

PROJECT AUTHORIZATION

1. PROJECT NUMBER <b>625-11-755-506</b>	3. COUNTRY <b>CENTRAL/WEST AFRICA REGIONAL</b>	4. AUTHORIZATION NUMBER <b>0181</b>
2. PROJECT TITLE <b>Support to Regional Organizations</b>		5. AUTHORIZATION DATE <b>May 3, 1971</b>
7. LIFE OF PROJECT		6. PROP DATED <b>April 28, 1971</b>

a. Number of Years of Funding: 5  
Starting FY 1971; Terminal FY 1975

b. Estimated Duration of Physical Work  
After Last Year of Funding (in Months): \_\_\_\_\_

FUNDING BY FISCAL YEAR (in U.S. \$ or \$ equivalent)	DOLLARS		P.L. 480 CCC + FREIGHT	LOCAL CURRENCY Exchange Rate: \$1 =			
	GRANT	LOAN		U.S. OWNED		HOST COUNTRY	
				GRANT	LOAN	JOINTLY PROGRAMMED	OTHER
Prior through Actual FY							
Operational FY 71	96,000						
Budget FY							
B + 1 FY 72	73,000						
B + 2 FY 73	81,000						
B + 3 FY 74	31,000						
All Subsequent FY's 75	31,000						
<b>TOTAL</b>	<b>312,000</b>						

9. DESCRIBE SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF ANY P.L. 480 COMMODITIES

FY 1971 funds (\$96,000) under this PROP will be obligated through Grant Agreements with the Entente Fund to close out the contract with the present U.S. advisor, Mr. Nicholas Feld (\$11,000), and to finance a two-year contract with his successor who is now being sought (\$85,000). Funds for succeeding years will be obligated through Grant Agreements with the Entente Fund (to continue the services of the U.S. advisor and to provide short-term consultants on such problems as monetary payments in Ghana-

10. CONDITIONS OF APPROVAL OF PROJECT Entente trade) and with the other regional organizations mentioned in the PROP for short-term consultants.

No special conditions. The Entente Fund has requested this assistance.

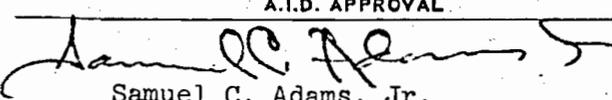
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(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes and scheduling of any inputs or outputs deviate so significantly from the project as originally authorized as to warrant submission of a new or revised PROP.

A.I.D. APPROVAL  Samuel C. Adams, Jr. SIGNATURE	CLEARANCES AFR/CWR:VBurati AFR/DP:DShear	DATE 4/27/71 4/30/71
	AFR/TAC:MSBelcher B AA/AFR:PBirnbaum A/CONT	DATE 4-29-71 5/3/1971

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NON CAPITAL PROJECT PAPER (PROP)

COUNTRY: Area Development Office, Niamey  
PROJECT NO.: 625-11-755-506  
SUBMISSION DATE: April 12, 1971 ORIGINAL: X  
PROJECT TITLE: Support to Regional Organizations  
PHYSICAL IMPLEMENTATION SPAN: N/A  
GROSS LIFE OF PROJECT FINANCIAL REQUIREMENTS: 5 years  
U.S. DOLLARS: \$312,000

I. SUMMARY DESCRIPTION, INCLUDING TABULATION OF PLANNED INPUTS

A primary objective of U.S. assistance policy to Africa is to encourage regional cooperation among African states in achieving developmental objectives. This policy is based upon the recognition both that national developmental efforts must often transcend the boundaries which delimitate the nations of modern Africa and that limited resources available for development can yield a greater impact if there is multi-national sharing of facilities, knowledge, and experience and coordinated action in attacking developmental problems.

The African nations themselves have accepted regional cooperation as a basic policy and the strengthening of regional ties as a continuing goal. Numerous regional organizations have been created and function at various levels on the continent. These organizations are, however, for the most part young and handicapped by limited financial and human resources. The fragility of the political structures which characterize much of the African continent, moreover, frequently acts as a deterrent to the uniformly consistent application of the policy of cooperation, while

natural desires to strengthen national identity or advance national interest often run counter to the goal of concerted action. Nonetheless, these regional organizations have been gaining stature and have shown a growing interest and ability in initiating concrete multi-national developmental efforts. It is anticipated that, as these organizations continue to demonstrate their capacity to advance technical and economic progress on the continent through cooperative effort, they will tend to encourage African states to pursue development objectives through regional structures and stimulate reliance on these structures as instruments for the attainment of common economic goals.

Various multilateral and bilateral donors have been providing assistance, both financial and technical, to these regional organizations in order to strengthen their operations. U.S. objectives in implementing its regional aid policy in West/Central Africa can best be advanced by supplementing this external assistance, where appropriate, through direct support of regional groupings. This support should, in general, focus on assisting these organizations to define and develop projects on programs directed at specific developmental objectives which can best be attained by joint action of several states. In some instances, however, it will be necessary to provide short-term assistance to improve the operational efficiency of these institutions. Such assistance will enable these organizations to become more effective channels for the flow of U.S. aid resources, for eliciting multi-donor participation in significant developmental efforts, and for assuring a rational approach to economic growth in a multi-national context.

The goal of this project is to enhance the effectiveness of the developmental role played by West/Central African regional organizations. While it is difficult to define specific targets for the project, there should nonetheless be identifiable results in the form of projects developed and undertaken through these structures and, more generally, through an increased reliance by African states on these institutions as instruments for coordinated development. By orienting this assistance largely in the agricultural sector, which AID has identified as a priority area for its resource application, and especially in the fields of livestock and food crops, this project should also serve to focus attention on the need to increase food production to meet an improved nutritional standard for a growing population.

This PROP provides for the immediate services of one direct-hire AID advisor to the Entente Fund through FY 73. (This advisor has been assigned to the Entente Fund since FY 1968, but has been funded through Technical Support up until FY 1971). In addition, the project proposes to utilize funds in such a way as to permit a flexible response to other requests for assistance from the Entente Fund, OCAM, CIEH, Entente-Ghana Commission, Niger River Commission, Liptako-Gourma Authority, and other regional organizations operating in the West/Central Africa area. This assistance will be utilized exclusively to enable them to play a more effective role in spearheading cooperative development efforts in areas consistent with AID's program concentration. Assistance will take the form of consultant services, participant training, and other financial support.

A five-year projection of funding requirements is as follows (in thousands of dollars):

	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>	<u>FY 75</u>
U.S. Direct-Hire Technicians	96	50	50	-0-	-0-
Short-Term Consultant Services	-0-	10.0	15.0	15.0	15.0
Commodities	-0-	5.0	7.0	7.0	7.0
Participants	-0-	3.0	6.0	6.0	6.0
Other Costs	<u>-0-</u>	<u>5.0</u>	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>
Totals	96	73.0	81.0	31.0	31.0

## II. SETTING

The legacy of colonialism with its resultant fragmentation of the Central and West African Region into small countries has created substantial problems in current development efforts. With the exceptions of Nigeria and Ghana, none of the states has a population which reaches six million. The five states of the Entente African region, i.e., Niger, Upper Volta, Ivory Coast, Togo, and Dahomey have a total population of about 17.5 million with an average population of about 3.5 million.

This factor, coupled with limited exploitable resources and subsistence agriculture, provides inadequate internal and external markets for building viable national economies. It also tends to result in the duplication of costly research efforts and infrastructure which could be more efficiently carried out on a regional level.

As a consequence, the necessity for regional cooperation in development efforts has become accepted by African leaders and foreign assistance donors alike. Regional organizations have emerged as vehicles for promoting such cooperation.

As of the present, there are six major regional organizations operating in the Entente area which involve a variety of common endeavors. They are as follows:

1. The Mutual Aid and Loan Guaranty Fund of the Council of the Entente (EF): Its purpose is to promote economic development and regional cooperation of its 5 member states--Ivory Coast, Dahomey, Togo, Upper Volta, and Niger. It also promotes joint projects and trade between the Entente group and its English-speaking neighbors--Ghana and Nigeria. Organizations within the Entente Fund carrying out specific projects supported by A.I.D. include the Economic Community for Meat and Livestock and the Regional Road Maintenance Training Center.

2. Niger River Basin Commission: The Commission with headquarters in Niamey, Niger has 9 members, including Nigeria, maintains the following major functions: formulate policies and carries out studies on navigation in the Niger River; prepares projects for the economic development of the Niger River Basin; coordinates and distributes information on the river and basin to the member states.

3. Liptako-Gourma Authority: Comprising Mali, Niger and Upper Volta, especially created to coordinate development of the Niger River and its tributaries at the juncture of the 3 countries. This includes the development of the rivers and basins for navigation, irrigation and minerals exploitation.

4. Entente/Ghana Commission: This was created to promote common endeavors in transportation communication, monetary problems and trade.

5. The Inter-African Committee for Water Studies (CIEH): This organization includes 11 members. Its headquarters are in Ouagadougou,

Upper Volta. Purpose is to promote studies and the best methods for usage of water resources throughout the entire area and to disseminate information.

6. Organisation Commune Africaine Malagache et Mauritius (OCAM):

The 5 Entente states are included among the 16 members of OCAM. OCAM has proposed a livestock coordination unit to be established in Niamey and supports other projects throughout the Entente area.

Although these ongoing regional organizations are encouraging, it must be recognized at this stage that few of these organizations possess the range of administrative management competencies to fulfill the requirements of the necessary developmental programs. Some are functioning at acceptable standards only because of expatriate personnel assigned by various foreign assistance donors. However, in spite of the pressing skilled manpower shortages of the various participating countries in meeting both the needs of their national developmental programs and those of the regional organizations, the leadership is positive and determined to build those regional and national mechanisms which will engender and augment their production/marketing economies.

III. STRATEGY

The Support to Regional Organizations Project is the outgrowth of certain basic assumptions that are considered valid in the context of the West African situation, namely:

1. Some developmental problems can best be resolved through individual country programs, while other problems can best be resolved effectively through regional programs.

2. The function of these two approaches has a direct relationship in that they reinforce each other and thus facilitate the accomplishment of overall developmental objectives, national and regional.

3. Many unknown resources, both human and material, are available in a region and can be discovered and made accessible only insofar as lines of communication are progressively expanded and kept open.

4. As individual countries become more involved and have interests and investments in common endeavors, there is less tendency to close lines of communication and curtail economic, social and political relations.

5. To resolve common problems in ways that enable individual countries to maintain their national sovereignty and still have regional cohesiveness is a long-term process.

6. Through a regional approach, the U.S. can more readily maintain a low profile by encouraging multilateral support not only from the recipient countries, but outside donors as well.

With these assumptions as a rationale, this project has been designed to stimulate regional cooperation through the encouragement and strengthening of selected regional organizations principally by means of supporting their efforts to develop and carry out certain vital projects. A regional organization to be considered for assistance should meet the following criteria:

1. The regional organization's purposes must be in accord with AID overall objectives--promote multilateral, multidonor participation, increase self-help participation, etc.

2. The administrative structure of the organization must show the potential capacity of managing the developmental programs to be executed.

3. The nature of the development projects undertaken should result in the integration and expansion of Central African markets or in a more efficient method of attacking shared problems.

4. The projects undertaken should contribute to AID priority areas of development.

If the regional organizations and development projects meet these criteria, AID will consider providing assistance.

#### IV. PLANNED TARGETS, RESULTS AND OUTPUTS

Long-range targets for this project are:

1. To strengthen the capacity of regional organizations to deal effectively with area development needs by increasing their ability to plan and implement projects.

2. To stimulate a regional approach to development by aiding in the planning and implementation of projects which will have an important, visible impact on economic development and further regional cooperation and the utilization of regional organizations.

This project is designed to be a flexible instrument for assisting regional organizations. It is, therefore, not possible to define precise targets or outputs. The basic objective of this project is to enhance the influence of regional organizations and to promote a common, coordinated approach by West/Central African countries to the solution of shared

problems. However, a more immediate, measurable result of the project is expected to be the development of a sound livestock production and marketing project within the Entente Fund area as part of a broader West/Central African effort to expand animal production and rationalize meat commercialization.

V. COURSE OF ACTION

Ongoing assistance to the Entente Fund in the form of a U.S. direct-hire advisor will be continued through June 30, 1973.

The major future input under this project is expected to be the assignment of short-term consultants to West/Central African regional organizations. Such services may be provided through contract or PASA arrangements as determined by the type of assistance required. In some cases, consultants who assisted in the formulation of a project may be retained to assist in its execution. In such situations, they could be reassigned to the project itself.

Assistance is also projected in the form of participant training, commodities, or other financial support in cases where such assistance bears directly on the capacity of the organization to mount or monitor projects/programs which have been determined to be of important developmental significance, particularly in areas of primary concern to AID objectives.

The following steps will be involved in implementation of assistance under this project:

1. The regional organizations will submit request for technical assistance to the Area Development Office, Niamey. This request should

provide a description of the objectives being sought, the specific nature of the assistance required, and the time-frame over which these inputs should be available.

2. The Area Development Officer will forward the request with comments to AFR/CWR for approval.

3. Upon receipt of approval, the Area Development Officer will develop the necessary PIO or other action request appropriate to the situation.

April 28, 1971