agricultural research, considered by many to be the key problem at all levels of food

production (yield, marketing, processing, storage, etc.). The Organization of African Unity (OAU) has given highest priority to the conduct of scientific research, particularly on food self-sufficiency, as exemplified in the Lagos Plan of Action. Priorities in research were placed on- food production and regional cooperation in research by various countries grouped in agro-climatic zones and by various regional and national research institutions.

Some traced the low results from research efforts for the last 20-25 years to the promotion of export crops as opposed to food self-sufficiency. At the same time, the prices received for African agricultural exports have been fixed too low in world markets. In addition, past research efforts have been conducted by Europeans with insufficient African involvement at substantive levels.

Agricultural research should, thus, be designed to foster productive systems which are first of all, productive, but autonomous and require inexpensive, local inputs which could be provided primarily from national resources. It should concentrate on the maintenance and revitalization of soil fertility. There has been a deterioration in Africa's ecological and forestry resources as a result of the small-scale cultivation systems, which in many countries, have only been aggravated by recurrent droughts. More important still, it was emphasized that Africans should manage their agricultural research and define research priorities.

Diffusing the results from agricultural research was mentioned as the key problem. In most countries extension programs and institutions are too ineffective to adequately transform the results of research into actual agricultural production. In addition, there was always the

problem of research feedback from the field to research institutions to determine whether field results were similar to that obtained in research stations. Thus, it was recommended that CDA concentrate its efforts on improving technology delivery systems as opposed to conducting scientific research.

In spite of the above discussions related to the problems of agricultural research, most agreed that much could be done to increase agricultural productivity under existing technologies. One African participant argued that merely getting all complimentary inputs that are key to improved techniques to farmers when they are needed, would do much to improve productivity. Delays in receiving imported fertilizers through project funds in itself has served to reduce agricultural productivity. He then took the opportunity of this comment to request CDA's aid in building fertilizer plants for Africa in order to cater to a regional market. Most feasibility studies on the establishment of fertilizer factories do not take into consideration larger markets as a result of regional cooperation.

In addition to the above, the following issues were raised:

- the problems of food aid to recipients,
- the lack of adequate manpower to effectively manage agricultural development institutions,
- the problem of inadequate funds allocated to the agricultural sector from the governments of most African countries,
- the problem of absorptive capacity of aid to agriculture,
- the problem of addressing agricultural development in isolation to general economic development,

- the problem of overvalued exchange rates of most African currencies,
- the problems of encouraging a balanced rate of agricultural development in all of the regions of an economy,
  - the selection of inappropriate technologies in agriculture,
  - the inability of large segments of the population to engage in agriculture due to the lack of key inputs, especially ownership of land,
  - the lack of an effective marketing system for agricultural produce, and
  - the problem of post-harvest losses.

One discussant lamented that few new ideas were presented to resolve many of the problems presented during the discussion on agriculture. He questioned why these issues were still being repeated and wondered whether one learns from experience. Another attributed the problem to the tendency of African governments to "put out fires" as opposed to seeking long range solutions to problems. Crisis management in agriculture limited their ability to address the underlying problem.

### C. Other Sectors

As mentioned earlier, although the conference agenda gave equal time to the discussion of all of the sectors, the enthusiasm given to the discussion of agriculture limited the time devoted to the other sectors and will, thusly, be reflected in the terse discussion of the remaining sectors.

## 1. Transportation

The discussion opened with a report from the CDA working group on transportation presented by the representative from West Germany. The report reviewed the necessity and importance of this issue, and described the serious bottlenecks existing in the southern and eastern African regions. It also discussed the need for a systematic regional approach to the situation. It was emphasized that the ports, railway lines, connecting roads and waterways must be studied as a whole. In addition, it called for further studies on management, financial structures, training and human resources development of the various transportation entities.

During the discussion, various representatives described the studies which had been carried out or were planned by several CDA members and other donors, the Southern African Development Coordination Conference (SADCC), and its Southern African Transport Coordination Committee (SATCC), the African Development Bank (ADB) and the resources which were being made available in this sector.

The emphasis was on regional cooperation. It was demonstrated how CDA, in this sector, was able to achieve immediate results by coordinating the activities of its members with the African nations involved and with SADCC. One of the first presentations made during the discussion showed that one of the first accomplishments of the CDA's working group was to help SADCC identify projects that CDA donors could finance and bring these to the donors' attention. The group's main tasks were to assess the actual situation of the railway lines in the region; analyze the main problems; identify the current and planned activities of the CDA members and other donors; develop priorities for future projects;

and achieve a certain amount of coordination for the activities of the CDA member countries. Upon completion of the necessary studies and discussions there was agreement on the following issues:

1) the need to come up with relatively short-term and immediate projects to address the most pressing issues. Thus, the first priority was to be given to the repair of existing railway lines and management and training; and

2) the second priority was to cover the measures which go beyond repair and expansion to maximize the utilization of existing transport facilities, taking into account the political issues which had to be resolved.

Further studies and discussions were conducted and a specific program was identified and approved. Then the various countries involved had the task of implementing the projects through bilateral arrangements.

The discussion also covered the effort of the Belgian assisted projects, particularly in Zaire, and their attempt to integrate the development of rail, river and port projects on a regional basis with assistance from bilateral arrangements and in conjunction with other donors.

There was also a brief discussion on the Trans-Africa Route (Mombassa-Lagos) its importance to the socioeconomic integration of Africa and the relationship between the Autorite de la Route Transafricaine and Belgium.

It was clear from the discussions that the participants recognized that the projects in this field require massive investments, well beyond the capacity of any single donor, thus, the emphasis on economic

viability of projects and the efficient use of existing resources. It was also recognized that duplication of efforts should be avoided and that the use of existing studies and plans such as the ones prepared by ECA in this sector should be maximized.

## 2. Energy and Fuelwood

Although the participants recognized the importance of energy and fuelwood as vital issues of critical proportions in the development of Africa, there seemed to be divergence on what solutions or approaches would be more effective and as to where to concentrate resources and efforts. It appeared clear to most of the participants that it is a problem which calls for concerted effort by the African nations, the CDA and other donors.

The discussion opened with a series of reports <sup>4/</sup> on certain views of the situation and a description of existing activities in this sector, followed by the various comments and opinions of the participants. The discussion addressed problems of the sector from different perspectives. Some wanted to emphasize fuelwood in the context of agriculture and forestry and then called for regional, national and local programs to address the problem. The fuelwood debate was also tied to urban expansion and other economic difficulties brought about by the increased costs of fossil fuels. Others approached the problem from the standpoint of energy conservation, experimental and viable alternative energy sources to appropriate technology. Some pointed to the high

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<sup>4/</sup> See Appendix D. 1, D. 2, and D. 4 for a complete statement of the reports submitted.

cost and difficulties in replicability of alternative energy projects. Still others discussed electric energy and the construction of hydroelectric projects and revitalization of aged and inefficient existing electrical facilities. Some felt that the overall energy problem in Africa was to be looked at in the context of the global energy crisis and called for massive investments in all areas of conservation and production of existing and new sources of energy. One speaker pointed out that Africa consumes less than one quarter of the energy it produces and that therefore the issue was one of organization and distribution. Another speaker called for a greater sharing of information on energy by the various regional organizations, individual donors and private firms who have been working in Africa on energy for the last 20 years. The duplication of effort, it was demonstrated, was a fairly common occurrence and a waste of limited resources.

The discussion also touched on the new efforts of SADCC with Angola as the coordinator, and the subsequent preparation of terms of reference for future project funding and the various Belgian missions which have gone to Luanda to assist in the preparation of pre-investment studies.

The CDA initiatives in countries designated in need of priority assistance in fuelwood were described, along with the various research efforts, training seminars and resources currently available on energy issues. The Nairobi Energy Conference and the importance of the LPA were also mentioned. It was announced that CDA's energy committee, still in its embryonic stage, would soon begin a systematic review of this field.

The Canadians suggested an approach to looking at energy conservation and use in Africa and cited certain possible solutions, based on

their own national experiences in this field. Their presentation also included certain initiatives which CDA could take to alleviate the energy conservation problems faced by Africa.

The Canadians voiced their interest in supporting certain hydro-electric projects in Africa. They announced that they will organize seminars on electrical energy and conservation measures. These seminars will concentrate on training Africans in the areas of new and renewable energies.

Italy announced the result of its review of the energy situation and gave priority to the financing of master plans on energy resources for interested countries, setting up large demonstration projects and pilot farms using biogas, biomass, and other alternative energies, and to the financing of regional training centers in Africa and Italy on various energy-related matters.

One of the speakers seemed to characterize the difficulties encountered in this debate when he mentioned that the LPA's chapter on energy was the only chapter which was not unanimously adopted by the African Heads of State.

### 3. Human Resources and Tropical Diseases

USAID presented the opening discussion paper on Human Resources and Tropical Diseases, concentrating primarily on tropical communicable diseases. It stated that health is closely tied in with productivity and with overall economic development. Nevertheless, one African child in four born today does not live to the age of five. It emphasized its support for the efforts of the World Health Organization (WHO) worldwide program of expanded immunization designed to treat the six primary

killers of children as well as for the control of other bothersome diseases such as diarrhea, malaria, yellow fever, etc. Training of Africans to organize, manage, implement and evaluate immunization programs was key to the effort.

The discussant emphasized the importance of improving human resources at both the national and regional levels. For example, training of managers and supervisors of health-delivery programs may be approached from the regional basis whereas health delivery itself should be addressed at the national level. It was added that perhaps regional health training could be an example of how other training programs could be set up in other sectors.

Following the USAID presentation, several issues related to human resources were raised and discussed. Most concurred with the high priority given to human resource development and stressed the urgent need for training and education in all areas.

The need for improving African education systems through educational reform to respond more to the needs of Africa was discussed in the context of building up indigenous capabilities in the area of human resource development.

Although manpower was not discussed as a separate sub-sector, issues related to it were discussed in regards to training, education, and the advancement of African capabilities to direct, manage and provide the technical input. There was a brief discussion on the development of human resources and literacy as basic elements of development and possible CDA roles in helping determine priorities.

Reference was made to the Lagos Plan of Action's rather specific treatment of manpower development and the overall recommendations. It

was suggested that consideration should be given to building up indigenous capabilities of the African countries since in the long run they will be responsible for providing their requisite manpower needs in all areas. It was suggested that perhaps donor input should concentrate on the form of methodology and financial assistance for job-oriented training.

In discussing the health field, emphasis was placed on the need to strengthen health delivery systems by training Africans in the rural areas where their services would ultimately be rendered. The WHO program in Brazzaville was cited as an example of the integration of the education and manpower training sectors. The strong interdependence between the quality improvement of supportive services and the development of human resources was emphasized. However, training institutions in Africa were cited as being too dependent on outside resources to effectively respond to the needs of a nation or locality. Some questioned the desirability of the monopoly that foreigners held in their education institutions, especially in the higher learning institutions. One participant pointed out the fact that the education sector was the last one to stop receiving technical aid from abroad. Another felt that this trend was normal in that the education sector would have to provide training in all of the disciplines necessary for development, consequently, foreign expertise should be used as long as there was a need for it. Thus, it was recommended that closer collaboration between CDA and African nations be sought in education, especially at the university level. Nevertheless, the need to strengthen African institutions and to build indigenous capabilities to carry forward the training of Africans by Africans was emphasized.

Related to the above, one participant was disappointed that the governments of many African countries have allowed sanitary projects to be almost completely operated by non-government and private organizations. Private organizations have tended to concentrate their efforts on improving health infrastructure as opposed to improving the capability of the indigenous population to carry out health-related projects.

The need for education reform was pointed out. More emphasis should be placed on informal training such as literacy training, especially for peasants who are unable to read and write sufficiently to receive new techniques presented to them.

The problem of high recurrent cost of human services institutions was discussed and a regional approach was recommended as one means of reducing cost. CDA's assistance was requested to support African initiatives on regional cooperation where a multi-donor approach could be particularly valuable.

Some delegates were bothered by the river blindness disease, onchocerciasis, which prevented them from properly exploiting certain river valley areas. This problem not only prevented full utilization of human resources, but also important agricultural resources. Other discussants cited some of the projects which were attempting to address this issue.

Finally, many speakers voiced their alarm about the general lack of adequate availability of health services for the masses, especially those residing in the rural sector and requested CDA's support in this area.

#### D. Regional Cooperation

One objective of CDA is to encourage cooperation among member donor countries, cooperation between CDA donors and African governments, and the regional cooperation among African countries. CDA supports regional cooperation among African countries as is exemplified by its close cooperation with regional institutions such as the ADB, ECOWAS, OAU, etc., as well as its support for regional programs and projects.

Several CDA donors discussed the areas of support for regional projects. The Canadians voiced their support for a regional hydroelectric project in East Africa. In addition, conservation measures were evident by their organizing regional energy conservation seminars to sensitize African governments and industry on energy-related matters.

The Belgians and Germans were particularly interested in aiding Africans in improving their transport network which includes road, rail, port and river systems. Priorities were given to improving railroad linkages in southern Africa and the Port of Maputo to aid in the evacuation of exports and the receipt of imports.

Regional cooperation was also given high priority by Africans as was exemplified in the Lagos Plan of Action. As one participant expressed it, "African states without exception are too small to assume by themselves, their development regardless of the area, economic, financial, human resources, etc. Frontiers in Africa are artificial. Problems are national but their solutions go beyond the national level. We see all of Africa as one and indivisible, culturally, historically, economically and at all levels. Although this view does not keep us from approaching development on a step by step or region by region basis, our efforts must lead to a continent-wide strategy. We need

long-term planning in development; that is why the Lagos Plan of Action is for 20 years. In the past 20 years we have been putting out brush fires, dealing with day-to-day crisis, this cannot continue. Not that we want to ignore day-to-day or urgent problems, but this cannot prevent us from taking the long-term vision of development."

During the discussions, the following issues were raised:

- More cooperation was requested from CDA and multi-regional organizations in agricultural research efforts in order to avoid unnecessary duplication;
- Many called for multi-country and multi-donor support in the transport sector, much desire was expressed to develop a trans-African route because of its importance to the socioeconomic integration of Africa;
- Regional cooperation in the area of education for the masses due to the prohibitive cost of these efforts;
- Regional approach to food self-sufficiency;
- Agricultural research institutions to address the needs of a regional or sub-regional interests as opposed to national ones;
- Regional cooperation in the development of a fertilizer industry in certain African countries;
- Regional cooperation in research efforts related to energy and appropriate technology.

#### IV. ACCOMPLISHMENTS OF THE CDA CONFERENCE

African participants were invited as individuals because of their expertise in the problems of economic and social development of Africa.

As many of them held government positions, rather than run the risk of being interpreted as representing their government's position on certain issues, they were not requested to formalize a specific set of conclusions or recommendations. Thus, the following section will attempt to lay out some of the results of the conference without any claim that these ideas came out of any general consensus of the participants.

A. An Understanding of CDA

At the beginning of the conference, much discussion took place on the objectives of CDA -- what it was, how it worked and what it meant, etc. Most participants welcomed this discussion, as many had never heard of the group and finally felt that the CDA concept was very much in line with what some felt to be a new look at donor-African cooperation on development. The concept became clearer to Africans after many of their questions concerning CDA were posed and answered. It later became evident that the future emphasis of CDA would be on the encouragement of cooperation and collaboration between donors and African recipients of aid, including the multilateral African organizations.

Many Africans voiced their fears about CDA's emphasis on improving the efficiency of foreign assistance. One African felt that this emphasis signaled a reduction in the volume of bilateral aid. In reply, it was emphasized that there is no necessary relationship between the efficiency concern and volume of foreign assistance. However, as resources are scarce in donor countries as well, all are concerned that aid is utilized in the most efficient manner possible. Also it was pointed out that with more efficient use of resources and more examples

of successful projects as models there might be a greater inclination from donors to increase their assistance.

There was much discussion on the future role that CDA should take in African development. Many made recommendations on how CDA should actually function as coordinator. Some participants thought CDA should take more responsibility for coordinating country programs to ease the extraordinary burden on African nations of dealing with numerous donors with varying procedures. Others spoke about the role CDA can play in exchanging information on new technologies, which is to a limited extent occurring in technical working groups. There were several suggestions that CDA should have a small secretariat to which the African governments and regional organizations could relate and make inquiries.

To these concerns, the CDA representative explained that the group was in the process of evolving and had not reached its final form, but felt that the CDA group should concentrate on improving their performance on two levels: 1) strengthening cooperation in donor-African dialogues, and 2) encouraging practical cooperation at the operating level on specific projects and programs. There was an overall feeling among Africans and donors alike that they were at a new stage in the advancement of African development as was indicated by the Africans themselves by their general acceptance of the Lagos Plan of Action which placed greater emphasis on regional cooperation and the presentation of ADB's Five-Year Plan and its open door policy to non-African participants.

One participant summed it up by saying, "... the record of development in Africa, ... the past strategies of African governments and donors have been a failure ... new approaches are needed." It was

agreed that CDA was a welcome move and that there was a need to pool resources at higher levels of assistance. It was also felt that perhaps the scope and level of assistance in CDA was too narrow and limited. The CDA donors gained a new respect for African views of their priorities. It became abundantly clear as the conference progressed that the Lagos Plan of Action stood as the African's basic statement of development priorities. African participants emphatically stated that this document should be the point of departure for all discussions on African development priorities. They welcomed other documents such as the World Bank Report as long as their subordinate status is recognized. Once accepting that view without necessarily endorsing the Lagos Plan of Action in detail, there is ample room for interpretation and the initiation of almost any project donors and African governments may wish to undertake.

The role of inter-African governmental organizations such as OAU, ECA, and the ADB became more clearly defined as a result of the CDA conference. The need to gain political support from and work with such organizations, but not become subordinate to them, was particularly evident to the CDA group. It was emphasized that CDA should not duplicate the planning and studies that regional organizations have already undertaken. Some saw the CDA coordination role as a constructive counterpart to the inter-African organizations' similar responsibilities.

#### B. Agriculture

There was general agreement on the high priority given to agriculture and food production. The conference permitted experts to once

again discuss the many problems concerning development of this sector, but as one participant noted, no new solutions or new ideas emerged from these discussions.

Much discussion took place on agricultural research as key to increasing- agricultural productivity. However, it was felt that the difficulties of diffusing new techniques were the major problem, as many productivity-increasing measures can be implemented under existing techniques.

### C. Regional Cooperation

African regional cooperation received far more emphasis during the conference than had been anticipated. Several of the African participants expressed the overriding importance of programs in support of regional cooperation. Most African countries were held to be too small and economic growth requirements too interdependent to follow separate development paths. Only by harmonizing national plans and cooperating on selected economic activities was growth to be facilitated. Thus, they saw the CDA role as particularly important for advancing regional cooperation - a theme which has been central in the CDA planning from the outset. African regional organizations are open to explore new ways to advance cooperation with the CDA donors. Transport, food security, agricultural inputs, production and distribution of inputs such as fertilizer and seeds, were among the many possibilities cited by the group for regional cooperation. It was also observed that the regional and inter-African organizations needed to modify their plans, particularly in transport, to a feasible scale with clear evidence of economic viability for the individual projects put forth. As one African

participant noted, the problems of national interest versus regional cooperation among the African states were mirrored in the CDA donors.

#### D. Other Accomplishments

Due to the number of concluding statements and recommendations mentioned throughout the conference, it is impossible to present any clear areas of generally recognized thinking. Thus, only a few of these will be listed here without any order of importance or priorities.

The conference presented an opportunity for the participants to get a broad perspective from many different directions on the fundamental problems of African development and further emphasized the difficult tasks that CDA members and Africans will concentrate on in the coming year. The conference was successful in stimulating a frank exchange of views and conferees indicated that future conferences of this nature would be useful.

It was generally agreed that the conference gave a better understanding about CDA, its approaches and priorities. The conference achieved CDA's second objectives, i.e., to examine its development plans, programs and priorities in the various sectors.

The conference allowed Africans and donors to get better acquainted with one another, which in itself was held to be an achievement. Some held that the dialogue and verbal cooperation were in themselves very important.

Some applauded the decision to get Africans and donors together to discuss African priorities and policies. However, it was felt that the conference attempted to address too much to be adequately discussed during the time allotted. Time did not permit an in-depth discussion of

any one topic. It was hoped that future CDA conferences should address fewer issues in greater depth.

Others felt that technical experts on various subject matters should be invited to provide specific information related to the various areas of discussion. In addition, the papers to be presented should reach the participants prior to the conference so as to permit them to digest information in advance.

Finally, it was felt that the conference did not adequately discuss the problems of development at the grass-roots level. The Lagos Plan of Action emphasized local level participation in development efforts.

## APPENDICES

APPENDIX A

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APPENDIX B

A G E N D A  
Development In Africa  
African Development Bank, Headquarters  
Abidjan, Ivory Coast

TUESDAY, June 1, 1982

- 2:30 - 5:30 Registration  
DAC Hospitality Room #1902  
NOVOTEL
- 6:30 - 8:00 Social Hour  
NOVOTEL Hotel  
DAC Hospitality Room #1902-1904

OPENING SESSION, WEDNESDAY, June 2, 1982

PROGRAM CHAIR - W. Haven North, Chief of U.S.  
Delegation

MORNING SESSION

- 8:30 - 8:45 Welcome
- 8:45 - 10:00 Address by Mr. Bihute, Acting President  
African Development Bank
- 10:00 - 10:30 Coffee Break
- 10:30 - 11:00 AFDB Presentation
- 11:00 - 12:30 Discussion

AFTERNOON SESSION

- 12:30 - 2:30 Lunch
- 3:00 - 4:00 Agriculture
- 4:00 - 4:15 Break
- 4:15 - 5:30 Discussion

DINNER , Roundtable Discussion  
Host, United States Agency for International Development  
NOVOTEL HOTEL

THURSDAY, June 3, 1982

MORNING SESSION

- 8:30 - 9:00 Transportation  
9:00 - 10:00 Discussion  
10:00 - 10:30 Break  
10:30 - 11:00 Regional Cooperation  
11:00 - 12:30 Discussion

AFTERNOON SESSION

- 12:00 - 2:30 Lunch  
3:00 - 4:00 Energy and Fuelwood  
4:00 - 4:15 Break  
4:15 - 5:30 Discussion  
  
6:30 - 8:00 U.S. AMBASSADOR RAWL'S RECEPTION  
Residence

FRIDAY, June 4, 1982

MORNING SESSION

- 8:30 - 9:00 Human Resources and Tropical Diseases  
9:00 - 10:00 Discussion  
10:00 - 10:30 Break  
10:30 - 12:30 Overview

APPENDIX C

ACRONYMS OF INTERNATIONAL ORGANIZATIONS

CILSS

Comite Inter-etats de Lutte contra la Secheresse dans la Sahel

ECA

Economic Commission for Africa

ECOWAS

Economic Community of West African States

IBRD

International Bank for Reconstruction and Development (World Bank)

OAU

Organization of African Unity

UNDP

United Nations Development Programme

USAID

United States Agency for International Development