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PD-AAF-248-A1

CENTRAL + WEST AFRICA REGIONAL
SUPPORT TO REG ORGANIZATION

FY 70-76

PUBLIC SAFETY ADMINISTRATION PROJECTS (700 PURPOSE CODES)

NO ABSTRACT ENTERED IN THE DIS SYSTEM

6250536-2
 PD-AAF-248-B1
 A.I.D.

10-10-24 10-59

AGENCY FOR INTERNATIONAL DEVELOPMENT (A.I.D.) Reference Center
 Room 1656 NS

PROJECT AUTHORIZATION

1. PROJECT NUMBER 625-11-755-536	3. COUNTRY Cameroon	4. AUTHORIZATION NUMBER 0175
2. PROJECT TITLE Support to Regional Organizations		5. AUTHORIZATION DATE April 17, 1971
		6. PROP DATED 2-12-71

a. Number of Years of Funding: 5
 Starting FY 19 71, Terminal FY 19 75

b. Estimated Duration of Physical Work
 After Last Year of Funding (in Months): 12

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 71	124						
Operational FY 72	143						
Budget FY 73	56						
B 11 FY 74	31						
B 12 FY 75	31						
B 13 FY							
All Subsequent FY's							
TOTAL	385						

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

None

10. CONDITIONS OF APPROVAL OF PROJECT

None

(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	CLEARANCES	DATE
 SIGNATURE	AFR/CWR: FJ Spence	3/15/71
	AFR/DP: DShear	4/2/71
	AA/AFR: PBirnbaum	4/7/71
	A/CONT	
AA AFR Assistant Administrator		
TITLE	DATE	

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NONCAPITAL PROJECT PAPER (PROP)

FORM 1000-22

COUNTRY: Area Development Office, Cameroon

PROJECT NO.: 625-11-755-536

SUBMISSION DATE: 12 February 1971 ORIGINAL: X

PROJECT TITLE: Support to Regional Organizations

PHYSICAL IMPLEMENTATION SPAN: NA

GROSS LIFE OF PROJECT FINANCIAL REQUIREMENTS: 5 years

U.S. DOLLARS: \$385,000

77185
G/E

A. 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 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 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 two direct-hire AID advisors to the Lake Chad Basin Commission (LCBC) through FY 1972. (Both advisors have been assigned to the Commission since 1969 but have been funded through Technical Support up until this fiscal year, FY 1971.) Provision is also made for commodity support to facilitate the establishment of the LCBC in its new headquarters building in Fort Lamy. The project, in addition, proposes the earmarking of funds to permit a flexible response to other requests for assistance from the LCBC, UDEAC, OCAM, or other regional organizations operating in the Central African area where such assistance can enable them to play a more effective role in spearheading cooperative development efforts in areas consistent with AID's program emphasis. 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	114.0	120.0	25.0	-0-	-0-
Short-Term Consultant Services	-0-	10.0	15.0	15.0	15.0
Commodities	10.0	5.0	7.0	7.0	7.0
Participants	-0-	3.0	6.0	6.0	6.0
Other Costs	-0-	5.0	3.0	3.0	3.0
Totals	124.0	143.0	56.0	31.0	31.0

B. 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 six states of the Central African region, i.e., Cameroon, Central African Republic, Chad, Congo (B), Equatorial Guinea, and Gabon have an average population of only slightly more than two 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 five major subregional organizations operating in the Central and West African Region which involve a variety of common endeavors. They are as follows:

1. The Organization of Senegal River States has as its purpose the harmonization of development plans of the member states and the coordination of efforts in economic, educational, cultural, and social fields. After an initial phase which included organizational instability and political friction among members, the OERS has begun to develop and implement a number of projects important to the area.

2. The Sene-Gambia Commission, organized in 1967, is currently staffed by a permanent secretariat. Charged with the development of the Gambia River Basin, the Commission is coordinating two major study projects aimed at integrated development of the river basin.

3. The Entente Council is a flexible political association established in 1959. In 1966, the Council established a secretariat known as the Mutual Aid and Guaranty Fund which is responsible for carrying out the mandates of the Council in the economic field. It has been important in coordinating and advancing efforts in agriculture, industry, telecommunications, transport, and tourism.

4. The Lake Chad Basin Commission was established in 1964 to coordinate the overall development of the basin. Despite staff weaknesses and some resistance among its members to give their full support, the LCBC has managed, with support from the UN, FAO, FAC, and AID, to lay the groundwork for coordinating development efforts. With further support, the LCBC could become a strong factor in the area's development. An important project being contemplated is the regionalization of livestock production and marketing in the basin area.

5. The Economic and Customs Union of Central Africa was established in 1964 to deal with foreign trade, taxation, statistics, documentation, and development and industrialization in the member states. While temporary internal strains and frictions have restricted UDEAC's functioning, it has, nevertheless, played an active role in the areas of its competence. It is a functioning and reasonably effective organization which appears to be gaining in stability and which commands considerable authority. It would appear that UDEAC's expanding role in the development efforts of the area will become an important factor in the consideration of foreign donors as they seek channels through which to assist this region.

Most of the francophone states participating in the above-described West and Central African subregional organizations are also members of the African and Malagasy Common Organization (OCAM) headquartered in Yaounde which, in addition, embraces other francophone African countries. A principal preoccupation of OCAM has been the harmonization of the position

of the associated states in the negotiation of their relations with the European Economic Community. OCAM has also fostered the creation of the African and Malagasy Post and Telecommunications Organization and the African and Malagasy Patent Office, and sought to establish arrangements between producing and consuming African states of certain basic products which would foster production and inter-African trade. OCAM actively encourages cooperative approaches to developmental problems within sub-regional groupings but has recently shown increased interest in itself sponsoring developmental projects of broader interest than encompassed by any specific grouping.

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.

C. STRATEGY

The Support to Regional Organizations Project is the outgrowth of certain basic assumptions that are considered valid in the context of the Central 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 organization and development projects meet these criteria, AID will consider providing assistance.

Part of the assistance currently being provided under the project is in the form of a resident advisor assigned to provide general administrative and technical support to the Lake Chad Basin Commission with emphasis on project identification and design. In general, it is felt that assistance of this type tends to create an expectation of AID participation in projects identified with the advisor serving as an inside channel of communication between the regional organization and the aid donor. It is expected that assistance under this project will be more narrowly directed toward the design, organization, and execution of projects or programs of immediate AID interest.

D. 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 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 Lake Chad Basin area as part of a broader Central African effort to expand animal production and rationalize meat commercialization.

E. COURSE OF ACTION

Ongoing assistance to the Lake Chad Basin Commission in the form of U.S. direct-hire advisors will be continued through 30 June 1972 with a possible subsequent extension of the Range Management Advisor for an additional period. Principal effort during this period will be devoted to the development and initial implementation of a pilot livestock production and meat marketing project in Chad and Cameroon.

Assistance will also be provided to the Lake Chad Basin Commission through a grant of \$10,000 for the purchase of office equipment and furnishings for the new LCBC headquarters building in Fort Lamy.

The major future input under this project is expected to be the assignment of short-term consultants to Central African regional organizations. Such services may be provided through contract, PASA, or direct hire 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 organization will submit a request for technical assistance to the Area Development Office, Yaounde. 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 his 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.