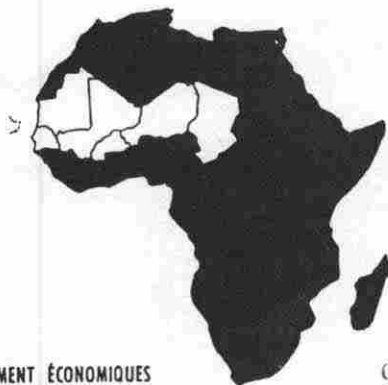


4285



OCDE/OECD

ORGANISATION DE COOPÉRATION ET DE DÉVELOPPEMENT ÉCONOMIQUES
ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

CILSS

COMITÉ PERMANENT INTER-ÉTATS DE LUTTE CONTRE LA SÉCHÉRESSE DANS LE SAHEL
PERMANENT INTERSTATE COMMITTEE FOR DROUGHT CONTROL IN THE SAHEL

CLUB DU SAHEL

SAHEL D(85)275
November 1985
Or. Fr.

GENERAL DISTRIBUTION

SIXTH CONFERENCE OF THE CLUB DU SAHEL

COMMENTS ON THE DRAFT AGENDA

(Note by the Secretariat of the Club du Sahel)

Herewith are annotations to the Draft Agenda for the Sixth Conference of the Club du Sahel.

These annotations have been made to take account of the orientations and recommendations made by participants at the Fifth Conference of the Club (Brussels 1983).

TABLE OF CONTENTS

I.	GENERAL ASSESSMENT OF THE SAHEL	3
II.	REGIONAL STRATEGY, SECTORAL STRATEGIES AND ECONOMIC POLICIES	4
III.	IMPROVING COORDINATION	10

COMMENTS ON THE DRAFT AGENDA

I. GENERAL ASSESSMENT OF THE SAHEL

- a) Retrospective View of the Sahelian Economy
Background Document D(85)256
- b) What Future for the Sahel?
Background Document D(85)276
- c) An Analysis of Official Development Assistance
Background Document D(85)277

The Fifth Conference of the Club du Sahel requested the CILSS and Club secretariats to continue the effort of reflection undertaken on the problems of the Sahel, to broaden its scope and henceforth to ensure that it fit into a more comprehensive, future-oriented and consistent framework.

To respond to that request, the two secretariats are submitting summaries of the work they have done with the help of outside consultants to take a look at the recent past - the retrospective review of the economic situation in the Sahel - and in the same way to look towards the future. This is the interim report on the prospective view of the Sahel to the year 2010.

An attempt was also made to retrace the history of official development assistance and to project future trends.

The retrospective view of the Sahelian economy reveals several positive points: a start to industrial development in several countries which had been totally devoid of any industry in 1959, the beginning of some mining industry, a brilliant upsurge in cotton production, the development of maritime fisheries, etc. It also shows up negative aspects in the economic developments which unfortunately outweigh the positive aspects so that, on the whole, performances by the Sahelian economies over the last 25 years have been mediocre.

The economic retrospective study will be supplemented by a politico-social retrospective view.

While awaiting completion of that work, the prospective study team has made a first projected estimate on possible future scenarios for the Sahel, taking into account the CILSS/Club analyses over the last ten years, other macro- and micro-economic and sectoral analyses, etc. The Club Conference will be responsible for giving its assessment of the work to date, and, where appropriate, for suggesting guidelines for the rest of the prospective study.

Regarding official development assistance, as with the prospective study, a quantitative perspective was chosen - with analysis of figures - as well as a qualitative assessment, identifying topics for further reflection to ensure greater success for external aid programmes, to be more effective and to draw on the experience from the past to try to bring about better results.

The first part of document D(85)277, entitled "A Brief Quantitative Analysis of Official Development Assistance for the Sahel", points to the problems that Sahelian governments and donor agencies will be facing the next few years.

This paper shows that:

- since the population of the Sahel will continue to increase, and
- since external debt servicing will also continue to increase in the next ten years,

the real volume of total aid will need to be raised by around 40% in the next ten years just to maintain at its current level the net assistance allocated to member countries of the CILSS.

However, the paper also raises the issue of whether maintaining net assistance will enable the Sahelian economies to develop, or whether maintaining such assistance will be enough to halt their decline. The Club du Sahel Conference is also invited to consider the way in which aid can be made more effective. Can food aid be better used to promote development? Should priority be given to activities which help to expand the productive bases of the economies? Should development projects and programmes be conceived in an entirely different way, with more specific and stringent conditions on both sides in order for them to succeed?

It would be important to know whether the conclusions reached in the analysis of aid are shared by Conference participants, whether they feel that some items deserve to be dealt with in greater depth and whether they think it worthwhile for precise recommendations to be made concerning the guidelines, methods and terms for linking the policies of the Sahelian states with those of donors.

II. REGIONAL STRATEGY, SECTORAL STRATEGIES AND ECONOMIC POLICIES

a) Revised regional strategy and proposals for its implementation

Background document D(84)251

As the attendees at the Fifth Conference of the Club du Sahel had wished, a revised strategy document is being submitted to the Sixth Conference following its review by the CILSS Council of Ministers at their meeting in Nouakchott in January 1985. This paper sought to incorporate the experience gained in the various economic- and social-policy fields and the different

sectors of the economy in member countries of the CILSS since the development of the Kuwait strategy, in order to propose new guidelines to host countries and donors.

The document begins by briefly summarising the causes and impacts of the situation in the Sahel. This situation has worsened in recent years; it is still more difficult today than ever before, even if the good harvests of 1985 are bringing some momentary respite to Sahelians.

Some major constraints were identified, which must be taken into account in any development strategy.

The scope was designedly restricted to a few fundamental principles - which each Sahelian state and each donor might profitably draw upon in devising its plans, programmes and projects - and some major objectives were defined for the short, medium and long term.

Below is an illustrative list of issues concerning the revised strategy for discussion:

1) Which role for the strategy (1)

The following roles were suggested for the drought control and development strategy:

- to define principles which each Sahelian government might use in developing its own strategy;
- to ensure consistency among national strategies of countries faced with the same problems;
- to help establish a regional action programme;
- to set guidelines to direct donor policies and programmes.

None of the strategies submitted by the CILSS and Club secretariats (the initial strategy and the revised strategies) has sufficiently fulfilled those roles. Up to now, they have not permitted fundamental changes to be made in the objectives of Sahelian and donor agencies, in the design of development programmes and projects and in the methods of implementing them. Why is this so? Are the roles assigned to the strategies over-ambitious or not realistic enough? Are they too closely confined to just the objectives of food self-reliance and ecological balance? Since there is still room for improving the strategy, how can it be improved? By better investigating the relations between the Sahelian countries and the coastal countries? By further developing relations among the strategy sectors, the other sectors of the economy and the other policy components of the Sahelian countries?

(1) See also the Document [D(85)281] entitled "The Club du Sahel and the Common Programme of Aid Agencies and Sahelians"

As it stands, and even if there is still room for improvement in the strategy, could it not play a more significant role in guiding the activities of all parties? Should not Sahelian governments and donor agencies henceforth:

- make the strategy a reference document for developing national plans and aid policies for the Sahel?
- use the strategy to test for consistency of its objectives with those of the development programmes? The strategy might, for example, be a frame of reference for joint bilateral discussions, consultative groups, round tables, etc.

2) Is the analysis set out in the revised strategy correct?

Three major objectives were proposed for the strategy:

- to make people the driving force behind development
- to build the economy on a more solid foundation
- to determine a new ecological balance and develop the area accordingly.

Practical measures were proposed in pursuance of those objectives.

There are many internal and external constraints and the strategy objectives will not be easy to attain. Since everything cannot be done at once - as the past has shown - in which areas should the primary emphasis of efforts be placed?

b) Strategy of desertification control and scope for its implementation - in pursuance of the 1984 Revised Strategy
Background documents D(85)261

The Fifth Conference of the Club du Sahel suggested that seeking what was termed socio-ecological balance must actually become the leading priority of the Common Programme of the Sahelians and the international community. The Conference requested the CILSS and Club secretariats to continue with the reflection on ecology and desertification control.

The two secretariats took part in national efforts to think about desertification control (the seminars at Maradi, Niger in 1984 and Saint-Louis, Senegal in May 1985) and in both the meetings at Dakar which widened the geographical coverage of those discussions. They were responsible for organising the meeting of the CILSS Ecology/Forestry Steering Committee in Paris in June 1984. They discussed with World Bank experts the Bank's report on desertification in the Sahelian and Sudanian zones of Western Africa. They organised a regional seminar in Nouakchott in November 1984, with the participation of Sahelian directors of national services of livestock, agriculture and water and forestry. At this seminar, a regional, multi-sectoral strategy was agreed upon.

Several governments requested both secretariats to help them adapt the regional strategy to the specific features of their countries in order to enable them to implement a new control policy to safeguard the environment, the intended result of which is to be the development of programmes and projects radically different in conception from past practice.

It will be recalled that six strategic options were decided for the regional desertification control strategy:

- voluntary and total involvement of the people;
- a comprehensive (global), multi-sectoral approach;
- land-use planning and development consistent with the proper uses of the different land areas;
- support for populations from government institutions and agencies;
- improved research, training and operational monitoring/evaluation; and
- coordination and increased support from aid donors under the aegis of each member state of the CILSS.

Some possible questions:

1) Are the regional strategy choices (and their implementation in national strategies) the right ones? Which concepts seem the most fruitful and the most valuable to the Sahelian states and to donors?

2) How should the new strategy be implemented? The strategy sets forth a number of implementation proposals (demographic policy, energy policy, research policy, water and soil policy, changes in the production systems, ways of securing the commitment of populations, etc.). Which of those proposals should be given priority?

3) Should external aid be increased? On what terms might external assistance for safeguarding the environment be stepped up?

c) Reflections on livestock strategy
Background document D(85)279

Concerning livestock, the Brussels Conference pointed out that discussion of this sector had not progressed as far as in other sectors, and the Conference requested the two secretariats to take the necessary steps to correct this and define new principles for action.

The two secretariats took part in the national discussions on livestock in Niger (the Tahoua seminar of April 1985) and they organised, as a first step, livestock sector field missions to Niger, Burkina and Mali. The combined report on these missions

was submitted to the CILSS/Club Livestock Committee in October 1985 and the summary of the work on Niger is being submitted to the Milan Conference as an example.

The study by the consultants of both secretariats shows that the design, preparation and implementation of livestock projects by both the governments of the countries concerned and donors have failed to achieve the results expected. Today, governments are disappointed and aid donors are concerned over the crisis and its impacts. The time can, therefore, be considered ripe, psychologically and objectively, for both to develop and implement a livestock strategy and policy that are more mutually consistent.

In this respect, the consultants made many practical proposals. Starting from an analysis of the current livestock situation in Niger (the case submitted to the Conference), they made suggestions covering a number of different sectors and themes which are concerned with the development of natural resources, the intensification of agriculture and of livestock, projects and programmes of support for livestock herders and the restructuring of aid.

Restructuring livestock policy and restructuring aid should in particular enable us to move beyond a solely project-oriented approach to livestock development, given that projects are limited in space and time, and that their design and implementation are not complete and are tied down to specific, individual circumstances.

This brief description does not do justice to the detailed investigative work of the experts, but it does tally with more general remarks to be found in the other Conference papers. It would, accordingly, be worthwhile to take note of the views of the Conference participants on this work, and ask them whether it should be pursued further and if it can be of use to them?

- d) Cereals policy reform and the role of food aid in the Sahel
D(85)278

Cereals policy
Background document D(85)278

The Brussels Conference wished the work of the Restricted CILSS/Club Committee on the Economics of Food Production to continue with emphasis on production, storage and marketing of cereals, processing, the conditions for supply of inputs, inter-Sahelian trade and the manifold components of a food security plan.

The CILSS and Club secretariats requested the making of an assessment for each CILSS member country of developments in cereals policy since the Nouakchott Colloquy in 1979, and of a summary of those assessments. It is that summary which is being submitted in Milan.

The summary of cereals policy reforms raises thorny issues for Sahelian states and for donors. It shows that both parties are very much involved in these issues. While significant reforms have been introduced in the Sahel, on the whole they remain incomplete. Hitherto, the real issues of agricultural policy have been sidestepped. This is due to: (1) a lack of consensus on some very major issues (fixing official "pan-territorial" (nationwide) and "all-season" prices, the respective roles of the public and private sectors in cereals trade, fertiliser subsidies, organisation of food security, and the organisation of farmers); (2) the lack of information to give guidance in making the more difficult decisions; and (3) inadequate organisation of dialogue between Sahelians and donors on development policies. Numerous suggestions are being submitted to remedy these shortcomings.

What are the opinions of the participants on the analysis set out in the cereals policy assessment? What is their opinion on the causes for lack of progress? And on the measures to be taken to press ahead with reforms in agricultural and food policies in the Sahel?

Food aid

Background document D(85)280

The drought in 1984 and the mobilisation of the international community in response to it prompted the CILSS and aid donors to undertake a comprehensive reflection exercise in terms of a CILSS/Club "network" to prevent food crises in the Sahel countries. The results of the early work by the network are being submitted to the Conference. Since the CILSS and Club secretariats had been jointly carrying on discussions since the Nouakchott Colloquy on the role of food aid in the Sahel, they quite naturally saw this new activity as an extension of their early work, on which two substantive problems arose:

- how can food aid be related to the cereals policy system of the CILSS countries?
- What role can food aid play in those countries' development?

These issues remain relevant since the answers provided up to now have not been satisfactory.

At the end of 1985, the Sahel was in a highly peculiar situation. After severe shortages, it was now threatened by a crises due to surpluses. The crises of dearth and of "abundance" both highlight the same problem, the shortcomings of food policies in the Sahelian countries, which include a limited control over food aid. These two aspects of the same crisis have found both the Sahelian governments and the donor agencies not fully equipped to deal with the situation. Much still remains to be done to anticipate food crises and, in the first place, to benefit from the lessons of recent experience.

The network meetings highlighted the problems to be solved as a priority:

- first, improving forecasts by building on the progress achieved in the last few years, particularly the CILSS/FAO post-harvest missions;
- next, improving transportation and storage logistics, without losing sight of the costs and benefits of the planned activities;
- next, developing regional trading links among the Sahelian countries and with their neighbours, since food security must be based above all on production throughout West Africa (the Sahel and the coastal countries);
- lastly, intensified discussion of the use of food aid for development purposes.

The views of Conference participants are requested on the work done by the network to date and on measures that could be taken to improve it.

III. IMPROVING COORDINATION

a) Results of the CILSS Re-organisation

In response to the wishes expressed by the President of the CILSS and its Ministers and the expressed wishes of donors supporting that institution, the CILSS was re-organised in May 1985. The text of the changes adopted by the Council of Ministers at Niamey on May 15 has been distributed to the Conference participants.

The revised mandate of the CILSS places emphasis on: (1) the collection, analysis and distribution of information to the CILSS member countries; (2) reflection on development policies and activities; and (3) coordination among Sahelian countries and with donors for medium- and long-term development and for the prevention of food crises.

The practical effect of the re-organisation should involve the CILSS member countries much more closely in the development of the work programme of the CILSS Executive Secretariat and of its specialised institutions (Sahel Institute and AGRHYMET). Other measures should improve coordination between the Executive Secretariat of the CILSS and officials of the specialised institutions.

The Executive Secretary will be able to provide the Milan Conference further details on the consequences of the re-organisation for:

- CILSS management
- financial resources and budget
- overall work programme
- coordination among the CILSS member countries on certain regional questions and the support of the CILSS for coordination efforts in each CILSS member country.

b) Coordination of the work programme of the secretariats of the CILSS and the Club du Sahel

Background documents
D(85)281, D(85)280 and D(85)282

The Sixth Conference of the Club du Sahel marks the tenth year of the Club's existence. After ten years' time, it seems opportune to review accomplishments of the joint activities of donors and Sahelians.

Three documents are being submitted to the Conference. These documents will show the commitments made by the CILSS and Club secretariats, with the support of their partners, to enable advances to be made in coordination. The commitments have doubtless brought some progress but there is still more progress to make.

The two secretariats are not the only forces at work in the field of coordination, and they have, accordingly, chosen to make proposals in those areas where they feel they can be of most help, and in which their Sahelian and non-Sahelian partners have shown sufficient interest for them to feel able to commit themselves.

The proposals they are submitting follow from the first Club du Sahel Conference in Dakar. At that time, the Sahelian leaders and the senior officials of the donor agencies had agreed in saying that the region could not raise itself up out of the situation it was in unless the Sahelians and the international community committed themselves to:

- a long-term effort, characterised by the term "contract of a generation", and
- a common effort.

The first proposal concerns continuing the reflection on strategy (regional strategy, desertification control strategy, livestock strategy, etc.) in the hope that these activities will provide a basis for the development plans of the Sahelian states and the donor agencies. Both are closely involved in the development of these strategies.

The second proposal is concerned with continuing the dialogue on economic development policies, with particular reference to the economics of food production and the policy for the operation, management and maintenance of investment projects carried out in the Sahel (recurrent costs).

The third proposal concerns the human resource development policy, particularly demographic policy and the coordination of efforts to sustain such a policy.

The fourth proposal concerns support for organising a process of coordination at the sectoral level in each of the states of the CILSS. As a first stage, the two secretariats suggest

using the strategies developed by the CILSS states for desertification control and for livestock. They also propose to update the work they had carried out with those states on irrigation in 1980.

The fifth and last proposal is concerned with using the "network for the prevention of food crises in the Sahel" with the aim of improving its organisation in order to overcome the crises, and to support both national food production and regional trade.

Some ways of acting that can facilitate progress in coordination have already been put into useful practice. These are, in particular:

- meetings among Sahelian leaders (Heads of State, Ministers, experts in the different disciplines)
- meetings at the regional level of the CILSS among Sahelian and non-Sahelian experts.

To these, it is proposed to add:

- support for sectoral meetings at the national level of the CILSS states, between national officials and local field experts, with support for national dialogue meetings on economic policy
- meetings among donors to better coordinate their positions on specific topics, as desired by the CILSS Ministers when they met at Nouakchott in January 1985.

All these meetings should be carefully prepared and attended by a very limited number of officials selected on the basis of their competence.

The object of such meetings is not to elicit immediate financial pledges but to improve what is already there, and lay the foundations for the success of new programmes.

To conclude, it should be stated that coordination has a price in terms of time and financial resources, even if such resources are to be limited to the greatest possible extent.

These few comments do not exhaust the discussion, and it is hoped that numerous suggestions will emerge from the Sixth Conference.