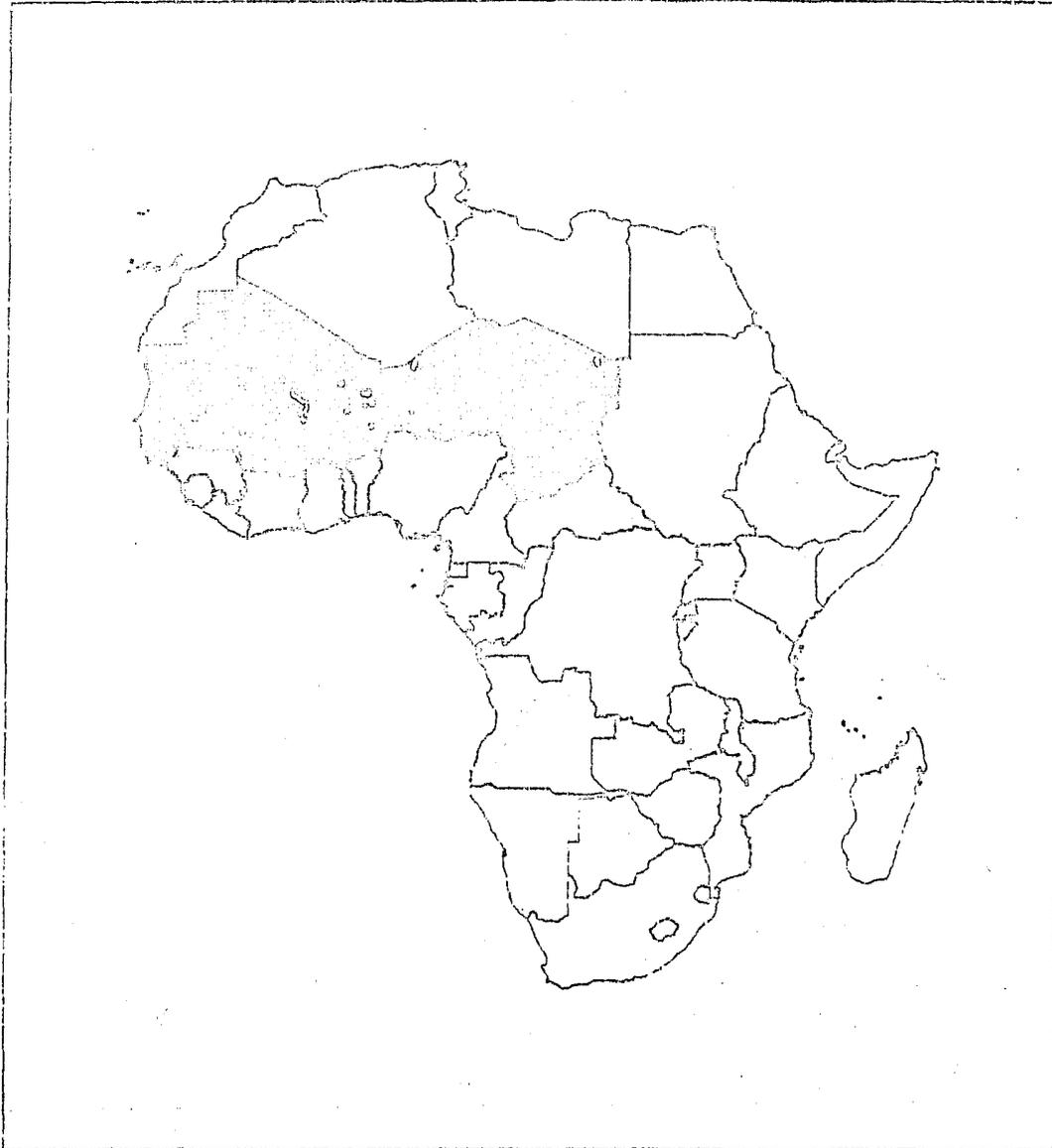


PN ABF 386

91273

Sahel Regional Program Strategic Plan



Africa Bureau
Office of West Africa Affairs
December, 1994

Sahel Regional Program Strategic Plan

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SAHEL REGIONAL PROGRAM STRATEGIC PLAN

I. Summary

The Sahel Regional Program (SRP) addresses the special constraints and opportunities of the Sahel within West Africa and it reflects the collective experience of Sahelian decision-makers and donors over the past two decades. In an environment of slim natural, human and economic resources, the Sahelian states cannot afford the luxury of duplication of development efforts. This has been recognized by the states themselves, and by the donor agencies, since the drought of the early 1970's. At the same time, there is common understanding that the best protection against the effects of recurrent drought is environmentally sustainable economic and social development.

USAID's Sahel Regional Program is a component of USAID's and other donor efforts which address the major problems confronting the Sahel: food insecurity, demographic pressure and environmental degradation. The strategy is a blend of interventions combining policy analyses and dialogue, donor coordination, and capacity building; and complements USAID's bilateral and other regional activities. Under this strategy USAID will work closely with the Permanent Interstate Committee for Drought Control in the Sahel (CILSS), a core group of Sahelian states, and the Club des Amis du Sahel (Club) the donor counterpart to the CILSS.

Over the years, we have moved a long way from famine relief, which was the focus in the mid-1970s, to helping to lay the foundation for regional integration throughout West Africa. The SRP now emphasizes efficiency in the use of development resources through regional cooperation, close linkages between regional and bilateral programs, greater partnership between donors and countries in the region, development of regional capacity and donor coordination for leveraging of resources.

The strategy is intended to help usher in a new vision for West Africa -- one characterized by regional integration and economic cooperation. This vision responds to new development challenges brought on by declining development assistance budgets of donors and greater competition in international markets: it also reflects greater awareness by West Africans of regional interdependence, and the need for participation, partnership, systemic change, and accountability. There are three key elements to the strategy.

First, while the strategy has a strong Sahelian focus, it also includes a broader West Africa vision by adopting three strategic objectives (SOs) which are aimed at:

- a) assisting the CILSS member countries to gain increased access to West African regional markets through the removal of barriers to intra-regional trade;
- b) strengthening the ability of elements of West African civil society to better influence and benefit more from development efforts in the areas of natural resource management, food security and market development; and
- c) enabling coastal West African countries to benefit from the services of key Sahelian institutions: AGRHYMET, CERPOD and INSAH.

The three SOs differ in their reach to coastal West Africa. The trade emphasis of SO 1 rests on the interdependence of the Sahel and coastal West Africa although it is constructed from the point of view

of the Sahel. SO 2 builds on work done in the Sahel on decentralization and opens the way toward encompassing elements of West African society, although our current activities are predominantly Sahelian. SO 3 rests on Sahelian institutions which themselves are moving outward to cover their coastal neighbors.

Second, the strategy is intended to provide a program framework to enable the SRP programs, over time, to complement and reinforce bilateral programs in the Sahel on a broader regional context.

Third, the Sahel Regional Program strategic plan constitutes a component of the USAID/West Africa Affairs Office's region-wide strategy.

The SRP will continue to be managed and reported upon in a highly collaborative structure that involves AFR/Washington, field posts and the USAID representative to the Club du Sahel Secretariat, with technical support from key Washington and REDSO/WCA personnel. This structure maximizes scarce USDH resources and program responsiveness. It is as yet unclear what the full implications of the right-sizing of both USAID's West Africa field presence and Africa Bureau/Washington will be for program management, particularly vis a vis the CILSS headquarters in Burkina Faso, a USAID close-out country.

II. The Basis for a Sahel Regional Program

The Sahel sub-region has several unique features which require special attention when one thinks about strategic planning for the West Africa Region. First, it is largely an arid and semi-arid sub-region which is especially dependent on rainfed crops and livestock grazing, and subject to highly variable rainfall. As a result, the sub-region has suffered several significant droughts, and even in the best years is characterized by numerous high-risk pockets of vulnerability. Second, although the sub-region has, as does the rest of West Africa, a high rate of population growth and increasing urbanization, it is still characterized by a majority of its population engaged in subsistence agriculture -- that is, a relatively low level of industrialization. Third, the sub-region has low levels of literacy generally, and especially among its women. Fourth, the natural resource in the sub-region are degrading rapidly; soil, forest, water, and energy resources have degraded so far that human carrying capacity is well below population density. As a consequence, countries in the sub-region are among the poorest in the world¹. The record is not, however, all negative. The sub-region has avoided famine and widespread social unrest by increasing coordination and cooperation, and several strong regional institutions have emerged. The January 1994 devaluation of the CFA eliminated a major impediment to trade and economic growth.

USAID support to the countries of the Sahel dates from the 1960s, when the first regional offices were opened. Assistance intensified with the opening of the first REDSO in Abidjan in 1972, established to provide assistance to 21 countries including eight Sahelian countries. Following the disastrous 1968-73 Sahelian drought, USAID's program in the region was significantly increased, with a \$25 million appropriation for long-term development of the Sahel. At the same time, the seven core Sahelian states joined together to try to address the causes of the drought and resulting food insecurity by creating the Permanent Interstate Committee for Drought Control in the Sahel (CILSS)². The UN established a special office for the Sahel, as did FAO and the WFP. A special focus on the sub-region was seen as the best way to help to meet the needs created by the great drought, and to provide for increased economic and social development to prevent a recurrence.

With regional coordination and development in mind, the USG helped to create a donor counterpart to the CILSS, the "Club des Amis du Sahel", with a modest secretariat, located within the OECD in Paris. Starting in 1977, both the bilateral programs and the complementary regional program that continued to be supported by USAID and by the other donors making up the Club had a dedicated funding source. This was the Sahel Development Program (SDF), which the Congress enacted as a single regional line item of the FAA in that year and for the following 10 years. The countries of coastal and central West Africa did not have an equivalent "special program".

The initial focus of these programs was largely restricted to countries in the Sahel, with little emphasis on the role played by the coastal states as a market, as a source of inputs, and as an outlet for population that could not be supported by a fragile and diminishing resources base in the Sahel. The programs were oriented toward cooperation and, to some degree integration, but uniquely within the Sahel.

¹In 1992 per capita real incomes in most of the Sahelian countries were between \$200 and \$500. Measured by the UN's Human Development Index for 1992, six of the nine CILSS countries were ranked among the last (lowest) ten in the world.

²CILSS now consists of nine countries: Cape Verde, Mauritania, Senegal, Gambia, Guinea Bissau, Mali, Burkina Faso, Niger, and Chad.

For most of the past two decades, the various elements of the regional economic and social development program for the Sahel have been oriented toward a commonly shared goal of food security, with emphasis on avoiding recurrent famine and ensuring national food self-sufficiency. In more recent years this focus has evolved to a more broadly based view of food security and ecological balance. While the goal remains essentially the same, different country and intra-regional experiences -- both those that relate to ODA and those that are completely indigenous -- led to changes in the assessment of constraints to achieving the goal, and thus to more coordination in establishing development policies and plans. The balance between regional, multi-donor and multilateral assistance and bilateral, national-level programs also shifted, while the goal remained essentially the same. This is true for USAID assistance as well as for that of other donors.

In recent years the development community, the Sahelian countries and other West African states have come to understand that sustainable growth has to be pursued in a regional context which includes all of West Africa, rather than on a purely sub-regional or bilateral basis. This understanding is reflected in the recent reorganization and refocusing of CILSS to include, explicitly, consideration of coastal states as important to the wellbeing of the Sahelian countries. It is also reflected by the creation of the "Council of West African Agricultural Ministers" in March 1991, which includes all of the West African states and which has a political mandate to develop regional agricultural markets. And, more recently, following the devaluation of the FCFA in January 1994, the CFA zone countries acted to reorganize and strengthen the West and Central African economic and monetary unions (UEMOA in the west and CEMAC in the central states).

The record is not all positive. It shows that much remains to be accomplished before regional institutions are fully operational. Recent reviews of regional cooperation in the Sahel and elsewhere in sub-Saharan Africa (e.g., Berg, 1991 and Stryker, 1994) stress the fact that formal organizations designed to enhance regional economic cooperation and integration have largely failed. The record also shows that regional institutions for formal economic cooperation that are organized around limited, sectoral goals, tend to be more successful than those with a global mission. Examples are groupings centered around rice trade, red meat trade, and regional transport as opposed to broader-scale organizations such as ECOWAS or CEAO (eliminated when UEOMA was created). These reviews have also shown that a "West Africa" concept is more appropriate than a unique "Sahel" concept of the region.

The same reviews also indicate that regional cooperation has met with at least limited success in some areas. CEAO, for example, while never a complete success, is considered to have been one of Africa's most effective regional institutions. Most observers familiar with the history of collaboration through regional institutions, such as the CILSS, which is designed to generate and share information about development and to carry out development initiatives, would agree that the regional approach offers four complementary advantages which continue to supplement successes achieved bilaterally:

- **economies and efficiencies** - These are most obvious in the area of information and data generation, analysis and dissemination. This is particularly clear in terms of greater technology transfer and efficiency gains that are made possible by access to a larger market, and gains that have been achieved through regional crop production statistics for famine early warning, vegetation monitoring for natural resources management, market information systems for increased production and trade, demographic data collection and analysis to promote progressive population policy development, and exchanges of agronomic and other agriculture-related data and activities for enhanced agricultural productivity. Much of this analysis has helped to reinforce the notion that a broader, transnational approach is necessary to the achievement of sustainable growth and, thus, enhanced food security.

- **dialogue and consensus in policy development and reform** - There are a number of examples of policy changes that have developed through dialogue and peer pressure between and among equally sovereign states meeting in a variety of regional fora, basing their discussions and decisions on data and analysis provided by and through regionally based institutions. Often, one member state will be moved to experiment with policy reform--in structural adjustment, in democratization, environmental protection for example--through pressure brought to bear by neighboring states in the regional context, and following the example set by one or more of the others. These examples are often made more obvious and easier to replicate through studies and information dissemination which are also sponsored regionally, through CILSS and its member institutions, or by the donors through the Club Secretariat. In addition, there can be a dovetailing effect. For instance, in the area of trade liberalization, there is no point in talking with only one state when complementary actions are required of other states if the desired changes are to be brought about.
- **diffusing political sensitivities** - This is a particular advantage of working at the regional level. There are a number of policy issues which are very difficult to address bilaterally, on a government-to-government basis at the national level. Addressed in a regional context, from the "high ground" of regional institutional fora, they become somewhat de-politicized, and heads of state can agree and adopt policy positions in these circumstances that would not be possible otherwise.
- **leveraging other-donor resources** - As USAID budgets decrease, and the AFR staff ceilings diminish, it becomes increasingly important to enhance scarce staff resources as well as to leverage other donor resources as much as possible. This is one of the reasons for increased focus of USAID program activities at the Mission level, as well as at the regional level. The existence of regional programs, thinly but judiciously staffed, allows USAID both to spread its staff resources as well as participate actively in multi-donor activities and organizations. USAID's role in the Club/CILSS institutional network allows this process to be maximized.

III. Constraints and Opportunities Addressed by the Strategy

A. Opportunities - Regional Integration and Liberalization

It is becoming increasingly clear that West Africa as a region is moving closer to formal--as well as informal--market integration, and increased economic cooperation, despite the many problems that this entails. Meanwhile, various West African states are experimenting with economic liberalization, democratization and decentralization, and providing a greater role for private sector institutions. The Club/CILSS network has made a significant contribution to these developments, especially in the CILSS countries, but also in other West African countries. As a founding member of this network, the USG has an enhanced opportunity to influence policy and development in the Sahel. While France continues to have great influence in the francophone states of the region, increasingly West African states are looking toward the United States, which is viewed as having a comparative advantage in the areas of economic and political liberalization. That comparative advantage consists in expertise and experience and in the willingness to fund further analysis, dialogue and development initiatives in these areas to adapt the expertise and experience to the realities of the sub-region. At a minimum, this increasing interest on the part of these states in achieving regional market integration and increasing economic liberalization generally can be most effectively supported by the USG in conjunction with other donors through continued analysis and dialogue at the regional level. This is supported by, and supportive of, bilateral programs reinforcing the same trends at the national level.

A particularly important opportunity for influence by the USG is the area of decentralization, democratization and an enhanced role for civil society. At both the bilateral and regional levels, a number of West African states are moving toward increased political as well as economic liberalization, and in some instances, are eager to receive U.S. assistance in support of these efforts.

B. Constraints - Environmental Fragility, Food Insecurity, Weak Institutional and Management Capacity and Counterproductive Monetary and Trade Policies

The opportunities discussed above must be seen in terms of the overall development constraints of the region: in the Sahel, a fragile and degraded natural resource base and recurrent drought; in West Africa as a whole, rapid population growth leading to increased dependency on external sources of food (including food aid), limited human resource capacity, weak public and private sector institutions, over-centralized and ineffective state institutions which inhibit technocratic innovation as well as inhibiting local and private sector initiatives, and inappropriate economic policies--particularly in regard to agriculture, food security, natural resources management and unhelpful monetary and trade policies.

For sustained investment and growth to take place in the Sahel, there must be a market. None of the individual economies in the Sahel, and most of the coastal economies, are not large enough, not diverse enough, or not sufficiently well endowed with natural resources to support their populations. It is clear that no Sahelian country has a market large enough for sustained growth. The fate of the Sahel is clearly tied to the coastal states. Present price, tax and exchange rate policies confound efforts to get a healthier market structure by bringing national laws in line with comparative advantage. The 1994 devaluation of the CFA was a start. It needs implementing measures.

One recent summary of economic and social developments in the Sahel (1990), highlights persistently low overall productivity, an insufficient investment rate, land resource depletion, continued dependency on foreign financing (ODA generally constituting 22% of GDP), increased tension at the national level and between a number of countries, and a widening gap between the State and the non-governmental sector. However, the same source also notes that this relatively gloomy picture is brightened by a number of factors, which reveal the economic and social dynamism of the Sahelian people, including regional trade, and activities of the informal production and trade sector, as well as certain agricultural development schemes.

IV. Progress and Lessons Learned

The Sahel regional program has been characterized by a set of complementary, focused long-term objectives since the late 1970s. It aims at resource and environmental policy and management on the one hand, and population policies on the other, two critical elements of assuring food security. Programs to support these aims are focused on CILSS institutions as collaborators with, and advisors to, national institutions. While all of the subsequent program elements have required good donor coordination, achievement of these aims is especially dependent on donor coordination. This coordination is provided via the Club du Sahel and by bilateral missions located in countries which host the CILSS institution (Burkina Faso, Mali and Niger). These twin foci have been at the core of the regional program for many years. Thus, population programs, donor coordination, food security monitoring, and disaster mitigation systems are fairly well established. The activities to support achievement of the objectives emphasize information and analysis of regional issues, especially natural resource management, environmental policy, population policy and programs, and economic analysis in support of improved policies in the region. Major accomplishments:

- Food Aid Charter for the Sahel

- credited with helping avert food crises in the Sahel by helping CILSS member countries to create food early warning and food monitoring systems
- efficiencies gained from the coordination of food aid and the improved accuracy of food needs assessments in the region -- review of activities in 1993 rated the system good to fair
- extended dialogue on food grain policy in the region, including liberalization of trade
- the Africa Annex to the Desertification Convention has been drafted
- AGRHYMET has expanded its role as a data and information center and has become a more active participant in analysis and dissemination of spatial data -- resources, population, and economic data. It has collaborated with CERPOD in preparing a presentation for the World Population Conference held in Cairo 9/94. Similar collaboration will be established with INSAH, the other major institution at CILSS.
- extensive research and dialogue on resource management issues, especially land and resource tenure

The population portion of the SRP agenda is executed through CERPOD, with support from the USAID Promoting Population Policy Development Project:

- CERPOD has helped all nine CILSS countries prepare population policy statements, and six of the nine nations have formally adopted the statements as national policy
- the remaining three population policy statements are expected to be adopted in 1995
- extensive research on population dynamics, and training in research methods for West African professionals

The CILSS/Club complex will continue to seek and implement improvements. One of the major improvements has been a complete restructuring of the CILSS system, which is nearly finished. New workplans and a new, broader regional, vision for the CILSS institutions are now being developed to create an institution which is oriented toward problem-solving.

Experience gained from association with regional programs in and outside the Sahel has taught three important lessons: 1) that there is a difference between enabling and enacting conditions -- that is, setting enabling conditions may be necessary, but is not sufficient; 2) that coordination between and among donors and governments can achieve results that would not be possible at the bilateral level; and, 3) that little lasting (positive) impact can be achieved without stakeholder participation.

In general, regional institutions have not performed well in Africa. ECOWAS in West Africa, for example, has created numerous highly desirable protocols and agreements dealing with the free movement of goods, services and people, but very few have been implemented, and are, in fact, sometimes violated by national and sub-regional institutions. Evidence is that most (relatively) successful efforts are focused on clearly identifiable goals, and are also involved in both problem identification and implementation. Evidence is that institutions which concentrate first on building, then sharing indigenous, internal, capacity succeed while others fail; AGRHYMET and CERPOD (each part of the CILSS system) are good examples of institutions which have succeeded because they have clearly defined purposes and have built highly qualified staffs. These institutions have also done relatively well because the donors provided

long-term institutional support which permitted them to mature. The CILSS, as the central management unit, and INSAH, as the basic applied research unit, did not do as well because fundamental management and strategic planning skills were not developed. Largely through USAID support, basic financial and administrative control systems have recently been developed and implemented. The CILSS has completed an extensive reorganization, and has developed for the first time a three-year action plan which will help to focus its activities.

Despite its problems, the CILSS system did produce some significant results. As mentioned above, the combination of donor and regional coordination is credited with helping to avoid famine in the sub-region. Research and dialogue among member states has led to a much deeper understanding about how the regional economy operates. Significant progress has been made in involving local populations in the regional debate about natural resource management and decentralization (particularly important were the Segou and Praia conferences of 1989 and 1994). The implementation of the Livestock Action Plan (USAID supported) has shown that a careful combination of research, political/policy dialogue, and active implementation at the local level can lead to substantial and relatively rapid gains. Similarly, the experience gained from both the LAP and the West Africa Enterprise Network has shown that individuals can be effective advocates for change, given a focused approach and specialized assistance. In all cases, donor coordination is essential to avoid duplication and to avoid dispersing and diverting the activities of these still-fragile organizations and institutions. The Club du Sahel has proven to be an effective mechanism for donor coordination across a broad range of areas (food aid and donor food aid policy coordination and evaluation, natural resource monitoring, cereals policy, local participation in regional dialogue). It has served as a possible model for a similar coordination mechanism for other sub-regional initiatives in sub-Saharan Africa. Each of these factors has been taken into account in developing the strategy.

V. The Sahel Regional Program Strategic Plan 1995-2002

The regional strategy responds to the constraints and opportunities discussed above. It also reflects the priorities of USAID, most other donors, and the Club/CILSS. These constraints are ultimately best addressed by a concerted, long-term program of **environmentally sustainable economic and social development**, leading to equitable growth, the overall program goal of the DFA. But clearly, even with its bilateral and regional program resources combined, USAID cannot effectively address all of these constraints. Thus, the strategy advances sub-goals believed to be most amenable to achievement through the combination of strategic objectives that are in the manageable interest of the regional program, that are consistent with Agency policy and guidance, and that derive from the analysis of USG comparative advantage and past experience.

The Agency has developed guidance for program planning at the country or other operational unit level, with emphasis on five fundamental components of sustainable development: **broad-based economic growth; protecting the environment; stabilizing world population growth and protecting human health; building democracy, and providing humanitarian assistance** as well as aiding post-crisis transitions. Renewed emphasis has been placed on donor coordination and regional approaches to assistance where appropriate. The Sahel Regional Program strategy responds to each of the five fundamental components by including program goals and objectives in the areas of trade and investment, democracy and governance, and food security, population and the environment. The strategy is designed to build on a donor coordination mechanism through the Club du Sahel and a regional cooperation mechanism through the CILSS.

The Sahel Regional Program Strategic Plan takes into account the interdependence of the Sahel and coastal West Africa through its focus on regional trade, regional cooperation and networking to foster democratic institutions and governance, and strengthening capacity and broadening the reach of Sahelian institutions (AGRHYMET, CERPOD and INSAH) to service coastal countries. The historical background of the regional strategy began as a Sahel- and CILSS-country specific exercise. In the course of 1993, a major reorganization of the CILSS structure and new leadership in the Club du Sahel have formalized a growing consensus that the future of the Sahel is inextricably tied to the coastal states. ECOWAS also has new leadership and discussion has begun on how the Club and the CILSS will associate themselves with this West African institution. Within the context of a reorganizing USAID, the Africa Bureau has merged SWA and CCWA to create a single West Africa office, AFR/WA. Given these developments in the region, the new set of overall Agency objectives, and the "right-sizing" of the Agency, the strategy has been designed to acknowledge more explicitly the Sahel-West Africa linkage.

A. Goal and Sub-Goals

Goal. The goal of the regional program is **increased food security and ecological balance in Sahelian West Africa.** This is consistent with USAID policy and is close to the goal statement of the CILSS, and reflects twenty years of common understanding between the states and the donor community about what the overall development goal for the Sahel is and should be.

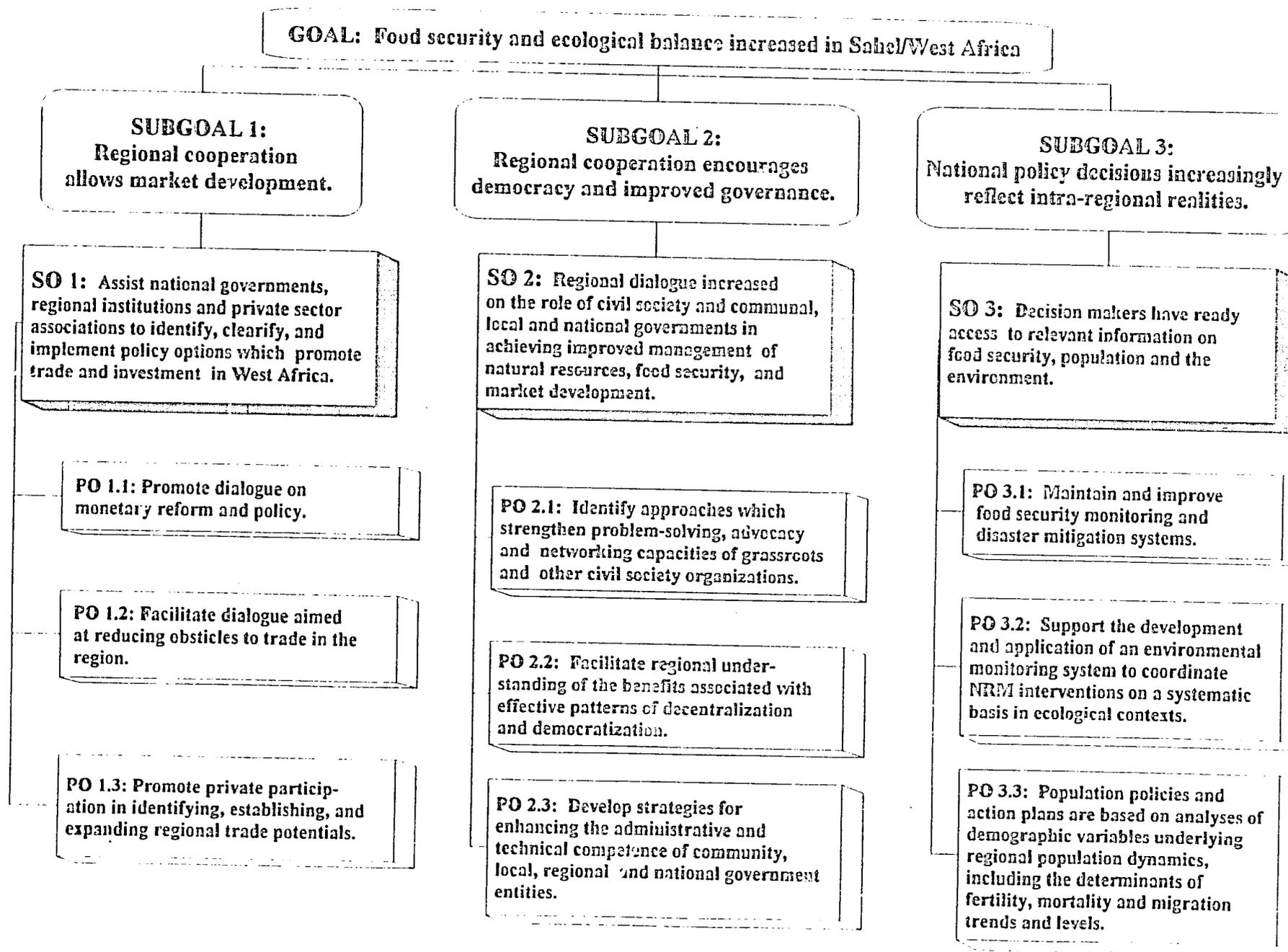
Sub-goals. Three sub-goals were identified, which together should lead toward achievement of the goal, but which stress the areas of greatest US comparative advantage and interest, as well as the indigenous trends that are accelerating within the region. Reaching the sub-goals can be significantly advanced by achievement of the strategic objectives selected.

Sub-Goal 1. Regional cooperation allows market development

Analysis of economic performance in the Sahel has surfaced a continuing need to broaden and deepen markets for agricultural and industrial goods if food security is to be increased. Such a broadening requires that governments pursue some form of economic cooperation. However, despite various formal efforts at market integration and regional economic cooperation, the market has remained shallow and thin. Within the various economic communities (UEMOA, CEMAC, ECOWAS), the official trade of the member countries remains a small share of their total trade. Except in ECOWAS, all intragroup trade stagnated or declined in the 1980s.

Notwithstanding the market constraints, over the past few years, USAID-sponsored research, as well as research sponsored by other donors, has demonstrated that at least some sub-regions of the West Africa region are already highly integrated in terms of production and trade in certain commodities. Chief among these are cereals, livestock, and horticultural products. Research on informal cereals trade flows has been synthesized and obstacles to freer trade have been identified. Through CILSS and other regional fora, these findings are being communicated to West African states and to donors with a view to expediting needed policy changes.

Figure 1: Objective Tree Sahel Regional Program



By the year 2002, we would hope through the efforts of the West African states, assisted by the donors, to see a rise in the share of regional trade among West African states from 6% of the total (1990) to 15% of the total in 2002.

Subgoal 2: Regional cooperation encourages democracy and improved governance

While democracy and governance concerns raise issues that are intrinsically country-specific, regional cooperation can play an important role in encouraging transition to and consolidation of democratic institutions and improved governance. First, the use of a regional framework to facilitate the sharing of information, exchange of experiences, and the identification of problems and alternative solutions should lead to efficiencies in developing approaches to democracy and improved governance suitable to the Sahel/West African context and history -- an important advantage for small countries with limited resources. Second, the sharing of perspectives, ideas and experiences among governments, NGOs and private sector actors in the region should serve as a catalyst for democratization and improved governance. Regional cooperation should have the effect of exerting "peer pressure" and promoting greater ease in raising new ideas on democracy and governance that normally tend to be threatening to central government officials. Third, regional exchanges, analyses, and debates can play a unique role in fostering African leadership and expertise in defining principles, and shaping institutions and approaches so that they are consistent with realities of West African countries. African self-determination and leadership are required to ensure sustained democracy and governance reforms, that is, to guard against externalizing responsibility and imposing values and concepts that are not consistent with social, economic, and historical realities (poverty, illiteracy, rapid population growth/urban migration, ethnic tensions, resource scarcities, colonial heritage) of countries in the region. Fourth, the pressure to change to democratic institutions is likely to provide an added source of internal conflict, which could result in regional conflict as neighboring states support and provide refuge to opposing factions. Since the source of much of the internal conflict is rooted in issues of democracy and governance, regional exchanges on these issues may provide a framework for responding to the potential for regional conflict.

Several types of change might be expected to manifest progress. By 2002, it is expected that 30% of taxes would be collected by local communities or authorities, as opposed to central government, and retained for use by or reallocated to local communities for programming and use. Changes in legislation and rural codes related natural resources management or market development that enable private response to market signals (within accepted policy parameters) will have occurred in five member states. Five of the states will have adopted a form of specific compact between the central government and localities for the management of the natural resource base as the means for devolving authority to the local level and improving sustainable resource use.

Sub-Goal 3. National policy decisions increasingly reflect intra-regional realities

While the other two sub-goals also imply action at the supra-national level, this sub-goal places emphasis on regional activities per se. As may be seen from the SO that provides the main contribution to progress on this sub-goal, the intent here is to continue to enhance, and to expand, efforts at regional coordination that have been successfully undertaken by the regional institutions such as the CILSS/Club network, supported by the members states, by USAID, and by other donors. **Regional-level** policy decisions and guidelines regarding environment, population, food security, and food aid relate directly to the goal of the CILSS and have been supported by the member states for some time. What this sub-goal would

reinforce is commensurate policy decisions and policy implementation at the national level as well as the increasingly West African orientation of AGRHYMET, INSAH and CERPOD.

There are a number of countries which are pursuing what they believe to be their individual national interest by deciding policies that may run counter to agreements made at the regional level. In at least some instances, these policy decisions are triggered by strong pressures from bilateral and/or multilateral donors, e.g., in the context of structural adjustment or food aid programs and by resistance from local political and economic agents who stand to gain from special programs or lose from changes in the status quo.

Progress toward this sub-goal will manifest itself in terms of harmonized National Environmental Action Plans (NEAPs) among the member states, a complete absence of unanticipated food crises, and population policies and programs among the member states that take into account regional trends and movements (e.g., addressing migration as well as natural increase, realization of economies of scale in programming family planning and other activities).

B. Strategic Objectives

Three strategic objectives have been identified, one largely contributing to each corresponding sub-goal, but with important synergies. The relationship among the three strategic objectives selected as within the manageable interest of the Sahel Regional Program and the three sub-goals discussed above is depicted graphically in the Objective Tree (Figure 1, page 11). Given a five- to eight-year planning horizon, it may be assumed that the attainment of these three strategic objectives will help substantially to meet the three sub-goals which, together, will help to achieve the overall goal. As in any other development planning exercise, there are a number of key assumptions about the nature of the problems being addressed, and the contribution of others to solving those problems, that will determine the extent to which SO attainment will contribute to goal achievement. This is one reason that, in measuring program impact through the API (Assessment of Program Impact) mechanism, trends at the sub-goal and goal level must be measured as well, so as to place evaluation of SO and program outcome attainment and impact in the appropriate context.

SO 1: Assist national governments, regional institutions and private sector associations to identify, clarify, and implement policy options which promote trade and investment in the West Africa region.

We have already briefly discussed the background of the regional integration sub-goal. There are a number of key technical and political issues which are involved in the concepts of regional economic cooperation and of market integration; not all analysts agree on the basic definitions of the question. Some issues which are currently being hotly debated are comparative advantage of the region as a whole, and of sub-regions, and protectionism and vertical integration versus minimal protectionism and a production-oriented approach. Debate continues, and the USG is putting its ideas on the table through the DAC/OECD forum, CILSS seminars and workshops, and other means.

Related to the regional integration debate is the question of monetary reform and trade policy for the region as a whole. Here, the issues are both technically and politically thorny. USAID is sponsoring a series of studies to explore the issues and their consequences, both through the Sahel Regional Program and through work of AFR/SD.

What is proposed for the regional program is a SO which influences policy options selected and implemented by West African states rather than claiming to be able to predetermine those selections. The program outcomes are realistic; what is already being done or will be done to achieve them is depicted in the indicators matrix shown in Annex B. By the end of the planning period, it is anticipated that at seven the West African states, of which five are Sahelian, will base their trade policy setting on an analysis of comparative advantage; and that weighted transactions costs for regional trade of major commodities will have been reduced by 20 per cent for these states.

Under the auspices of regional or sub-regional institutions, and with the support of USAID, the World Bank and other donors, an action plan has been developed which lays out in detail the measures necessary to liberalize livestock trade between Burkina Faso, Mali and the Ivory Coast. We intend to build upon the early successes in implementation of the action plan, using the action plan model for additional goods and services. A similar plan for addressing the remaining trade obstacles will be designed and implemented, with an emphasis on private sector participation in designing and implementing the necessary interventions.

PO 1.1 Promote dialogue on monetary reform and policy. During the planning period, it is expected that participation by an expanded number of stakeholders will occur, that there will be more exchange and improved press coverage. It is also expected that the quality, as well as the frequency, of the dialogue will continually improve.

PO 1.2 Facilitate dialogue aimed at reducing obstacles to trade in the region -- is again something that is being sponsored by USAID together with other donors in the context of the Club/CILSS dialogue, the West Africa Enterprise Network and by the Livestock Action Plan being implemented within the framework of other regional institutions such as CILSS and CEBV. It is expected that the number of products and number of countries involved in trade dialogues will grow from the single commodity and three countries now engaged to at least 3 major commodities or commodity groupings and 10 West African countries.

PO 1.3 Promote private sector participation in identifying, establishing, and expanding regional trade potentials -- links private sector needs and concerns with policy formulation and impact analyses, and supports private sector initiatives, a process that has begun with support to the West Africa Enterprise Network and the Livestock Action Plan. Before 2002, the West Africa Enterprise Network will be an independent professional association, and two more such groups will have formed. These groups will identify and recommend at least five policy modifications per year needed for trade and investment growth. Action plans for at least three key commodities will be completed and implemented, eliminating trade barriers.

SO 2: Regional dialogue increased on the role of civil society and communal, local and national governments in achieving improved governance of natural resources, food security, and market development.

The other two SOs will contribute to measurable improvements in priority economic development areas (natural resources management, food security and market development). This SO responds to the need for institutionalized economic and political participation and democratic governance in order to sustain improvements and ensure program impact. Attention is focused on building institutional capacity to support the development of a vibrant and effective partnership between civil society and government entities from the community to the national level. In this regard, this SO has two key aspects: (1) it supports the development of competitive private and non-governmental institutions, and free expression

and association of individuals in civil society in both rural and urban communities (e.g., press, political parties, public interest advocacy groups, professional associations, trade unions, policy institutes, cooperatives); and (2) it supports a greater understanding of the need and means for appropriately limiting central government's role in planning and managing public affairs and delivering services and increasing the effectiveness and accountability of public institutions at the national, community and local levels (e.g., executive, legislative, judicial, municipal). The measures of these aspects are the range of stakeholders participating in regional fora and their spinoff national follow-up actions, and the number and quality of regional fora on relevant topics. Democracy and governance issues will be addressed within the context of the regional strategy's programs in natural resources management, food security and market development, so that this SO cuts across and reinforces the other two SOs.

The movement toward democracy and democratic governance gained momentum in Africa only within the last five years. The process of democratic reform is complex and lengthy. This SO, by promoting understanding and dispelling fears about democracy through conducting analyses, disseminating factual information, developing strategy options, and promoting communication, will provide critical inputs for West Africans as they work through this process. In particular, decentralization in the provision of public services and local management of natural resources have represented the major efforts through which the regional program has supported increased participation and democratic governance. These efforts will be broadened to promote dialogue on issues associated with political and economic participation, pluralism, and effectiveness and responsiveness of government.

Three program outcomes will lead to the achievement of this strategic objective.

PO 2.1 Identify approaches which strengthen problem-solving, advocacy and networking capabilities of grassroots and other civil society organizations. This will take two broad forms: the first is building from the base to create networks and experiment with alternative means of communication to develop appropriate types; the second is to work from the top with more conventional information and approaches, but with new substance and additional participants at the table.

PO 2.2 Facilitate regional understanding of the benefits associated with effective patterns of decentralization and democratization. Case studies will develop facts and evidence that counter fears and misconceptions regarding democracy. Increased access to information and decisionmakers will be promoted. This should lead to the CILSS Council of Ministers devoting "CILSS Day" activities in 1996 to the promotion of decentralization and at least one other democratization topic being the subject of "CILSS Day" in 2002.

PO 2.3 Develop strategies for enhancing the administrative and technical competence of community, local, regional and national government entities. Information will be shared in regional fora on the following topics: NRM legislation, local resource mobilization and utilization; legal frameworks to permit/encourage autonomous local development and alternatives in managing tenure conflict.

SO 3: Decision makers have ready access to relevant information on food security, population and the environment.

This SO is at the heart of USAID's overall development strategy, as well as the Club/CILSS agenda. Since the problems it addresses are very long-term in nature, it, appropriately, already receives funding from USAID's Sahel Regional Program, and is consistent with the Club's and CILSS's recently-expanded

West African regional focus. The SO involves sustaining existing effective systems which have been developed in part with USAID financial and political support, such as food security monitoring, implementation of the Food Aid Charter, and work on regional approaches to population policy and demographics being undertaken under the Club/CILSS "nexus" program. It also expands into new areas of institutional competence by contributing to the improvement of NRM monitoring systems, which will become part of the monitoring system of the global desertification treaty regime mandated by the UN Conference on Environment and Development and defined under the Africa Regional Annex to the Convention. An additional aspect of this newer work will be assistance to individual countries in harmonizing their various environmental action and natural resource management plans and resource monitoring systems, so as to permit more effective implementation and impact evaluation, leading to better environmental and natural resources management.

Three program outcomes have been identified to support this strategic objective.

PO 3.1: Maintain and improve food security monitoring and disaster mitigation systems (institutional networks). It is expected that donors will continue to observe the Food Aid Charter, and that the donors and member states together will maintain a functioning food crisis network. During the planning period, AGRHYMET will reduce the transmission time on greenness maps from the present 7-10 days to 3 days. Five more NACs will set up and use geographic information services to produce monthly bulletins on agroclimatic conditions; an agricultural production estimation tool will be developed, and 5 NACs will be provided with on-line access to regional data bases resulting in improved analysis of growing season indicators.

PO 3.2: Support the development and application of an environmental planning and monitoring system to coordinate NRM interventions on a systematic basis in ecoregional contexts. The system will become an integral part of the CILSS/INSAH program of socio-economic and impact analysis, supported by natural resource and food security monitoring systems to be established at the CILSS/AGRHYMET center. By the end of the planning period, INSAH will have completely developed and have in place the information and analysis tools, and the network for exchange among scientists both within and outside the region, on determinants and impacts of production practices on the resource base.

PO 3.3: Population policies and action plans are based on analyses of demographic variables underlying regional population dynamics, including determinants of fertility, mortality, and migratory trends and levels. Having successfully worked with all member states to put progressive family planning policies in place during the prior planning period, CERPOD, in conjunction with the member states, will have high-quality population action plans completed and in implementation in all nine states. At least 20 additional national and regional analysts will be trained and 3 analyses that cover the entire sub-region, or are conducted jointly with another regional institution, will be completed. Results from such research will be disseminated, along with some of the basic data and planning models, to technical specialists and to broader audiences via a range of communications systems.

All three of the complementary advantages to a regional approach (listed in Section II) are exploited under this SO, especially leveraging other donor resources.

The strategic objectives were identified as most appropriately regional and within USAID's manageable interest. In line with USAID's current strategy guidance, they are not intended to solve all the problems faced by the region, or by the individual countries making up that region. They are necessary but probably not sufficient to meet all the constraints enumerated in this document. Some may be anticipated

to do so more directly or completely than do others. The SOs themselves, and the program outcomes proposed to contribute to them, are focused and thus intentionally and realistically limited in scope.

On the positive side, we believe that the combination of new initiatives and more traditional activities that we are supporting at the program outcome level with the limited funding and staff resources at our disposal will indeed have a demonstrable effect in relaxing some of the constraints during the planning period. In particular, the activities under SOs 1 and 3 together are likely to help unravel the macroeconomic and especially the sectoral contradictions that have been reinforced by poor and inconsistent public sector policies, and attendant private sector responses. The program outcomes under SO 2 relate specifically to the gains to be achieved through democratic institutions and good governance. At the SO level, this second objective has potentially far-reaching implications for the way that the states of the region interact with civil society, the sub-goal to which the SO relates. This effect will, in turn, enable successful achievement of the other SOs and their related program outcomes.

VI. Management Implications of the Strategy

At the program activity or input level, there are two new project activities as well as new roles envisaged for INSAH and AGRHYMET. First, in response to the devaluation, the SRI project is being amended to permit the full implementation of the SO 1. Second, as a consequence of the restructured CILSS and in light of the priority accorded population by the reinvented USAID, a new project will be developed in FY 96 to extend our support to CERPOD. Third, the anticipated role of INSAH and AGRHYMET in the monitoring of the provisions of the Africa Annex to the Global Desertification Convention, and the elaboration and implementation of a CILSS-led agenda for deepening civil society involvement in resource management and market development, will require considerable management time. By FY 1997 one or more new activities is anticipated to continue the program beyond the current PACDs. The shape of these activities will conform to Agency guidance on re-engineered processes.

There are a number of management implications. The major additional analytic work envisaged in the strategy is to be accomplished by existing contractors and staff - largely of G Bureau activities - who are funded through the SRI project either via buy-ins or OYB transfers, or through an institutional contract. A separate 8a firm institutional contract SRI under also will enable us to better link the regional program and the results of its activities to Missions and Mission programs. With two USDH FTEs in AFR/WA and a RSSA economist position funded under SRI as well as the institutional contract, it is anticipated that we will have adequate technical expertise to cover the range of the strategic objectives and to provide liaison with the other AFR offices, field missions, the Club/CILSS network and other institutions in the region. In the event that a candidate cannot be found for the second USDH FTE, a second RSSA position, funded under SRI, will be considered.

Additionally, considerable staff time is -- and will continue to be -- required in Washington, Ouagadougou and Paris in connection with the CILSS reorganization. The linkage between this reorganization and the strategy outlined above is both critical and evolving. With the increased emphasis on integration within West Africa as a whole, rather than merely within the Sahelian states combined under the CILSS banner, the amount and breadth of institutional backstopping is likely to increase, rather than decrease. Such expanded integration will also mean that the span of Mission bilateral programs with which the regional program should be coordinated will also increase.

The right-sizing of both our West African field presence and the Africa Bureau will have an yet unclear impact on the day-to-day management of the three projects which support AGRHYMET, INSAH, and CERPOD as well as USAID's relationship with the Executive Secretariat in Ouagadougou, Burkina Faso.

Eventually, these responsibilities may be covered out of REDSO/Abidjan. Should this path be chosen, it will be important that institutional ties be maintained with the Regional Program in USAID/W, given the relationships among the SOs themselves and the involvement of the regional institutions in both their achievement and the monitoring of performance.

VII. Reporting on Impact: Indicators, Data Sources

Given the limitations imposed by the small staff size at AFR/WA/REGL, the existing networks of Sahelian, contractor and other donor institutions working on development in the Sahel will be relied upon to provide data for the indicators of impact by this strategy. As the indicator matrix (Annex B) shows, in almost every case the indicators chosen reflect existing data sources, some funded under existing SRP projects. Direct-hire and RSSA staff will assemble data reported into an annual API document.

Strategic Objective 1: Assist national governments, regional institutions and private sector associations to identify, clarify, and implement policy options which promote trade and investment in the West Africa Region.

Indicator 1.1: By 2002, at least 8 countries use comparative advantage as a basis for setting trade policy.

Countries	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002 Total
Planned		3	1	2	1	1				8
Actual	0	3								

1994: Livestock Action Plan (LAP) implemented in Mali, Burkina, Cote d'Ivoire

Indicator 1.2: Weighted transactions costs for regional trade of major commodities reduced 20% by 2002. Transaction cost is defined to include the formal and informal costs associated with the movement of goods or the provision of services from producers to consumers.

% Reduction	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned		0%	5.0%	7.0%	8%	10%	12%	15%	18%	20%
Actual	0	4.5%								

1994: Livestock marketing costs reduced about 15% between Mali, Burkina and Cote d'Ivoire. Livestock account for about 30% of Mali's exports so a weighted reduction of 4.5% is used.

Target 1.1: Promote dialogue on monetary reform and policy.

Indicator 1.1.1: Progress toward dialogue on monetary reform and policy, rated on a scale of 0 to 10.

Indicator	Weight	Highest	Medium	Lowest
Analyses of monetary policy impact on regional trade	0.2	(10) Analyses have an explicit regional focus (may also have an extra-regional focus).	(5) Analyses are primarily focused on non-regional markets, but have regional application	(0) Analyses have no regional focus or application
Newspaper coverage	0.2	(10) Pros and cons of major issues are presented prior to enactment.	(5) Pros and cons of major issues are presented after enactment.	(0) No coverage
Conferences, Workshops	0.4	(10) Conferences include presentations by interest groups	(5) Interest groups attend but are not active participants	(0) Conferences are closed, with no participation by interest groups
Dialogue with U.S. and Other donors	0.2	(10) Dialogue is open and constructive with broad participation among donors and regional governments	(5) Dialogue is open but with only partial participation either by donors or regional governments	(0) Dialogue is discouraged or prohibited

Index	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned		5	5	8	10	10	10	10	10	10
Actual	0	5								

1994: CFA devaluation by 50% (Analysis high; Coverage: medium; Conferences: low; Dialogue: low). Index = 3.

Niger-Nigeria dialogue on trade and monetary policy (Analysis high; Coverage: medium; Conferences: medium; Dialogue: high). Index = 7.

Target 1.2: Facilitate dialogue aimed at reducing obstacles to trade in the region.

Indicator: Progress in using comparative advantage data and analysis in inter-state meetings and when setting policies that affect regional trade rated on a scale of 0 to 10.

Indicator	Weight	Highest	Medium	Lowest
Studies of Comparative Advantage	0.3	(10) Studies have an explicit regional focus (may also have an extra-regional focus).	(5) Studies are primarily focused on non-regional markets, but have regional application	(0) Studies have no regional focus or application
Meetings and workshops	0.3	(10) Trade implications, advantages and disadvantages drawn from research and data on comparative advantage are discussed. Reports are fully distributed. Discussion includes cost/benefit and impact analyses.	(5) Report summaries and summary recommendations are provided. Reports are distributed. Discussion of cost/benefits. Limited discussion of impact.	(0) No discussion or distribution of research or data
Participation	0.4	(10) Interest groups participate in identifying and executing a research agenda.	(5) Interest groups participate in identifying research agenda, Little participation in execution or, participation in execution and little participation in research.	(0) Limited participation by interest groups.

Index	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned		3	5	7	10					
Actual	0	5.1								

1994: Livestock Action Plan managed negotiations between Mali, Burkina and Cote d'Ivoire (Studies: 10; Meetings: 5; Participation: 3). Index = 5.7.

AFR/WA Regional program commissioned "A Regional Strategy for Trade and Growth in West Africa" presented at Mission Directors' Conference and to Club donors meeting. (Studies: high; Meetings: medium; Participation: low) Index = 4.5.

Target 1.3: Promote sector private participation in identifying, establishing, and expanding regional trade potentials.

Indicator: Network members identify and recommend public policy changes needed for trade and investment growth (scale of 0 to 10).

Indicator	Weight	Highest	Medium	Lowest
Networks complete action plans	0.2	(10) All Network member countries have a completed action plan and implementation schedule.	(5) Networks in major countries in the region have action plans.	(0) No action plans
Action Plans implemented	0.3	(10) Trade implications, advantages and disadvantages drawn from research and data discussed in action plans.	(5) Summary recommendations are provided. Limited discussion of impacts in action plans.	(0) Limited implementation.
Participation	0.2	(10) Network members participate in regional meetings and in implementing action plans.	(5) Network members participate in regional meetings but not in implementing action plans.	(0) Limited participation.
Barriers eliminated	0.3	(10) Major trade barriers identified by action plans are eliminated.	(5) Minor trade barriers identified by action plans are eliminated.	(0) No success at removing barriers.

Index	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned		2	5	7	10	10	10	10	10	10
Actual	0	4.5								

1994: 11 Network member action plans formulated;

2 Mali Network meetings with government officials to discuss the role of the private sector;

1 Network regional meeting November 1993 attended by 200 persons discussed role of private sector, developed a broad action plan, including identification of obstacles and strategies for overcoming them. (Plans: 10; Implementation: 5; Participation: 5; Barriers:0) Index = 4.5.

Strategic Objective 2: Regional dialogue increased on the role of civil society and communal, local and national governments in achieving improved governance of natural resources, food security, and market development.

Indicator 2.1: Cumulatively, 10 regional meetings at various levels on the role of civil society and governance in improving management of natural resources, public service delivery, and food security.

1994: The Regional Conference on Land Tenure and Decentralization was held in Praia June 21-24, 1994. Previously-excluded groups were actively involved in the preparation and the conduct of the five day meeting.

Indicator 2.2 Relevant stakeholders are included in planning, implementing and follow-up of the discussions.

1994: Supported the preparation of 20 some peasant leaders to play an active role in the meeting.

The results of the policy studies leading up to the Conference have been the subject of articles in the local press both in French and local languages on opportunities for improved governance.

Indicator 2.3 Follow-up actions/activities reflect positions put forward at meetings by various stakeholders.

Target 2.1: Identify approaches which strengthen problem-solving, advocacy and networking capacities of grassroots and other civil society organizations.

Indicator 2.1.1 8 CILSS countries undertake broad, national review of the Praia Conference recommendations using radio and local meetings to maximize participation.

	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002 Total
Planned		2	2	2	2				8
Actual	0								

Indicator 2.1.2 Informal association of farmer/rural organization networks is formed and participates in regional fora concerning rural development strategy and policy.

Case Studies	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned									
Actual	0	*	Work -shop				Work -shop		

Indicator 2.1.3 Mechanisms for broadening local dissemination of successful experiences in local development are developed and put into practice.

Case Studies	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned									
Actual	0	*							

Indicator 2.1.4 Awareness of special problems faced by women, herders and other traditionally disadvantaged groups in obtaining and using natural resources is increased.

Case Studies	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned			Work-shop						3 countries include issues in policy
Actual	0								

Target 2.2: Facilitate regional understanding of the benefits associated with effective patterns of decentralization and democratization.

Indicator 2.2.1: Database, which includes case studies of successful experiences in decentralized NRM management and public service provision informs regional debate on strategy and policy, is established and used.

Case Studies	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002
<u>Planned</u> Created Access			Base Created	3	3	3	3	3	3
<u>Actual</u> Created Accessed	*	*							

Indicator 2.2.1: One national commission charged with formulating decentralization strategies policies and legislation is established each year and exchanges information with others. Total of 8 established by 2002.

Countries	Base 1994	1995	1996	1997	1998	1999	2000	2001	2002 Total
Planned		1	1	1	1	1	1	1	8
Actual	0								

1994: Funded all the policy studies leading up to the Praia Conference: inter alia

- Showed that in Chad, local communities are capable of achieving the same quality of results in the provision of primary education as the state at 1/9 of the cost.
- In multiple locations in Mali, identified successful user-based efforts to govern and manage renewable natural resources, e.g. pastures, watersheds, fisheries and forests.
- Documented examples of collaborative, community/municipal government approaches to urban sanitation in Dakar.

Target 2.3: Develop strategies for enhancing the administrative and technical competence of community, local, regional and national government entities.

Indicator 2.3.1: Successful experiences in formulating natural resource legislation sensitive to local needs are shared among CILSS countries, groups and individuals.

1994: In collaboration with AFR/SD and USAID/Mali, supported three NGOs (Near East Foundation, Care and SOS Sahel) in their efforts to provide a legal framework for community based efforts to govern natural resources.

1995: Planned workshop

Indicator 2.3.2: Successful approaches to mobilizing resources for local development are identified, analyzed and disseminated and policy implications are brought to attention of decision makers.

1996: Planned workshop

Indicator 2.3.3: Regional dialogue on legal framework for local development is held with participation of interested actors

1996: Planned workshop/seminar

Indicator 2.3.4: Regional exchange on local management of tenure conflicts is held.

1997: Planned workshop

Strategic Objective 3: Decision makers have ready access to relevant information on food security, population and the environment.

Indicator 3.1: Country rationales and concerted actions for food security, NRM, and population reflect sound development methodologies and access to regional information systems.

Indicator 3.1.1: Food Aid Charter observed.

1994: Joint CILSS, national government, FAO review was completed and concludes that there is still insufficient awareness of the conditions included in the Charter. Observation rated fair to good. Financial problems in most states caused delays or shortages in food price and food availability data collection and reporting.

Indicator 3.1.2: Functioning Food Crisis Network (Annual Meeting/report and information sharing as needed).

1994: Annual meeting held and donor food aid data reviewed and revised. U.S. subject to some informal criticism because of continued Title II assistance to food surplus countries (Burkina Faso). New U.S. food aid policy was summarized and welcomed by the Network.

A second meeting (April 1994) was held following the devaluation of the CFA to discuss immediate and likely impacts on food security. U.S. outlined a region-wide impact monitoring system it will initiate in collaboration with INSAH (broad donor acceptance and support was given).

Indicator 3.1.3: Timely provision of greenness maps by AGRHYMET (Reduce present seven to ten day transmission down to three days in next three years) .

	Base 1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Planned		10	5	3	1	1	1	1	1	1
Actual	10	7								

1994: AGRHYMET has installed three pilot electronic communication systems (Niger, Mali, and Burkina) and has equipment for the remaining six member countries. Test data set and e-mail transmissions have been completed. Transmission time between the test sites is now one day.

Indicator 3.1.4: Increased application and utilization of Information Management tools, technology and methods for Sahel Early Warning over the next two to five years (Remaining 5 NACs set-up and using GIS to produce monthly bulletins on growing season indicators, hydrology, wetness, vegetative cover, and pests; AGRHYMET/NACs development and use of an agricultural production estimation tool; and 5 NACs provided on-line access to regional data bases to improve analysis of growing season indicators and reduce response time for information needs).

1994: AGRHYMET has installed three pilot electronic communication systems and has equipment for the remaining six member countries. Test transmissions of large data sets and e-mail communications have been completed. This is the first step toward establishing region-wide access to data and other information systems.

AGRHYMET collaborated with CERPOD to produce GIS-based presentation for the World Population Conference to be held in Cairo.

Target 3.2: Support the development and application of an environmental planning and monitoring system to coordinate NRM interventions on a systematic basis in ecological contexts.

Indicator 3.2.1: African Annex to the Desertification Convention drafted.

1994: Completed draft (June).

Indicator 3.2.2: Donor Meetings supported to discuss, review and agree on elements of the Annex and the Resolution for Early Action For Africa:

1994: First meeting held (October).

1995: Planned meeting (January).

Indicator 3.2.3: U.S. Government agrees to Desertification Convention.

1994: Signed.

1997: Planned ratification.

Indicator 3.2.4: Increased INSAH managed information exchanges about determinants and impacts of production practices.

1994: CILSS reorganization has been completed.

Three-year workplan completed.

INSAH certified to receive and manage USAID grant funds.

Target 3.3: Population policies and action plans are based on analyses of demographic variables underlying regional population dynamics, including the determinants of fertility, mortality and migratory trends and levels.

Indicator 3.3.1: National and regional analysts are trained in demographic methods and conduct analyses of variables underlying regional population dynamics (fertility, mortality, and migration)

1994: Regional Adolescent Fertility and Medical Barriers to Contraception Use study implemented by CERPOD.

INTEGRA model reports are finalized for four Sahelian countries

Indicator 3.3.2: Research results, basic data, and planning models are disseminated via appropriate communications systems ("Pop Sahel", publications, radio/TV, electronic communications, seminars/workshops).

1994: West Africa Long Term Perspectives Study completed and discussed at Club's annual meeting.

CERPOD, in collaboration with AGRHYMET, has prepared a GIS based presentation for the Cairo World Population Conference.

INTEGRA model reports are published and disseminated regionally

Indicator 3.3.3: Number and quality of population policies and action plans

Country	Population Policy		Action Plan		Summary evaluation of quality and effectiveness
	Planned	Actual	Planned	Actual	
Mauritania	1995		1997		<p>Quality of action plans will be judged on the use of planning models and demographic variables to analyze population dynamics as part of the planning process.</p> <p>Quality of action plans will be judged on the use analytic methods and population dynamics as a basis for establishing realistic goals and targets. Effectiveness will be judged on rates of implementation.</p> <p>Quantitative measures for these indicators and the link to population growth will be constructed when the action plans are developed beginning in FY 1995.</p>
Senegal		1988	1997		
Gambia		1992/93	1997		
Mali		1991	1997		
Burkina Faso		1993	1997		
Niger		1993	1997		
Chad		1994	1997		
Guinea Bissau	1994		1997		
Cape Verde	1995		1997		

Annex A.

Process and Methodology Used in Developing the Strategy

Agency policy, and explicitly the Development Fund for Africa (DFA), require USAID to demonstrate impact of AFR programs on the lives of Africans. As part of the revitalization of the Agency, the Administrator has also mandated that each operational unit develop specific strategic objectives and targets, along with a plan for developing annual program assessments of program impact.

In responding to these requirements, we undertook to devise a strategy that was logically coherent and that could be built upon as conditions evolved. To begin the strategic planning process, we assembled an informal working group composed of SWA staff, a representative of AFR/DP, the USAID representative to the Club du Sahel, field mission staff, and consultants to the CILSS and the Club. We were assisted by staff from Management Systems International (MSI) under PPC/CDIE's PRISM project. The working group met several times over a period of months, and engaged in intensive deliberations in order to arrive at its program logical framework or "objective tree". We first agreed upon selection criteria for regional goals and objectives, then moved to the identification of an overall goal for the regional program, three sub-goals and three strategic objectives (SOs). Subsequently, specific program outputs were identified, with appropriate indicators for their achievement.

The working group established three key criteria to guide the selection of sub-goals and objectives for the regional strategy:

- Priority was given to goals and objectives that lend themselves to the development of regional activities which support and complement bilateral programs. The test for support and complementarity was the extent to which activities could be devised to achieve greater economies of scale, promote dialogue and consensus in policy development, diffuse political sensitivities, and leverage other donor resources. This criterion ensures that the advantages of regional programs (as discussed above) are optimized in the strategy. In addition, this criterion addresses the key issues of reinforcing linkages between bilateral and regional programs, and rationalization and efficiency in the use of development resources.
- If possible, goals and sub-goals should be selected that are high on the list of important issues for the region, but for which the lower-level strategic objectives would be within the manageable interest of USAID. Thus, to the extent possible, the strategy would be designed to address the most significant constraints facing the region, bearing in mind both USAID's comparative advantage and its limited resources.
- To the extent possible, the goals and objectives selected should be those that can, at least in part, be addressed through private sector and civil society approaches. This was not taken to exclude objectives which involve public sector approaches and interventions, but was intended to focus attention on the private sector, decentralization and civil society.

Annex B: SAHEL REGIONAL PROGRAM - INDICATORS, DATA SOURCES AND BACKSTOP MANAGERS

LEVEL	INDICATORS	INFO/DATA SOURCE	BACKSTOP MGR
GOAL: Food security and ecological balance increased in Sahel West Africa.	Food Security - Production levels, availability, access, and utilization	DIAPER, FEWS, PRISAS	Club
	Food requirements gap	Reseau Crises Alimentaire	Club
	Ecological Balance - Fertility Rates	CERPOD	RD/POP
	Vegetative Cover (corr. for weather)	AGRHYMET, FEWS (Surveillance des ressources naturelles)	CILSS
SUBGOAL ONE: Regional cooperation allows market development.	Volume and value of trade among West African states	ECOWAS, ABD, IMF PRISAS, CEBV	CILSS/INSAH
SUBGOAL TWO: Democracy and governance improved.	Share of taxes collected by/going to local communities vs. central government	Ministry of Finances	CILSS
	Legislative Change		CILSS
	Contracts between local communities and govt. for land management	PNGT monitoring systems and observatoires foncieres	Club
SUBGOAL THREE: National policy decisions increasingly reflect intra-regional realities.	Complementary NEAPs	Club of Dublin	Club
	Fewer Food Crises	DIAPER, FEWS	RD/POP
	Regionally attuned national pop. policies	CERPOD	
BILATERAL RELAY	Mission APIs	Institutional Contract	

LEVEL	INDICATORS	INFO/DATA SOURCE	BACKSTOP MGR
<p>Strategic Objective 1: Assist national governments, regional institutions and private sector associations to identify, clarify, and implement policy options which promote trade in the West Africa Region.</p>	<p>At least eight countries use comparative advantage as a basis for setting trade policy. Weighted transactions costs for regional trade of major commodities reduced 10%.</p>	<p>IPC Bilateral Missions</p>	<p>AFR/WA Club</p>
<p>Target 1.1: Promote dialogue on monetary reform and policy.</p>	<p>Progress toward dialogue on monetary policy and reform, rated on a scale of 1 to 10, using the following factors: Level of analysis, public debate of the question (including press coverage); level of dialogue with France; level of dialogue with the U.S. and other donors. While only the last factor can be directly caused by our program, the others will necessarily result if we are successful in promoting a dialogue.</p>	<p>Club APAP III</p>	<p>AFR/WA Club</p>
<p>Target 1.2 Facilitate dialogue aimed at reducing obstacles to trade in the region.</p>	<p>Progress in using comparative advantage data and analysis in inter-state meetings and when setting policies that affect regional trade. Rated on a scale of 1 to 10 using the following factors: Comparative advantage studies with a regional focus, meetings and workshops discuss trade implications, participation of interest groups in studies and meetings.</p>	<p>INSAH Enterprise Network Action Plans Bilateral Missions APAP III, PRISAS, Action Plans Bilateral Missions</p>	<p>Club</p>
<p>Target 1.3 Promote private participation in identifying, establishing, and expanding regional trade potentials.</p>	<p>Network members identify and recommend public policy changes needed for trade and investment growth. Rated on scale of 0 to 10 using the following factors: Action plans completed, action plans implemented, participation of members in meetings and action plan implementation, barriers eliminated.</p>	<p>Minutes of Network meetings; Press/ Regional Network Newsletter</p>	<p>IPC</p>

LEVEL	INDICATORS	INFO/DATA SOURCE	BACKSTOP MGR
<p>Strategic Objective 2:</p> <p>Regional dialogue increased on the role of civil society and communal, local and national governments in achieving improved management of natural resources, food security, and market development.</p>	<p>10 regional meetings at various levels on the role of civil society and governance in improving management of natural resources, public service delivery, and food security.</p> <p>The relevant stakeholders are included in planning, implementing and follow-up of the discussions.</p> <p>Decisions on follow-up actions/activities reflect positions put forward at meetings by various stakeholders.</p>	<p>Meeting reports, Press coverage</p>	<p>CILSS/Club</p>
<p>Target 2.1:</p> <p>Identify approaches which strengthen problem-solving, advocacy and networking capacities of grassroots and other civil society organizations.</p>	<p>8 CILSS countries undertake broad, national review of the Praia Conference recommendations using radio and local meetings to maximize participation.</p> <p>Informal association of farmer/rural organization networks is formed and participates in regional fora concerning rural development strategy and policy.</p> <p>Mechanisms for broadening local dissemination of successful experiences in local development are developed and put into practice.</p> <p>Awareness of special problems faced by women, herders and other traditionally disadvantaged groups in obtaining and using natural resources is increased.</p>	<p>CILSS reports</p> <p>Minutes of meetings Press coverage</p> <p>CILSS reports Press coverage</p> <p>Workshop reports Press coverage</p>	<p>CILSS/Club</p>
<p>Target 2.2:</p> <p>Facilitate regional understanding of the benefits associated with effective patterns of decentralization and democratization.</p>	<p>Database which includes case studies of successful experiences in decentralized NRM management and public service provision inform regional debate on strategy and policy.</p> <p>8 national commissions charged with formulating decentralization strategies policies and legislation are established and exchange information:</p>	<p>Case study reports CILSS reports</p> <p>Conference reports</p>	<p>CILSS/Club</p>
<p>Target 2.3:</p> <p>Develop strategies for enhancing the administrative and technical competence of community, local, regional and national government entities.</p>	<p>Successful experiences in formulating natural resource legislation sensitive to local needs are shared among CILSS countries, groups and individuals.</p> <p>Successful approaches to mobilizing resources for local development are identified, analyzed and disseminated and policy implications are brought to attention of decision makers.</p> <p>Regional dialogue on legal framework for local development is held with participation of interested actors</p> <p>Regional exchange on local management of tenure conflicts is held.</p>	<p>Workshop reports</p> <p>Club/CILSS reports Workshop reports, Press coverage</p> <p>Club/CILSS reports Training seminars</p> <p>Workshop reports</p>	<p>CILSS/Club</p>

LEVEL	INDICATORS	INFO/DATA SOURCE	BACKSTOP MGR
<p>Strategic Objective 3:</p> <p>Decision makers have ready access to relevant information on food security, population and the environment.</p>	<p>Country rationales and concerted actions for food security, NRM, pop. reflect sound development methodologies and access to regional info. systems</p>	<p>NEAPs, pop. policies, and food security policies</p>	<p>Club</p>
<p>Target 3.1:</p> <p>Maintain and improve food security monitoring and disaster mitigation systems.</p>	<p>Food Aid Charter observed (Monitoring and reporting each year by the Club)</p> <p>Functioning Food Crisis Network (Annual Meeting/report and information sharing as needed)</p> <p>Timely provision of Greenness Maps by AGRHYMET (Reduce present seven to ten day transmission down to three days in next three years)</p> <p>Increased application and utilization of Information Management tools, technology and methods for Sahel Early Warning over the next two to five years (Remaining 5 NACs set-up and using GIS to produce monthly bulletins on growing season indicators, hydrology, wetness, vegetative cover, and pests; AGRHYMET/NACs development and use of an agricultural production estimation tool; and 5 NACs provided on-line access to regional data bases to improve analysis of growing season indicators and reduce response time for information needs)</p>	<p>Club</p> <p>Club</p> <p>FFRs/NACs, USGS</p> <p>ARC/NACs/FFRs</p>	<p>AFR/WA Food Regional Program Security Advisor</p> <p>AFR/WA Regional Programs Food Security Advisor</p> <p>AFR/WA Regional Programs</p> <p>USAID/Niamey</p>
<p>Target 3.2:</p> <p>Support the development and application of an environmental planning and monitoring system to coordinate NRM interventions on a systematic basis in ecological contexts.</p>	<p>African Annex drafted</p> <p>Donor Meetings supported to discuss, review and agree on elements of the Annex</p> <p>U.S. Government agrees to Desertification Convention by 1997</p> <p>Increased INSAH managed information exchanges about determinants and impacts of production practices</p>	<p>CILSS/Club</p> <p>CILSS/Club</p> <p>AFR/WA Regional Program</p>	<p>Club</p> <p>Club</p> <p>AFR/WA Regional Program</p>
<p>Target 3.3:</p> <p>Population policies and action plans are based on analyses of demographic variables underlying regional population dynamics, including the determinants of fertility, mortality and migration trends and levels.</p>	<p>National and regional analysts are trained in demographic methods and conduct analyses of variables underlying regional population dynamics (fertility, mortality, and migration)</p> <p>Research results, basic data, and planning models are disseminated via appropriate communications systems ("Pop Sahel", publications, radio/TV, electronic communications, seminars/workshops)</p> <p>Number and quality of population policies and action plans (number of each completed)</p>	<p>CERPOD and WALTIPS team</p>	<p>RD/POP</p>

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