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HUMAN RESOURCES IN THE SAHEL
CILSS-CLUB DU SAHEL JOINT ACTION
OVERVIEW AND PROSPECTS

Report Presented By
The Human Resources
Unit CILSS

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H U M A N R E S O U R C E S I N T H E S A H E L

CILSS - Club du Sahel Joint Action :

Overview and Prospects

HUMAN RESOURCES UNIT
October 1983

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1 - SOME REMARKS ON THE HUMAN RESOURCES FIRST GENERATION PROGRAM

1 - The Human Resources First Generation Program (PPG/RH), commonly known as the "DAKAR PROGRAM", is the result of a compromise between two different approaches : a short-term approach (based on current economic considerations, and on donor organizations' and countries' awareness of the extent of the disaster in the Sahel), which has prompted the countries of the region to present CILSS and the Club du Sahel with a package of projects likely to be swiftly approved by the international community ; and on a strategical approach. The approved projects were expected to follow the lines of action given top priority by CILSS and by the Club du Sahel for the development of human resources, by aiming for one or more of the following five objectives :

- . to adapt education and training systems to the constraints of production development
- . to make training an integral part of production projects
- . to promote employment
- . to develop social communications and participation
- . to establish a village-level health system

On the whole, despite its insertion in an explicitly strategical framework (the "strategy for drought control and for development in the Sahel"), the DAKAR PROGRAM has been a non-restrictive, evolutive instrument, capable of adapting to changing economic circumstances ; rather than a planning instrument in the strict sense, it has proved to be a flexible and operational framework for bringing together men, ideas, and means, in accordance with methods which evolved constantly between 1977 and 1983.

2- From a strategical point of view, the DAKAR PROGRAM has had an uneven impact ; with reference to the lines of action already outlined, it has achieved :

- . remarkable coherency in its approach to health matters
- . a more scattered impact with regard to the reform of education, the improvement of technical support, and the encouragement of self-support

- . an almost non-existent impact on communications and employment
- . promising, but still limited effects where the integration of a training element in production projects is concerned

II OVERVIEW OF THE HUMAN RESOURCES UNIT'S ACTIONS

3 - CILSS - and the Human Resources Unit - is considered by its member states first and foremost as an intermediary between them and the funding agencies in the International Community, which is indeed its original function. Within this framework, the Dakar meeting in March 1977 enabled the human resources^{team} to identify 91 first generation projects (5 of which were regional in scope). In 1978, the human resources team organized an on-site updating of these projects in the CILSS member states. Certain projects were redesigned, others abandoned, and some new projects were proposed. The "updated" Dakar Program consisted of 73 projects, 3 of which were regional in scope; 28 involved education and/or training, 16 participation or communications, 29 health. Each project was given an identification card and submitted to donors in this form at the meeting organized by the Human Resources Team in Niamey on the 25th, 26th, and 27th of September 1978 (see below §5). Similar updating missions were carried out in all CILSS countries except Chad in 1980.

Moreover, a human resources team Executive Committee was formed in May 1979. It is composed of Sahelian experts and experts from the donor countries and organizations involved in human resources development in the Sahel. A consultation meeting was held in September 1981 on the First Generation Human Resources Program in Mali.

Finally, mention should be made of the program assessment missions carried out in 1983 by Sahelian consultants, which was the occasion for some general stock-taking of the state of cooperation between Sahelian countries and the international community in the field of human resources.

4 - It is symptomatic that receiving countries are only dimly aware of CILSS's project follow-up action. The lack of an identification

(tracing) system which would enable the often lengthy process of project negotiations to be monitored has meant that CILSS's discreet - and sometimes uncomfortable - rôle in establishing a liaison between Sahelian countries and donors remains largely unnoticed, whereas the project is closely identified with the donor once finance has been arranged.

- 5 - Nevertheless, an analysis of projects sponsored by CILSS among the international community shows that CILSS has fulfilled its rôle as an intermediary quite effectively. In the human resources field, 80% of the 41 projects (excluding the Chadian projects) in which the funding agencies had shown interest at the meeting organized by the Human Resources team in Niamey in 1978 were eventually accepted for at least partial financing, which represents 55% of all the Human Resources projects (not counting the Chadian projects) sponsored by CILSS.
- 6 - It should also be pointed out that the donors' community has exercised a reinforcing effect on certain aspects of CILSS's human resources strategy rather than others. In particular, projects aiming to promote participation by local people or to improve sanitation at village level have generally attracted more financial support than those aiming to strengthen technical support.
- 7 - However, the CILSS Human Resources Unit has not restricted its rôle to the follow-up of Dakar Program projects. The Unit has also initiated in-depth studies to examine certain aspects of the human resources strategy which had previously been inadequately addressed. National studies and syntheses were carried out between 1980 and 1983 on such subjects as THE CONTRIBUTION OF BASIC EDUCATION TO NUTRITIONAL SELF-SUFFICIENCY IN THE SAHEL, THE TRAINING ELEMENT IN SAHELIAN PRODUCTION PROJECTS, PARTICIPATION BY LOCAL POPULATIONS IN IRRIGATION PROJECTS, and THE INFORMAL SECTOR IN SECONDARY URBAN AREAS IN THE SAHEL.

Seminars and workshops have been organized by the Human Resources Unit on the conclusions of some of these studies. Finally, consultations have been held between funding agencies and Sahelian national

officials on the subject of human resources development, at the instigation of the Human Resources Executive Committee.

III - STRATEGICAL POLICIES FOR THE 1983-1990 PERIOD

8 - BASIC EDUCATION AND INITIAL TRAINING

The inability of basic training systems, and of basic education in particular, to create equal opportunities for young Sahelians had already been analysed in 1977. Attention had mainly been drawn to the negative effects of the existing educational system on its own rejects, who form the large majority of the school-age population, and a crisis situation among young unqualified and unemployed people could be foreseen. Remedial schemes were attempted, with the aim of rapidly qualifying those who had no access to longer training courses. Six years later, the failure of these schemes has to be acknowledged, and the combined effects of population growth and saturated orthodox educational systems have further aggravated this problem.

However, an examination of recent developments in the countries with longer-established basic training systems reveals that the expected crisis does not appear in the areas where it was most feared. With the social unrest caused by the unemployment of young trained people, the crisis of basic training systems has erupted within the modern sector labour market, highlighting the inability of the system's products to adjust to the present needs of a modern State apparatus, which had until recently been the main user of the human resources it had itself generated.

It follows that new human resources policies must be imagined and designed in the years ahead in the orthodox training sectors, based mainly on new patterns of labour distribution between the public sector and the modern private sector, but also on improved distribution by type of training and a better ratio between long and medium-length training schemes.

9 - EMPLOYMENT

The pattern with regard to the employment problem does not seem to have undergone any major change during the 1977-83 period (high unemployment during dry and migratory seasons, rapid saturation of labour demand in the urban modern sector, increasing saturation of the absorption capacity of the informal sector...).

On the other hand, both the State apparatus and urban elites show greater concern for employment problems and a noticeable desire to promote highly labour-intensive work.

Such new-found concern reflects an awareness of the risks which the increasing pauperization of both cities and rural areas represent for the maintenance of balanced urban/rural relations at a time when the State is less and less able to subsidize the urban economy. In the light of this, it is probable that any future initiative which aims at generating new sources of revenue in rural areas and at stabilizing rural village populations, as well as at fostering the economic autonomy of the migratory urban fringe will be seen as a form of productive investment and as a way of achieving a return on urban investments, thereby avoiding a state of urban entropy requiring painful remedies.

10 - IMPROVEMENT OF PRODUCERS' PROFESSIONAL QUALIFICATIONS AND THE PARTICIPATION OF LOCAL POPULATIONS IN THEIR OWN DEVELOPMENT

In 1977, the Sahelian countries had emphasized the need for action to improve the quality of producers' technical support, principally through intensive training of support personnel at all levels. This was the result of an approach which relied on support personnel to stimulate peasants' motivation, as well as providing them with the necessary know-how for their participation in development. Certain projects or certain countries implicitly hoped for a gradual transition from close technical supervision to self-support by the producers themselves.

The efforts expended in this approach have indeed reinforced technical

support, but the latter has not been able to promote grassroots initiatives, nor has it been able to give support to the latter when they originated independently. It is worth pointing out that in the 1977-83 period, a certain number of producers have organized themselves without official supervision and have instigated development actions in several Sahelian countries - sometimes creating links between them, but rarely in concert with technical support initiatives. For the future, it can be envisaged that, in order to improve producers' qualifications in support of this new type of grassroots initiative, strategies will have to be redesigned so as to be different from the prevailing system of wholesale transfer of know-how.

11 - INFORMATION/COMMUNICATION POLICIES

One of the difficulties encountered in the past regarding the promotion of peasants' participation was due to the inadequacy of the communications network and to the inability of the media to reach scattered populations. This warranted a key strategic rôle being given to addressing the problems of communications in the Sahel. Conditions have not changed since this was first realized and the communications question remains of paramount importance. However, it has to be recognized that the ensuing period has seen no significant accomplishments in this area, and there has even been some deterioration in the mass communications systems of certain countries.

Several factors combine to explain this paradox. In certain cases, it would seem that the lack of mobilization at national level has deprived the mass media systems of the inputs required for their operation. In other instances, the development of communications policies seems to have been inhibited by having to make a difficult choice between several new technologies. Overall, this is indicative of a crisis in the design of communications policies appropriate to the area's needs.

As long as no end to this crisis can be foreseen, efforts in the communications field should no doubt be directed towards micro-communications programs capable of supporting grassroots development. For

example, programs involving the exchange of information and experience between groups or between projects could usefully be developed.

12 - INTEGRATION OF A TRAINING ELEMENT IN PROJECTS

Not the least of the paradoxes drought control strategy is faced with is the fact that despite simultaneous emphasis being placed on the need for the integration of training in development projects by both vertical teams, which have all issued recommendations on this question, and by the human resources team, which has made it one of its strategical lines of action, no satisfactory approach to the problem has yet been devised ; nor have any operational procedures yet been defined and described with a view to integrating training with action in development projects. This is also despite the fact that several possible policies have already been identified. There has for some time been full awareness of the importance of involving trainees in the definition of training content, of the need to base the introduction of new know-how on an analysis of existing knowledge in the project area, to encourage horizontal communication, to establish links and bridges between formal and informal training systems, to give support to self-training initiatives, to devise ways of making trainees aware of their responsibilities ...

It seems important to ensure that initial research undertaken in these fields should be pursued and systematized in such a way as to break down the barriers between the various vertical and horizontal sectors involved in drought control.

13 - ESTABLISHMENT OF A VILLAGE-LEVEL HEALTH SYSTEM

Despite the Sahelian states' endorsement of the conclusions of both the ALMA ATA Conference and of the WHO African Charter, integration of the various primary health sectors has yet to be achieved, although the epidemiological situation in the Sahel would fully warrant such a course. It may therefore be considered that the policies decided in 1977 are still valid. However, there should, in future, be a shift of balance from the present relative over-emphasis on the control or prevention of communicable diseases towards fuller consideration of

the problems of nutrition, hygiene, sanitation, and the supply of drinking water, as well as of research on traditional medicine and pharmacopeia.

IV ROLES PLAYED BY CILSS AND BY THE HUMAN RESOURCES UNIT

- 14 - Many people now believe that CILSS should increasingly become a THINK-TANK FOR LONG-TERM POLICY ORIENTATION. If this course is adopted, the Human Resources Unit will be expected to give priority to research which aims at shedding light on the key problems of human resources development in the Sahel with regard to the overall objectives of nutritional self-sufficiency and mass development.

There is already an awareness of most of these problems among CILSS member states, but the data required for a proper presentation of them is rarely available or even non-existent at national level. The collection and processing of such data, which the States concerned by the solution of urgent short-term problems often do not have the means to collect, let alone use as the basis for overviews and prospective reports, could constitute one dimension of the proposed research. But for this research to have strategical value and be useful for planning purposes, it must also have a prospective dimension, - by being able to address the future and apprehend the different possibilities it holds - for strategy must ultimately depend on sound prediction.

- 15 - Nevertheless, the Human Resources Unit should not entirely abandon its rôle as INTERMEDIARY BETWEEN THE SAHELIAN COUNTRIES AND THE INTERNATIONAL COMMUNITY for the FUNDING of projects and programs in the sector. But an analysis of the DAKAR program's operations would lead the Human Resources Unit to recommend that national bodies should bear a larger share of responsibility, in particular for the procurement of external contributions to specific projects such as those which aim to set up training grant funds, or to strengthen existing institutions. On the other hand, the HR Unit should take the lead in the search for financial support for strategical projects which have long-term objectives and are directed towards structure-

building on a regional level. The Unit's main preoccupation should be to ensure that CILSS's endorsement gives additional political clout to projects of this type, whereas until now its efforts have been more often expended on establishing a postiori technical coherence to a program whose limits have been outlined in §1.

- 16 - Clearly, no CILSS member state could, nor would wish to, conduct its own development in isolation. Inward-looking development would be compatible neither with the traditions of the Sahelian peoples, nor with present political and economic necessities. On the other hand, inter-state cooperation seems possible and even indispensable. One of the initial aims of such cooperation could be the harmonization of national policies and sectoral strategies and one of its principal working methods could be the EXCHANGE OF EXPERIENCE AND TECHNICAL SUPPORT PERSONNEL. But this "intra-Sahelian" cooperation, which is still at an embryonic stage in the field of human resources, must be given more vigorous institutional support than in the past. The Human Resources Unit could be instrumental in achieving this by acting as a forum where decision-makers and development agents in this key sector could meet, obtain information, consult each other, and build up a capital of shared experience.

V .METHODODOLOGY FOR THE DESIGN OF THE HUMAN RESOURCES PROGRAM DURING THE 1983-1990 PERIOD

- 17 - To make sure that the Human Resources Program avoids the limitations and inadequacies of the DAKAR Program, it is necessary to design more appropriate procedures for the assembly of its constituent parts. There is evidence to show that, in the past, the analysis of the human resources situation in each country, and the design of programs, was based exclusively on knowledge of a bureaucratic nature, accumulated by the various technical services : this tended to reduce the scope of in-depth thought underlying the program and partly explains the strategical limitations of PPG/RH. Three courses can be followed in the future to improve the Human Resources Program preparation :

- It should be possible to make better use of desk knowledge by the

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creation within the CILSS National Committees - following a recommendation made at the meeting of national consultants organized by the Human Resources Unit at Praia in September 1983 - of a "Human Resources Commission" bringing together the representatives of the various ministerial departments concerned by this sector ; and by involving these commissions in the identification of actions at national level in the human resources field. This should allow for a better overall view of the sector than if the different ministerial departments were consulted separately.

- It would be worth while to broaden the effective knowledge base by making use of research conducted by Universities and by specialized Institutes. In order to do so, one could recommend that the resources of the Sahel Institute be used : its various human resources units (socio-economic and population survey unit, training department, communications department, RESADOC) already constitute a link with the Sahelian scientific community. CILSS could constitute a work-group consisting of representatives of these units. It could be made responsible for carrying out preparatory missions and for defining the strategic framework of the human resources program.

- The effective knowledge base could be further broadened by calling on villagers' knowledge collected on site. In order to do so, it is recommended that the Human Resources Unit expand its network of contacts to include non-governmental organizations in direct contact with village groups.

18 - Another way of improving the programming of human resources actions would be to modify the consultation procedures between countries and funding agencies for strategy definition and program design. In the past, this consultation was achieved as a result of the Niamey donors' meeting. However, since its purpose had been to submit projects to the financial backers, the meeting did not allow for any in-depth discussion between donors and Sahelian countries. Besides, the regional character of the meeting was not conducive to a consideration of specifically national issues.

The Human Resources Team Executive Committee (CEERH) has endeavoured to take this initial approach a step further by calling for the organization of "national consultation meetings" between national bodies involved in the human resources sector and the funding agencies. This form of consultation was first tested at the Bamako meeting in September 1981 - with positive results, since it provided an opportunity for both in-depth discussions on human resources strategies at the national level, and for an explicit statement of the donors' constraints and working methods.

It would be well worth continuing along these lines by making the Human Resources Unit responsible for organizing "round tables" on each country involved in the CILSS program. A further recommendation would be to broaden the discussion by inviting representatives of the other horizontal and vertical sectors participating in drought control.

- 19 - Improvements could also be made to the way programs are developed and monitored from a human resources angle. The first generation program, which, as we have already said, was somewhat inadequate from a strategic point of view, has shown us the limitations of a 'project by project' approach, since it favoured piecemeal methods, rather than an overall plan.

On this question, the national consultants strongly recommended at their meeting in Praia that CILSS's future policy, especially in the human resources sector, should be to sponsor programs rather than projects - and only those programs which include several complementary sections having a common strategic aim. These programs should be evaluated both continuously and jointly by the various partners involved, so that their strategic value could be checked and their actions adjusted accordingly.

It has been suggested that the "human resources national commission", which could be formed within the CILSS National Committee, should participate in this evaluation and produce a regular (perhaps annual) report on the monitoring of its programs, so as not to lose track of how the various actions are progressing.

The idea of promoting an official CILSS "endorsement" should be placed in this context : it would emphasize the strategical relevance of a particular action and encourage the international community to give it financial support. This endorsement would also add political clout to the dossier to be presented to the international community.

- 20 - All these innovations regarding methodology should bring improvements to both the strategical coherency of the future human resources program and to the integration of the human resources sector with other drought control sectors.

This last aspect seems particularly important inasmuch as the first generation program has often suffered from too many sectoral divisions. Where human resources are concerned, the limitations of an approach by vertical and horizontal sectors are clearly illustrated by the way training functions are distributed among vertical teams (who retain responsibility for specialized training projects) and the human resources team.

The removal of these limitations on the way to better integration of all drought control sectors is a primarily political choice, which can only be made jointly by all CILSS members. Within the framework of future strategy, such a choice could find practical application in the definition of "integrating themes" relevant to all, or some of, the different sectors. Another operational choice would be to emphasize the program approach rather than the project approach.

In the event of a political choice in favour of integration, the Human Resources Unit would have to ensure that its own approach lent itself to improved cohesion with other sectoral units. It could do this effectively by offering its services to the other units on the basis of lines of action such as those described in §8-13 of this paper. Several options would then be open to the Human resources Unit :

- According to a conservative hypothesis, it could pursue the line suggested in §14 of the present paper by offering policy guidance on the component parts or on the human resource implications of other

sectoral programs. In order to do so, it would base its approach mainly on the studies it had conducted with a view to developing its advisory rôle with the other units.

- According to a stronger hypothesis, it could offer the other units services of a more operational kind, such as design or evaluation support for production project training operations. This would entail strengthening the Human Resources Unit's operational team, to enable it to intervene on site at the request of the other units.

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A N N E X

REALIZATION OF THE HUMAN RESOURCES FIRST GENERATION PROGRAM :
WHICH ACTIONS WERE GIVEN PRIORITY ?

(extract of the synthesized overview of the HUMAN RESOURCES PROGRAM)

HUMAN RESOURCES UNIT
October 1983

I - SCOPE AND LIMITS OF THIS OVERVIEW OF THE HUMAN RESOURCES SECTOR

FIRST GENERATION PROGRAM

The Human Resources Sector drought control first generation program (PPG/RH), also known as the "Dakar Program", takes the form of a list of national and regional projects which relate to this sector. These projects have been identified, assembled, and in some cases, formulated by the Club des Amis du Sahel Human Resources team / CILSS for submission to the donors.

In order to make a homogeneous package of these projects and to give the program, if not strategical scope, at least a coherent policy, the human resources team organized its work within the framework of three specialized commissions ("Education/training/employment", "Participation of local populations in development", "Health/water/nutrition"), and of an "operations synthesis commission", whose brief was to determine which lines of action would give underlying unity of approach to the program.

The general framework defined by these commissions constitutes a convenient classification system for analysing the first generation program. It will therefore be used for this overview. On the other hand, it would be well to point out some of the difficulties encountered when attempting to make a retrospective analysis of the program since the 1977 Dakar meeting : they will serve to define the limits of this overview, as well as shedding considerable light on the nature of this first generation program.

- A PROGRAM WITH VARIABLE OUTLINES

Although this program is primarily a list of projects or actions, it can be seen that the list is not intangible : at each stage of its elaboration (human resources team meeting in Dakar in March 1977, second Club du Sahel Conference in Ottawa, consultation meeting with donors in Miami in September 1978 ...), the list was noticeably modified, which is an indication of the empirical, evolutive, and cumulative nature of the approach employed.

For the purpose of drawing up this overview, a reference list had to be selected. It was decided to choose the one which was used for the projects submitted to the financial backers at the Niamey human resources meeting in September 1978. A certain number of the 91 projects which had been identified in Dakar a year and a half earlier had already been removed from the first generation program after the updating missions carried out in the member countries in July/August 1973, either because their funding had already been secured through other channels, or because they lacked sufficient data for planning purposes.

- REFERENCE DATA MODIFIED BY EVENTS

Out of the 73 projects submitted in Niamey in 1978, 12 concerned Chad. The latter did not materialize and will not be taken into account in this overview, which therefore covers a reference list reduced to 61 projects.

- MONITORING DIFFICULTIES

An attempt has been made to follow the progression of the various dossiers submitted in Niamey at four key moments in their history :

- . First of all at the preparatory stage of the Niamey meeting - that is to say after the initial work had been done by the Human Resources team - which gives a picture of the proposals made by CILSS and by the member countries at the final stage of their design.
- . The state of PPG/RH after the Niamey meeting will then be examined - that is to say after the the donors had expressed their basic interest in particular sections of the program - which gives an indication of the funding agencies' initial preferences.
- . The updating missions organized by the Human Resources Unit in 1980 provide a third look at PPG/RH half-way through its elaboration.
- . Finally, the program overviews carried out at national level give the picture at the end of the program in 1983 and provide an opportunity to measure the gap between initial proposals and actual realizations.

Unfortunately, the lack of a permanent monitoring system for these projects accounts for a certain amount of information loss between 1977 and 1983 : the national consultants who conducted the program overviews were unable to trace several projects, which does not necessarily mean that they did not materialize but rather that some changes had taken place with regard to institutional transfers and redefinition or alterations of project titles. It may therefore be considered that the data contained in the present overview might be incomplete.

- THE LACK OF FINANCIAL DATA

Another of this overview's shortcomings, again due to the lack of a consistent project monitoring system, is that it was not possible to compare the total of funds requested with that effectively committed ; it was only possible to record the existence or non-existence of a funding promise, or the initial implementation of such a promise. This is particularly unfortunate inasmuch as the various projects that make up PPG/RH are extremely heterogeneous from a cost point of view. The initial calculation made after the Niamey meeting showed that health projects were the most costly, since they represented less than half the total number of projects, but accounted for almost three quarters of the program's total cost (1).

- WHAT PPG/RH REALLY IS : A MEETING-POINT

However unfortunate these imprecisions may be as far as the present exercise is concerned, they certainly reflect some of the characteristics of PPG/RH, and therefore truly belong to this overview.

(1) Approximate amount in terms of the value of approved projects (without firm funding commitment) at the end of the Niamey meeting : a total of 214 Million Dollars, divided up as follows :

- 15 Education/training projects : 34 Million Dollars
- 12 Participation/communications projects : 27 Million Dollars
- 18 Health/water/nutrition projects : 152 Million Dollars

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Despite its insertion in an explicitly strategic framework (the "strategy for drought control and for development in the Sahel"), the human resources sector first generation program has been a non-restrictive, evolutive instrument, capable of adapting to changing economic circumstances ; rather than a planning instrument in the strict sense, it has proved to be a flexible and operational framework for bringing together men, ideas and means in accordance with methods which have evolved constantly between 1977 and 1983. An overview of PPG/RH has to be more than just a stage by stage account of what happened to the projects discussed in Dakar in 1977 ; it should also consider how other actions have benefited the human resources sector (studies, seminars, workshops, varioys meetings, etc...).

However, in the sections that follow, attention will be paid primarily to an analysis of what happened to the projects submitted through the intercession of the human resources team (and unit) to the community of funding agencies, in order to determine whether certain conclusions can be drawn from CILSS's experience in this field.

II THE HUMAN RESOURCES FIRST GENERATION PROGRAM : INITIAL STAGE

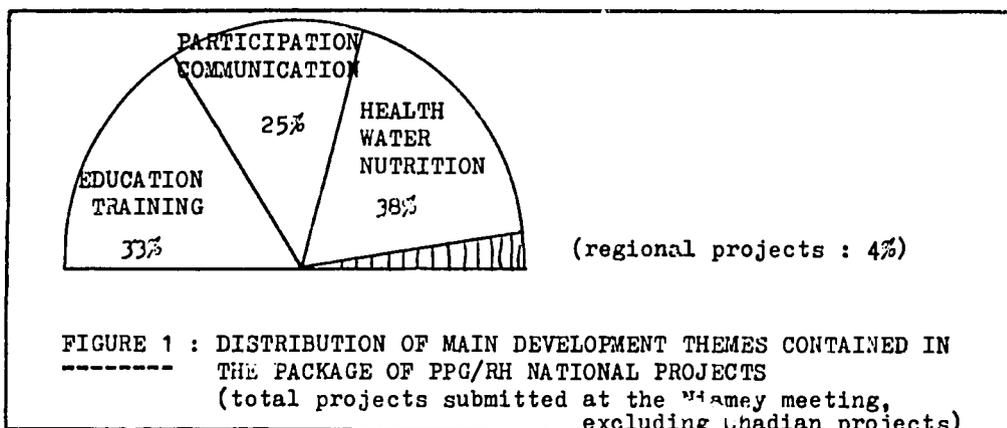
An analysis of the first generation program structure just before the Niamey meeting with the donors is a suitable starting-point for a consideration of the program's subsequent evolution. This structure also gives a rough indication of the CILSS member states' priorities in 1977 where human resources are concerned, since the first generation program was based on the states' suggestions.

- IMPORTANCE OF "HEALTH" AND "TRAINING" INPUTS

The structure of the 61-project package submitted to the donors in Niamey is illustrated in FIGURE 1.

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The above figure reveals the large proportion of HEALTH projects in this program. Apart from this, human resources problems are largely considered in terms of TRAINING or education. The strategical objective of nutritional self-sufficiency requires that emphasis should be put on training matters in conjunction with the technical support system established for the peasants (training of rural development support personnel) or with the promotion of self-support and self-education (participation).

This basic picture is confirmed in an analysis of the structure of human resources programs, although certain national programs place more emphasis on the "training" input (Cape Verde, Upper Volta, Senegal), while others emphasize the "health" input (Gambia, Mali, Niger).

It will certainly be worth examining which aspects of the human resources spectrum have been neglected by this approach, but, in the meantime, the detailed analysis of the components of the three main sections of the PPG human resources sector needs to be pursued.

- EDUCATION/TRAINING : EMPHASIS ON THE STRENGTHENING OF TECHNICAL SUPPORT SYSTEMS

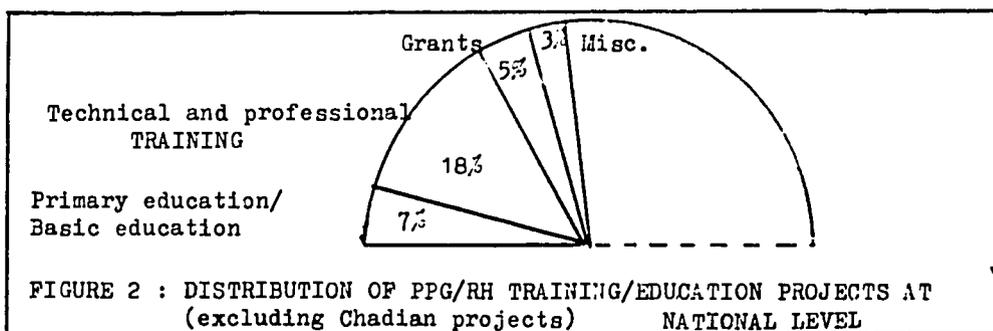
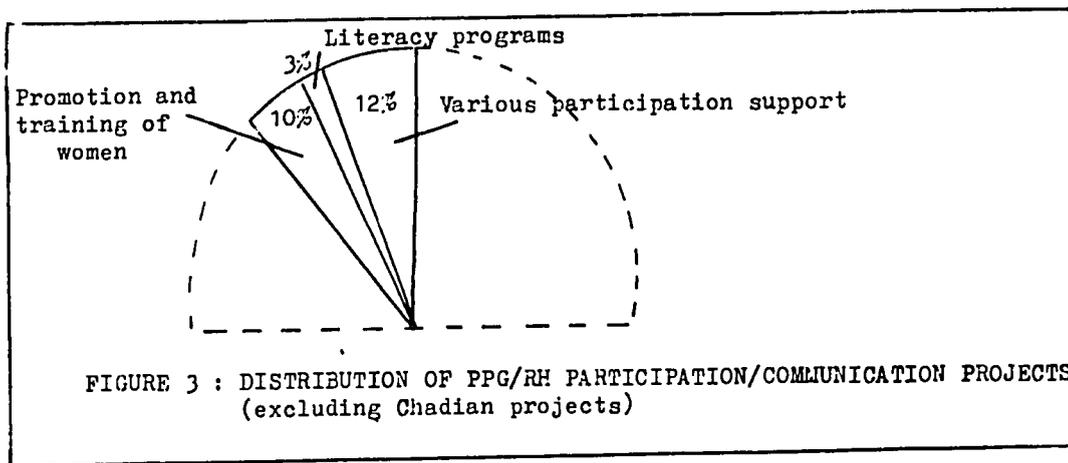


Figure 2 shows that the largest group of projects (almost a quarter of all PPG/RH projects) has to do with technical and professional training programs which aim to increase national capacity for development technical support, in both quality and quantity. Among the 11 professional training projects, only 2 (Upper Volta : training of craftsmen at regional centers and training of personnel and of peasants within the AVV) are of direct benefit, partly or wholly, to peasants. Moreover, all the projects involving the establishment of grant funds will also reinforce technical support capacities.

This gives a clear indication that national officials were all inclined to favour the enhancement of technical support structures where human resources are concerned.

As for the remainder, it can be seen that there is relatively strong emphasis on strategies for strengthening or reforming basic education (7% of projects), which can be considered a crucial area.

- PARTICIPATION/COMMUNICATION : AWARENESS OF THE PROBLEMS OF WOMEN'S PARTICIPATION
- LITTLE INTEREST IN COMMUNICATIONS



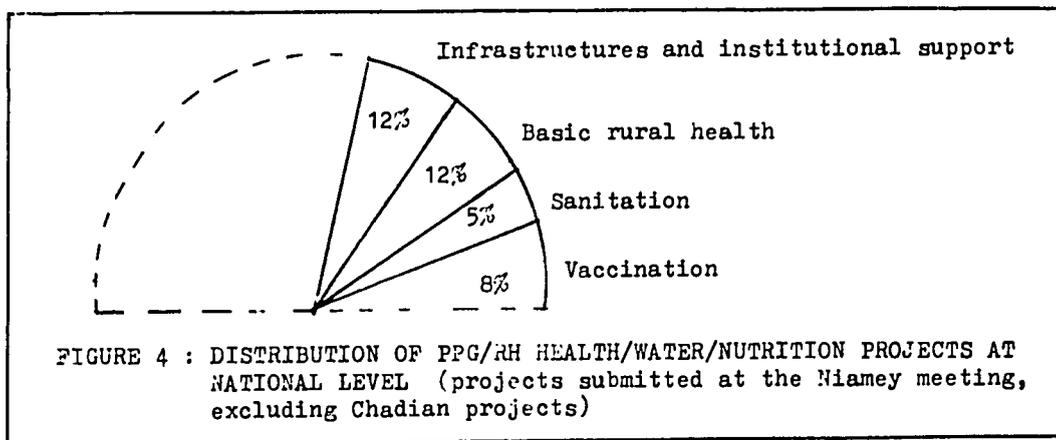
In line with the strategy which was clearly advocated in Dakar in 1977 (particularly in the follow-up to the conclusions of studies on the participation of populations in development), the second category of projects links the promotion of self-support and self-education with the improvement of social communications systems.

Attention should be drawn to the virtual non-existence of social communications projects, apart from a regional Rural Radio Program and projects involving literacy and the reinforcement of national languages. With the benefit of hindsight, one is inclined to wonder whether restricting the sole "mass media" element in the program to the development of rural radio on a regional level was not responsible for weakening that element.

The other funding requests were mainly for relatively conventional participative projects : community animation or development actions, training of peasants, and cooperatives.

What seems more remarkable is the large proportion of projects devoted to the promotion of women's participation : 10% of the total. This orientation is significant with regard to the general objective of achieving nutritional self-sufficiency, given that women play an important rôle in staple food production.

- HEALTH/WATER/NUTRITION : PRIORITY FOR PREVENTIVE ACTIONS AND BASIC HEALTH SYSTEMS



The health field is the most homogeneous from a strategical point of view. Apart from a number of projects involving the supply of equipment or support to conventional public health institutions, national strategies collectively emphasize an approach based on primary health care and preventive action. Except for Cape Verde, all countries requested international funding for a program involving the development of such a health system (12% of projects) and for more widespread vaccination programs.

At the same time, the countries found noticeable difficulty in defining nutrition projects (only Senegal and Mali submitted them), which may seem paradoxical in a post-drought context.

Similarly, only three countries (Gambia, Mali, and Niger) submitted projects involving water supply and sanitation.

- STRATEGICAL IMPACT OF THE HUMAN RESOURCES FIRST GENERATION PROGRAM

The Human Resources first generation program encompasses a fairly wide spectrum of actions, based on a relatively modest number of projects, which aim to affect the human resources sector in two principal ways :

. The orientation of resources towards mass-directed actions, principally by means of basic health projects and participative actions, as well as by projects involving literacy and basic education.

. The orientation of resources towards institutions or link-groups with a view to their having an indirect, delayed-action impact on the majority : this includes projects directed towards the strengthening of institutions in all fields, and towards the improvement of technical support capacity.

The appropriateness of this two-pronged strategy will not be analysed at this stage, since it will be included in a discussion of the strategy to be advocated for the 1983-1990 period. We will limit ourselves to an examination of what can be observed from the structure of PPG/RH, to determine to what extent the distribution of projects is likely to consolidate its strategy.

With this in mind, the following remarks may be made :

- As we have already pointed out, it is in the field of basic health that actions at the national level are most convergent and are therefore likely to have the best impact.

- On the other hand, projects concerned with the reform of educational systems, the improvement of technical support and self-support systems, are more fragmented and dispersed. It is uncertain whether these actions may

benefit from any synergetic effects, and it is to be feared that their impact will be somewhat limited.

- Attention should be drawn to PPG/RH's lack of impact in the fields of communications, employment and population programs : it was not possible to incite significant actions in these sub-sectors.

- Finally, despite the efforts of CILSS's Human Resources Unit between 1977 and 1983, the approach initiated in the production project sector has not had an impact on the training elements in this sector.

III - FUNDING OF PPG/RH PROJECTS

The structure of PPG/RH as the Niamey meeting began reflects the requests for aid made by the member states, with CILSS sponsorship, to the international community. The latter's response can be gauged in a number of ways :

- . It is possible to estimate the extent of the international community's interest in the proposals made within the framework of PPG/RH by considering the gap between the list of projects for which funds were requested and those for which funds were actually arranged.
- . The nature of the international community's interests can be apprehended by identifying which kinds of projects it is most inclined to consider.

- THE FUNDING AGENCIES' DISCRIMINATING, BUT SOLID AND CONSTANT INTEREST IN PPG/RH

Out of 61 projects submitted in Niamey in 1978, 33 received total or partial funding in 1983, which amounts to 55% of the Human Resources first generation program. This initial data reflects the international community's significant, but discriminating interest in the human resources sector projects.

A more detailed examination of the project dossiers reveals that an early selection was made from among the projects submitted by the Sahelian countries : during the Niamey meeting, only 68% of the projects retained the attention of the funding agencies. On the other hand, from this stage on, there is an overall pattern of considerable constancy on the part of the funding agencies with respect to what had only been an expression of inte-

rest (no finance was committed in Niamey : funding was later negotiated bilaterally). Thus, 80% of projects for which there had been some interest in Niamey in 1978 subsequently received partial or full funding. This is evidence of the funding agencies' very real interest in projects in the human resources sector (see Figure 5).

	Initial distribution	Funding agencies' interest in Niamey (1978)	Projects funded in 1983
EDUCATION/ TRAINING	33%	18%	13%
PARTICIPATION/ COMMUNICATION	25%	20%	15%
HEALTH/WATER/ NUTRITION	38%	25%	20%

FIGURE 5 : EVOLUTION OF FUNDING AGENCIES' ACCEPTANCE OF PPG/RH PROJECT PROPOSALS (national projects, excluding Chad)

The data in Figure 5 shows that the funding agencies' interest pattern with respect to each main category of Human Resources projects did not change between 1978 and 1983 : their constant approach to the Human Resources sector is quite clear.

- PRIORITIES IN THE HUMAN RESOURCES FIELD : DIFFERENCES IN PERCEPTION BY FUNDING AGENCIES AND BY SAHELIAN STATES

The funding agencies' interest pattern with respect to the different project categories is not the same as that which appears in PPG/RH funding requests.

Both CILSS member states and donor countries attach the greatest importance to projects in the health sphere ; on the other hand, whereas the largest group of projects submitted by the member states concerned training/education actions, the International Community gave its preference to project proposals involving participation, thereby indicating its interest in a strategy for the development of human resources by mass actions rather than by strengthening technical support (see Figure 6).

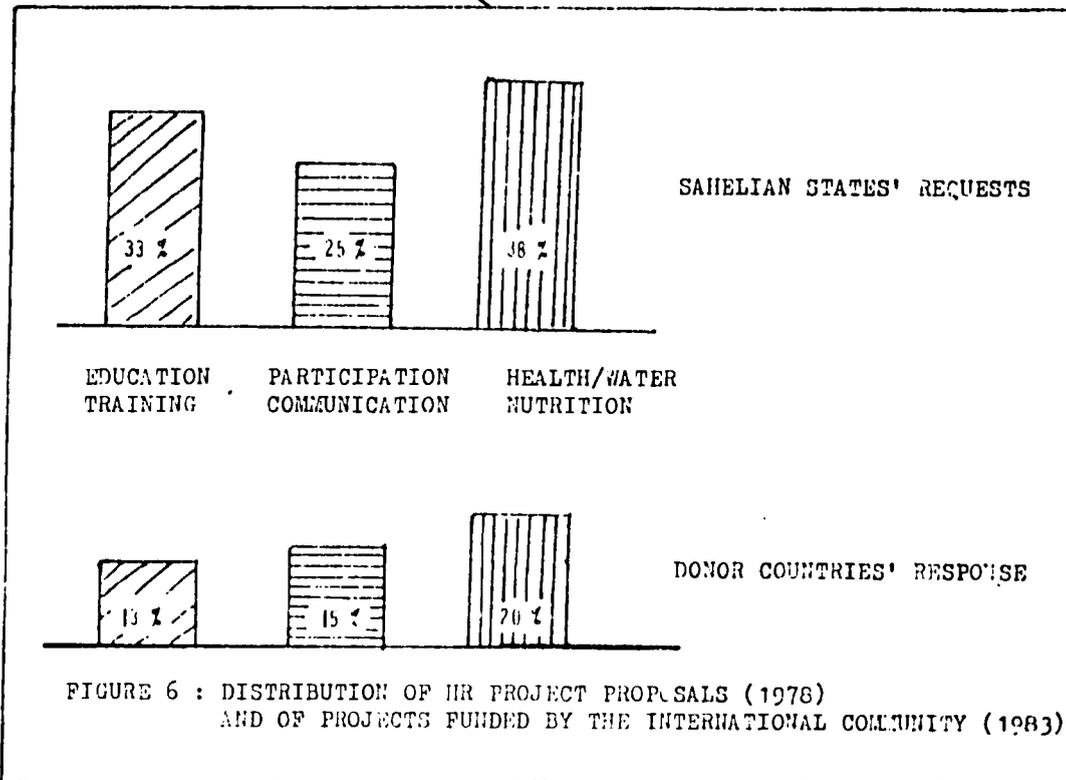


FIGURE 6 : DISTRIBUTION OF HR PROJECT PROPOSALS (1978) AND OF PROJECTS FUNDED BY THE INTERNATIONAL COMMUNITY (1983)

	% of projects which retained interest of funding agencies (Niamey 1978)	% of projects funded in 1983	constancy coefficient (1)
EDUCATION/ TRAINING	55 %	40 %	(73 %)
PARTICIPATION COMMUNICATION	60 %	66 %	(82 %)
HEALTH/WATER NUTRITION	68 %	54 %	(50 %)

(1) constancy coefficient : actual funding(1978)/funding intention(1983)

FIGURE 7 : FUNDING AGENCIES' INTEREST IN EACH MAIN PROJECT CATEGORY

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Thus, 66% of PPG projects involving participation were eventually funded (or 83% of the projects of this type which had attracted attention in Niamey), whereas the same can be said for only 40% of PPG/RH projects in the education and training sphere (or 73% of projects of this type having attracted attention in Niamey) - see FIGURE 7.

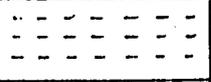
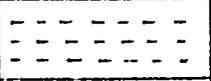
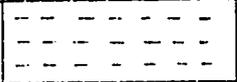
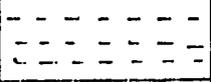
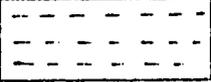
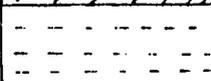
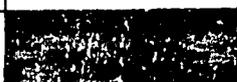
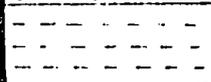
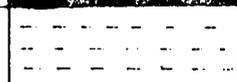
A more detailed analysis of its response pattern to funding requests confirms the International Community's particular interest in projects which are of direct benefit to grassroot groups (see FIGURE 8). As early as the Niamey meeting, the funding agencies expressed interest in projects involving basic rural health, basic education, community development and participation, and more particularly, in projects aimed at promoting and training women for development. Except in the field of basic education, their interest led to a significant proportion of actual funding.

On the other hand, projects which concerned the training of technical support staff (funding of training institutes, and grants), for which a large number of requests had been made by the member states, attracted a weaker response from the funding agencies in Niamey, as well as a low ratio of actual funding.

It seems fair to say that the human resources strategy actually applied in the Sahel during the 1977-1983 period is the result of the confrontation between the awareness, interests, and priorities of the beneficiaries and those of the funding agencies, each asserting their own orientation. It is also probable that the consultation mechanisms established by CILSS and by the Club du Sahel contribute to the regulation of this confrontation and to the harmonization of strategical outlooks on a regional level.

The final section of this chapter will be devoted to an appreciation of the mechanisms - other than those dictated by strategy - which govern a project's trajectory from its submission, through its actual funding, to its implementation.

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	Funding agencies' basic interest (Niamey, 1978)	Interest which led to actual funding (1983)	Constancy coefficient (1)
BASIC EDUCATION			60 %
TECH. AND PROFESS. TRAINING			83 %
TRAINING GRANTS			100 %
MISC.			0
PROMOTION/TRAINING OF WOMEN			56 %
LITERACY PROGRAMS			200 %
MISC. SUPPORT PARTICIPATION			60 %
HEALTH INFRASTRUCT. INSTITUT. SUPPORT			80 %
BASIC RURAL HEALTH			66 %
SANITATION			0
VACCINATION			400 %

 : very strong interest (for more than 3/4 of projects)

 : strong interest (for between 1/2 and 3/4 of projects)

 : weak interest (for fewer than half the projects)

(1) constancy coefficient : actual funding/funding intention

FIGURE 8 : FUNDING AGENCIES' INTEREST IN DIFFERENT PPG/RH PROJECT SUB-CATEGORIES.

IV - MONITORING OF FIRST GENERATION PROGRAM

An analysis of the progression of the funding agencies' interest in the different PPG/RH project sub-categories (FIGURE 8) reveals the overall constancy of their funding policies. However, the "constancy coefficients" indicate that there are some exceptions :

. There is sometimes strong renewed interest in projects which had not retained their interest initially, as in the case of literacy and vaccination projects. In both instances, the new interest is consistent, however, with the preference shown for mass actions where it is concerned. Nevertheless, these are projects which prompted a kind of delayed reaction from the international community (although the vaccination programs had already attracted some "off-project" interest at the meeting in Niamey). It could be said that in these two cases, the international community was not yet ready to commit itself in 1978.

. In other cases, interest drops sharply : this applies to both sanitation and basic education projects, which is somewhat inconsistent with the general tendency already mentioned.

These observations suggest that the analysis of the PPG/RH projects' trajectory can be taken a step further, which will lead us to focus on two questions in this section. First, we will look at how the funding agencies' interest in PPG projects was expressed and how it evolved. Following on from this, we will examine whether it is possible to identify the factors which determine the difficulties or the success of the project funding search procedure adopted under CILSS's auspices.

- DOSSIERS WITH VERY VARIED HISTORIES

In order to conduct this analysis, it will be useful to classify PPG/RH projects according to how they attracted the funding agencies' interest from the chronological point of view.

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- Among the projects WHICH WERE NOT FUNDED by the international community, two categories can be distinguished :

1) Projects which at no time attracted the funding agencies' interest. These represented 18% of PPG/RH projects (see FIGURE 9). There are no "participation/communication" projects among them, but almost half (40%) of "education/training" projects, and 13% of "health" projects.

2) Projects which interested the funding agencies in Niamey, but which were not followed up. These make up 21% of all PPG/RH projects, and a quarter of both "participation/communication" and "health/water/nutrition" projects. But it is also worth noting that in most cases the lack of follow-up is due to the member states rather than to a funding agency, either because the state felt that its initial request should be revised (as in the case of one project in Senegal), or because the funding request procedure was incorrectly followed by the state (as with a project in Mauritania and another in Niger). Where health/water/nutrition projects are concerned, this applies mainly to sanitation or nutrition projects.

- Among PROJECTS WHICH WERE EVENTUALLY FUNDED, albeit partially (55%), three distinctions can be made :

3) First of all there are a certain number of projects which, having immediately interested a funding agency, were followed up by the latter to the implementation stage. While this might be considered a "normal" situation, it in fact concerns only a minority of projects (16%). These are mainly projects of a fairly conventional type : a quarter of the "education/training" projects, especially for the supply of equipment (as in Senegal and in Cape Verde), or vaccination programs (as in Mauritania).

4) Much more common is a situation where a project file is passed from one funding agency to another : in a quarter of all cases, there has been a change of funding agency between the initial expression of interest and actual funding :
either because the original agency combined with other agencies to finance the project, which often happened with health projects or with

national projects which were eventually included in a regional funding arrangement ;

or because a new funding agency replaced the original one ;

or because the dossier was transferred to a funding agency having close ties with the original one (such as from UNDP to a specialized United Nations agency, or from US AID to the World Bank).

5) Finally, there are a certain number of dossiers which attracted no interest at the Niamey meeting, but which were nevertheless eventually funded : such is the case with 13% of the projects, particularly in the participation and health fields (as with expanded vaccination programs). In a certain number of cases, it would seem that such "afterthoughts" could be attributed to CILSS's information campaigns during the follow-up to the updating missions carried out by the Human Resources Unit in 1980.

	TOTAL	EDUCATION TRAINING	PARTICIPATION COMMUNICATION	HEALTH WATER NUTRITION
Projects which at no time attracted funding agencies' interest	18%	40%	30%	13%
Projects which were not funded despite initial interest	21%	15%	27%	26%
Projects funded by same agency that showed initial interest	16%	25%	20%	10%
Projects which experienced change of funding agency	26%	15%	33%	34%
Projects eventually funded despite lack of initial interest	13%	5%	20%	17%

FIGURE 9 : CLASSIFICATION OF PPG/RH PROJECTS ACCORDING TO HOW FUNDING AGENCIES EXPRESSED INTEREST

- THE DOSSIERS' HAZARDOUS PROGRESS, DESPITE THE INTERNATIONAL COMMUNITY'S RELATIVELY HOMOGENEOUS ATTITUDE

Two conclusions can be drawn from this initial series of observations. An analysis of the dossiers' case-histories gives a more precise picture of the international community's "discriminating, but solid and constant" attitude to PPG/RH. Such constancy should not be confused with automatism : the processing of a dossier is subject to many uncertainties and variations, which may include a change of funding agency or even abandonment. This underlines the need for careful monitoring of the dossiers' progress.

The fact that a large proportion of dossiers changed hands during the processing period does not belie the overall constancy of the funding agencies' attitude : although there are certain well-known differences in strategy and methods, the existence of a "community of funding agencies", which behaves in a specific and collective fashion, should be clearly recognized. It is important that CILSS should continue to help the Sahelian community to exist as a negotiating partner in its own right in its dealings with the donors' community.

- FACTORS WHICH TEND TO EXPLAIN THE SUCCESSFUL CONCLUSIONS TO CERTAIN DOSSIERS, AS WELL AS THE DIFFICULTIES ENCOUNTERED

The final question to be considered in this technical annex to the PPG/RH overview is whether certain factors tend to favour a successful conclusion to the dossiers.

This entails a further examination of the classification illustrated in FIGURE 9.

First of all, it should be recognized that there is no discernible formula for easy funding of a project. The most one could say, without revealing anything that was not already known, is that dossiers of a conventional kind which also correspond to an established strategic line of action (such as building or equipment supply projects),

are more likely to reach a successful conclusion than "qualitative" projects (such as those involving nutrition, for example). In short, one could say that ideas are more difficult to mobilize than materials.

On the other hand, the profile of projects which obtained no funding is more clearly discernible. Whatever their strategical value, such projects have an untimely quality : they are either premature, or would be expected to fit in better with a time schedule - such as a WHO plan or a national program - which does not coincide with that of the CILSS/Club du Sahel PPG (ie. 1977-83). Most of these projects are still looking for a funding agency (and in some cases are close to finding one). Some projects may also be badly placed from an institutional point of view : they may be attached to the wrong structure or have been subjected to institutional reforms. In both instances, these projects were not successful because they lacked the required institutional support at the right time.

It can therefore be seen that, in addition to the project's strategical value, other more technical factors, which relate to PLANNING QUALITY, intervene in the successful outcome of the various dossiers.

An analysis of the dossiers which were "reconsidered" or given a new lease of life, either through the intervention of CILSS or of a national body (which may sometimes provide a financial boost, as in the case of the government of Cape Verde for the "social workers" project) shows that, in the final instance, the determining factor remains the capacity to monitor the dossiers' progress.
