

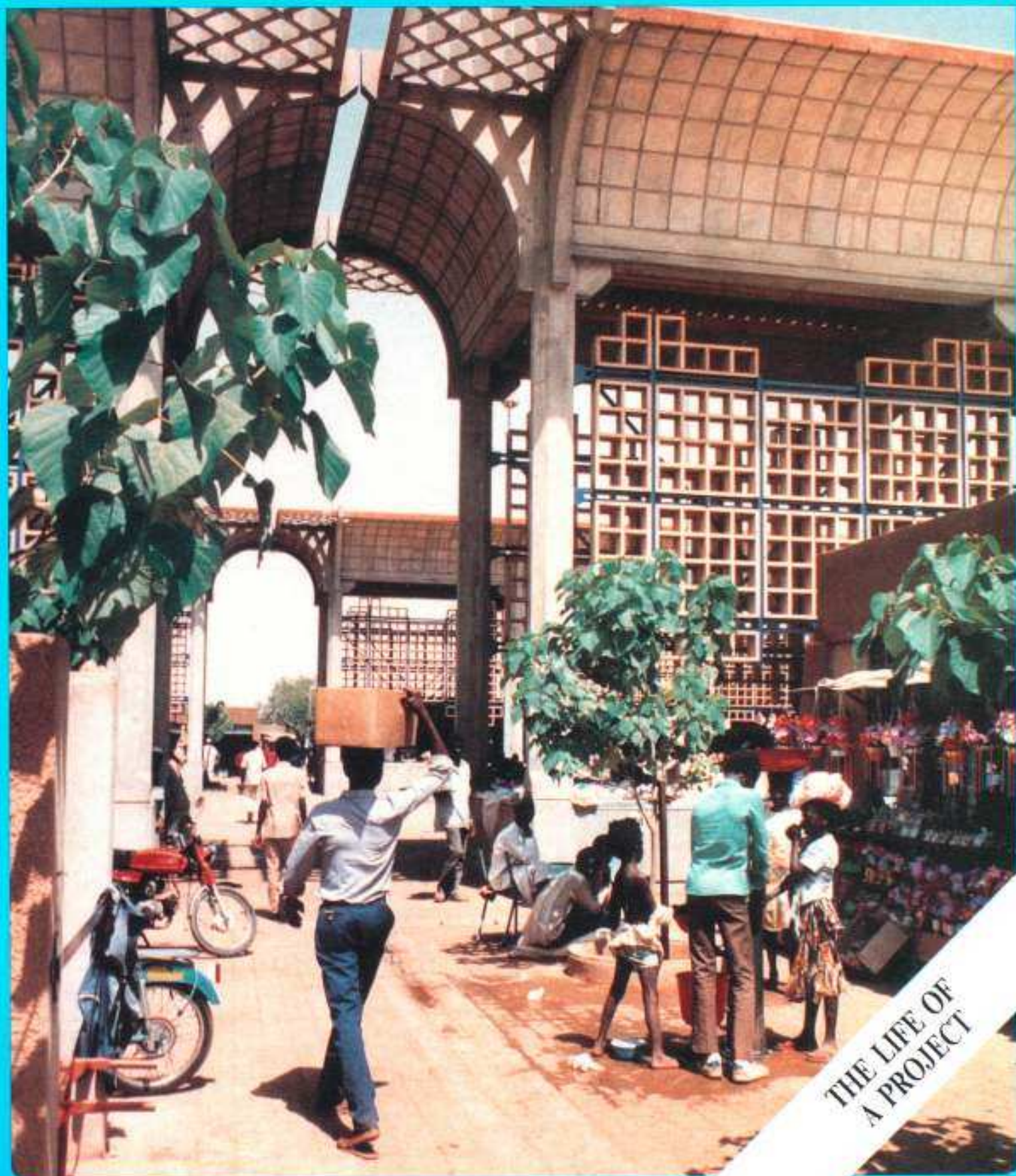


# The Courier

AFRICA-CARIBBEAN-PACIFIC - EUROPEAN COMMUNITY

Published every two months

No 106 - NOVEMBER-DECEMBER 1987



THE LIFE OF  
A PROJECT

## THE EUROPEAN COMMUNITY

BELGIUM  
DENMARK  
FRANCE  
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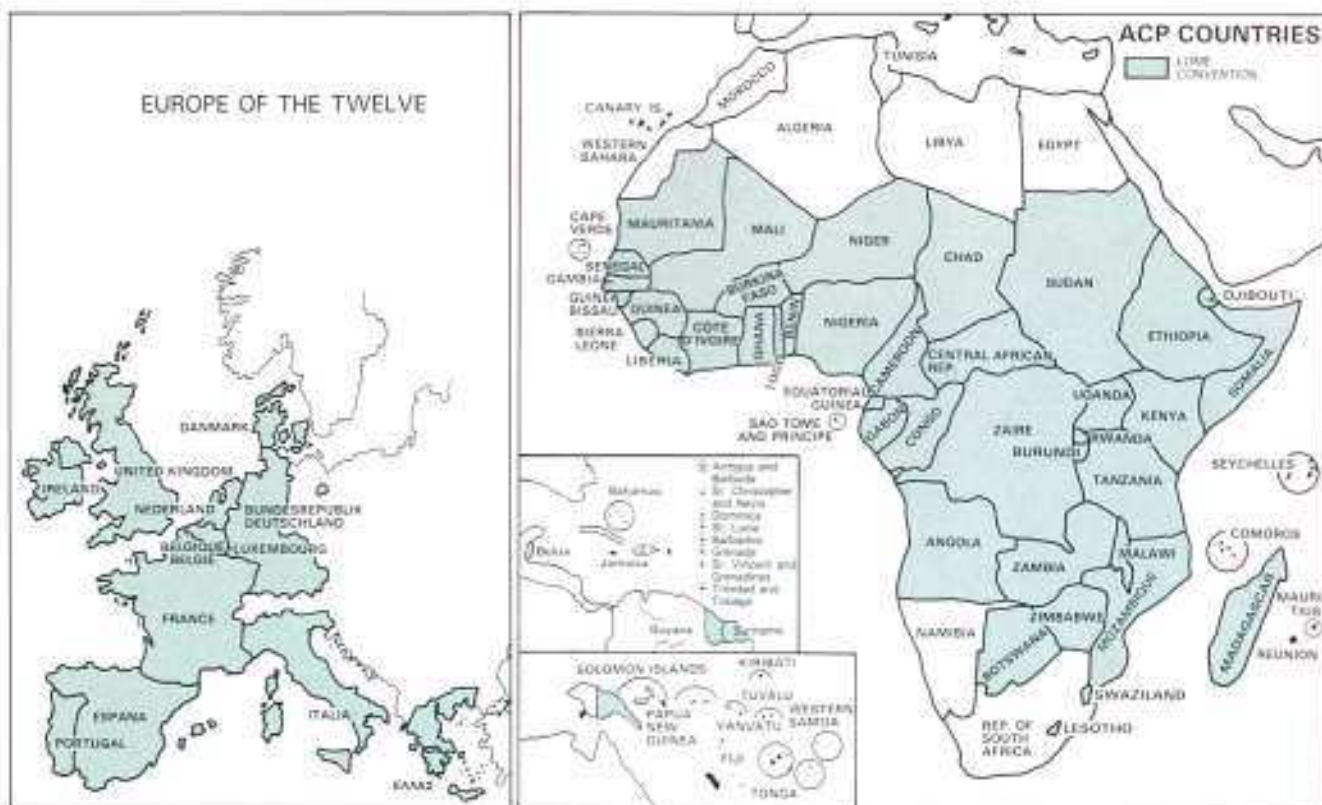
General Secretariat  
of the ACP Group  
of States  
Avenue Georges Henri, 451  
1200 Brussels  
Belgium  
Tel.: 733 96 00

## THE 66 ACP STATES

ANGOLA  
ANTIGUA & BARBUDA  
BAHAMAS  
BARBADOS  
BELIZE  
BENIN  
BOTSWANA  
BURKINA FASO  
BURUNDI  
CAMEROON  
CAPE VERDE  
CENTRAL AFRICAN  
REPUBLIC  
CHAD  
COMOROS  
CONGO  
CÔTE D'IVOIRE  
DJIBOUTI  
DOMINICA  
EQUATORIAL GUINEA  
ETHIOPIA  
FIJI  
GABON

GAMBIA  
GHANA  
GRENADA  
GUINEA  
GUINEA BISSAU  
GUYANA  
JAMAICA  
KENYA  
KIRIBATI  
LESOTHO  
LIBERIA  
MADAGASCAR  
MALAWI  
MALI  
MAURITANIA  
MAURITIUS  
MOZAMBIQUE  
NIGER  
NIGERIA  
PAPUA NEW GUINEA  
RWANDA  
ST. CHRISTOPHER & NEVIS  
ST. LUCIA

ST. VINCENT & THE  
GRENADINES  
SAO TOME & PRINCIPE  
SENEGAL  
SEYCHELLES  
SIERRA LEONE  
SOLOMON ISLANDS  
SOMALIA  
SUDAN  
SURINAME  
SWAZILAND  
TANZANIA  
TOGO  
TONGA  
TRINIDAD & TOBAGO  
TUVALU  
UGANDA  
WESTERN SAMOA  
VANUATU  
ZAIRE  
ZAMBIA  
ZIMBABWE



### FRANCE

(Territorial collectivities)

Mayotte  
St Pierre and Miquelon

(Overseas territories)

New Caledonia and dependencies  
French Polynesia  
French Southern and Antarctic Territories  
Wallis and Futuna Islands

### NETHERLANDS

(Overseas countries)

Netherlands Antilles  
(Bonaire, Curaçao, St Martin, Saba,  
St Eustatius)  
Aruba

### DENMARK

(Country having special relations with Denmark)  
Greenland

### UNITED KINGDOM

(Overseas countries and territories)

Anguilla  
British Antarctic Territory  
British Indian Ocean Territory  
British Virgin Islands  
Cayman Islands  
Falkland Islands  
Southern Sandwich Islands and dependencies  
Montserrat  
Pitcairn Island  
St Helena and dependencies  
Turks and Caicos Islands

This list does not prejudice the status of these countries and territories now or in the future.

The Courier uses maps from a variety of sources. Their use does not imply recognition of any particular boundaries nor prejudice the status of any state or territory.

## MEETING POINT: Shridath Ramphal

The Commonwealth is a unique group of countries that spans the world and embraces both North and South, developed and developing economies, and a wealth of cultures and traditions. Commonwealth Secretary-General Sir Shridath Ramphal explains what the Commonwealth is and how it works.

Pages 2 to 4



## COUNTRY REPORT



**NIGERIA:** A huge nation; rich in its human resources as in its energy resources (especially of course its petroleum), Nigeria is one of the heavyweights of the African continent and a natural leader in African initiatives. But despite its riches—or because of them—it has proved difficult to govern, the 27 years since independence

having witnessed one civil war, five *coups d'état* and 17 years of military rule. Now, with oil prices slumped, the economy is undergoing painful but vital reform in the shape of the Structural Adjustment Programme. Agriculture offers the best hope for expansion and diversification, but the Nigerians hold other cards, too. Pages 8 to 38

## DOSSIER: The life of a project

Just like a living creature, a project grows in several stages, from conception to adulthood, when everything that it has set out to achieve is fully functioning. This Dossier describes the various stages of a project's development, with the majority of its articles based on examples taken from ACP-EEC cooperation. And, indeed, it is through the proper understanding of the rules, procedures and sharing of responsibilities affecting projects and programmes that successful cooperation comes about. Pages 48 to 86



## THE ARTS: Notting Hill Carnival



Over one million people annually attend the London Notting Hill Carnival. Now the largest street festival in Europe, *The Courier* reports on this year's celebrations which took place on 30-31 August, on the organisation of the Carnival itself and on its future, given the calls

now being made for it to be moved to an enclosed venue. Pages 98 to 100

## NEWS ROUND-UP: Joint Assembly in Lisbon

Between 28 September and 2 October last, the Joint Assembly—comprising MPs or other representatives of the 66 ACP States and members of the European Parliament—met in Lisbon to examine various aspects of the Lomé Convention and its implementation. The main report, submitted by Mr A. Hambayi (Zambia) centred on regional cooperation. The questions of human rights and of ACP-EEC cooperation in the Pacific were also debated. Pages I to III

# The Courier

AFRICA-CARIBBEAN-PACIFIC — EUROPEAN COMMUNITY

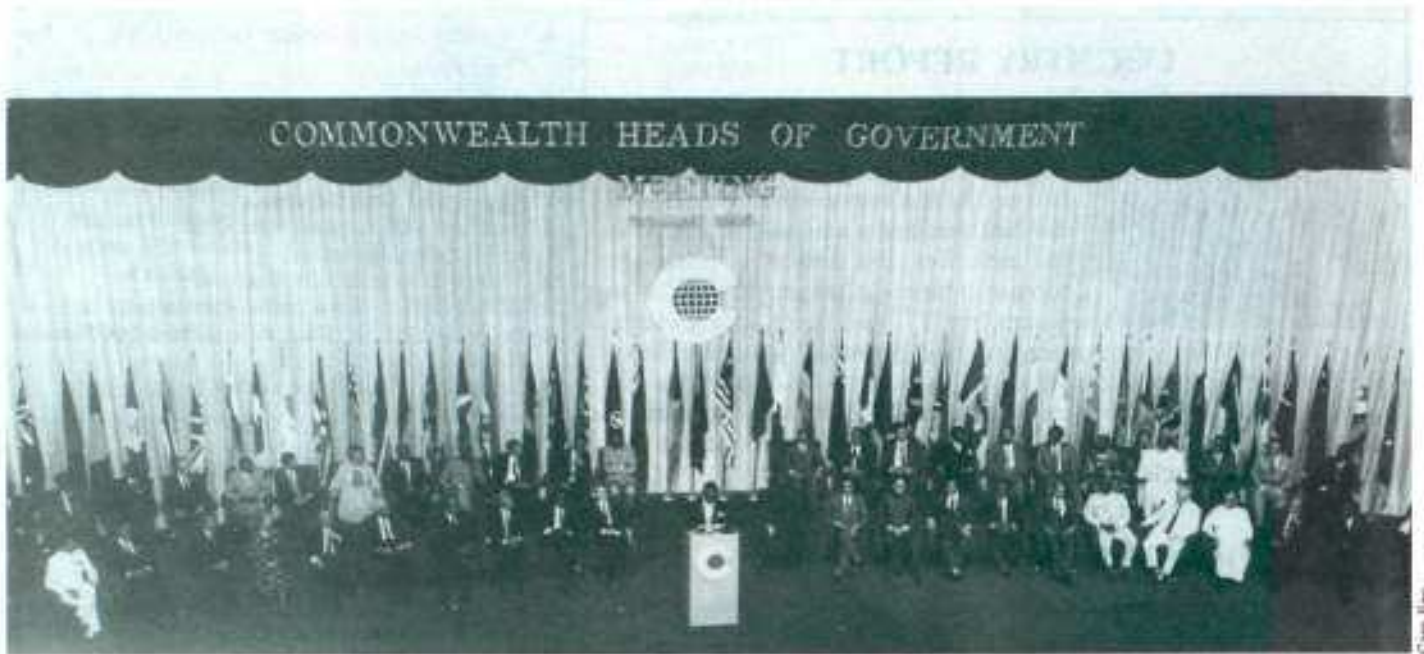
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# SHRIDATH RAMPHAL

## Commonwealth Secretary-General



## “A complete microcosm”

Unlike most major institutions, the Commonwealth has no official birthday, since it was never created. It evolved in a mysterious fashion from the British Commonwealth of Nations which in turn evolved, in the earlier years of this century, from the British Empire. It has no constitution and no specific inherent programme, yet it unites 48 countries (of which 34 are members of the ACP Group, and one, the United Kingdom is a member of the EEC). Of these 48, 26 are republics, five are monarchies with their own sovereigns and 17 have Queen Elizabeth II as Head of State. What they all have in common, however, is their acceptance of the Queen as a symbol of the free association of independent states and, as such, Head of the Commonwealth. They also share the tireless services of Sir Shridath Ramphal, a Guyanese lawyer and statesman who, for more than 12 years, has been Secretary-General of the Commonwealth. A free association of states that crosses the North-South divide and seeks the resolution of common problems in a pragmatic way must be of interest to all readers who are part of the Lomé experience, and Sir Shridath found time in his busy schedule to answer some of *The Courier's* questions.

► *The Commonwealth is often described as a unique body. What, according to you, are the main elements in this "uniqueness"?*

— Its "uniqueness" can be attributed to its deep historical roots that provide member countries with a common language and close cultural and economic ties. However, the relationship goes further than this in that the Commonwealth is a voluntary, informal, association based on principles of partnership and equality. It is the only international grouping out-

side the United Nations to form a complete microcosm of the world community, bringing together developed and less developed countries from across the globe, and acting in many ways as a bridge between the two economic worlds of our planet. It does not seek to make a contribution to dialogue where the larger, more formal, body cannot. Thus, while Commonwealth members are able to belong to other international bodies, the Commonwealth is a link between them and complements other forms of international co-operation.

► *How has the Commonwealth evolved over the last ten years and has the Lomé Convention had any influence over this evolution?*

— Over the last decade, the Commonwealth has been in the forefront of efforts to resolve the problems of South Africa: the—ultimately successful—bid to secure a negotiated settlement to the problem of Zimbabwe; support for the frontline, SADCC, states; the work of the Eminent Persons Group and the various economic measures agreed by the Common-

wealth in respect of South Africa. This will continue to be a major preoccupation until South Africa and Namibia are free from the apartheid system and minority rule.

The Commonwealth has also become more involved in providing a constructive input into solving global economic problems. The world is becoming more interdependent economically; but there has been a weakening of multilateral institutions and the potential will to handle the problems thrown up by this interdependence. The Commonwealth has devoted a good deal of attention through expert group reports and discussion to the problems of protectionism and multilateral trade negotiations, the international debt crisis, the workings of the international monetary system, and financial flows to developing countries.

It would be difficult to correlate directly the recent Commonwealth initiatives with developments under Lomé. Commonwealth policy strategy is defined through a series of biennial meetings of Heads of Commonwealth Governments whereas the Lomé Convention is a contractual relationship between the EEC and 66 developing countries covering a wide range of financial and technical arrangements over a defined time period. Notwithstanding these differences, the great majority of Commonwealth countries are developing nations, many of which have only gained independence since the 1960s, and there are 34 Commonwealth ACP signatories to the Convention. Measures—as in Lomé—to promote their economic and social development are important. For many Commonwealth countries, the sugar producers for example, the Convention represents their livelihood. I was myself directly involved in negotiating Lomé I and I know the hopes that were invested in it. I have to say that there has been some disillusionment on the ACP side. The EEC no longer seems able or willing to use the Convention as a vehicle for offering leadership on North-South issues. These days, all roads lead to Washington—and increasingly, Tokyo—rather than Brussels. Moreover, while the Convention provides an example of regional co-operation, the Commonwealth takes a more global perspective when looking at means to reducing the



Sir Shridath Ramphal

disparities between rich and poor countries.

► *The Lomé Convention is cemented by financial undertakings given every five years. Would similar undertakings be feasible or desirable in a Commonwealth context?*

— I do not think it would be feasible or desirable, mainly because of differences in organisational structures and *modus operandi*. As you know, the Lomé Convention is a specific contractual arrangement whereby EEC member countries agree to fund individual country programmes of the ACP, and provide other financial support, over a five-year period. The Commonwealth does not operate in that fashion; it receives annual financial contributions from all its members which are used to assist in administering the association and to provide resources for those activities that are undertaken over a shorter time-horizon and in a flexible and responsible fashion. And, of course, we operate on a much smaller scale. Trade preferences, furthermore, now play a negligible role in the Commonwealth, unlike the Convention.

► *Is it possible, in a grouping as diverse as the Commonwealth, to reach a common position on such matters as debt, protectionism, producer prices for raw materials or the EEZ?*

— One of the advantages of the Commonwealth is that it embraces member governments of varying economic backgrounds and interests, so that in a relatively informal and relaxed manner it can promote dialogue even among governments with radically different interests and positions. The Commonwealth has, on some issues, been able to take up a more advanced position than the international community as a whole and, because of its representative membership, has been able to take issues forward. Among recent issues, I would cite the replenishment of IDA; recognition of the special needs of small states; and the process of global economic dialogue in a Fund/Bank context. And, of course, our expert group reports—Helleiner on international monetary issues; Cairncross on protectionism; Lever on debt—are consensus, if unofficial, documents that have become major reference points. Progress is not often easy and requires a great deal of time, effort and patience, but it is possible and extremely rewarding.

► *During the past 25 years, there have been numerous intra-Commonwealth disputes (the Indo-Pakistan war, the Biafra episode, and so on) which have been solved by non-Commonwealth mediators. Is there not more scope for a Commonwealth role here?*

## Commonwealth Member States

- |                     |                                  |
|---------------------|----------------------------------|
| 1 Antigua & Barbuda | 25 Malta                         |
| 2 Australia         | 26 Mauritius                     |
| 3 The Bahamas       | 27 Nauru                         |
| 4 Bangladesh        | 28 New Zealand                   |
| 5 Barbados          | 29 Nigeria                       |
| 6 Belize            | 30 Papua New Guinea              |
| 7 Botswana          | 31 St Christopher-Nevis          |
| 8 Britain           | 32 St Lucia                      |
| 9 Brunei Darussalam | 33 St Vincent and the Grenadines |
| 10 Canada           | 34 Seychelles                    |
| 11 Cyprus           | 35 Sierra Leone                  |
| 12 Dominica         | 36 Singapore                     |
| 13 The Gambia       | 37 Solomon Islands               |
| 14 Ghana            | 38 Sri Lanka                     |
| 15 Grenada          | 39 Swaziland                     |
| 16 Guyana           | 40 Tanzania                      |
| 17 India            | 41 Tonga                         |
| 18 Jamaica          | 42 Trinidad & Tobago             |
| 19 Kenya            | 43 Tuvalu                        |
| 20 Kiribati         | 44 Uganda                        |
| 21 Lesotho          | 45 Vanuatu                       |
| 22 Malawi           | 46 Western Samoa                 |
| 23 Malaysia         | 47 Zambia                        |
| 24 Maldives         | 48 Zimbabwe                      |

— Yes, there is of course scope for the Commonwealth to act as a mediator in intra-Commonwealth disputes. But because of the informal nature of the association and the sensitivity of the particular situation, Commonwealth involvement has to be requested by the protagonists of the disputes. And when we do enter we must have the support and co-operation of all member governments. The Commonwealth is willing and able to respond to such requests, but the lead must come from the parties concerned. There are also many occasions when informal discussion between Heads of Government at Commonwealth meetings can be very valuable in clearing the air. The discussions at Delhi in the aftermath of the Grenada invasion, for example, did a great deal to dispel misunderstandings and reduce frictions between members.

► *The present dilemma of combating apartheid has raised the spectre of the Commonwealth "tearing itself apart". Can you envisage a Commonwealth without the UK?*

— I suppose anything is possible so I should not dismiss your question completely out of hand. However, I find it difficult to imagine the circumstances under which Britain would leave the Commonwealth. Remember, the Commonwealth is a voluntary association and there is no compulsion on member governments to agree to certain resolutions that are contrary to their own dictates. The advantage of the Commonwealth is that it provides member countries with an opportunity to voice their opinions and, if need be, to reserve their judgement, while working together. Britain has a special place because of the deep historical ties of our association and because Queen Elizabeth is the Head of the Commonwealth as well as the British monarch. While I cannot conceive of British withdrawal, I am sure the Commonwealth would nonetheless survive, albeit in a different form, if it happened.

► *There is no written constitution for the Commonwealth; as its members' cultures, political systems and*

*economic interests evolve differently, do you consider the "shared past" as a solid basis for future evolution?*

— Yes I do, provided that we keep ourselves abreast of international development issues and current problems so that the Commonwealth can respond in the appropriate manner. If member governments felt that the Commonwealth was not in tune with international opinion or was neglecting areas of work which should be receiving more attention and exposure, then member governments would turn to alternative international bodies and question the Commonwealth's appropriateness. In practice, the association has flourished and those leaders who have publicly questioned its value—as Mr Mahathir of Malaysia did publicly in Nassau—have subsequently been persuaded of its worth and have become more—not less—active members.

► *Much has been made in Britain of the creation of a "Haut Conseil de la Francophonie". It is said to be a tribute to the "intangible" bonds which unite the English-speaking Commonwealth, and a sign that the Commonwealth "must be doing something right". What is your opinion?*

— We are public servants of Commonwealth Governments, and they are our paymasters, so the fact that the association is thriving and received commendations from governments for its work and the manner in which it is undertaken suggests that they are getting value for money and that there is a role for the Commonwealth to play in world affairs. I think the key to the success of the Commonwealth is that it has successfully made the transition from the "British Commonwealth" to the "Commonwealth of Nations".

► *Your term of office has been accounted as outstandingly successful—what, among your achievements, gives you the greatest pleasure?*

— Undoubtedly, the Commonwealth's role in conflict-resolution in what was then Rhodesia and, specifically in the arrangements that led to the peaceful creation of the independent state of Zimbabwe under democratic majority rule in 1980. ◻

Interview by Tom GLASER

## Caribbean regional seminar on women and development

by Dorothea VERSTEYLEN (\*)

The Commission has just published a report on a seminar organised last year in Port of Spain (Trinidad and Tobago) on the participation of women in development in the Caribbean ACP States. This seminar, sponsored by the European Community, was a regional meeting attended by some 28 representatives from ten Caribbean countries. Also present as observers were the Women's Affairs Officer of the Caribbean Community Secretariat (CARISEC) and the Social Affairs Officer of the UN Economic Commission for Latin America and the Caribbean (ECLAC).

This meeting was the third in a series of regional seminars organised by the Commission on "Women and Development", the two previous ones being held in Lomé and Nairobi in 1984.

The purpose of the seminar was twofold: to make known the workings of Community aid to people with extensive experience in the field of women in development and to identify priority needs of women in the region. The seminar was in fact a workshop whereby participants, in three working groups, discussed different themes which appeared to be of priority importance for women in the region. The three main subjects were generation and protection of employment; health; education, training and information.

Although the working groups focused on such different themes as employment, health and training, there was one main dominating issue which penetrated each sector, to wit, the problem of violence towards women, and affects them in all sectors and spheres of life: in the public as well as in the private sphere and in all economic and social aspects in countries represented at the seminar.

This problem of violence cannot be isolated as a mere social or health problem "only" affecting women, the participants said. They stressed that it

must be seen as an issue affecting the whole developmental process of Caribbean society — including the contribution of women to economic life — and needs to be approached in a multi-disciplinary way.

In this respect it was felt that Multi-Purpose Women's Health Centres should be created which would provide appropriate environments for medical services, health education, counselling and support services for victims of different forms of domestic abuse. They would also be valuable centres for action research with women on women's health problems and for the training of health educators, counsellors and administrators.

As for the employment and training sector, it was stressed that women's needs for income-earning opportunities have increased because of the economic crisis. Besides, women, whether as heads of households or as secondary income-earners, are chiefly responsible for providing for the needs of their dependants and are generally in need of their own income to satisfy those needs.

Among the factors preventing Caribbean women from earning an income are lack of access to production factors, in particular credit, and to technical and vocational training in fields traditionally reserved for men.

Women suffer disproportionately, as compared to men, from low pay, poor conditions of employment and from unemployment. While initiatives to create employment and revitalise the economies of the Caribbean have created new types of employment for women, they have also had negative consequences. Thus, for example, tourism and free trade zones have tended to institutionalise the exploitation of women as low paid workers.

The seminar made a number of recommendations to governments and donor agencies related to women's employment in the formal and non-formal sector in order to ensure that development policies and programmes no longer have discriminatory side-

effects which are detrimental to the status of women in general and to women employees in particular. These recommendations concern labour legislation, working conditions, provision of training in development planning, management as well as vocational training, appointment of women to senior positions, etc.

As for the theme of education, training and information, the participants stressed the importance of the media which are largely dominated by anti-social and sexist stereotypes of women, in both foreign imports and local products.

The media give little space to providing women with information on e.g. legislation affecting women's interests or to discussion of such issues.

The seminar recommends that women should be trained in media production. A successful initiative in this respect has already been established in Jamaica and was presented at the seminar. SISTERN, a Jamaican women's theatre company (with financial assistance from the EEC) produces material on the subordination of women in Caribbean society. It is now widely known. It is producing and marketing videos of its theatre productions and video documentaries on women's work. These are effective means for stimulating group discussions as well as for imparting information.

The seminar can be classified as a success as it did provide elements for follow-up by governments, NGOs and donor agencies in terms of development planning and programming.

For the participants who all had significant experience at grassroots as well as policy-making level, the seminar was a useful opportunity to exchange experiences and ideas and to be informed on EEC development policy and EDF financing mechanisms and procedures. The seminar also helped to find concrete means of improving EDF projects and programmes in order to increase the participation of women as beneficiaries of, as well as contributors to, development. ◊

D.V.

(\*) Directorate-General for Development, Commission of the European Communities.



# National parks and protected areas of Africa: a better contribution to development

by Gérard SOURNIA (\*) and Enrico PIRONIO (\*\*)

The Commission for National Parks and Protected Areas (International Union for the Conservation of Nature and Natural Resources) held its 28th session in Niger on 18 to 22 March this year. The meeting was partly in Niamey, the capital, and partly in the Tapoa, W National Park. It was the Commission's third meeting in sub-Saharan Africa (following sessions in Zaïre and Zimbabwe) and its first in western Africa.

## The Union and the National Parks Commission

The Union was founded nearly 40 years ago, in 1948, in Fontainebleau, under the aegis of France and UNESCO and is now the world's main organisation for the conservation of nature and natural resources.

It has more than 500 members from almost 120 countries and groups together 60 or so States from around the globe. Niger is the latest one to join, its membership having been made official the day after the 28th session.

The Union has six special commissions (ecology, education, environmental planning, environmental poli-

cy, law and administration, national parks and protected areas and the protection of species) and various advisory groups, as well as centres for conservation for development, conservation monitoring and environmental law, so that it now has a worldwide network.

It also provides services for a number of international conventions: The Washington Convention — (CITES), the Ramsar Convention and the World Heritage Convention.

And now it has its new regional delegation facilities and can be increasingly active in the field.

The National Parks and Protected Areas Commission collects and summarises data and resource materials and offers technical advice to governments in the very specific field of the conservation of nature.

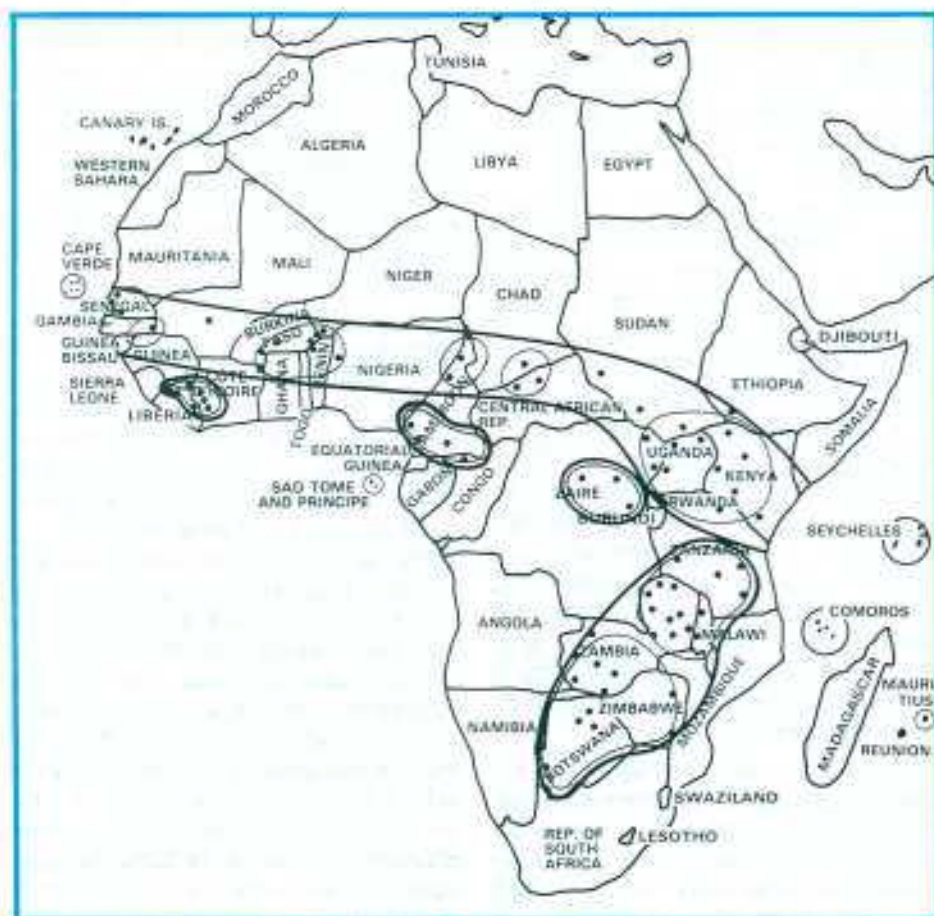
## The 28th session

Niger, the host and organiser of the meeting, was not the only African country present. Many others, French-speaking in the main, (Burkina Faso, Chad, Côte d'Ivoire, Congo, Gambia, Guinea, Guinea Bissau, Guinea, Equatorial Guinea, Mali, Senegal and Zimbabwe) were there, as were representatives from others parts of the world, too — Canada (Canada Parks and the Directorate-General for National Parks of Quebec), the EEC, the Netherlands and France.

Several new and highly significant contributions were made. The EEC's first attendance was a sign of the Community's increasing interest in environmental protection and the preservation of nature. The EEC commitment was largely apparent in the ongoing national park development and management projects in Benin, Uganda and Botswana, and from the fact that others, in the CAR, Chad, Zaïre and so on, are being appraised too.

Other new official participants and observers included Equatorial Guinea (its first involvement in a nature conservation meeting), Canada and the Netherlands.

It was not by chance that Niger was chosen as the host this time. This



Principal parks of Africa

(\*) IUCN regional delegate for West Africa.

(\*\*) Administrator, Directorate-General for Development, Commission of the European Communities



country is in the Union's new regional delegation in western Africa and thus indicative of the specific features of this part of the continent. The choice also highlighted one of the countries of this region which, with Burkina Faso, Côte d'Ivoire, and Senegal, is often looked to because of its exemplary nature conservation and national parks policy. Confidence proved justified by Niger's recent membership of the Union.

### Guidelines for action

The document produced by the Commission's executive secretariat (on a strategy for action in the protected areas of tropical Africa) and the Union leaders' key speeches reflected a long-term political programme which was presented, discussed and amended by the countries which attended the meeting.

This enabled the aims for the next 15 years to be laid down. They are to:

- get the governments and decision-makers to recognise the spatial reality of the national parks and other protected areas;
- encourage people to capitalise on achievements by increasing the existing potential, rather than by new extensions or the creation of new protected areas;
- encourage rational wildlife exploitation schemes and demonstrate their economic usefulness;
- seek to integrate the protected areas in both the national economy and the regional development policy and involve the people and take account of their interests;
- encourage regional action and cooperation programmes;
- stress staff training, with particular emphasis on training *in situ*.

The high spots of the discussions were:

- conservation as a way of combating and containing the various forms of environmental deterioration. The national parks and protected areas are a means of winning back damaged areas around a healthy nucleus;
- current attempts at capitalising on the wildlife and its environment, the Camp Fire in Zimbabwe, for example and Nazinga in Burkina Faso, as well as various other projects going on in Côte d'Ivoire;

— poaching, recognised as a major constraint by all the states at the meeting and one which is still the cause of considerable concern. None of the countries were really in a position to

tiers of Niger, Burkina and Benin (W, Arli and Pendjari), the third biggest block on the continent and the first in western Africa, with its 2 000 000 ha, the assistance to be given to the coun-



*The creation of national parks can halt environmental decay and safeguard wildlife*

cope with it. Participants, for example, wondered why, in spite of the exceptional means at its disposal, the Directorate for National Parks in Senegal had not been any more successful than anyone else at doing away with poaching.

### Protection of natural forests

Various ideas came up alongside the official discussions and were the subject of informal exchanges of views and information, in particular between the representatives of the EEC and the Union. To the forefront here was the protection and development of the tropical forests of central Africa (Congo—Cameroon and Zaïre—CAR), common regional schemes aimed at all the protected areas along the fron-

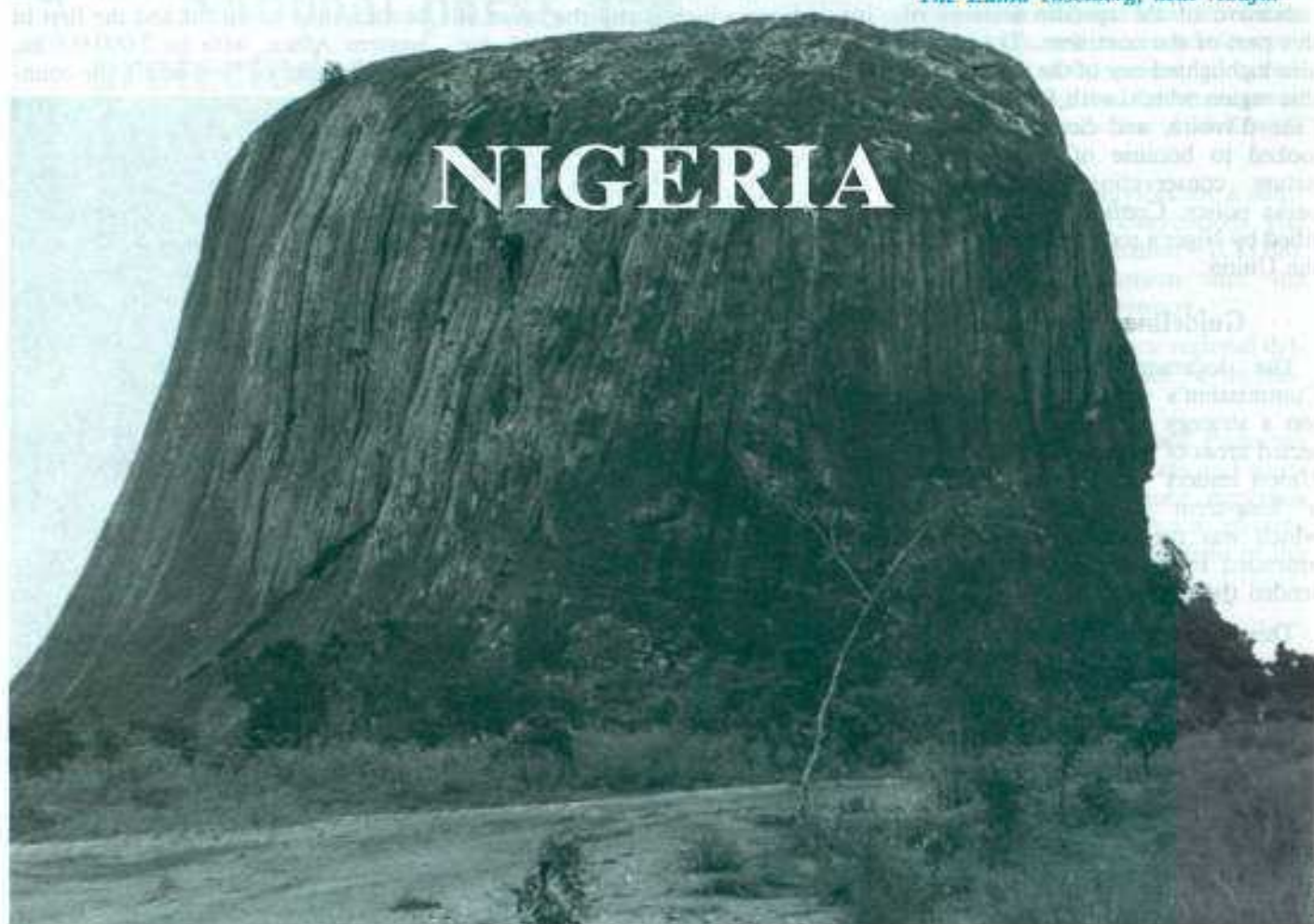
tries (Equatorial Guinea and Guinea Bissau) that are just waking up to the need to protect and preserve their natural resources and do not yet have any protected areas, and to Guinea that is just setting its up.

A number of official meetings were held alongside the main discussions by the working parties. The particular issues here were the elephants of western Africa and the basis for setting up a group of west African specialists to join in the existing group, mainly comprising scientists from eastern, southern and central Africa.

The 28th session was perhaps a turning point in the drive to coordinate the international organisations in the matter of the national parks and protected areas of Africa. ◊

G.S. and E.P.

*The Zuma Inselberg, near Abuja.*



## The African Colossus

It is not, in terms of its physical dimensions, the largest of the countries of Africa, nor even the second or third largest; nor is it, by head of population, the richest of the continent. It is not, either, an unitary state, its nation-building simplified by its having a single people, a single language or religion. Instead it is a federation of no less than 19 states, peopled by a host of major and minor ethnic groups, some Moslem, some Christian, some Animist, some speaking Yoruba, others Ibo, others Hausa ...

But it is, beyond any shadow of doubt, a huge and powerful country, its people as fiercely proud of their

Developing countries are of course developing, or at least *changing* in their physical outlook and economic and social make-up year by year. Nigeria's metamorphosis has been faster, probably, than that of many, greatly accelerated by the oil boom of the 1970s and by the urbanisation, relative industrialisation and agricultural

decline that came in its wake. Fine highways cross the thousand or more kilometres from north to south, and from east to west, laden with the ubiquitous yellow buses and taxis and the inevitable Peugeots; busy ports line the coastline in the south, peppered with refineries. Textile mills, steel mills, flour mills, paper mills, car as-

sembly plants and carpet and cement factories dot the country's landscape, and the great cities—Ibadan (the "largest village" in Africa), Lagos, Kano, Kaduna, Port Harcourt—rise and spread and teem.

As the Zuma Inselberg soars above the landscape around Abuja, Nigeria's new capital, so Nigeria towers above its sub-Saharan neighbours, making it both a natural leader in West Africa and the continent as a whole and a voice of authority in the wider world.

And behind this physical transformation lies the Nigeria that has always

been—the brown, slow flow of the mighty River Niger, the search for whose mouth, found in the innumerable distributaries of the area now known as Rivers State, claimed the life of many an explorer; the forests and savannah of the south; the scrubland of the north and the clustered houses of the villages, unchanged, or so it would seem, since the dawn of time, surrounded by their patches of maize, yam and cassava and by their nibbling goats and pecking hens. Unchanged, too, is the great tradition of pageant—the masquerades, the fishing and crop festivals, the durbars of the north and the showboats of the south. And these are not traditions artificially revived for the benefit of the tourist industry—for Nigeria has no such thing, or virtually none—but form part of an ancient and complex culture that gives Nigerians a sense of permanence and dignity.

Nigeria in 1987 is a country in which progress is respected—and sought after—at the same time as tradition is revered. Of the country's history since independence more is said elsewhere (see article p. 99). The present administration, under the leadership of President Ibrahim Babangida, is military, of the type that has been termed a military democracy.

### Babangida: a soldier and a democrat

Major-General Ibrahim Badamosi Babangida, President of the Federal Republic and Commander-in-Chief of the Armed Forces of Nigeria, came to power in August 1985, in the country's fifth *coup d'état* since independence in 1960. A quiet-spoken, resolute career officer, President Babangida commands wide popularity and respect both at home and abroad, not least because he has had the courage to tackle fundamental problems—debt and currency valuation for example—which his predecessors had tended to shy away from. His astute avoidance of criticism of past régimes has been a unifying factor, and has undoubtedly helped to weave Nigeria's myriad strands of race, creed and political philosophy together in his drive to build—or rebuild—the nation.

His task is not an easy one.

When Major-General Babangida as-

sumed the country's leadership, world petroleum prices were in the doldrums. The 1981-85 Development Plan had supposed a rate of production of 2.4 m barrels/day at a price level of \$40/barrel. By the end of 1985 production was being held, by OPEC agreement, at some 1.3 m b/d and a barrel was fetching only \$27. By July 1986 the price had sunk to less than \$15/barrel. And unfortunately the economy, which had previously been strongly

agriculture-oriented, had, in the space of a decade, become heavily dependent on oil revenues—to the tune of 75% of government revenue and as much as 95% of export earnings.

For a few years the country had tasted the sweet fruits of sudden riches. A massive public works programme was initiated: large numbers of roads were built or upgraded; government buildings mushroomed in the capital, Lagos; the ambitious project



*Ever-present juxtapositions of tradition and modernity*

for a new, centrally-located Federal capital, Abuja, was launched, and ports were extended to cater for the flood of "petro"-imports. Months after the 1981-85 Plan was published, its ambitions began to look absurd, and even the most pessimistic of downgraded forecasts frequently proved to be yet not pessimistic enough... By 1985, by which time a military government had already taken over from the previous, foundering civilian government, unpopular negotiations had long been under way for IMF assistance.

## After the fat years, the lean years

President Babangida, soon after assuming the country's leadership, declared a state of economic emergency and, in a popular nationalist move, broke off the IMF loan negotiations. Pay reductions were imposed on the civil service and the armed forces and, in June 1986, a series of radical economic reforms was announced, including the introduction of a two-tier exchange rate system and the abolition of the much-abused import licensing arrangements that had done so much to tarnish Nigeria's international trading image. Other features of the Structural Adjustment Programme



*President Ibrahim Babangida, who has initiated fundamental and much-needed economic reforms*

(SAP) (\*) drawn up with World Bank and IMF backing, took account of the need to reduce dependence on oil revenues and on imports in general. Rice, maize and wheat imports were banned in the bid for food self-sufficiency and the old agricultural commodity boards

(\*) A fuller analysis of the SAP is to be found in the interview with Dr. Kalu Kalu, Nigeria's Minister for National Planning on p. 24.

were dismantled in an attempt to improve efficiency and production.

At the core of these far-reaching reforms was the opening of the Second-Tier Foreign Exchange Market, popularly known as the SFEM, which has led to an effective devaluation of the overvalued Naira by some 70%. Under the SFEM foreign exchange is auctioned each week, finding its own price level according to market forces, and an import licence is granted to successful bidders. The move is destined to increase Nigeria's competitiveness on the world market and, while it is taking its toll on consumers, it has not produced the rampant inflation that had been widely feared, still less the kind of violent reaction that had been seen in similar circumstances elsewhere in the continent.

Amongst those adversely affected by the new measures, however, are those import-dependent manufacturers whose capital is insufficient for them to be able to ride the storm. But even some of the major companies are feeling the heat: Peugeot, for example, which has a huge assembly plant in Kaduna, can afford to go on assembling their vehicles—only fewer and fewer Nigerians can afford to buy them. Recently they have been driven to offer huge incentives (surely the lion's share of their profit margin?) to any salesman who succeeds in selling a car at all. "Manufacturers are producing", confirmed Dr O. Fafowora, Executive Director of the Manufacturers' Association of Nigeria, "but they have excess stock ... they can't sell, because the prices are very high". A Volkswagen, he explained, a car that used to sell for N 4 000-5 000 only a few years ago, now sells for N 30 000. "And the problem is not just with cars, it's with many other consumer items".

**"Everybody has become the 'common' man in the sense that they can no longer afford things as before"**

While some industries, Dr Fafowora admitted, are doing fairly well—those that normally rely on locally-produced materials, many import-dependent products are now "beyond the reach of what we call the 'common man'—and everybody has become common in the sense that they can no longer afford things as before".



*Oil: "The boom years will not come back ...and that is not necessarily a bad thing for Nigeria..."*

Not everyone, then, is happy with the SFEM, or the SAP in general, either because they fear that the policy instruments in place may not be enough to generate growth in the economy, or because they have been caught by the inevitable retrenchment that adjustment has necessitated.

Perhaps the most unhappy, though, are those unscrupulous and unpatriotic few who had previously been able to divert to personal bank accounts in Switzerland or elsewhere revenues which rightly belonged to the State. Such was the extent of such fraud that, even today, one of the country's business giants, UAC Nigeria, is led to make the following extraordinary boast: "One of UACN's most significant contributions to national development is its conscientious payment of taxes, duties and levies" (!). Not only are the opportunities for fraud greatly diminished under the SAP, but justice is being seen to be done to those who offend. A fraudulent accountant, for instance, from whom no less than N6.6 m, together with 59 houses and 45 vehicles were recovered, was recently sentenced to no less than 230 years' imprisonment.

But in the country as a whole—including in business circles—there is widespread acceptance that the bullet must be bitten. The measures have, in any case, met with the approval of the 19 government creditors who make up the Paris Club and who, in December last year, reached agreement on the rescheduling of Nigeria's US \$ 20 billion or so external debt. And to make the pill of austerity less bitter to swallow, a mass mobilisation programme has allowed for comprehensive public debate of the advantages SAP offers.

The extent of democratic consultation that surrounded the SAP is characteristic of the Babangida government, which was evidently convinced from the start that it needed the consent of the governed if it was to attain its objectives. The same degree of public consultation—perhaps greater under this administration, in which political parties are banned, than under previous, elected civilian administrations—is now to be observed in the deliberations on the kind of constitution that should obtain when the military hand over to civilian government in 1992. It includes seeking the advice of the country's traditional rulers—its

obas, emirs, shehus and chiefs—who, though they no longer have any temporal power, remain not only highly influential, but also highly respected, both individually and collectively.

### A fearless press

The degree of public debate on major policy issues, together with the apparent total freedom of the press to chide and chastise the National Council of Ministers or the Armed Forces Ruling Council, is a welcome surprise. Freedom of expression is rarely associated (and with ample justification) with military administrations, which are commonly imagined to be incapable of manifesting *any* of the characteristics of democratic rule. Nigeria in 1987 is one of the real exceptions. By way of illustration of this phenomenon (and the choice is totally random) is a cartoon from one of Nigeria's more than dozen daily newspapers. It shows "somebody" (the average Nigerian) staring, confused, at two options: "inside prison" and "outside prison". Under "inside prison" the ills listed include "rest of mind, no inflation, no robbery, no retrenchment, no traffic jam and 'small suffer'". Under "outside prison" the (longer) list of ills includes "inflation, victimisation, retrenchment, uncertainty, robbery and 'plenty suffer'". The cartoon is, of course, a caricature, but it is also illustrative of a pronounced and sympathetic Nigerian trait—the ability to acknowledge their own shortcomings and to recognise the need to overcome them.

### Social services reappraised

Much remains to be done, nevertheless, before "the trouble with Nigeria" ceases to be a catch phrase. In the social sector, education and health were areas in which heights had been scaled—heights which are still enormously impressive for a developing country. Nigeria has, for example, no less than 23 universities, the oldest (Ibadan), established as a University College, opened as long ago as 1948. It also has 12 teaching and 17 specialist hospitals, as well as a patient/doctor ratio well above that recommended by the WHO as desirable.

Education has been seriously neglected in recent years, though, and—

due partly to the immense expansion of the system in the 1970s—standards had slipped badly when, in his budget speech of 1986, President Babangida announced that he was setting aside N1.08 billion for the sector as a whole. It was education's biggest allocation for a decade and included a N105 m grant for the rehabilitation of the nation's 38 000 primary schools. Public primary schools are now, as a matter of policy, non fee-paying, and secondary education in the new so-called 6-3-3-4 system (\*) lays appropriate emphasis on technical education.

### Primary health care: both a need and a right

Health standards, too, had declined sharply since Nigeria's oil revenues had begun to contract, and drugs and medical equipment became scarcer as foreign exchange reserves dwindled. For years the teaching hospitals had consumed a high proportion of the total funds available to the sector, and primary health care had not received the attention it deserved. By 1987, in the estimation of the Minister of Health, Professor Olikoye Ransome-Kuti, Nigeria's private health facilities accounted for at least half the country's total, greatly increased by the disenchantment of the population—or at least those who could afford that luxury—with average public health care services. This is not to say, of course, that Nigeria does not still have centres of real excellence in specialist fields: it does, and the present government is actively supporting maintaining the highest of standards in four specific fields in particular, each in a different hospital (neurology in Ibadan, cardiovascular disease in Enugu, cancer in Zaria and infectious diseases in Maiduguri). But primary health care has now become the cornerstone of the nation's health policy, basic health being regarded not merely as a fundamental right, but as a prerequisite for the sustained social and economic development that the government has set out to achieve.

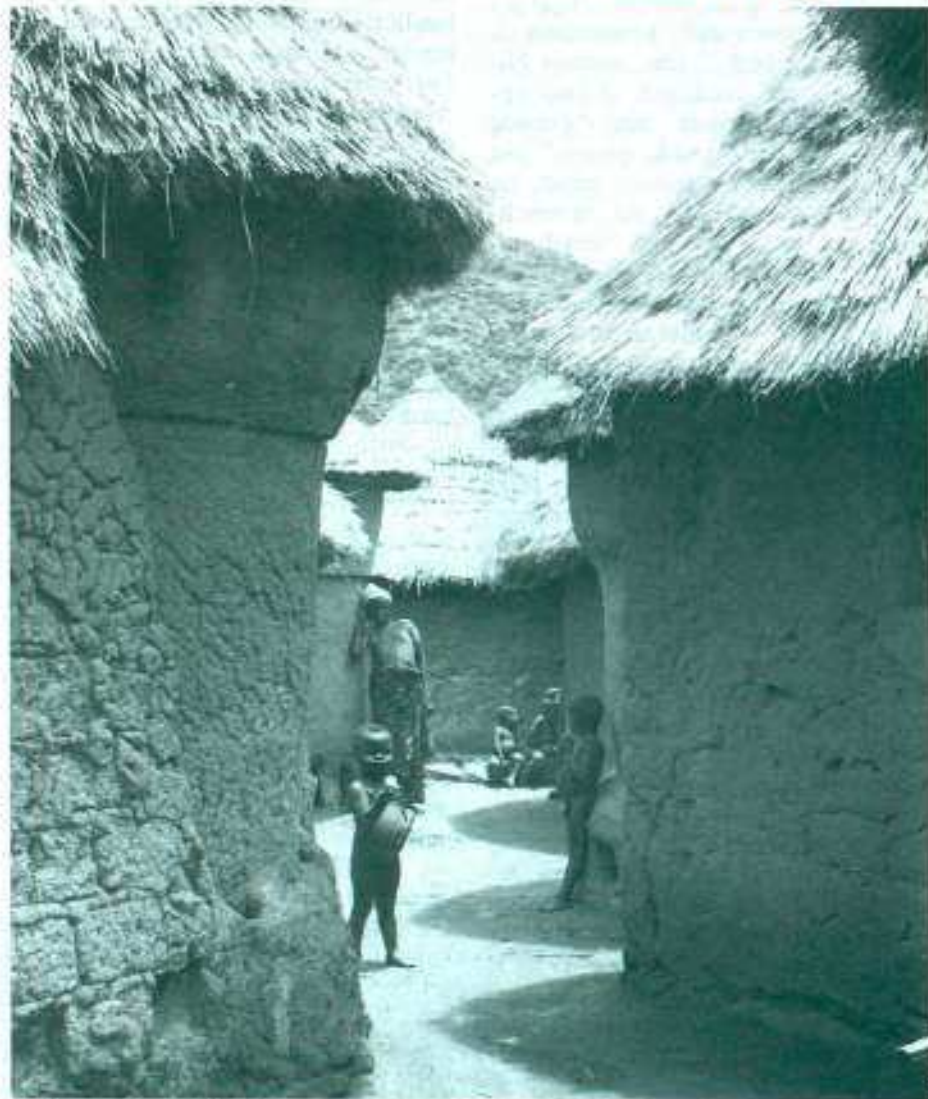
(\*) Nigeria's educational system whereby the first 6 years are spent in primary education, the next 3 in general and pre-vocational education, the next 3 in humanities, science and skill-learning and the final 4 in professional or university education.

# NIGERIA

The room for improvement in public health is great. Malnutrition, Professor Ransome-Kuti believes, is if anything even more prevalent than 20 or 30 years ago. Tuberculosis, in his view, is uncontrolled, and malaria as bad as ever, and still taking a very high toll on young children. Infants continue to die from measles or diarrhoeal illnesses, though the management of these illnesses has improved considerably with simple forms of treatment such as oral rehydration. Cholera and yellow fever still break out occasionally, and leprosy, the Minister believes, is an area in which much more needs to be done. On the plus side, however, is the fact, he says, that: "Many more people than ever before are aware of the need for prevention and are taking advantage of our one important preventative measure, which is immunisation". (The



*Professor Olikoye Ransome-Kuti,  
Minister of Health*



*It is to primary health care, particularly in rural Nigeria, that the government's health policy is now firmly geared*

EEC was, in fact, instrumental in carrying out an emergency immunisation campaign earlier this year when Nigeria had a serious outbreak of yellow fever).

Underscoring the general health problems and contributing, of course, to the pressure on education, employment and on the land is the key question of Nigeria's vast and rapidly-growing population.

## **Population: 280 million within 30 years?**

No one quite knows what the exact population of Nigeria is. The last census, conducted in 1963, put the figure at 55.7 million. Present-day official estimates turn around the 100 million mark, though some believe that the number could be as high as 120 million. Whatever the true figure is, the population is, by world standards, huge. By African standards it is colossal—indeed one African in five is a Nigerian.

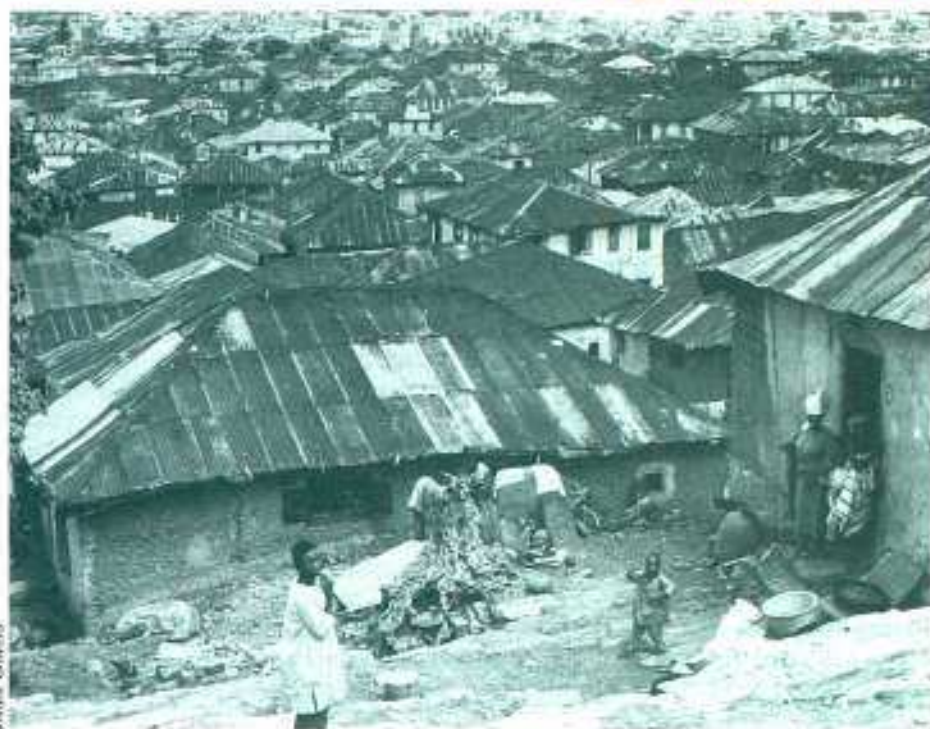
Carrying out a new national census is a necessary but mammoth task, the undertaking of which may bring to light potentially divisive statistics ... such as which of Nigeria's major ethnic groups (Hausa, Fulani, Ibo, Yoruba, Edo, Efik, Ijaw ...) is numerically superior, or which of its religious groups, and by what margin; or which of the states may be receiving disproportionately high Federal grants... This aside, no one doubts that the rate at which the country's numbers of people is growing—some 3.5% p.a.—is far faster than is good for it. (If the present trend is not checked, the population 30 years hence will have reached a staggering 280 million). Certainly this is Minister Ransome-Kuti's view: "If we do not have a population programme to match the increase in fertility, then the economic and social advancement of Nigeria may be imperceptibly jeopardised, without our knowing what is happening". The problem will not be an easy one to overcome, however. Large families are still the rule rather than the exception, and if birth control is becoming a less sensitive issue in some areas and certain social strata, it remains highly controversial in others—particularly, perhaps, amongst the Moslem population.

Nevertheless, the spectre of a Niger-

ia unable, structurally, to feed her people is not yet one which is looming large. Despite the enormous step back that agriculture has taken in the economy as a whole since the 1970s, the sector still maintains over 70% of the population and remains potentially strong, even if it has lost, utterly—and perhaps forever?—its former dominant position.

Like much of tropical Africa, Nigeria's potential for agricultural production is enormous. The country has an abundance of arable land and (except occasionally in the north) adequate rainfall levels. Its coastline, some 800 kilometres along the Gulf of Guinea, is rich in fish, as are its lakes and the tributaries and delta of its two great rivers, the Niger and the Benue. About one fifth of the land, in the south, is covered by swamp and rain forests, rich in timber and in coconut and oil palms. Four main belts of grassland cover the remainder of the country, from the savannah belt close to the forest zone to the Sabel savannah in the far north, the height of the grass and the density of the wood vegetation decreasing with each successive belt.

Desertification is a threat in the north, though not yet an immediate danger: its incursion into Nigeria will depend to a great extent on how successful her northerly neighbour, Niger, is in bringing it under control there. Wide variations exist, of course, in the pattern of rainfall and in the fertility of the soil, but in the country as a whole there is very little that cannot be grown successfully, as the bumper harvests of the past two years have shown. Yam and cassava are widely cultivated food crops, as are maize, sorghum, millet, plantain, cocoyam and, of course, fruits and vegetables. Goats and sheep (of which there are an estimated 30 million) are reared to supplement the diet or (particularly the Roman-nosed type of sheep known as "balami") for sacrificial purposes. The savannah of the central and northern plains provides excellent grazing, and it is principally in these areas that the country's livestock is concentrated. Over 80% of the cattle herd (an estimated 10 million head) is owned by the Fulani, an itinerant people—but not nomadic—who are on the move for eight months of the year "following the grass".



*The outskirts of Ibadan, a dismal reflection of Nigeria's rapid urbanisation and fast-growing population*

#### Food self-sufficiency: able ... but not willing

Despite this huge potential—and in common with much of the rest of Africa—the past 20 years have witnessed a steady decline in the actual practice of food self-sufficiency. Even the Fulani's immense herds have not prevented Nigeria from importing 40% of her beef from neighbouring countries. If storage facilities were expanded, there is little doubt that the country could be a surplus producer of many staple foods, yet for many years (and until the present government called a halt to imports) it had been buying maize, rice and wheat from abroad. "Adequate storage capacity, particularly for grains" the Minister for Agriculture, Major-General Gado Nasko, acknowledges "is critical to our programme for self-sufficiency in food production. Without a reasonable level of food storage under our strategic grains reserve scheme, the cyclic efforts of drought on crop harvests and level of self-sufficiency cannot be minimised."

In Nigeria, as distinct from many of her fellow African countries, the decline had everything to do with the meteoric rise in the importance of the oil sector. The riches that came with greatly increased oil prices meant not

only that the country could well afford to buy whatever foodstuffs it had a taste for (and relatively cheaply, given the overvaluation of the Naira), but also that domestic supply problems were exacerbated by the exodus from the country to the glitter of the great cities. (The population of Lagos, in particular, rose hugely, doubling in a decade and, partly due to the limitations on further expansion, gave rise to the ambitious project—now partially realised—to build a new Federal capital at Abuja, in the heart of the country).

The rise in the fortunes of the oil industry brought about an even greater decline in Nigeria's cash crop production than in that of staples. The country had once been a giant in the field: it had been the world's leading supplier of palm oil; it had been Africa's largest producer of rubber, as well as one of its major cocoa producers. It had been a net exporter of cotton (whereas it can now meet barely 40% of its own requirements), and the mighty pyramids of groundnuts, once stacked sack upon sack along the railway lines ready for export, have now all but vanished.

With oil revenues greatly diminished, however, and the perils of over-reliance on one fickle commodity

now fully taken on board, the development of the agricultural sector—both for export and for domestic consumption—has been set as the prime objective in the Government's drive for greater diversification. Large-scale farming, with a few notable exceptions, never really took off in Nigeria, and the present government's approach to increased production is very much that of improving the capacity of the small-scale farmer. The weather, one might say, has been Babangida-friendly, but the measures adopted by his administration, such as the abolition of the six Agricultural Commodity Boards (under which production had tended to stagnate), the provision of inputs and the expansion of the feeder road network, appear to be paying dividends. The output of staple crops has risen (by 9% in 1985) and devaluation will, of itself, do much to

stimulate renewed interest in cash crop production. It will also mean that the smuggling of Nigerian agricultural produce, such as cocoa, to her West African neighbours will cease to be a worthwhile exercise. Cocoa, in fact, which still accounts for nearly half Nigeria's non-oil exports, is experiencing something of a boom in prices anyway. Cotton, too, is becoming increasingly profitable to farmers, and its availability therefore growing. This is good not just for the farmers, but for the thousands employed in the country's scores of textile mills, for which the purchase of imported cotton is becoming an ever more costly affair.

Indeed it is agriculture—in the form of various kinds of agricultural processing—that is providing one of the rays of light in the otherwise dismal picture confronting Nigeria's manufacturing industry.

Nigeria has, of course, developed a substantial industrial sector in the years since independence such that it now counts well over 2 000 separate industrial establishments. There is, first and foremost, the giant oil industry and its affiliates (Nigeria is, after all, among the 10 largest producers of crude oil in the world). But there are also the various industrial concerns connected with its other, not inconsiderable mineral resources—iron ore, lead, zinc, coal, lignite, tin and natural gas. The latter, in particular, could prove a great money-spinner, but efforts to exploit it to the full have so far been frustrated. There is also a steel industry (one of the hugely expensive projects initiated when the petrodollars were pouring in, but now regarded as being of questionable economic viability). There are car assembly plants (Volkswagen and Peugeot), fertiliser

## Nigeria's working women

*As in much of West Africa, women in Nigeria are a strong moving force in the economy, both in business and in agriculture. One such woman is Mojisola Wey, who runs a farm on the outskirts of Lagos.*

*Mojisola is both an ordinary and a highly extraordinary Nigerian. A mother of four and a much-loved grandmother of four—so far—she also runs a 75-acre farm on the western outskirts of Lagos.*

*For a woman to be a farmer in her own right, and not merely a helper on her husband's land, is no longer, she says, so exceptional in Nigeria. What is exceptional about Mrs Wey, however, is that her husband is a former head of Nigeria's civil service (under the country's first Prime Minister, Sir Tafawa Balewa) and that no less than three of her four children have Ph. Ds.*

*Mrs Wey, a primary school teacher, gave up her work when she married at the age of "about 28". For many years she was "just" a housewife and mother, fulfilling in addition*

*to all the many social and voluntary commitments incumbent on the wife of a high-ranking government official. When the children reached secondary school age, Mrs Wey looked for something with which to usefully occupy herself and, in 1967, she and her husband bought the farm.*

*Mojisola herself comes from a farming background and was inter-*

*ested in the growing of food and cash crops. Her husband, on the other hand, is fascinated by the possibilities of traditional medicine, and uses his share of the farm to cultivate medicinal herbs and barks which, given the renewed interest in ethno-medicine in Nigeria and elsewhere, might one day become a commercial proposition. The farm is about half an hour's drive from the Weys' home, and in the rainy season Mojisola visits it every day to see how the crops are progressing. Part of the land is given over to citrus fruits—grapefruit, tangerines, limes, lemons, oranges and to shaddock—another part to maize, okra and cassava. In the early years there was no mechanisation on the farm at all, and the labourers' only aids were the cutlass and the hoe. Nowadays, however, things are considerably easier.*

*"It's not so much the prices of the crops", Mrs Wey explains, "because they go up and down, but because of Government attitudes. The Government really helps us farmers". This year Mojisola has been able to borrow a government tractor to help with the ploughing, and, judging by the number of farmers queuing at the Ministry's offices, she is already wondering if she shouldn't book now for next season. o*



Mojisola Wey, with grandchildren

The Courier



and petrochemical plants, tyre factories, cement factories and much more besides.

But while capacity increased substantially in the 1970s, very little was done to ease up on import levels, with the result that many companies—since devaluation particularly—are now either unable to import the raw materials they need to manufacture their goods or unable to sell those goods to the consumer at a price he can afford. Even certain agro-processing enterprises have not been immune from the squeeze: in some cases, such as the country's many flour mills or breweries, speedy and costly adaptations have had to be made from processing based on imported cereals to that based on locally grown produce.

The SAP is opening up opportunities for exports, though, and—perhaps more importantly—the image of a firm, dynamic administration, of high personal integrity and forward-looking in its policies, is doing much to enhance Nigeria's investment climate.

### Oil: even the bad times are good

And of course it has its oil and, for a country with oil, even the bad times are (relatively) good.

Nigeria's known oil reserves (16 billion barrels) are very considerable, and the possibilities for further exploration are by no means exhausted. (For a look at the energy sector as a whole, see article p. 28). For obvious reasons the country ranks amongst those in OPEC who would wish to push up their present quota, now standing at 1.3 m barrels/day. But with Nigeria's own Petroleum Minister Alhaji Rilwanu Lukman as the present Chairman of OPEC, there is virtually no likelihood of the country diverging from the present majority opinion which favours limiting production.

Many in the oil industry itself, such as the Managing Director of the Nigerian National Petroleum Corporation, Mr Godwin Adams, believe not only that the boom years will not come back, but that "this in itself is not necessarily a bad thing for a country like Nigeria, whose resources in terms of population, natural endowments, available expertise and potential for rapid development are simply enormous".



*Cattle on the Mambilla Plateau, Gongola State. Over 80% of the country's herd are owned by the Fulani, an itinerant people*

Nigeria's gas reserves are, in fact, even greater than those of crude oil, and, says Mr Adams, "with the progress we are making in our plans to develop gas for the local and international markets, we envisage that towards the middle of the next decade gas will be contributing significantly more to the economy than oil is doing today".

### Nigeria abroad: strong leadership

The high profile that Nigeria enjoys in the oil world is mirrored in the part it plays in other international organisations, particularly those of its own continent. ECOWAS (\*), for example, recently held its 14th Summit in Abuja under the chairmanship, for the second year running, of President Babangida. The organisation, aiming at the economic integration of the region's 160 million people, is one in which Nigeria plays an absolutely crucial role. Indeed its very existence would be imperilled if Nigeria, its biggest and most powerful member by far, were ever to withdraw its support for the ECOWAS cause. This is not to say that Nigeria in the past has always been an exemplary member herself; the country came under heavy diplomatic fire in 1983 for its precipitate and inelegant expulsion of illegal im-

migrant workers from neighbouring states. Patching up these quarrels was one of the Babangida government's first tasks, and the President's acceptance of the ECOWAS Chair for an unprecedented third term is evidence of his commitment to and faith in the attainment of the ECOWAS ideals.

Equally prominent is the part that Nigeria is playing within the OAU, both in bringing diplomatic pressure to bear in putting an end to apartheid and in lending support (including financial assistance) to the Frontline States. It has also distinguished itself as a mediator in intra-African border disputes.

Such diplomatic leadership—a natural role for the African colossus—is pleasing to Nigerians, whose pride in their nation is fierce. The weather ahead may not always be fair, but the country's economy, if not yet forging ahead, is at least on a sound base and its political stability is one which is enjoyed rather than endured. The Colossus no longer has feet of clay. "Love Nigeria, make Nigeria great" the mass mobilisation slogan says. The first they do already; the second they will ... and perhaps soon. ◻

Myfanwy VAN DE VELDE

(\*) Economic Community of West African States.

## An interview with General Ibrahim Babangida, President and Commander-in-Chief of the Armed Forces of the Federal Republic of Nigeria

*President Ibrahim Babangida was born in Minna, Niger State, in 1941. A career soldier, he was commissioned in 1963 and rose steadily through the ranks until, in 1983, he was promoted to Major-General and in 1987 to full General. From January 1984 until he came to power in a coup d'état in August 1985 he was a member of the Supreme Military Council.*

*As head of state President Babangida commands wide popularity at home and considerable respect abroad, both for his courage in tackling overdue economic reform and for his search for public consensus on major policy issues. As has been said of him, "he refuses to regard the nation as an enormous parade ground where what goes for the military goes for the public". In this interview with The Courier, President Babangida comments on some of the major political and economic issues facing the head of state of Africa's most populous nation at a time which may well prove to be a watershed in Nigeria's history.*



► *President Babangida, Nigeria is characterised both by its large population and by its ethnic and religious diversity. Nigeria is also one of the largest federations in the world, second only to the USA. What lies behind the recent debate about creating additional states?<sup>(1)</sup> Could Nigeria's federation serve as a model for other countries characterised by wide ethnic and religious diversities?*

— The demand for creation of more states arose out of many factors, including the need to bring government closer to the grassroots. In fact, the demand is reflective of the diverse nature of my country. This notwithstanding, this Administration is determined, through good management and popular, consent-building policies, to make Nigeria a model for nations with our wide diversities.

► *You have recently announced a return to civilian rule by 1992, a little later*

(1) Interview conducted in September 1987. In October two new states were created, Katsina State and Akwa Ibom State.

*than was originally envisaged. Could you elaborate on the various preparatory phases which you have indicated will be necessary?*

— Essentially, the Transition Programme is based on a philosophy of a gradual learning process. It is also predicated on a social mobilisation programme which will educate our people on the evils of our past political and governmental practices. Finally, the programme is designed to resolve permanently certain knotty political issues including revenue allocation, population count, formation and finance of political parties. Thus, the 1987 local government elections are the beginning of the learning process, but on a non-partisan basis. Thereafter and with the registration of political parties, the sequence of elections is determined by constitutional provisions.

► *You have been widely credited with facing up to realities such as the previously overvalued Naira, and the introduction of a comprehensive Structural Adjust-*

*ment Programme (SAP). Are these measures beginning to take effect?*

— This Administration got the Nigerian people involved when we placed the economic mandate before them. We did not hide from our people the bleak economic situation which faced the nation.

The Structural Adjustment Programme was inevitable, it was a necessity in order to stabilise the economy as well as regenerate economic growth. So far, I am satisfied with the measures that we have taken. They have yielded positive results; for example, the capacity utilisation of our factories has improved substantially and resource allocation has been channelled towards better productive activities. Furthermore, following the demonstrable ability of the economy to undertake the required adjustment, there has been a good deal of international confidence in our economic system.

► *In common with many other developing countries, Nigeria's export revenues have been seriously eroded while*

debt servicing obligations have increased. How does your Government intend to deal with the continuing burden of its external debts?

## Debts rescheduled

— The Structural Adjustment Programme has provided for measures which seek to increase our export earnings as well as to stimulate a positive inflow of new money into the economy. It has also provided for a rescheduling of our medium- as well as long-term debts and trade arrears. I am satisfied with the measures taken, since they have led to the rescheduling agreements and, in the case of London Club, a provision for new money.

► Various export credit agencies (e.g. ECGD, COFACE) have recently restored cover to Nigeria. Do you consider that Nigeria's performance under the SAP warrants a more positive approach by its trading partners?

— The restoration of export cover is an indication that our economic programmes have succeeded. However, we have had to make modifications which, in the light of certain inadequacies, have kept us on track. The programme is still faced with inadequacy of external financing flows. I expect therefore the credit agencies to extend more medium-term credit and stop loan finances to our country. I also expect, in the light of painful sacrifices so far made, international financial institutions to give further assistance to the Programme in order to stimulate economic growth.

► The Structural Adjustment Programme also aims at reducing the country's dependence on oil exports. How does Government plan to achieve such economic diversification?

— Part of the economic objective of SAP is the diversification of the productive base of the economy in order to reduce undue dependence on the oil sector. The government has adopted a number of measures to ensure this, including the abolition of import licensing, attractive incentives to encourage non-oil exports as well as the abolition of the Commodity Boards. Indeed, the establishment of a realistic exchange rate for the Naira has not only encouraged diversification, it has also brought keen competition for Nigerian products, thus encouraging an increase in domestic food production.

► Government has banned the importation of certain food items as part of the Structural Adjustment Programme. Has this already resulted in an increase in domestic food production?



Rice harvesting at Kuka, near Lake Chad. The ban on imports of cereals has encouraged local production considerably.

— The ban on the importation of certain food items has led to increased food production. There is evidence to show that food prices have remained either stable or have fallen, whereas the production of maize and rice has increased considerably. Furthermore, local alternatives are being developed for those products, such as malt, that cannot be locally produced. It is projected that in the next few years Nigeria will be self-sufficient in food and will, in fact, export such items as rice and maize to other countries.

► You have also introduced a campaign to improve discipline and a mass mobilisation programme for self-reliance. Could you comment on these initiatives?

— At the inception of this Administration, we identified a number of problems that afflicted our national life. These problems included economic dependence and mismanagement, political insensitivity and intolerance of political opponents as well as social indiscipline. As part of the effort to solve these problems, the Social Mobilisation Programme was established. It is intended to bring about a new political culture as well as to ensure the mobilisation of our people for production, community governance and national consciousness. I hope the programme shall sufficiently mobilise our people to defend the integrity of our economy, to fight corruption and discourage all forms of social ills.

► Nigeria has been very active on the international political scene. For example, you have recently visited four French-speaking West African States; you were re-elected ECOWAS Chairman; you have mediated in the Chad-Libya dispute and you have initiated meetings of the World's Medium Powers. Do you envisage a new or expanded role for Nigeria in international affairs?

— The role that Nigeria has been playing in international affairs is a reflection of our foreign policy which is Africa-centred. We shall continue to pursue this policy to the best of our capabilities.

► During the last ECOWAS Summit in Abuja, you were elected, for an unprecedented third term, Chairman of ECOWAS. Has ECOWAS, since its inception, come up to your expectations and how would you like to see ECOWAS evolve from now?

## Confident that ECOWAS will achieve greater political objectives

— I feel most honoured by my re-appointment which has placed me in good stead to continue to pursue the goals of ECOWAS. I wish to reaffirm the fact that ECOWAS has accomplished, within so short a time, a lot: it has survived as a sub-regional body; it has drawn Member States closer through the pursuit of common economic measures. I am confident that in the immediate future, we shall achieve greater political objectives in pursuit of our common regional interests.

► During the ECOWAS Summit you proposed the setting up of one bi-lingual secondary school in each of the ECOWAS countries. Could you perhaps elaborate on that proposal?

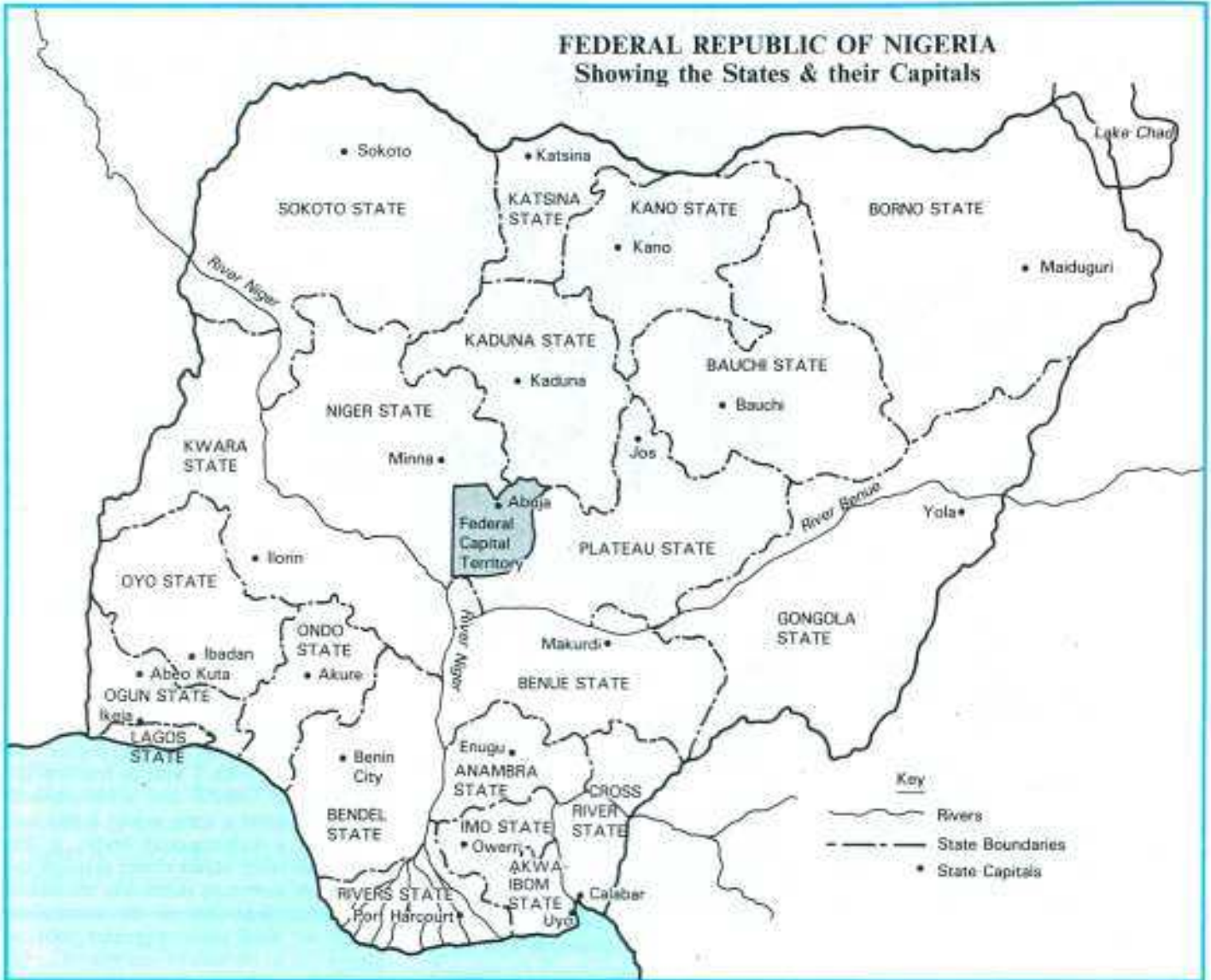
— The objective of setting up of the bi-lingual secondary school is to ensure the development of a common identity. Such an identity is better achieved through the socialisation process at school as well as the development of a bilingualism by coming generations.

► Nigeria has always been strongly committed to African unity—how do you expect to be able to demonstrate this commitment in the future?

— We shall continue to champion the cause of African unity through bilateral and multilateral organisations. Such actions as may be undertaken shall be informed by our experience and within the limit of our financial and human capabilities. ◻

Interview by M.v.d.V.

# NIGERIA

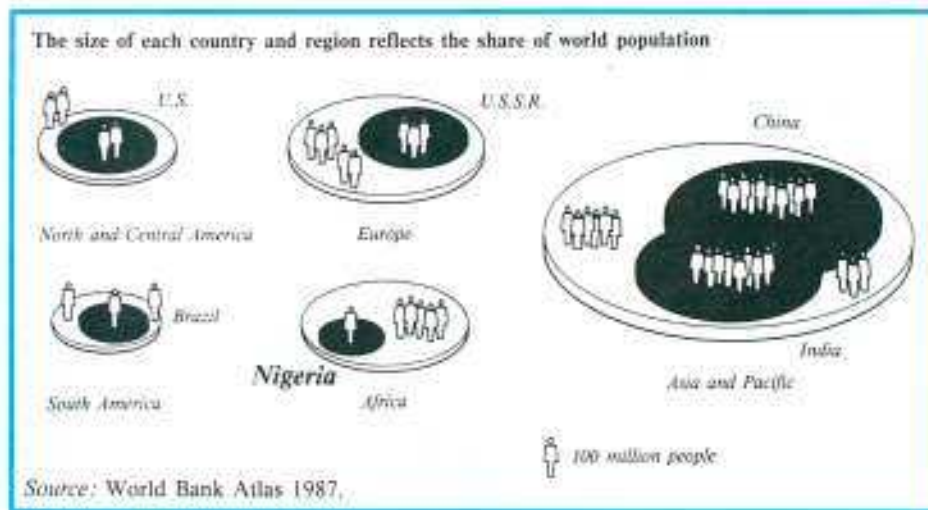


## Key facts and figures

**Official title:** Federal Republic of Nigeria  
**Head of State:** Major-General Ibrahim Babangida  
**Constitution:** a federal republic, comprising a Federal Capital Territory and 21 states, each with a State Governor  
**Capital:** Lagos (new Federal Capital: Abuja)  
**Independence:** 1 October 1960  
**Official language:** English (Hausa, Yoruba and Ibo widely spoken. Many other local languages)  
**Surface area:** 923 769 km<sup>2</sup>  
**Population:** 99.7 million  
 of which: 30% urban  
 49% of working age  
 growth rate: 3.1% p.a.  
 per doctor: 9591  
 per hospital bed: 1251  
**Life expectancy:** 50  
**Infant mortality:** 110/1000  
**Average no. of children:** 6.9  
**School enrolment:** 59%

**Currency:** Naira  
 1 Naira = ECU .21 } (Aug. 87)  
 US\$ .24 }

**GNP:** \$ 75 940 million  
**Real growth rate:** (1973-85) 0.3%  
**GNP/capita:** \$ 760  
**GDP growth rate:** -6.3% (1986)  
**Inflation:** +14% (1986); +20% (1987 estimate)  
**Investment:** (average 1980-85) -18%  
**Imports:** \$ 5 800 million  
**Exports:** \$ 6 800 million  
**Trade balance:** \$ 1 000 million  
**Total ODA:** \$ 32 million per annum  
**Total debt:** \$ 22.7 billion.  
 Ratio of debt / GDP: 11% (1980); 29% (1985)  
 Ratio of debt servicing / export revenues: 4.8% (1980);  
 36.4% (1985)  
**Principal exports:** petroleum (97%) (28% of GDP), cocoa, gas

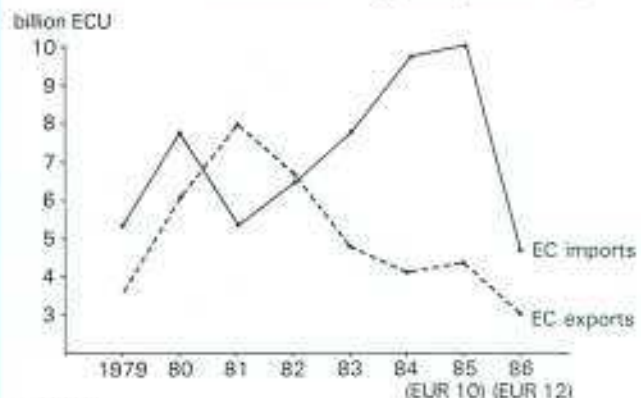


### Economic sectors: % of GDP and of population active in sector

	Agriculture		Industry and Mines		Services	
	% GDP	AP*	% GDP	% AP	% GDP	% AP
1965	53	72	19	10	29	18
1980-84	27	68	30	12	43	20

\* Active population.

### EEC Trade with Nigeria (ECU m)



Sources: IMF, IBRD, OECD, World Bank Atlas, Central Bank of Nigeria.

## Twenty-seven years of nationhood

by Bolanle AWE<sup>(\*)</sup>

The period of 27 years in the life of a nation is a very short one, but for Nigeria it has been a very significant beginning. During that period the country experienced many changes and suffered many vicissitudes which have momentous implications for its future growth. The most spectacular and most debated aspects of this period's history are its traumatic political experiences and its changing social and economic circumstances.

The course of its political evolution is fairly well known: the most significant part of it is that Nigeria, which promised to be the largest single democracy in Africa on the eve of its independence in 1960, has chalked up almost 17 years of military rule during the 27 years of its existence; it has experienced five military *coups d'état* and had seven different administrations. At the onset, the basic problem was that of keeping the country together as one nation. The British handed over to the new Nigerian government a country which was essentially a heterogeneous collection of over 250 ethnic groups, which, apart from differences in language, custom and tradition, had attained different levels of development in the evolution

into a modern state in 1960. The British government had also evolved a political structure with three regions, but one, the Northern Region, was bigger than the other two combined both in land mass (75% of the land) and, according to a census that has always been the subject of debate, in population (55-60% of the entire citizenry of Nigeria). It was therefore easy for one region to hold the other two to ransom, it was argued.

It was also a federal system in which the regions had residual powers and were therefore stronger than the centre. The organisation of political parties followed the regional structure i.e. each political party had its base, leader and following concentrated in one region and thus emphasised the centrifugal forces in the Federation. Moreover, these regions contained majority and minority ethnic groups

and the latter often felt threatened by the former. In each region, therefore, there was also a great deal of tension, as was evidenced by the agitation for the creation of the Midwest (Bendel) State which came into being in 1963, and the Tiv riots against the government of northern Nigeria from 1962-1965.

### Weak leadership and ethnic division

The first few years of independence were therefore crisis-ridden. Unfortunately, the leadership provided by the first Prime Minister, Sir Abubakar Tafawa Balewa, was also a weak one, hamstrung as he was by the fact that the leadership of his party was based in the Northern Region under its powerful Premier, Sir Ahmadu Bello, the *Sardauna* of Sokoto. Moreover, the elites who held the reins of government with him both at the centre and in the regions mismanaged the affairs of government. They had no commitment to the concept of one Nigeria and they behaved like local and ethnic champions. Thus they failed to conduct a satisfactory population census in 1963; they rigged elections in an attempt to perpetuate themselves in power during the conduct of the 1964

(\*) Director of the Institute of African Studies, University of Ibadan.



*Mosque and madonna, reflections of the wide cultural differences that Nigerian governments have had to encompass within one nation*



Federal elections and the 1965 Western Region elections. Law and order therefore broke down and the disaffection which their unpopular government bred gave the young military majors under Major Kaduna Nzeogwu cause to stage the first military *coup d'état* of this era on 15 January 1966 in order "to establish a strong, unified and prosperous nation free from corruption and internal strife".

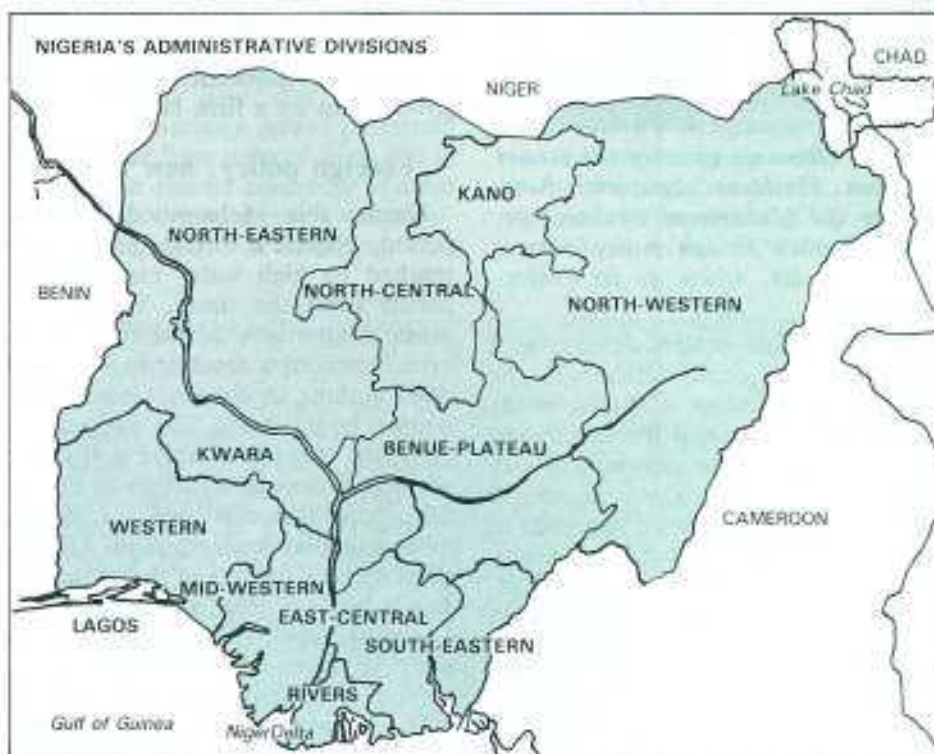
This first *coup d'état* was significant for many reasons. It set the precedent for the others that followed. The possibility of Nigeria remaining a democracy had therefore become increasingly doubtful; it has indeed been suggested that the rule of the military witnessed the demise of the rule of law. Decree no. 1 of 1966 stated that the Federal Military Government could legislate on virtually all matters and the validity of such laws shall not be questioned in any court of law. But the exposure to government has also affected the nature of the military. Unlike the impartial and disinterested agency of government that it should have been, whose function was to protect the country against foreign aggression in the tradition of the British army, it became politicised and eventually joined in the corruption that pervaded the post-independence era.

## The civilian administration overthrown

The immediate overthrow in 1966 of the politicians did not solve the underlying problems facing the country; power was wrenched from the hands of the five majors who organised the coup, and vested in Major General Aguiyi Ironsi. He, however, failed to appreciate the fears of the various groups in the country and promulgated the Unification Decree. That decree aimed at a more centralised government and made little allowance for the special interests of the various parts of the Federation. The fear in some quarters that this was an attempt to establish Ibo hegemony, especially as those killed in the first *coup* were mainly non-Ibo, led to riots and the massacres of the Ibo in May 1966 and later the Hausa and others; the second *coup* in which Ironsi and Brigadier Fajuyi of the Western Region lost their lives, followed on the 29 July 1966.

Major-General Yakubu Gowon took over the reins of government on 1 August 1966 and led the country for the next nine years, after which he, too, was overthrown in 1975. His period of rule was a momentous one for

initially declared themselves to be the new Republic of Biafra on 30 May 1967. If Nigeria was to remain one nation, the Ibo had to be brought back by force and war was therefore inevitable. Initially, however, Gowon only



*The 12 states which, in 1967, replaced the former uneasy federation comprising three regions*

Nigeria's history. He first had to face, in May 1967, the threat of secession from Ojukwu and the Ibo. To them this was the logical step out of an uneasy federation where their people had suffered. Gowon's answer was the creation of states, a most significant step in Nigeria's political evolution. Twelve states replaced the three regions. The Northern Region was divided into six states; regional minority interests, particularly in the middlebelt and the southern parts of that region, were thus satisfied and the fears of northern domination were also dampened. In the southern part, Rivers State and South-Eastern State, which had long agitated against Ibo domination, felt liberated. The Federal Government, too, now had a positive focus for loyalty to the Federation. This creation of states was a master stroke, coming as it did before Ojukwu could declare a formal secession.

## The Biafra war

Ojukwu and his Ibo followers were, however, bent on secession and for-

contemplated swift police action to bring a recalcitrant part of the country to heel, but it turned out to be a civil war which dragged on for a period of two years, thanks to outside intervention on both sides.

Unfortunately, Gowon, who fought a successful war, had other problems in peace. His regime witnessed a tremendous upward turn in the economic situation of the country, which in turn affected its politics. During the early independence years Nigeria depended on cash crops such as palm oil, groundnuts and cocoa for its foreign exchange earnings. From the mid-1960s, however, the country started to export petroleum and by 1973 it had become its major source of export earnings. Nigeria's income rose from \$2.4 million in 1960/61, to \$176.4 million in 1970/71 and \$9.6 billion in 1983. Unfortunately, this enormous wealth was not well managed; the easy access to foreign exchange led to massive food importation and the resultant neglect of agriculture and the rural areas. Such neglect went hand in



The Courier

*General Obasanjo greeting the former Angolan President Agostinho Neto. During the Muhammed/Obasanjo period Nigeria's foreign policy became assertive, with Africa as its centrepiece*

hand with urban-centred development and massive depopulation of the countryside by those migrating to the towns which provided the basic amenities of life and the prospects of employment. But the economic wealth was in the hands of only a few, even in the urban areas, and there was therefore a gradual build-up of popular discontent at the grassroots. The sudden affluence also affected other countries' perception of Nigeria during the period as demonstrated by the shady dealings of foreign firms, which at times offered the country inflated contracts and kickbacks and bribes with the collusion of some unpatriotic Nigerians.

Gowon's decision not to hand over government to civilians in 1976 as he had promised was extremely unpopular and his overthrow by Murtala Mohammed in 1975 was directly related to this.

Mohammed gave the country a new sense of direction, but he was brutally murdered on 13 February 1976 before much could be achieved. Thereafter, Obasanjo, his former second-in-command, assumed the country's leadership and continued Mohammed's policies. More states were created in March 1976 to allay the fears of the minorities, and the country now has 19 states and a new capital with its own territory at Abuja. He tried to bring the government to the grassroots with the introduction of local government reforms. He presided over the fashioning of a new constitution which in 1979 led to the change-over from the Westminster parliamentary form of government to the American-type presidential system. The latter made for the separation of powers of the executive, legislative and the judi-

ciary, and gave the executive president enormous powers. With that constitution he also ensured the full participation of women in government; in particular the enfranchisement of all women, including those in northern Nigeria who until then did not have the vote, and which put the hitherto feeble attempts to associate women with government on a firm basis.

### Foreign policy: new vigour

During this Mohammed/Obasanjo period, Nigeria's foreign policy also reached its high water mark. It departed from the timid, Western-dependent approach of the '60s which even becoming a republic in 1963 had done nothing to change. Gowon's attempts in the early '70s to create a niche for Nigeria in world politics as an independent entity received a great fillip with this new regime. Nigeria now provided leadership in Africa's dealings with the rest of the world and Africa became "the centrepiece of its foreign policy". Its commitment to the liberation of Southern Africa was total; it also played significant roles in bodies like the OAU, UN and the Non-Aligned Movement.

In 1979, Obasanjo achieved the feat of voluntary relinquishment of power by a military government to a civilian one. Unfortunately, that civilian government, under Alhaji Shehu Shagari, failed to perform as anticipated. Corruption was rife, riches were accumulated by a few, whilst the standard of living of the majority fell. Even in the field of foreign relations, Nigeria's leadership position eroded; it vacillated over crucial issues such as Western Sahara and Namibia, and there were serious border incidents with neighbouring Cameroon, Chad and Benin. Its second attempt to come to power in 1983 became associated with election irregularities and a judiciary that failed to ensure justice for the common man. As General Theophilus Danjuma put it: "democracy had been in jeopardy for the last four years, 1979-1983. It died with the 1983 elections". Violence greeted the result of the 1983 elections all over the country and another military coup under General Muhammadu Buhari to overthrow this unpopular government was hailed by the people.

The Buhari regime reacted to the

corruption and general decadence in public life in a drastic fashion; in an attempt to instil discipline, it adopted harsh measures, it became authoritarian, and thus unpopular and led to the change of the military leadership in what can be described as an internal coup and the succession of the present regime led by Major-General Ibrahim Babangida in 1985.

That government has set up a Political Bureau aimed at finding out the most suitable system of government for the country; the Bureau has now submitted its report and the government has now released its programme of return to civilian rule in 1992.

The post-independence era has therefore been a rather stormy period in Nigeria's history. Inherited, pre-independence factors of instability combined with the problems of an unimaginative and often corrupt leadership of the elite, as well as the type of following behind the leaders, were mainly responsible for the uneasy political evolution during the period.

But the record of these 27 years is not one of complete gloom. There were some redeeming features. In spite of the civil war, the country remained intact and the importance of keeping it so came to the fore in national politics. Nor has the imposition of 17 years of military rule silenced the Nigerian press which has often been described as the freest in Africa. The institution of the Legal Aid Scheme and the Public Complaints Commission gave the poor and the oppressed some hope of securing justice. There were also brave attempts to review the educational system which is so crucial to development. The New Policy on Education has made provisions for all segments of the population—children, the handicapped, adults and more recently, women. Finally, it is important to stress that the period witnessed a tremendous cultural reawakening and a new pride in our cultural heritage. It gave rise to the serious study of our traditional culture, the building of the impressive National Theatre in Lagos, the setting up of the National Commission for Museums and Monuments and the hosting of the fabulous FESTAC in 1977.

During this period, too, Nigeria had the distinction of producing the first African Nobel Prize winner in the person of Wole Soyinka. ○ B.A.



## IITA, where it takes a pest to catch a pest

The method is called biological control, and if the name sounds ominous, the technique is not. Biological control involves the use of harmless insects to eradicate harmful ones, and its application (specifically in the control of cassava mealybug by a South American parasitic wasp) has been one of the most imaginative and successful of the very many achievements notched up by the International Institute for Tropical Agriculture (IITA) since its founding in 1967.

As an international institute, IITA's geographical mandate is not, of course, confined to Nigeria, though the location of its headquarters, on an impeccably kept 1 000-hectare site in Ibadan, inevitably means that its relationship with the country is somewhat special.

The principal *raison d'être* of the Institute is to undertake research on food crops such as to improve food production, employment and income in the countries it serves. As such it is one of the four Africa-based centres in the 13-strong CGIAR group (the Consultative Group on International Agricultural Research) concentrating on food production, the others being WARDA<sup>(1)</sup>, ILCA<sup>(2)</sup> and ILRAD<sup>(3)</sup>.

IITA's resources are impressive: some 200 principal staff members (of 40 or so nationalities), and 1 000 support staff... with major funding coming from the Ford and Rockefeller Foundations as well as from many—indeed most—of the major multilateral and bilateral donors. And, as is right, the results it has been able to produce have also been impressive. Breakthroughs, minor and major, have been recorded in all five of its research programmes. Grain Legume Improvement, Maize Research, Rice Research, Root and Tuber Improvement and the Farming Systems Programme. In yam production, for ex-

ample, new technology has allowed for cheaper planting methods, enabling poorer farmers to increase their stock at lower cost; with cow-peas, the maturity period of certain strains has been reduced from 100 to 60 days, a distinct advantage in areas of uncertain rainfall or where agriculture is required to be intensive.

Africa, where it is the major staple food, but its significance in Nigeria has also increased sharply since, in the drive for food self-reliance, maize imports have been banned. The Institute has, indeed, had a major impact on maize cultivation in the country, sending large quantities of high-resistance, high-yield seeds to the Govern-



Tissue being cultured for propagation in other parts of the tropics

Where soybean cultivation was dogged by the failure of temperate seeds to germinate, tropical seeds have been developed which remain viable from harvest to harvest. Blast-resistant varieties of rice have been developed and much progress has been made in increasing yields through greater resistance, biological improvement of soil productivity, soil erosion control, improved farming techniques and so on. Such was the success of on-farm trials in cassava production that a former Director of the Cassava Programme—a South Korean—was actually made a Chief by local farmers in gratitude for his having helped double their output.

The Institute itself won a weighty prize in 1986—the King Baudouin Award for International Agricultural Research—for its work towards solving the problem of maize streak. Maize is, of course, an important food crop in eastern and southern

ment for distribution to farmers. Improved seeds are, in fact, regularly sent to governments throughout Africa, either for direct use by farmers or for further experimentation by institutes or individuals in other climates and on other soil types. Vegetative materials, on the other hand, are not exchanged, because the dangers of pest or virus transmission are high, though virus-free tissue cultures, propagated at IITA, can provide other countries with a core of healthy stock for further propagation.

Most of the Institute's research findings are of course published, but these, together with the latest received wisdom on tropical agricultural practices in general, are also made known through workshops or conferences organised in Ibadan or elsewhere. IITA, 20 years old this year, has reason to be proud of its achievements. Happy anniversary IITA, and... a long life!

M.v.d.V.

(1) West Africa Rice Development Association (Liberia).

(2) International Livestock Centre for Africa (Ethiopia).

(3) International Laboratory for Research on Animal Diseases (Kenya).

# Adjustment, recovery and regional integration

## Dr Kalu Kalu, Federal Minister of National Planning discusses Nigeria's economic prospects



*Dr Kalu Idika Kalu, Nigeria's Federal Minister of National Planning, is an economist by training and a former Minister of Finance in the administration of President Babangida. Before entering the Federal Government he was, from 1984-85, Minister of Finance in the state of Imo and, prior to that, had worked with the World Bank.*

*As Minister of National Planning, Dr Kalu is heavily involved in the programme of economic reform now under way in Nigeria, a programme which has been described as one of the most far-reaching in Africa. In an interview with *The Courier*, Dr Kalu was asked, first, which of the various structural adjustments was likely to present the greatest challenge.*

(Dr Kalu) — I think it is important not to see the reforms as individual items, but to look at the programme of structural adjustment as a composite unit. But in the Nigerian context the most important one, certainly from the point of view of economic history—in terms of its impact on our balance of payments and on the domestic cost of production—is the exchange rate adjustment. That, in fact, is the most difficult one. What makes it even more difficult is that in a situation of this sort once you've agreed to make the adjustment of the exchange rate (either to explicit devaluation, or to open trading in the market—which is the option that the Government chose), it's absolutely essential that you arrive at that rate which really is representative of the productive potential of the economy—certainly of the traded component of the economy. If you don't, then the chances are that in the interim you may be inadvertently operating at an unnecessarily higher cost of border price in relation to domestic price transformation.

That is the most challenging issue, and of course it ramifies to the questions of how you deal with outstanding obligations; how you make sure that the costs of imported items are competitive to manufacturers; how you contrive to bring debt down in a situation where the funding may not be of the right magnitude... Along with that, of course, is the question of

making sure that the monetary and credit components—in terms of ceilings, interest rates, money supply changes, extension of credit to the private and public sectors—are in consonance with the rate of exchange and therefore of maximum benefit to the productive sectors, in terms of making decisions on new investment, new resource mobilisation, and things of this sort. If one price in the system is wrong, it affects the entire system, the rate of recovery, the rate of resource mobilisation...

The other aspect, of course, is where you want to moderate the additions to the debt. You want to make sure that you are creating the proper environment for non-debt-carrying capital: autonomous flows to private investment, flows to transfers and things of this sort. There again it depends on the exchange rate. The more attractive the exchange rate, obviously, the more attractive those capital flows will be. But of course if the rate is so high, while it attracts foreign investment, it may be affecting the growth or the health of domestic industries. And unless industry is healthy, then the capital will not flow as freely as it otherwise would.

### **Institutional aspects**

Then, of course, there are institutional aspects to social adjustment—economic adjustment. We're talking in

terms of the right kind of management: certainly the need to have the public sector withdraw from those areas where a lot of funds have been wasted because of inefficient management and so on; through privatisation, through commercialisation. So there's a lot of emphasis in our programme on these elements. As I said, it's not really like picking one item. You have to identify all the things that need to be adjusted—and the pace at which you have to adjust them, to make sure that, where you provide new incentives, that those who are able to take advantage of these incentives are not constrained by credit availability, or by institutional bottlenecks.

► *The volatility of oil prices has spelled doom in the past to previous development plans. What account are you taking of this in your present planning?*

— Well, we try to be as realistic as possible in our own projections. We also, of course, look at the international projections by those who are very much involved with the oil market: Europe, the World Bank people, and so on. The first thing is you try to be as realistic as possible. As you know, the price is now around US\$ 20/barrel (\*), we envisage that that could be sustained perhaps to the end of the year, through the winter months, but

(\*) Interview conducted in July 1987.

thereafter there might just be a slight softening of the market. But that depends on a whole lot of factors: the stock levels, and so on. Our quota, of course, is determined by OPEC. So, at least in real terms, we don't expect any increase in our earnings over the medium term. Hopefully we can at least sustain them in nominal terms, in terms of quota levels, as well as the price in the range of US\$ 15/20 on average over the next five years.

### Diversifying out of crude oil exports

But, more important in terms of your question, we obviously want to reduce the dependence of the economy on crude oil exports. We want to increase our domestic refining capacity and go into other oil and gas-related industries—petrochemicals and things of this sort, liquefied natural gas perhaps. We want to diversify into other oil-related sectors and, even more importantly, we are trying to revitalise the non-oil sectors. As you know, we used to be a major producer of several agricultural products, and we had even got into many manufactured goods, including textiles which we were exporting. At the minimum, we should at least increase our domestic production so that we can reach much higher levels of import substitution than we have had in many of these consumer non-durable goods, and perhaps because of the element of our exchange rates, we might be in a position to even export non-oil manufactured goods. We are, of course, increasing our production in other areas: food and other things. So the first thing is to have the realistic assessment; the second is to diversify into oil and gas industries, and also to non-oil economic sectors, so that we can improve the balance in the sense of reducing the share of the oil sector as a whole in total GDP.

► *How has the business sector reacted to the SAP package as a whole?*

— Well, I think it's been very much welcomed, particularly where it's been associated with the reduction of Government imperatives in the economy. The one notable feature that's vanished with the SAP is the import licensing system. Now, even if the price

of foreign exchange is high, it is left to the individual businessman to determine how much he can afford, when he wants it, and so on, and not spend all his time waiting around for import licences as was the case. Secondly, by deregulating prices so that the inputs for new investment and the returns on new investment go directly to the producer, rather than through a whole



*Manufacturing polythene bags in Ibadan. A major challenge of the SAP: how to ensure that manufacturers can continue to produce affordable goods*

band of intermediaries. First, the consumer gets a lower price. Then, more of the profit margin goes to those who make the decision on investment, rather than to somebody who just distributes—a middleman. That is another aspect which I think will be very much welcome. Of course, it is a strain reorganising business where there has been a subsidy implicit in foreign exchange. Costs would be higher if you operated just the same way. But if you rationalise, you rationalise along the lines of reducing costs. For the businessman, of course, it is a tough thing to reduce certain lines, and maybe rationalise management, and reduce some of the fat from the operations, not in terms of profits, but perhaps in terms of employment.

### SAP: tough, but welcome

The part that has bothered people the most, of course, is the price of foreign exchange, the availability of foreign exchange, and perhaps the cost of capital, and what has been perceived as a drastic reduction in overall pur-

chasing power, which means that while the price of goods may be adjusting upwards to reflect the new cost of capital and foreign exchange, the purchasing power has not really been adjusted. So sales are not booming as they used to. The whole system has to go through much more extensive fine-tuning to get to that point where people are producing what's needed, and

those who need it have the wherewithal to purchase those things.

► *Is the recent postponement of the return to civilian government a kind of recognition that the recovery is going to take longer than was originally foreseen?*

**“The delay is to ensure that things are completed, not just started, but completed”**

— Well, here I can only give my own perception of it. I don't think the deferring of the return from 1990 to 1992 has any significant relation to the economic recovery programme. I think the delay is a more realistic assessment of all the things that need to be done in the political and administrative areas to ensure that the important things are completed—not just started but completed, and one of them of course is the national census, and the electoral registers, the demarcation of legislative areas: local governments, state governments.

These are really the considerations, not so much the economic recovery. But, having said that, it's obvious that the longer the government that has brought the Structural Adjustment Programme into place has to adjust and see it reach maturity, the better it will be for the economic base that will sustain the new political system. So, in essence, even though it is not an explicit factor, I guess you could surmise that it might have influenced the decision also.

► *What is the relation between Federal Planning and State Planning. To what extent does the country's federal structure influence your job?*

— Well, what we've been trying to emphasise is that it is necessary to start from the local government level. The local government planning should, at least in the major areas of project selection and project operation, filter through the State Government. The State Government programmes also should come to the Federal level in terms of major projects. Federal projects should take account of the needs of the States in terms of location, in terms of the size of the investment that would be prepared to complement what the States themselves can do independently.

Of course, from the financial standpoint the major source of funds is the distributive pool, which is held at the centre, from which, under the current formula, the Federal Government gets a preponderant share of about 55%, while the balance goes to the state and local governments. There has been a lot of discussion about this, and in fact one of the explicit elements in the programme for transition is the need to review these formulae to see whether more can be done to alter this in favour of the state, and the local government. I am very open to that; because in fact I have advocated greater consideration for the fact that, if we are going to do something for rural development, or rural infrastructures, or small-scale industries—employment-generating activities—we really should pay more attention to these states and the local governments—at least over the next several years.

I might add here that we in the Ministry of National Planning are working on the question of a longer-term indicative or perspective plan, which will

focus attention on some of the major areas of infrastructure-like power and transportation and so on, and a lot of this would be taking into account what is possible at local level.

► *When you say longer term, what sort of time-span do you mean?*

— Fifteen to 20 years.

► *In what sectors are you looking for outside assistance, from the EEC or elsewhere?*

— Looking at the Nigerian economy I think it's difficult to really identify any particular sectors. In some areas funding would be required. In all areas expertise would be required. But I think the Structural Adjustment Programme really is geared more to giving the public sector primacy in the infrastructural areas, and therefore the funding would be to supplement government savings to provide improved infrastructures—communications, transportation and so on. We are increasingly looking to the private sector to do the rest; and therefore assistance here would be really where funds would be channelled through the industrial banks, and development banks to assist the private sector in agreeing so many other things—such as further intensification of development in heavy industry, or large-scale manufacturing, processing, and so on.

In all these areas we need a very extensive and sustained level of technical assistance. We've always said agriculture is a major sector, but the question is: who has to do the job? Certainly, we are encouraging different scales of operation in agriculture. It's not just the small-scale farmer, or the cooperatives but we are encouraging large-scale companies to go into large-scale farming and for each of these, funds will be provided to the banking sector to fund the operations. We are not really emphasising in this government that we need assistance in particular areas only. We need assistance in just about every area. For non-infrastructural development funding, a lot of assistance will be given either directly to the private sector, or to the public sector institutions for on-lending to the private sector. So that a lot of emphasis will be on making sure that these institutions are strengthened so that they can handle a larger vol-

ume of on-lending to the private sector, rather than having the government involved in oil palm development and that sort of thing.

► *And you would be looking for outside private investment in, for example, the manufacturing sector?*

— Yes. Absolutely. There's a lot of discussion within Government as to what needs to be done to give effect to this new approach. Back in the early '70s, there was the promulgation of the Nigerian Enterprises Commission Decree, which specified about three different schedules of activities. In one schedule it was exclusive to Nigerians; in another they had at least 60%, and in another schedule 40%. Now the question is, given the potential for growth in the economy, given the size of the economy, whether it is still necessary to have this artificial demarcation. Maybe we need to open it up, so that it may facilitate, not only the volume of funds that can come in, but also ease the whole notion of technology transfer into all sectors of the economy, and not just to particular sectors which happen to be amenable to 60% foreign ownership. If you want to install good laundromats, for instance, it doesn't really make any difference who's doing it as long as the right technology is being used. Then the entire system benefits from being efficient, whether it is in the service industry, or in heavy industry. This has to be fully discussed within Government and a decision taken. These are the lines on which we are moving, in order to make sure that private investors do not feel unduly restricted. Because it's a large economy; it's not a small one.

► *What about regional economic cooperation. What sort of importance does Nigeria give to that?*

**“We take account of larger markets, without stopping where political boundaries are drawn”**

— As you know, it could easily be said that we are the prime moving force behind the regional organisation, the ECOWAS, and of course we are really supportive of the OAU. We are all aware that all boundaries are artificial, and the African ones especially so, and therefore these boundaries

should not be considered as barriers to instituting efficient economic systems. We take account of larger markets without stopping where political boundaries are drawn. Large-scale power projects or large-scale steel projects—these are things that should really transcend boundaries. And that can be overcome if there is agreement at the political level as to the need to cooperate. So we have backed the decision of the clearing house in the West African sub-region, and also the approach towards harmonising trade policy and trade régimes and perhaps, ultimately, a common market. There should be protocols within ECOWAS providing for a freer flow of people and ultimately for some measure of right of residence, so that people do not feel that they cannot travel out of their own smaller countries to other areas where their economic pursuits can be carried on.

► *But is economic integration at all within the bounds of possibility?*

— Why not? I mean Europe is working hard at it; that's what the EEC is about. I don't see that it shouldn't be. But I think that just the fact that that question is asked means that we have to be very realistic. I think people tend to be over-ambitious. You may like something, but you would still have to be sure that it can be attained in a systematic, deli-



Minister Kalu (in traditional dress):  
"ECOWAS is often judged by unrealistic standards"

berate manner. Often ECOWAS is judged by some standard outside of remote possibility, and I think that if we are more realistic and more methodical in selecting a more solid approach then we would be more satisfied with what we achieve than when we talk about a single currency or common monetary zone without realising that these things imply so many other things, imply questions of politics and



View of the arid north, where arresting desertification is the target of external donor assistance

leadership which may not be solved as simply as by just taking a resolution.

► *The EEC's indicative programme has concentrated on developments in the arid north and in the oil-palm belt. Why were those areas chosen particularly?*

— Well, for the North, and in fact for the South, too, what we are trying to do is to use this programme to improve the productive capacity of the entire economy. In the North, if you can arrest desertification, you can improve forestry programmes, you'd be able to improve the overall large-scale agricultural production which is very possible in the North. In the South, the emphasis is on more or less getting back to where we used to be: providing much better husbanding of the resources of the forest areas where we've had the palm belt, and the cocoa and the rubber, to mention only three of the most important agricultural commodities which we were very well noted for.

► *And how does the allocation for the regional programme, ECU 210 million, relate to Nigeria's own indicative programme?*

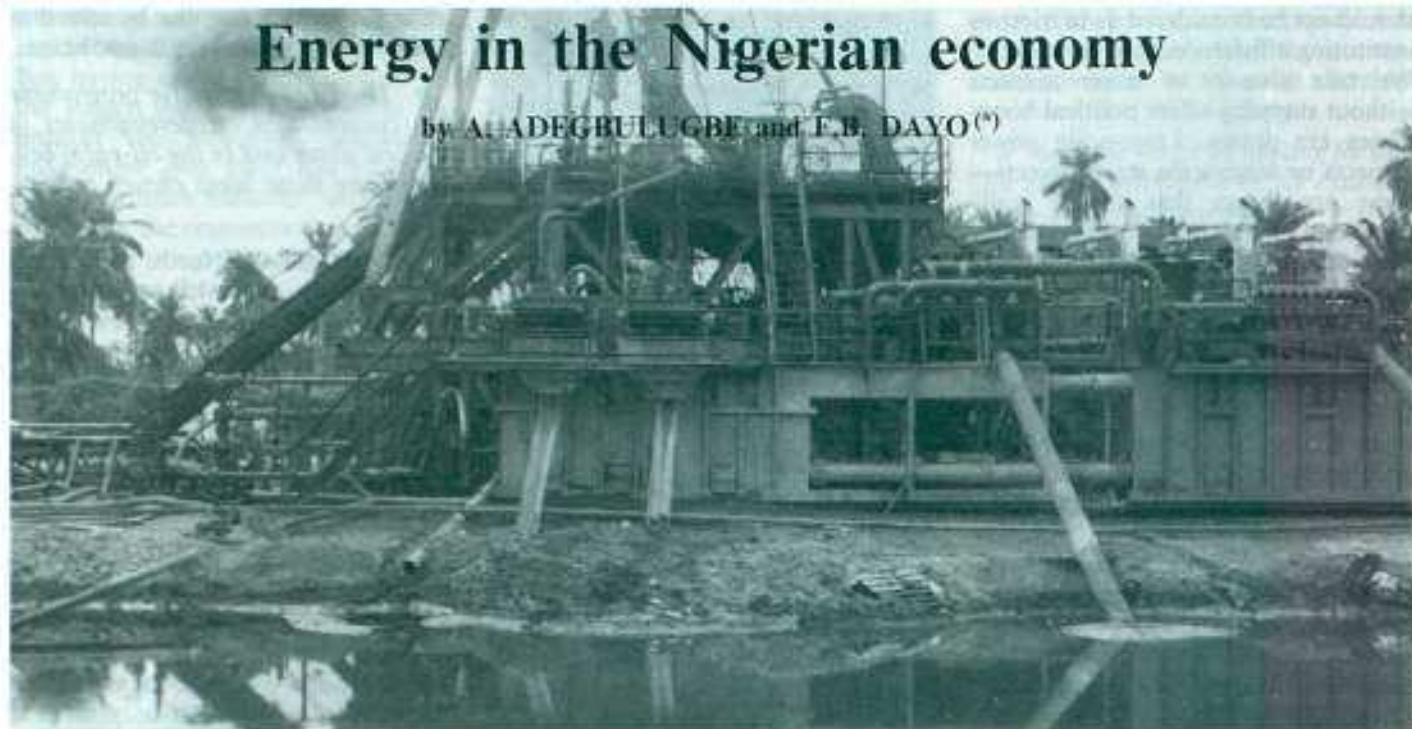
— Obviously the two programmes have to be integrated, so that there is no overlapping. What is available for the regional programme is going to complement what each country is doing, and each country, of course, will dovetail its programme to suit what is already being undertaken.

The ECOWAS, for instance, is also looking at it from that standpoint. We should be able to look at certain programmes as regional, even though, in terms of the projects underpinning the programme, we still took them on the national programme. So it is part and parcel of it—it's complementary to the regional country programme. In some countries, of course, this would be much more so than in others: places like Nigeria, Burkina Faso, for instance, those are the areas where you find that the emphasis on the regional programme would be much more pronounced than in, say, a country like Sierra Leone which is close to the coast, which will also benefit from the regional programme, but not quite to the same extent as the countries that are nearer the Sahelian area. ◻

Interview by M.v.d.V.

## Energy in the Nigerian economy

by A. ADEGBULUGBE and F.B. DAYO (\*)



For several decades, prior to the emergence of the oil sector in Nigeria, and its later domineering influence on the economy, especially in the decades of the '70s and the early '80s, the agricultural sector constituted the most significant component of the economy, both in terms of the overall production and as a source of foreign currency. In 1965, for example, over 55% of the country's gross domestic product (GDP) was contributed by this sector, while manufacturing and oil production accounted for only 5.1% and 1.4% respectively.

During these early decades, agriculture represented the mainstay of the country's economy and the significant growth in exports then resulted principally from increased production of cash crops like; palm produce, rubber, peanuts, cocoa, cotton etc.. With the exception of a few large cash crop products, most agricultural production was undertaken by small scale operators, with little or no mechanisation and hence a low commercial energy consumption per unit of production. Since economic activities were not as extensive in other sectors of the econ-

omy, production was also characterised by low specific commercial energy consumption.

Most rural households then relied on the so-called traditional fuels (fuel-wood, animal and farm residues, charcoal etc.) to satisfy their energy requirements, while urban households depended on imported petroleum products and some locally generated electricity. The few manufacturing concerns then in existence relied almost entirely on imported fuel oil and locally-mined coal to fuel production activities. Coal was then an important component of the country's energy system, especially as a source of fuel for the transportation activities of the Nigerian Railway Corporation and for electricity generation. The transportation sector also depended on imported gasoline and diesel fuels.

As from 1965, the crude oil sector started to play a role in the structural composition of the Nigerian economy. From then, the export of crude oil and local refining of the balance of production entered the picture. By 1970, crude oil exports accounted for over 90% of total exports from the country, while the importation of petroleum products was significantly reduced.

### Oil prices quadruple

The quadrupling of crude oil prices in the early 1970s, coupled with in-

creased production in the oil fields contributed to the significant increase in crude oil exports and GDP. From then onwards, certain structural changes, some irreversible, started to manifest themselves within the economy. First, increased revenue from crude oil exports brought with it a significant increase in the nation's average disposable income, with a resulting increase in the propensity to consume finished consumer goods and a corresponding increase in import bills.

Secondly, the "oil-boom" era brought with it the neglect of the once-dominant agriculture sector. The decline in agricultural production also led to rural-to-urban migration, and an expansion of the urban sector of the economy. These, coupled with government policies that discouraged the growth of the sector, led to a decline in the contribution of agriculture to the overall economy. By 1980, agriculture as a component of the national GDP had declined to about 22%. Import substitution policies of government during this era also contributed to a marginal increase in the growth of the manufacturing sector.

The energy sector, dominated by crude oil, became the prime mover of the economy. Revenue from crude oil exports became an indispensable input in the nation's economic development process. As more funds from crude oil

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exports became available, more projects, some developmental and some for prestige, were embarked upon, resulting in the expansion of the economy and a corresponding increase in domestic energy consumption, most especially of petroleum products.

The nature of the linkage between crude oil production and the domestic economy became even more accentuated beginning from the early 1980s and up to the present, with the roller-coasting of crude oil prices to a low ebb. The effect of this manifested itself as a constraint on the nation's ability to achieve economic and social development plans. A necessary reaction is the current structural adjustment programme that has been introduced, with one of the goals being the diversification of the country's economic base from mono-commodity dependence on crude oil exports towards a balanced growth of other productive sectors of the economy, most especially agriculture.

While the linkage between crude oil exports and the Nigerian economy is fairly apparent, that between economic growth and domestic energy consumption is far from straightforward. While GDP growth has been accompanied by energy consumption increases, there is no clear trend in the yearly energy/GDP ratio. This fuzzy trend has been attributed by some analysts to the dichotomy between the rural and urban sectors of the economy. While quoted GDP figures usually include some economic activities in the rural areas, the energy figure is usually only for commercial fuels, excluding the traditional fuels that are consumed almost entirely in rural areas. This exclusion is usually due to the dearth of information on traditional fuel consumption and supply. This is a serious omission since a quick estimate would seem to indicate that traditional fuels constitute a larger fraction of total energy consumption in Nigeria.

### Historical energy demand and supply patterns

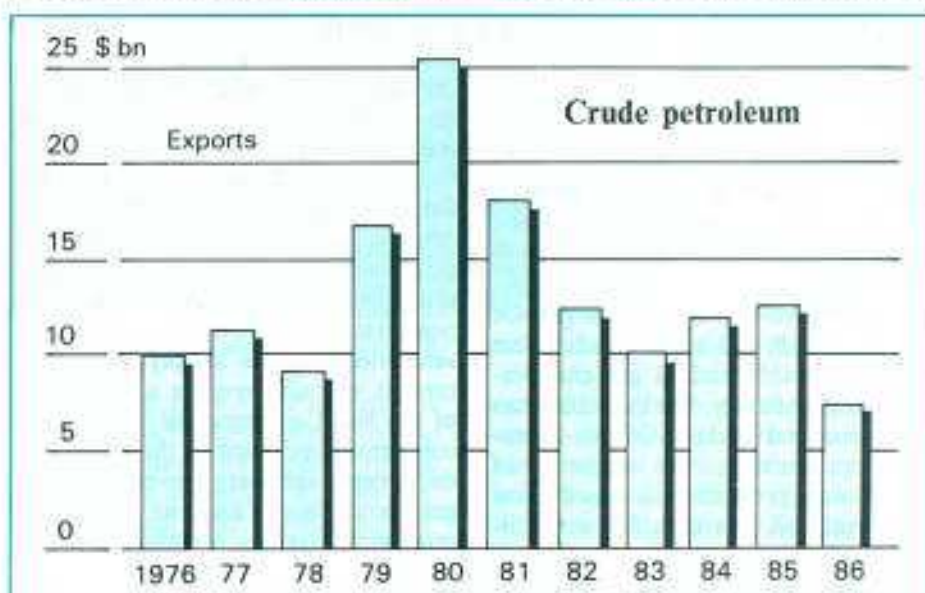
On a macro-level, the major driving force for historical growth in energy consumption in Nigeria has been economic activities fuelled by the massive revenues from oil exports. Between 1970 and the recent past a com-

pounded annual growth rate of over 20%, was recorded. This translates, approximately, to a doubling of energy demand every five years. The principal contributors to this growth are the petroleum products used to service the transportation sector, and natural gas, used in more recent times for electricity production.

A major factor responsible for the growth in petroleum product demand in the country was the large-scale road building programmes embarked upon in the 1970s that has increased the total length of tarred road in the country from about 5 000 km in 1966 to over 50 000 km by the end of 1980. Coupled with this is the significant increase in automobile stocks resulting

### Natural gas: immense reserves

The recent trend in the growing role of natural gas in the domestic energy mix is attributable to increased usage of gas for electricity generation and in industries located in the gas producing areas. Coal's declining usage, on the other hand, is a result of the technological change resulting in the dieselisation of the railway transportation system—the major historical user of Nigerian coal. In addition to this is the high cost of mining Nigerian coal and of transporting it to end-users, which has reduced the incentive to use coal relative to alternative fuels in other sectors of the economy. As pointed out earlier, the rural population de-



Graphic illustration of the effects of oil price fluctuations on Nigerian's export earnings

from the government's generous import and tariff policies of the 1970s.

The trend in the structure of the primary energy consumption mix has also changed over the last three decades. Coal and petroleum products initially constituted the bulk of the energy consumed in the country. In recent times, however, with the decline in coal utilisation over this period, natural gas and petroleum products dominate the energy mix. For example, in 1965 coal, petroleum products and natural gas constituted 26%, 68% and 4% respectively of the country's total energy mix. By 1980, the respective shares became 1%, 73% and 21%.

depends on traditional energy forms to fuel their activities. The dearth of information on the demand, due to the fact that such fuels are in most cases not traded in organised markets, and on supply, arising from the fact that consumers are in most cases producers, precludes the quantification of this demand. Estimates, however, point to the fact that this category of fuel constitutes the major fraction of the total energy consumption in Nigeria. For example, estimates for 1980 put this fraction at about 60%.

On the energy supply side, Nigeria is endowed with adequate indigenous energy resources to meet domestic demand in the near future. In terms of

relative magnitude, petroleum and natural gas represent the major energy resources, followed distantly by coal and hydro. Estimates of uranium and thorium reserves are not yet conclusive. Current estimates of proven reserves are likely to be revised upwards: most estimates for crude oil and natural gas are based on exploration in the Niger Delta area, whereas there are indications of their presence in other parts of the country.

From a supply/demand balance point of view, Nigeria should be able to satisfy domestic energy requirements from indigenous resources in future years. This is because there is a low utilisation rate for many of these energy resources relative to endowment. For example, the estimate of recoverable crude oil in the country, which was put at about 20 billion barrels, when corrected for cumulative production and resource finds since 1958, shows that more than half this initial endowment remains to be tapped. Of the cumulative production, less than 5% was utilised within the domestic economy, while the rest was exported.

The same is true for natural gas. Of the estimated 150 trillion cubic feet (tcf) recoverable natural gas endowment in the country, less than 10% has been produced to date. Of this cumulative production, the majority of which was produced in association with crude oil, less than 5% was utilised locally, while the rest was flared. For hydro resources, of the 36 000 GWh potential sites, only about 2 600 GWh or about 7% has been utilised. Coal consumption as a fraction of total commercial energy has been decreasing in recent years. It declined from about 26% in 1965 to about 0.4% in 1985. In a cumulative sense, production has been an insignificant fraction of total reserves estimated at about 600-700 million tons for sub-bituminous coal and several hundred million tons for lignite.

### Major issues in the energy sector

Despite the fact that the supply/demand imbalance in energy resources is unlikely to occur in the foreseeable future, there are some issues that government policies must address if energy availability is not to become a bottleneck to national developmental ef-

forts. Such policy issues include the diversification of domestic energy consumption and the promotion of natural gas utilisation.

There is a need to implement programmes to aid in the diversification of the mix of energy consumption away from petroleum products. This is necessary if crude oil is to continue to be a major foreign exchange earner without hampering domestic energy requirements. The ever-increasing petroleum product consumption, which is growing at an average annual rate of about 20%, must be checked if it is not to constitute a constraint to future oil export possibilities.

Natural gas, apart from being a viable export commodity, is a major substitute for petroleum products in many sectors of the economy and its growing importance in the domestic energy mix and as an export product should be vigorously pursued, especially since most of the gas currently produced in association with crude oil is being flared. Efforts in the direction of increased usage of gas within the domestic economy will require, among other things, effective pricing to encourage potential users and to promote the development of gas supply infrastructure. It will also require a revamping of the fiscal arrangement with oil/gas companies operating in the country to encourage necessary investment for gas production, and an aggressive marketing strategy for gas exports in the medium to long term.

### Reducing the cost of domestic coal

Coal's role within the domestic energy consumption has been insignificant in recent times. Increased usage of coal is desirable, however, in order to diversify the domestic energy supply mix. This can only be achieved if the cost of coal supply is reduced. This will require an increase in the productivity of existing mines through modernisation of production techniques and provision of adequate transportation infrastructure to potential users far away from the coal mines at reasonable cost. In addition to this, research and development efforts will be required to find appropriate methods for utilising domestic coal, which has no appreciable coking property, together with coal of higher coking qual-

ities to produce blast furnace coke for the soon-to-be-completed Ajaokuta Steel Complex.

### Adequate energy for the rural sector

The rural sector in Nigeria is characterised by its dependence on traditional fuels and lack of access to commercial fuels. Low efficiency of the traditional end-use technologies (e.g. three stone stove), high population growth and economic inefficiency of exploitation, associated with common property resource, have created a supply/demand imbalance in fuelwood in certain parts of the country, especially the northern parts. This imbalance has serious implications for the well-being of rural dwellers, since their energy needs, which are for subsistence living, are often not met. This plight is compounded by the relative neglect of their energy problem in most governmental plans. Hence, if the much talked-about balanced development is to be achieved, adequate attention must be paid to tackling the rural energy problems. Programmes and policies to tackle rural energy problems will include afforestation, the creation of more efficient fuelwood stores and the provision of affordable commercial energy (often requiring subsidy) to the rural populations. This will include the aggressive pursuance of rural electrification programmes and a continuation of subsidies on fuels like kerosene.

Energy is, therefore, and will continue to be, an important sector of the Nigerian economy. Fortunately, the country is endowed with adequate indigenous resources to meet future domestic energy demand under most plausible future scenarios. The major emphasis, then, is on effective planning and management of the energy sector to achieve efficient utilisation of those resources. While some of the issues discussed are being tackled in various governmental agencies, albeit in an *ad-hoc* manner and with limited national coordination, what is required, actually, is a carefully formulated national energy policy. Such a policy can only be successfully formulated and implemented within a national institutional framework that takes an holistic view of energy. ◻

A.A. and F.D.



## The festivals



*The Emir of Katsina acknowledging the crowds at a durbar to mark the great Moslem feast, Id-el-Kabir*

If it is true that Nigerians love colour, then it is probably also true that they love noise even more, and nowhere is this more apparent than in the many traditional festivals and carnivals that take place in the country throughout the year.

Some, such as the yam festivals, are linked to the seasons; others, like its masquerades or the fishing festivals of the Delta can be seen year round, their staging determined by interpretations of cosmic forces rather than by any worldly considerations. Yet others, movable or immovable, are linked to the great religions—Islam and Christianity—where the religious celebration is frequently followed by a huge public spectacle more entertaining than spiritual in nature.

One example, among many, of such a celebration is the Moslem festival of Id-el-Kabir, a two-day feast which takes place in step with the other great Moslem feast, Id-el-Fitri, and which forms the climax of the month-long Hadj, one of the five pil-

lars of Islam. Id-el-Kabir commemorates the faith and obedience of the Prophet Ibrahim (Abraham) in his preparedness to sacrifice his own son, Ishmael (Isaac), and sacrifice not unnaturally plays a big part in the celebrations, with the traditional slaughtering of one or more rams or chickens, depending on the size of the purse. Personal sacrifice is often required to keep the tradition alight: with austerity hitting the Sallah festival, as everything else, the buying of rams, just as the pilgrimage to Mecca, is becoming increasingly difficult for many of Nigeria's Moslems to afford.

But there is absolutely nothing that is austere about the durbars that follow the offering of prayers in many of the cities of the north. On the contrary, a richer sight than that of the turbans and robes of the mounted courtiers, parading before the crowds before charging, at a gallop, to salute their Emir, would be difficult to imagine. And it is not just the courtiers—from ageing chiefs to grand-

sons clasped firmly on their fathers' mounts—who are attired in such splendour, but the horses and camels they ride, too. Adding to the colour, and to the noise, are the musicians—the drummers and pipers that usher the groups of mounted nobles and their families into the cities' squares, frequently the one just outside the local Emir's palace.

The crowds are huge, gathering hours before the start of the festivities, with every prime vantage point—tree, lamp-post, wall—fully occupied. The children, resplendent in the new clothes they receive traditionally for the occasion, gaze in awe.

Words cannot properly convey the excitement and visual glory of a Sallah durbar—surely one of the most spectacular celebrations in Africa. A photo is a poor substitute for the real thing, but can, such as the one above, perhaps, give a taste of one of the most attractive of Nigeria's assets—its great cultural tradition. ©M.v.d.V.

## Nigerian bronzes

by Umebe ONYEJEKWE (\*)



*Pair of leopards,  
16th Century.  
Bronze, Benin.*

Nigeria is well known for her art, which includes terracotta, ivory, metal, wood and stone sculpture. In sub-Saharan Africa, Nigeria is outstanding for her bronzes. The most famous of these are the Benin bronzes which came to light in 1897. Apart from these, there are other well known bronzes, the Igbo-Ukwu, Ife and Tada bronzes in particular. Other smaller and not so well known bronzes include the Lower Niger bronzes and the Cross River bronzes. The exhibition "Treasures of Ancient Nigeria" which toured United States, Canada and Europe from 1980 to 1985 featured some of these major bronzes.

The bronzes were all cast using the *cire-perdue* or lost wax process. The process involves making a core with a refractory material and putting beeswax over it. The actual object to be cast is then sculpted on the beeswax. This mould is held in position with pins so as to maintain the space when the wax is melted out. Another layer of clay is then moulded over the sculpted beeswax. The entire mould is baked hard until the wax melts and pours out through the holes left for the purpose. Molten bronze is then poured into the mould to fill the void left by the melted wax. The whole mould is

then broken or destroyed to set free the cast.

### "Good medicine"

The oldest bronzes found in Nigeria are the Igbo-Ukwu bronzes. Igbo-Ukwu is a small village in Anambra State in the south-eastern part of Nigeria. The people of this area were known to be the earliest workers of copper and its alloys. The bronzes which have been dated to the 9th and 10th Centuries A.D. were made from an alloy of copper, tin and lead. Like many great archaeological finds, these bronzes were found accidentally in 1938 when Isaiah Anozie was digging a water cistern in his compound.

Neither he nor his neighbours knew what the objects were, but they took some home because they regarded them as "good medicine". Igbo-Ukwu bronzes came from three excavation sites—Igbo Isaiah, Igbo Richard and Igbo Jonah. Igbo Isaiah revealed a storehouse filled with ritual objects. Igbo Richard was a burial chamber of an important person. The corpse was probably seated on a stool, wearing a crown, breastplate and bracelets, and carried a fan and flywhisk. His arms were supported on metal brackets stuck on the floor of the tomb. Beside him was a staff with a head in the form of a leopard skull. Three elephant tusks lay on the ground. There were also more than ten thousand beads. Igbo Jonah, the third site, was an ancient pit in which were found a highly decorated pot, staff ornaments and other objects.

### Multiple castings

Igbo-Ukwu's style of art is unique in the corpus of African art. Its surface decoration is greatly elaborated. Small

(\*) Principal Curator, National Museum, Onikan, Lagos.

animals, especially insects, conspicuously stand out from the surface. Other decorations used are lozenges, bosses, rectangles and tiny spirals which form various types of either triangular or curvilinear networks. A number of Igbo-Ukwu bronzes were cast in stages e.g. a vessel, "Roped Pot on a Stand", was made by a very complicated procedure. The body and the upper part of the stand were cast separately. The ropework was cast separately. Igbo-Ukwu bronzes include vessels, ceremonial staff, pendants, bracelets etc.

In 1938, in south-west Nigeria, in a compound called Wunmonije, about 200 yards from the Palace of the Oni of Ife, a man was digging the foundation of a house, when two feet below the ground he found a hoard of eighteen bronzes. These are the Ife bronzes which date between the 11th and 15th Centuries.

The most striking characteristic of these bronzes is their naturalism. Most of them are life size and they look like real people. The heads have relatively smooth edges with holes which were probably used for the attachment of something which covered the face. Some of the Ife bronzes bear scarification lines engraved vertically down the face. Most of the bronzes were cast in an alloy of zinc, copper and lead but the Obalufon mask was done in copper. Obalufon was credited with having introduced bronze casting in Ife. It is a mask with eyeholes provided, so was clearly destined to be worn. Ife bronzes also include full-length figures of the Oni (King) of Ife. Most of the Ife bronzes are representations of human beings which astonished critics because they come closer to the naturalism associated with the Renaissance period in Italy.

## The Benin bronzes

Benin bronzes are the most famous bronzes of Nigeria. Benin art is referred to as "Court Art" because the *oba* had a monopoly of the arts. He maintained specialist guilds of bronzecasters, ivory and wood carvers who were forbidden under pain of death to work for anyone else. Benin bronzes came into the limelight after the 1897 "punitive" expedition when the British sacked Benin and took away the majority of its art treasures in bronze and

ivory. A number of the Benin bronzes taken out by the British found their way into the British Museum, other museums and private collections throughout Europe and United States. Some of these bronzes were later bought back by the Nigerian Government, and the country now has the third largest collection in the world.

Benin art spans six centuries. Thousands of objects are extant. The



Roped pot on a stand, 9th/10th Centuries. Igbo-Ukwu bronzes

National Museum, Lagos

the *oba* and his court. Decorations served to glorify the *oba*. Apart from the representations of human beings, Benin bronzes also featured animals: crocodiles, fishes, leopards and snakes. Bronze leopards were placed on the royal ancestral altars. These are aquamaniles, water vessels filled through the top of the head, from which water could be poured through the nostrils during ceremonies. These sculpted leopards have menacing jaws, alert ears and piercing eyes. The bronze plaques were used to decorate the wooden columns that supported the roof of the *oba's* palace. Many plaques show scenes of court life. The crocodile is believed by the Bini people to be the best sacrificial victim to Olokun, god of the sea and wealth. The Bini see the crocodile as a symbol of power. The mudfish is a symbol of royalty and frequently appears in Benin art.

The Tsoede/Tada bronzes were found in the two villages of Jebba and Tada where the Nupe people live in the north-western part of Nigeria. Tsoede was the legendary founder of the Nupe Kingdom and oral tradition has it that he was a ward of the court of the Ata of Idah. He supposedly escaped from Idah taking the bronzes with him and on his way he deposited them at Tada and Jebba. He then proceeded to found the Nupe Kingdom. All this took place in the 16th Century. There are nine of these bronzes consisting of a seated figure, a warrior, a male figure with a staff, a bronze figure with hands clasped and a group of three animal figures. All these are from Tada. There are also two Jebba figures, the bowman and a female figure. The female figure was stolen from Jebba early in the 1970s.

## Sculptures for fertility and abundance

The Tada seated figure is probably the most naturalistic figure produced in Africa. It is cast in copper. The Tada people used to take it to the River Niger every Friday and scrub it with sand from the river bed to ensure fertility for their women and abundance of the fish on which they live. The seated figure, the Warrior and the Bowman are the three largest bronzes found in Africa. The Tsoede/Tada bronzes date from the 13th to the 17th Centuries.

bronzes date between 1140 AD and 1820 AD. They are divided into three periods. The early period runs from the introduction of bronze-casting to the early 16th Century. Some works of the early period are "The Standing figure of a Messenger" and the "Pair of Leopards". The plaques belong to the Middle Period. Benin memorial heads with upswept projections on the crown belong to the Late Period.

The art of Benin depicted the life of



National Museum, Lagos

*Plaque showing three court attendants (16th/17th Centuries)*

*Traditional state religion in the Kingdom of Benin centred on the King, or oba, who lived in a huge palace compound in Benin City and whose wellbeing was associated with that of the whole kingdom. At one period plaques of this kind were used to cover the wooden pillars of his palace. Bronzes were a royal prerogative in Benin and were associated with wealth, power and foreign trade. They were made by the "lost wax" technique by a guild of casters under royal supervision in Benin City. Some show scenes of warfare, but most depict officials and retainers engaged in the complex ritual of courtly life.*

### The Lower Niger bronzes

In 1909, some unusual bronzes were dug up along the banks of the Forcados River. They are part of what is referred to as the Lower Niger bronzes. They appear to have been

made by various groups of people who lived around the Lower Niger area. These bronzes are thinly cast. Not much is known about them. The Lower Niger bronzes include a figure of a hunter carrying an antelope and genuflecting perhaps in homage to a spirit,

with his dog at his knee; a bronze flask with three human faces in relief; a group showing a man and woman playing a board game and behind them an animal; a bronze figure of a man with the head of a mudfish, holding a snake in his hands and several others:



National Museum, Lagos



*Left, crowned head of an oni (Ife bronze). Right, mask said to represent the Oni Obalufon (Ife, copper)*

Apart from the Lower Niger bronzes, Nigeria also has bronzes which were excavated in the Niger Delta area of Cross River and known as the Cross River bronzes. The dating of these bronzes has not been certified. The most important of these are a male and female human figure and a hippopotamus. Also found among the Cross River bronzes are bells with "constricted" waists. The most common of these bells is the lotus bell, which is thinly cast and bears delicate designs. Some were collected as early as 1904.

The Nigerian bronzes have become celebrated over the years. They comprised part of the exhibition that toured United States, Europe and Canada. The bronzes have helped to drastically change the thinking of Westerners by completely demolishing misconceptions and prejudices long held in the Western world concerning the cultures and peoples of Africa in general and of Nigeria in particular.

©

U.O.

# Cooperation between Nigeria and the EEC

by Johannes TER HAAR (\*)

Relations between the Federal Republic of Nigeria and the EEC are of great importance to both parties, as is highlighted by their trading relationship. More than 60% of Nigeria's total imports and exports (mainly oil) come from, or are sold to, the EEC countries. Although, due to the dramatic fall in the price of oil, the value of Nigeria's exports to the EEC fell from a peak of ECU 11 390 million in 1985 to ECU 4 500 million in 1986, there is still a large trade surplus (approx. ECU 1.7 billion in 1986) in favour of Nigeria.

In 1985, Nigeria alone accounted for about 37% of all 66 ACP States' combined total exports to the EEC, whilst out of the EEC's total exports to the ACP group of countries, 23% went to Nigeria.

Nigeria's immense population of about 100 million (Nigeria ranks 8th in the world's population league) also makes her "special" as a Lomé signatory. For example, one of every 3 to 4 ACP nationals is Nigerian, whilst Nigeria's population is greater than the combined populations of the following eight EEC Member States: Belgium, Denmark, Spain, Greece, Ireland, Luxembourg, The Netherlands, and Portugal.

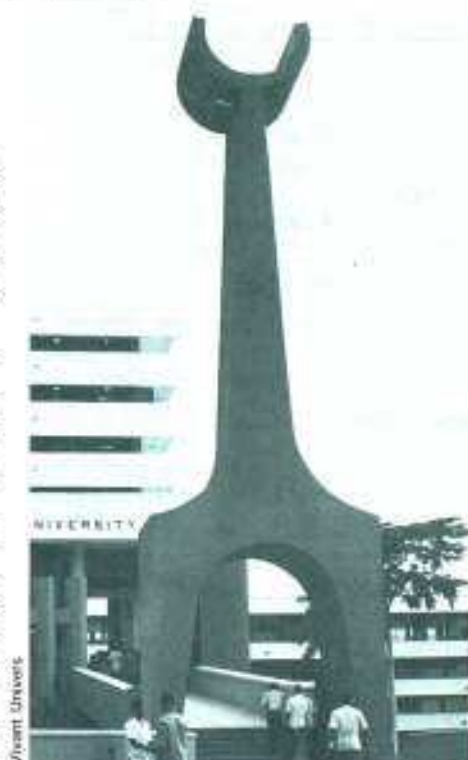
Financial and technical cooperation between Nigeria and the EEC has increased dramatically since Lomé I, and at present the European Community is Nigeria's principal single source of development finance on concessionary terms (the IBRD, which recently launched a new lending programme for Nigeria of approx. US\$ 1 billion per annum, is by far the most important external development agency).

## Financial and technical cooperation

### Lomé I and II

The financial allocation under Lomé I was ECU 9 million. In addition, the European Investment Bank (EIB) approved two loans totalling ECU 50 m (see table), with interest rate subsidies from the EDF of ECU 9 m.

Recognising that manpower training, rather than financial resource allocation, was one of Nigeria's highest priorities, Government earmarked an important percentage of the Indicative Programme (IP) to training and university linkages. This programme financed fellowships for over 200 Nigerians at various European universities and training institutions. University linkages between Nigerian and European universities were started mainly in the field of rural development. For example, linkages were established between the Universities of Jos and Durham (UK) (environmental management); Nsukka—Dublin (Ireland)



The entrance to the University at Ife University linkages figured high in Nigerian-EEC cooperation from the start

(roots and tubers marketing and processing); Ife-Trieste (Italy) (appropriate building techniques and low-cost housing); and Zaria-Hedeselskabet (Denmark) (soil erosion).

Feasibility studies, particularly in the industrial field, technical assistance to industrial research institutes (food processing, foundry engineering and clay manufacturing), and water resources development (research and training) were other Lomé I activities.

The EDF financial allocation under Lomé II increased to ECU 50 m, with EDF interest subsidies for EIB loans totalling ECU 5.1 m. Rural development was given high priority, concentrating on the arid north, irrigated agriculture, and agriculture-related training.

In Kaduna State an ECU 9.4 m afforestation project has been launched, which aims at halting the desertification process in that arid part of Nigeria. The project covers approx. 1600 square kilometres. Shelterbelts, windbreaks, on-farm woodlots, and extension services are the principal project components, designed to enhance agricultural productivity in the region, while at the same time improving the ecology and its micro-climate. Some 2-3 million trees are being planted, with the participation of farmers through seedling distribution and extension services.

Under the Mambilla Tea Project, on the plateau of eastern Nigeria, a comprehensive 360 ha irrigation system has been established for a successful tea plantation, producing mainly for the local market.

The High Forest Monitoring Project undertakes the sampling and measurements of the growth of economic timber-producing tree species, and establishes methods to measure tree growth in the context of human pressures on forest land and changing land use patterns.

Reflecting the importance Government attaches to manpower training, an ECU 18 m Multiannual Training Programme was approved, and is nearing completion.

This programme reflects the priorities set out in the Lomé II Indicative Programme and concentrates on training in all aspects of rural development,

(\*) EEC Delegate, Nigeria.

EEC - Nigeria cooperation			
<b>Lomé I</b>	ECU	Total ECU	
Water Resources Development	2 320 000		
Training and University Linkage (plus reserve for training)	4 330 000		
Industries and Industrial Research	1 940 000		
Trade Promotion and TA Economic Planning	410 000		
	9 000 000	9 000 000	
Interest rate subsidy (EIB Loan)	9 000 000	9 000 000	
EIB: Line of Credit, Small & Medium Scale Industries	25 000 000	25 000 000	
Electricity Distribution Lagos	25 000 000	25 000 000	
<b>Lomé II</b>			
Kaduna Afforestation	9 400 000		
Multiannual Training Programme	19 500 000		
Mambilla Tea Estate Irrigation	2 600 000		
High Forest Monitoring	450 000		
Rural Electrification (approx.)	± 6 000 000		
Improvement of Rural Health Facilities (approx.)	± 6 000 000		
Abakaliki Zinc Study	1 200 000		
Kaolin Pre-Investment Studies	100 000		
Miscellaneous Studies and T.A.	400 000		
Reserve	5 350 000		
	50 000 000	50 000 000	
Interest rate subsidy (EIB Loan)	5 000 000	5 000 000	
EIB: Line of Credit, Small & Medium Scale Industries	40 000 000	40 000 000	
<b>Lomé III</b>			
Programme for Arid North East (approx.)	± 40 000 000		
Programme for Arid North West (approx.)	± 30 000 000		
Programme for Oil Palm Belt (approx.)	± 70 000 000		
Programmes outside areas of concentration (e.g. Training, university linkages, research, T.A., etc.)	60 000 000		
<b>Total</b>	200 000 000	200 000 000	
		363 000 000	
Regional cooperation			
EDF-financed projects of possible interest to Nigeria as part of Coastal West Africa	Lomé I (ECU m)	Lomé II (ECU m)	Lomé III (ECU m)
Agriculture, livestock, forestry, water resources	15,7	48,2	
Infrastructure	0,6	20,4	
International Forum & Colloquy	0,3	1,7	
Regional studies and miscellaneous activities			
To be defined in detail (environment, forestry, communications roads, health, animal health etc.)			210,0 (*)
	16,6	71,4	210,0
(*) Total allocation for Sahelian and Coastal West Africa.			

cooperative training, training in water resource development and forestry, and training in management and public administration. Training for the health, industrial and tourism sectors is also covered. The University Linkage Programme continued under Lomé II, linking European and Nigerian universities through exchange programmes of staff and students, research projects and, more generally, working together and learning from each other in the specific technical field selected for the linkage. At present seven Nigerian and European universities are part of this programme. In addition to the ongoing university links started under Lomé I, new cooperation agreements were concluded between Nigerian and European universities in such fields as erosion (Owerri-Delft-Wageningen), tick and tickborne diseases in cattle, (Zaria-Utrecht) and farm systems development (Nsukka-Leuven). Finally, under the Training Programme some 450 students have benefitted from scholarships at European universities, concentrating on well-defined post-graduate training not available in Nigeria.

A comprehensive programme of technical assistance for three industrial research institutes has been implemented. Feasibility studies in such fields as the exploitation of kaolin resources and zinc/lead deposits have been launched.

### Lomé III

The Lomé III IP for Nigeria, at ECU 200m one of the largest of all ACP States, was signed in March, 1986. As part of Government's Structural Adjustment Programme, which aims, inter alia, at reduced dependence on oil, in particular through the improvement, development and expansion of Nigeria's agricultural sector, the Lomé III IP concentrates largely on development activities related to rural production, in association with appropriate education, training and research activities. Besides measures to expand local agricultural production, the programme will include measures to reduce post harvest losses; protect the environment, in particular in the arid north; and improve rural living conditions through water supplies, health facilities, rural electrification, etc. The IP also makes



*The Delta, the focus of Lomé III's development programme in the South, aimed at increasing the production of food and cash crops (especially palm oil)*

provisions for the better utilisation of rainfed and ground water resources, and for feeder road programmes and livestock production.

Following the signing, in December 1986, of a Memorandum of Understanding, Lomé III programme preparation commenced for the geographical concentration areas selected by Government in the arid North-East and North-West, and in the southern oil palm belt.

The two programmes for the North will concentrate on combating the worsening problems of desertification, a consequence of drought, overgrazing, excessive firewood use, and the shortage of water for irrigation. Programme components will include the development of cattle grazing reserves, the planting of economic trees, methods to reduce firewood consumption, small irrigation projects, shelter-belt development and mass awareness and extension campaigns to motivate the people in the programme areas (each covering thousands of square kms) to participate in the protection of their own environment.

The region covered by the third programme of concentration in the South, in particular in the deltas of the main rivers, is subject to seasonal flooding, preventing the exploitation of large areas for agricultural production. As this region is a prime food and cash crop producing area (in particular of palm oil), the EDF-financed programme will assist with the development of the

Delta and adjacent regions through flood control, drainage systems and diking, as well as rehabilitating and expanding the existing infrastructure to enable the expansion of food and cash crop production and marketing.

In both the northern and southern programmes, an integrated development approach will be followed, including the provision of improved rural health services, water supplies, feeder roads, training and extension services.

Following the completion of detailed work in the field and studies undertaken under accelerated procedures, it is anticipated that the first Lomé III programmes can be started in early 1988.

Nigeria does not benefit from Stabex because oil represents a considerable percentage of its export earnings, meaning that products covered by Stabex do not arrive at the main threshold levels to trigger the system. This remains the case even though export earnings from products covered by Stabex have fallen significantly. This is because the dominance of oil revenues continues, in spite of the drop in oil prices, to prevent them reaching threshold percentages.

In addition to the national IPs, Nigeria has benefited from several interventions. In January, 1987, following an outbreak of yellow fever in several parts of Nigeria, the EEC approved two successive Emergency Aid Pro-

grammes, financed together with the Government of The Netherlands. A nine-member team from MSF-Netherlands (\*), and 3 million vaccines, vehicles and equipment, were sent to Nigeria, where the team worked for six months on a comprehensive inoculation campaign. No fewer than 2.3 million Nigerians were vaccinated against yellow fever, mostly in isolated rural communities. The campaign was a complete success.

Some 19 NGO projects have to date been financed in different parts of Nigeria, to which the EEC contributed some ECU 1 m. Furthermore, about 25 projects are presently being studied or prepared with the assistance of the Centre for the Development of Industry (CDI).

### Regional cooperation

Under Lomé I, EEC contributions to regional projects of particular interest to Nigeria included assistance to ECOWAS (customs nomenclature); support for the ECOWAS regional telecommunications project (ECU 10 m); support for regional trade promotion and the establishment of a hydrological forecasting system for the River Niger (ECU 1.5 m).

Under the Second Lomé Convention further assistance to ECOWAS included assistance in computerised customs data collection, a study on

(\*) Médecins Sans Frontières.



EEC Delegation / Nigeria

*The High Forest Monitoring Project, in which the growth of timber-producing trees is measured and economic viability assessed*



EEC Delegation / Nigeria

*A pipe trench on the Mambilla Tea Estate, where the EEC financed a 360-hectare irrigation system*

telecommunications training needs, and economic and monetary integration in West Africa. A study of the water resources of the Komadougou-Yobe Basin, which lies west of Lake Chad, was also financed (ECU 0.53 m).

The High Yielding Crop Varieties Technology Project aimed at the distribution to the national agricultural research organisations of 21 African countries of improved strains of four crops (rice, maize, cowpeas and soya-beans) developed by the International Institute of Tropical Agriculture, Ibadan. The project started in 1982 for a period of two years and was extended for a further two.

Nigeria is already benefitting from the first phase of the ECU 25 m Pan-African Rinderpest Campaign. Under the "immediate action programme" the country is receiving vaccines, vehicles, and delivery equipment for the first two years of the campaign.

Nigeria has actively participated in the preparation of the ECU 210 m Lomé III Regional Programme for the sub-region. This regional programme, recently approved, will concentrate in particular on the protection of the natural environment and the preservation of natural resources, and on inter-regional and access roads. Desert encroachment, conservation of forests, the reduction of firewood consumption, and improved water management are all covered by the pro-

gramme, and are of direct interest to Nigeria. Other programme components include coastal erosion, human and animal health campaigns and air traffic safety.

The Nigerian Government has also responded positively to the ACP-EEC AIDS Control Programme, recently launched with an EDF allocation of ECU 35 m, and priorities in this field have already been submitted by the Government to the Commission.

## European Investment Bank

The EIB's activities in Nigeria began in 1978, when the Nigerian Industrial Development Bank received a line of credit of ECU 25 m ("global loan" in the EIB's terminology) to be on-lent for small and medium-scale ventures. This cooperation proved fruitful, and a further ECU 40 m was granted in 1983. On-lending by NIDB, partly in cooperation with Northern Nigerian Investments Ltd. and Central Investment Co. Ltd. has gone towards the financing of 17 projects under the first global loan (covering a wide range of activities in agro-industry, glass and brick factories, textiles, metallurgy etc.), representing a total investment cost of some ECU 97 m and the creation of more than 1600 jobs, especially in the States of Kaduna, Sokoto, Bendel, Imo, Niger and Anambra. On-lending under the second global loan is underway, with commitments made in favour of some 40 sub-projects across a broad range of industrial sectors. In 1983, the EIB also granted ECU 25 m to the National Electric Power Authority for the development and reinforcement of the electricity distribution grid in the Lagos area, as part of a larger power sector project co-financed with the World Bank.

Following this total of ECU 90 m already lent, the EIB expects to advance a further ECU 30 m to the New Nigerian Development Company (NNDC), to be on-lent for small and medium-scale ventures mainly in the north of the country, and 45 m through the Federal Government and Lagos State Government to Lagos State Water Corporation for improving and enlarging water supply services, thus creating better conditions both for the population and for industry. ○

J.L.H.





## Heads of ACP regional organisations meet

The ACP Group's constant aim since its formation in Georgetown (Guyana) in 1975 has been to develop internal solidarity, strengthen internal cooperation and promote an identity of its own, so its *raison d'être* is not just the original one of cooperating with Europe under the Lomé Convention. With this in mind, it launched a cooperation programme in six priority areas (including trade and transport and communications) in Suva (Fiji) in 1977 and has held expert meetings, specialised seminars and ministerial conferences over the 10 years since then to put the concept of ACP cooperation into practice. But in Harare (Zimbabwe) in 1985, at the meeting of ministers that was to put the ACP stamp on a series of ambitious programmes designed over the years with the help of specialised ACP organisations and the UN family, there was a sudden *volte face*. Faced with the size of the projects and their financial implications, the ACP ministers insisted on realism. They called for targets that were less ambitious but within their scope and, above all, close consultation with the ACP regional and sub-regional bodies. It was with this consultation in mind that the heads of the ACP regional organisations met in ACP House from 7-11 September, with Joshua Iroha, the Nigerian Ambassador and Chairman of the sub-committee on ACP cooperation in the chair.

The virtues of regional cooperation have long been acknowledged. But the Conventions have gone one better and regional cooperation has gradually become an essential aspect of Community aid to the ACPs, with ECU 340 million under Lomé I, ECU 630 m under Lomé II and one billion ECU under the present agreement.

By their very nature, some schemes are beyond the scope of any one country or region—the commonest example of this of course being the anti-desertification campaign—and, over the past 20 years, regional organisations have burgeoned to promote regional cooperation in the ACP countries. There are 32 of them, no less, in West Africa alone.

### A wide range of organisations

Although, obviously, the term ACP cooperation means cooperation between

two ACP countries or more, the concept needed closer analysis and, most important, the role of all the protagonists, the States, regional and sub-regional organisations and the ACP Secretariat-General that is to say, needed to be clarified.

How, ACP Secretary-General Edwin Carrington wondered, can the ACP Group work efficiently and harmoniously in the achievement of its aims with the organisations in its sector when all too often efforts are duplicated, methods are contradictory and people are ignorant about initiatives and indifferent to anything that doesn't affect their particular organisation? And 10 years after the Suva declaration and action programme, it was time to put these and many other questions to the 33 (not counting the CDI, the CTA or the ACP-EEC Joint Assembly) organisations, including a dozen UN institutions, UNESCO and UNCTAD for example, and international bodies such as the Commonwealth Secretariat, which sent delegates to the meeting.

The 20 or so ACP regional and sub-regional organisations were very different, some standing out by their size, experience and range of objectives and others by their sound financial position and ability to finance programmes.

It was a pity that some regional financial bodies, the African Development Bank for example, which are well funded and were indeed invited, failed to go to Brussels. Many attenders were attracted by the possibility of submitting funderless projects for EDF financing via the ACP Group and they added an item to the agenda on access to Lomé III regional funds by ACP regional and sub-regional organisations.

And here, things are clear. Development Director-General Dieter Frisch reminded delegates in his long speech that, although the Convention did indeed recognise the role of the regional organis-

ations, it left supreme authority over the way the regional funds were used to the States. The States alone decided what support to give to which regional programme and, when they had appointed an organisation to coordinate regional cooperation in a given area, that organisation became the Commission's contact in relation to the management of regional funds. This is the case with CARICOM (the Caribbean Common Market), SADCC (the Southern African Development Coordination Committee) and SPEC (the South Pacific Economic Community), all of which were represented in Brussels and signed a declaration with the Community.

So, if an ACP regional or sub-regional organisation wants the benefit of EDF financing, it first has to get its member countries to give it their support. And although the problem has been settled in the Caribbean, the Pacific and Southern Africa, things are far from being so easy in the eastern, western and central parts of Africa where there are so many organisations that this approach has had to be ruled out.

So what should the ACP Group do about ACP cooperation and coordination? This is how the ACP consultant Professor Reginald Green puts it, suggesting an outline and the limitations of Group action.

### Three levels of cooperation

This action, Professor Green maintains, "also raises questions about the way this cooperation between the ACP Group members at every level ties up with activities run in the vaster sphere of South-South cooperation. APPER (the African Priority Programme for Economic Recovery), for example, is of vital importance in sub-Saharan Africa at both national and regional level. How should APPER, the sub-regional groups and the ACP Secretariat tie in with each other? UNCTAD holds fairly regular discussion workshops and seminars on such things as new ways of increasing revenue from

(L to R) Edwin Carrington, ACP Secretary-General, Dieter Frisch, Director-General for Development, Ibrahima Sylla (Guinea), Chairman of the ACP Committee of Ambassadors, and Joshua Iroha (Nigeria), Chairman of the sub-committee on ACP cooperation



PHOTO MAPEZ

the commodity trade in sub-Saharan Africa and on the economic problems of landlocked and/or island countries and in each case the ACPs are a considerable percentage of the countries concerned. Should the Secretariat try and be the spokesman of the member countries and make its contribution in their name?"

These questions, which involve the ACPs directly, do not call for an immediate response. What they do is suggest several avenues of discussion. Professor Green divided ACP cooperation into three. First of all cooperation between two or more ACP countries and geared to specific aims, such as the Northern Corridor transport project run by Kenya, Uganda, Rwanda, Burundi and Zaïre, a case in which he saw no arguments in favour of ACP Group involvement, although he admitted that the Group should be told about such schemes so the data could be computerised for use by anyone planning a similar project. However, Professor Green did think that the ACP Group had a specific task, namely that of putting expertise in the matter of the standardisation of despatch and customs papers acquired in the Northern Corridor scheme at the disposal of other ACPs, as part of developing country technical cooperation (DCTC) so that countries in, say, West Africa or the Caribbean can benefit. This could be financed either by an inter-regional cooperation fund to be provided under Lomé IV or by the present consultation and training contracts and the allocations for each country which result.

The ACP Secretariat could also centralise and disseminate information on EDF contracts involving invitations to tender. Many ACP firms, Professor Green is convinced, would win industrial and building contracts in their own sub-region if they heard about the opportunities in good time and the contracts were compartmentalised. This could have a considerable effect on trade within the ACP Group and open the way for the creation of inter-ACP firms.

### Duplication and overlap

The second level, the ACP consultant says, is intra-regional and sub-regional cooperation. There have been plenty of regional projects and programmes reflecting the political will of the ACP nations, but there is also a whole series of organisations responsible for running them. And there are general bodies such

as ECOWAS, the ECCAS or SADCC in addition to the specialised bodies such as the CILSS and IGADD. According to Professor Green, it is easy to blame this multiplicity of organisations for the duplication and lack of coordination. And it is even easier to point to examples of bankrupt institutions that are in no way viable, really do overlap and whose efforts to promote cooperation are doomed to failure. The detractors wrongly seize such examples as proof of the alleged intrinsic non-viability of this type of cooperation. Their assertions are easy to make, as they are to some extent borne out by the facts...

As Green sees it, centralised coordination between the organisations of each region or sub-region is vital to avoid any duplication and to highlight priorities for the use of regional funds. And here again, the ACP Secretariat has a useful part to play in centralising the data.

Lastly, Green looks at ACP cooperation—i.e. inter-regional cooperation between Africa, the Caribbean and the Pacific or between two or more of the four regions of Africa. As with the other two levels of ACP cooperation, the ACP Secretariat could help disseminate information and provide expert advice and specialised staff. And the Group-wide training and promotion programmes could be designed and meetings to discuss experience and exchange information could be organised for representatives of the different regions of the Group. Inter-regional ACP cooperation could also include cooperation between firms and technology, culture and data exchange.

### Personal contact

Once this exercise in clarification of the implications of ACP cooperation was over, the Heads of ACP regional organisations began more basic discussion of practical issues. They approved the Harare Air and Sea Transport Programme and invited the ACP Council of Ministers to ask the EEC for financial backing.

They then discussed trade within the Group and how it was financed. They thought:

- the key to ACP cooperation aimed at autonomous development was trade expansion;
- the regional organisations had a major role to play when it came to promoting regional trade and they could in-

fluence such national policies as constituted barriers to trade;

- technical assistance had to be given to the private sector and especially to the chambers of commerce, which had a part to play in promoting trade within the Group;

- trade support services—the data network between the ACP regions and international organisations, market studies etc.—should be improved;

- there had to be close collaboration and coordination between the ACP Secretariat and institutions such as UNCTAD, the CCI, and the UNDP to ensure that the inter-ACP programmes fitted in with those of other organisations.

The meeting also recommended that the ACP Council of Ministers set up a trade financing institution for the ACPs.

Two working parties then discussed cooperation with production and the formation of inter-ACP firms (under the chairmanship of ECOWAS' Executive Secretary Mr Muno) and cultural cooperation in the broadest sense of the term, i.e. to include technology, technical assistance and data-related information (Chairman: Raymond Chasle, the Mauritian Ambassador).

But ultimately, the important thing about this meeting was not just the discussions and resolutions, but the opportunity it gave ACP regional organisations to get to know each other and learn more about the machinery of ACP-EEC cooperation. Edwin Carrington, Secretary-General of the ACP Group, began the meeting by reminding delegates that no headway would be made without proper personal contact and warm working relations between the key men in the organisations concerned. Things go so much faster, he said, when Simba in SADCC can call Carrie in the ACP offices and he can call Dieter at the Commission or Roderick in CARICOM for the answer they need... or for that special unofficial document. Being on first-name terms is not important in itself, but the friendship it implies is a crucial complement to the official structures.

And it is because of his particularly fruitful contact with colleagues in other organisations, in the Commission and the ACP Group, that the Chairman of the Pacific Chambers of Commerce, Mr Asi Eikeni Frueau, attending this kind of meeting for the first time, said, during the closing ceremony, that he was so pleased to have made the journey to Brussels. ◊

A.T.

## The European Community: mutation and international role

### An interview with Emile Noël, Secretary-General of the Commission of the European Communities

*Courier readers, their letters suggest, take an interest in the construction of Europe and of course ACP-EEC cooperation would find life difficult if Europe was in a state of crisis. And it is the crisis that many observers think they can see coming that has give rise to what has been called "Europessimism".*

*Yet the Community is not only surviving. It has celebrated 30 years of existence—and it did so with a series of events in Brussels on 27-30 June 1987—and it is this growth, paradoxically, which is both its strength and its weakness. The Courier sought out a reliable analysis of this situation, one based on many years of sound experience of the process of European unification, by talking to someone very much in the know who has now, alas, left Brussels after more than 30 years working for Europe. Emile Noël, Secretary-General of the Commission until September and known in European circles as "the 18th Commissioner", gave an interview to The Courier shortly before his departure for Florence (Italy), where he is now President of the European University Institute.*



EEC-Lemaitre

► *Mr Noël, you said recently that the European Community's situation could be summed up in one short phrase: "a state of crisis". Is this a normal part of the growing process, do you think, or is it something further-reaching, a structural crisis perhaps? And if so, what do you see as the main causes and effects?*

— The Community, our Community, is changing. Its institutions have to react to the profound changes of the past 15 years during which Europe has gone from the Six, a small and relatively homogeneous group, to the Twelve, a unit that is much more diverse and, with twice the members, more cumbersome too. This Europe of the Twelve is governed by much the same rules as the Six were and the only difference, but still only a small one, is that introduced by the famous "Single Act" which has just taken effect (see inset).

As well as being of symbolic value, the change from Six to Twelve has highlighted the Community's prob-

lem. We all know now that it is vital to adapt policy, find new financing and revise our priorities. So the change in Community make-up calls for structural changes, too, and they are never easy to bring about. So we have had this semi-permanent crisis situation ever since these problems came to the fore in the early '80s.

#### "Another Community"

► *So, as you see it, it's a question of change rather than a slowdown in growth or a change in the political will of the Member States?*

— There is not just a change in the Community's make-up. It's another Community. The Community of the Twelve is completely different from the Community of the Six and our behaviour, our solidarity and our policies have to adapt themselves to this new Community. But the change is going to threaten some of our habits and some of the advantages already obtained, so there will be all kinds of tension as a result.

► *Do you think that the fact that the Community has enlarged southwards will affect the change in nature?*

— You have to look at enlargement globally. The Community has enlarged both northwards and southwards. Denmark and the United Kingdom have joined us, as have Greece and Spain and Portugal, and Ireland too, which is in the North but in the same economic situation as the countries of the South. So enlargement has been balanced, although the Mediterranean contingent already present in the Six with France and Italy, is now of equal weight to the northern contingent.

The problems of cohesion, as we now call them, were not of prime importance in the Six. The dynamism and the growth of the '60s were enough to push all six countries forward—including Italy, whose economic progress was remarkable. But in the Twelve, economic and social cohesion, solidarity, that is to say, is one of the things conditioning both the strengthening of the Community and

## The Single Act

*It was following various initiatives, by the European Parliament in particular, that in June 1985, the European Council called an inter-governmental conference that led to the signing of the Single Act which took effect on 1 July 1987.*

*The Single Act is the most substantial of the revisions of the Treaty of Rome since the Community was first formed and it is geared to removing the frontiers in Europe of the Twelve by 1992, as a focus for the construction of the Community. It also lays down the accompanying social, economic and social cohesion, environmental protection, technological research & development, and monetary integration policies needed to create and make a success of a large internal market.*

*The Act aims to achieve this by enabling the institutions to exercise their powers under conditions that reflect the interests of the Community via greater use of the majority vote on the Council, especially in matters of internal market, a greater role for the Commission in the implementation of Community policy and greater European Parliament involvement in Community decision-making.*

*The Single Act also has foreign policy provisions based on the idea of consultation between the Member States. Let us hope that the legal foundations thus laid for affirmation of a desire to consolidate European political cooperation will result in a fresh stimulus when it comes to taking up positions, and even taking joint action, on the big international problems of the day. For the first*

*time. And in a text that ranks as a treaty, the Member States have provided for closer cooperation in security too, in particular with a commitment to preserve the technological and industrial conditions needed for this purpose.*

*So by its very title the "Single Act" symbolises the members' desire to have one legal instrument establishing the conditions for osmosis between economic, social and monetary matters and the external policy. Maintenance in the same institutional system of the pillars of the future European Union—the Economic Community, the European monetary system and political cooperation—has to be seen retrospectively in the light of the regression that would have been represented by the collapse of the main achievements of European unification in separate treaties and institutions.*

*The Single Act will enable the Community to give itself new dimensions and a power of decision that is in keeping with its ambitions. It in fact gives it the legal means of moving faster in many fields, without overturning the fundamental institutional balance or the distribution of responsibility as between Community and national authorities. What the Community has to do now is give itself the political and financial means of making the Single Act a success. This is the meaning of the financial and structural reforms—which are in fact known in terms of "Making a success of the Single Act"—which the Commission has proposed this year and which are the Community's priority targets in 1987.*

► *What do you think are the most difficult problems the Community, as it is now, has to cope with?*

— First of all, let me say that the Community's external position hasn't really been affected by its internal problems. Europe has still got a good reputation outside. Europe, the Community of the Twelve, grouped together for the purposes of political cooperation, is a reality on the international scene, although people sometimes question its policy.

The Community's internal problems are all tied up in various ways with the profound change we mentioned just now. I have already brought up the reform of the Common Agricultural Policy—and the improvement of our structural policies is a response to the demand for greater economic and social cohesion. The great importance the countries of the South attach to the common technical research and development programme has made the situation more dramatic. The budget problems, be they immediate (the coming year) or medium-term (new own resources) are the upshot of all these difficulties. But they are only the external signs of a deeper-rooted problem, that of adapting the Community to the "European new deal", which, by contrast, is seen outside as something which improves and strengthens the Community—which is indeed what it is.

► *So you think that, in spite of all these difficulties, the Community can not only go on playing the economic part which was its original purpose, but maybe even play a geo-political part too?*

### "More encouraging trends"

— First of all, the internal "crisis" is developing in a fairly encouraging way. The last European Council, which was in Brussels<sup>(1)</sup>, was a good one. There was no way that it could have reached final decisions on technically complex subjects with considerable financial consequences only four months after the tabling of such a complex and ambitious document as the Commission memo on "Making a success of the Single Act". The important thing was to decide on the political guidelines and eleven Governments in fact managed to agree on political guidelines which have proper content and are very close to the Commission's original proposals. The twelfth Government, the British Government, only opted out on a limited number of points.

The Brussels European Council did its job properly and paved the way for work to continue. It realised that the Community was changing and was determined to overcome the attendant problems. So there is no reason why

(1) End June 1987.

balanced growth. You can see the same sort of change with, say, the ongoing revision of the Common Agricultural Policy, which is justified, above all, by the profound changes going on in agriculture in the world today. But in the Community of the Twelve, reform has also helped iron out differences in the way products from North and South are treated—and people are much more aware of them now than they were 15 years ago.

the Community shouldn't play its full part on the international scene, particularly in a field where it has an original, committed policy — by which I mean towards the developing countries.

### “Matching word and deed”

► *The Commission memo on “making a success of the Single Act” says that “there will be no tangible progress with the construction of Europe unless Europe asserts itself with strength, courage and generosity in relation to the outside world. And that it also makes its presence felt in its ability to say no to domination and yes to the poor...” How can Europe put this generosity towards the outside world into practice?*

— That is the challenge we have to take up. We have to match our deeds to our words. An open policy towards the developing countries doesn't just mean handing over financial aid or giving them technical assistance or even political support. It also means making a sacrifice, agreeing to stabilise the price of raw materials so they can earn enough, reorganising some European output to make way for products from the developing countries, accepting greater competition from these products on our own markets and so on... These are test cases and how we make out in them will show Europe's real willingness to stand alongside the developing nations.

► *That is the point of view of the Commission — which is usually more avant garde than the Member States on matters of this sort. Do you think some of the Member States at least will follow the Commission in this generosity and sacrifice?*

— This is an everyday battle for the Commission — but the Commission isn't the only one. Some of the members are with it on this and others are more hesitant. But overall, the Community's position is more open than most of the industrialised world, with the possible exception of Scandinavia and Canada. We don't have any apologies to make for the Community's policy.

► *Does the EEC Commission see development policy as a priority in spite of all the obligations and sacrifice it involves?*

— Yes, of course it does. The development policy has taken on considerable importance over the past 15 years. In the Six, it was more or less confined to relations with what we called the AASM—the Associated States of Africa and Madagascar—which were linked to the Community by the Yaoundé Convention, but the arrival of the UK, Denmark and Ireland led us to widen the circle and the ACP Group is now of world-wide importance. And, under the initiative of Jean-François Deniau and then Claude Cheysson, the Commission started to promote a general development policy and embarked on active cooperation with the countries of South-East Asia and Central and Latin America, which are not involved in Lomé. And there are preferential agreements with the Maghreb and the Mashraq countries, too.

The European Parliament considers this new policy to be of prime importance and it has done a great deal to make sure the Community has the

means of realising its ambitions. Two of the most distinguished members of the Commission today, Vice-Presidents Lorenzo Natali and Claude Cheysson, are in charge of the Community's development policy and North-South policy and their influence in the Commission, their authority on the international scene and their years of experience with Europe strengthen the Community's position in this field even further. The Community's development policy is a common policy that has not been contested. It has succeeded and it has helped consolidate the Community's international standing.

The Lomé policy, fortunately, combines different elements which back each other up—the joint structure of the institutions, the trade arrangements and technical and financial cooperation, plus imaginative ideas like Stabex and Sysmin—so it has been an example at international level. Look at the export revenue stabilisation project for the least developed countries.

### Relations with Latin America

► *Do you think there will be any change in this policy now Spain and Portugal have joined? Will the Community be putting more emphasis on, say, relations with Latin America?*

— It will be in a different key. Our Spanish and Portuguese friends rightly feel more emphasis should be placed on our relations with Latin America — i.e. Central America, Brazil and South America, which already had close connections with both the Ten and the Six. Italy has indeed always campaigned for greater cooperation here because of the close links it has with some parts of Latin America, Argentina, for example. So there will be a change of key. Relations will perhaps be warmer and more sustained, but there will be no upheavals and as far as development policy as a whole is concerned, there will be no major difference between what has been done so far and what Spain and Portugal want to do.

► *And no major financial consequences either?*

— Financial aid is essential if you want to do anything properly. And this brings us back to the general problem of Community financing, which I

### An ACP view of the EEC<sup>(\*)</sup>

► *The EEC is 30 years old. How does the ACP Group, now in its 12th year of existence, view this Community birthday?*

— *We are pleased to join in Europe's 30th birthday celebrations. Europe is gaining strength. Over the more than three years it has been since I arrived in Brussels, I have seen things change a lot. When I first got here, there was talk of the Spinelli project. Since then we have had the Single Act, a very important contribution to union in the Community, and the agreement on the “single market” which is to come about, if possible, in 1992, for both people and goods. With such things as the European passport and, above all, the European monetary system (EMS) and the ECU, we are seeing some very profound changes. All the members of the ACP Group welcome them—and we are learning lessons for our respective countries.*

<sup>(\*)</sup> From an interview which Charles Valy Taha, Côte d'Ivoire's ambassador in Brussels, gave to *Fraternité Matin*, the Abidjan paper (26-27 June 1987).

hope will be settled by 1988, so that more money can be earmarked for development and Latin America can benefit.

I should like to make it clear that, in spite of our present financial difficulties, the amount channelled into the developing countries has not been affected. This is a good illustration of the importance our institutions attach to this policy and, once the Community has got over its financial problems, the European Parliament will be able to promote development aid again.

► *You said that Europe should have the means to achieve its ambitions. You are going to take over a cultural institution par excellence, the European University Institute in Florence<sup>(1)</sup>, so do you think that Europe has the means of achieving its cultural ambitions?*

### Education and culture

— There are educational problems and there are cultural problems proper. Educationally speaking, the Community has its own powers, limited ones but genuine nonetheless, and they enable it to take a certain amount of initiative and induce para-Community cooperation. The Commission has made substantial proposals on equivalence in the matter of qualifications and access to the professions and on university student mobility too (the famous ERASMUS programme is one of the most creative ever launched in this field) and on relations between universities and industry, with a view to seeing that degree courses are in line with what the modern world wants (the COMETT programme).

In the field of culture, and to a lesser extent in education too, the central authorities in the Member States only have limited, residual powers. So the Community's cultural powers are obviously going to be marginal too.

That is not to say it is absent from the field. It has a role of coordination and stimulation to play and it has to support pilot projects. Mr Ripa di

(1) Opened in 1976, it is an inter-governmental training and research organisation partly funded by the Community. About 200 researchers work there, for periods of two or three years, on (often interdisciplinary) European research projects in the fields of history and civilisation, economics, law and social and political science (Ed. Note).

Meana has a number of activities planned to set examples and offer encouragement, while respecting the diversity of the different nations. In particular, the Commission—and the Community—can help the Member States and the so-called "cultural workers" adapt to the changes being wrought to the cultural environment by the new means of communication (international TV by satellite and cable), which will give a totally new dimension to artistic endeavour, to the dissemination of ideas and to cultural



*"The Community's external position has not really been affected by its internal problems"*

exchange. So its job in education is an extremely interesting one, taking initiatives and offering stimulation. And in the field of culture, it can, with fewer means and a weaker legal position, encourage new ideas and consultation.

► *What is your attitude to the duties you will be taking up as President of the European University Institute?*

— The Institute, like any university, is careful about its autonomy and has to maintain the stability and con-

tinuity of its teaching. What I shall be trying to do will therefore be to and continue with what my predecessors did, liaising closely with the faculty. I should like my special contribution to be to bring out the European nature of the Institute. The Institute is fairly small. It doesn't have the comprehensive approach of a university and there would be nothing to gain by becoming a mini-versity. What it has to do is concentrate on its specific features—which is to say define general topics and major research programmes for the researchers against a European background. This doesn't mean the Institute will have to confine itself to fields linked to Community activity. Its vocation is clearly broader and more general than that.

### "Opening wider the Institute's doors"

My second concern is to give a further boost to collaboration between the Florence Institute and the other European universities. The collaboration is already there and my predecessor, Werner Maihofer, has had significant results. So we have to continue along the same path to make the Institute a part of the university collaboration network. This is in line with ERASMUS and in the interest of both the Institute and the other universities, which will have the benefit of its expertise in certain fields. So my priorities are to bring out the European nature of the Institute more and to make it a firmer part of broader inter-arsity cooperation.

I also hope it will be possible to open the doors of the Institute wider to ACP researchers. This would be of considerable benefit to the Institute and it would help certain ACP researchers too. The Directorate-General for Development will perhaps want to see whether the Institute can be fitted into its training programme. In economics, in particular, Institute involvement in European and international research could give an extra dimension to the training of one or two top-quality researchers from the ACP countries. I hope to be able to look into this in Florence and I hope the idea will get a certain following amongst my former colleagues in the Commission and in ACP university circles. ◻

Interview by M.-H.B.

# Decentralised cooperation

## — Watering the grass roots —

The worldwide explosion of sympathy, solidarity and practical commitment that was sparked off by the Live Aid concert in aid of victims of drought and famine two years ago, brought an unpleasant fact to light as well: most people in the developed world were unaware of the massive efforts being made by their own governments, by multilateral organisations and by mainstream NGOs. Or, if not unaware, people regarded them as formal, established and impersonal, the machinery of aid set up by bureaucrats and maintained by specialists. Communities, corporations and individuals knew that a proportion of their taxes were siphoned off to the Third World in order to promote development, but they were not involved intimately in any part of the process, any more than they would be in the allocation of their taxes to welfare, education, defence or housing. Live Aid was successful because it made an immediate, direct and personal appeal. And Live Aid was only the most spectacular aspect of a trend that has been growing now for some time: decentralised cooperation.

### What is decentralised cooperation?

Decentralised cooperation covers the widest possible spectrum. At one end of the scale there are full-scale cooperation agreements signed between West German *Länder* and African countries (Rhineland-Palatinate with Rwanda, Lower Saxony with Sudan and Saarland with Burundi) which complement, but do not supplant, agreements between, say, Sudan and West Germany, down to the twinning of a small town, Marlborough, in England, with Gunjur in Gambia, undertaken by a group of concerned citizens who founded the Marlborough Brandt Group (Brandt to mark the name of the author of the Brandt Report which influenced the citizens to get up and do something practical).

The case of the West German *Länder* is one of considerable interest. The aim is not to pour huge sums of money into prestige projects, nor yet, to quote the *Osnabrücker Zeitung* of 20 November 1982, to swell the ranks of mutually-competing NGOs. The objective is to turn 'development aid' into 'cooperation'. An example of this is practical training—metalworkers could be trained and equipped with their own toolkits, coordination of several NGOs' work could be undertaken, modernisation of the sugar industry begun. In France, a growing 'Mediterranean' consciousness has led to the 'twinning' of regions in the south (Provence—Alpes—Côte d'Azur and Languedoc-Roussillon) with governorates in Tunisia and has further led to useful, functional development exchanges at the level of chambers of commerce, specialised institutes and centres of higher learning.

Twinning of towns has long been a feature of the European scene, an attempt to bring ordinary citizens together, bridging the gaps of language and nationality. And bringing to ordi-



## échanges méditerranée

nary citizens the chance to exchange everyday experiences with opposite numbers. This concept of twinning, begun to foster European cooperation at the grassroots level, has now extended to embrace the more pressing needs of development cooperation. Small parishes in Belgium have 'adopted' parishes in Zaïre and the great city of Bremen in Germany is twinned with Pune in India.

What do these links actually produce? For a start, the urban, regional or provincial governments in Europe tend to have a wide competence in many areas of social administration—education, training, health care, manpower research and development. All these are areas in which developing countries need skills and techniques. They can obtain them, of course, by other means, but the price can be high. And decentralised cooperation means that a large pool of expertise and willingness, hitherto closed, is opened to countries which have already to pay too much for imports, whether of goods or services. Bremen has, through BORDA (Bremen Overseas Research and Development Association), developed a river pump, easily manufactured from local materials, for use in Mali for irrigation of vegetable plots. A Mali-made prototype went into operation near Bamako in 1983 and the system is now in the expansion phase, run by *Machinisme Agricole* and the *Compagnie Malienne de Navigation*.

Other regions feel that they have other things to offer, even when, in the European context, they are in steep decline. In 1984, several European regions, hardest hit by the economic recession and declining demand for their traditional manufactures, held a conference under the patronage of the European Commission, the European Parliament and the Council of Europe. Much of the conference was, naturally, devoted to exploring ways and means of reviving the regions, Hainaut in Belgium, Nord-Pas-de-Calais in France, West Yorkshire in Britain and

Nordrhein-Westfalen in Germany. But the following paragraph shows clearly that cooperation with developing countries has a role: "Developing countries are also likely to constitute other markets for the traditional industrial regions. These regions produce machines and capital goods which, even if they are not up-to-date from a technological point of view, are generally solid and easy to utilise.

They meet the demand of many developing countries where very sophisticated but often fragile machines cannot be repaired rapidly." Here, it is true to say, cooperation is not the one-way traffic it is often represented to be—it is the clear expression of mutual dependence on which much rhetoric is expended but which few ordinary citizens ever notice.

'Trade not aid' is a more comprehensible watchword than interdependence—and decentralised cooperation seems to be a ground-breaker here as well. In 1986, the Walloon Region of Belgium signed a Protocol of Agreement with the EEC/ACP Centre for the Development of Industry which was quite novel and remarkable. The CDI, whose main task is to bring European and ACP economic operators together for joint ventures in manufacturing, normally confines its main financial role to the provision of economic analyses, feasibility studies and technical assistance. The main financial costs are borne on a 50/50 basis by the EEC and ACP enterprises respectively. In this Protocol however, the Walloon Region has come in as a full partner and proposes that expenditure in foreign exchange should be split 1/3 for the CDI, 1/3 for the Walloon enterprises concerned and 1/3 for the Walloon Region. The Region will set up an information network to ensure that Walloon companies, especially those in advanced and appropriate technology fields, know of the potential. And the CDI Director, Dr Isaac Akinrele, replied to the Minister-President of Wallonia with the words: "We are today making history".

### Making geography as well as history

Decentralised cooperation thus has a distinct economic role to play—to tap those resources that are abundant at the regional level and to put them at the disposal of others. Sometimes it flies higher than that—the International Union of Local Authorities (founded in 1913) organises courses each year on subjects of interest to developed and developing world alike. Unlike the major development fora, which are dominated by politicians, economists and senior civil servants, these courses are practical, and attended by those who, in the final anal-

## MARLBOROUGH BRANDT GROUP



ysis, have to do the job, whether it is management of water supplies or training staff. These courses last an average of 6-8 weeks and are an ideal place for the exchange of experience and the adaptation of lessons learned.

If it is money and people which are the essential ingredients of development cooperation, then decentralised cooperation is definitely situated at the "people" end of the spectrum. The IULA<sup>(1)</sup>, the FMVJ<sup>(2)</sup>, the international federation of twinned towns, IRED<sup>(3)</sup>, Development Innovations and Networks (the communication forum for 600 peasant associations, women's groups, artisans and urban development bodies) are all agents of this people-to-people approach.

It should not be thought that this is an approach dictated by sentiment alone. Experience has shown, in many areas, the weaknesses inherent in a centralised, government-to-government approach. One of the more revolutionary aspects of the Lomé III Convention is that concerned with private investment and the role of small to medium-sized enterprises. They are recognised, in many cases, as more appropriate than larger enterprises, to the conditions of economic cooperation, and yet they are difficult to inte-

(1) IULA — International Union of Local Authorities — 41 Wassenaarseweg — 2596 CG The Hague, Netherlands.

(2) FMVJ — Fédération Mondiale des Villes Jumelées — CNJ — 2 Rue de Logelbach — 75017 Paris.

(3) IRED — Innovations et Réseaux pour le Développement, Case, 116, 3 rue de Varembe — 1211 Geneva 20.

grate into centrally-planned development programmes. The examples of Wallonia/CDI cooperation, Lower Saxony/Sudan cooperation and Bremen/Mali cooperation bring out a common factor—the investment of SMEs in development cooperation, on both sides. In Europe, SMEs require the stimulus of new areas of operation; in the ACP countries, SMEs are not often considered worthy of official attention, and yet do not have the knowledge or resources to seek partners by themselves. Decentralised cooperation releases energies which can be tapped by the SMEs on both sides.

Although there are sound technical and economic grounds for fostering decentralised cooperation, one cannot escape, at the end, from the real personal involvement that it brings. To underline this, here is a quotation from the Marlborough Brandt Group's annual report for 1985: "Pat Lovelace and Alan Lance spent the first three months of 1985 in the Health Clinic in Gunjur. Pat, a district nurse, spent her time working and teaching in the Health Clinic in Gunjur whilst Alan, a builder, looked at the five-classroom block project for the Gunjur primary school, which we had been asked to fund. He was sent a grant of £ 500 and constructed the foundations and base platform of the building".

Over and above the economic arguments, the technical acceptability and the organisational usefulness of decentralised cooperation, that paragraph encapsulates the real value. Ordinary people, not experts in development, nor bureaucracy nor international economics, making a contribution to development which they found personally meaningful and which corresponded exactly to what they had to offer. On the other side, there were the citizens of Gunjur, coming to realise that not all people in the North were hedonistic tourists or aloof specialists who would *explain* only to their Gambian equivalents, even if they *talked* to others. It is a great temptation to say that decentralised cooperation should stay out of the limelight, since the glare of publicity—so useful to a one-off event like Live Aid—might cause this fragile growth to wither away. And, for all those concerned with development at the grass roots, that would be a terrible pity. ◊

Tom GLASER



## Decentralised cooperation — changing hearts and minds

The City of Bremen (\*) has a number of projects in hand at any one time, and it is the clarity of focus which makes it such an outstanding example of what decentralised cooperation can achieve. There are engineering projects, town planning projects, health projects; and there is one which is an education project which, more than any other, typifies the people-to-people approach. It is of particular significance, because it links people with a shared, if not a happy, past. It is an example of cooperation with other bodies, including the EEC. And it is a scheme which is promoting education in two directions, South-North as well as North-South.

The project concerns education in Namibia, which was a German colony, German South-West Africa, from 1884 to 1915. Its subsequent history, as a League of Nations Trust territory handed to South Africa, which has since refused to let it go or to prepare it for any kind of serious independence, is all too well-known. The first attempts to educate the people in a way that does not serve the interests of the country's occupiers are having to be made from outside the country, by the United Nations Institute for Namibia, based in Lusaka in Zambia. From 1981 to 1983, the Institute, financed by the NGO "Terre des Hommes" and by Bremen regional government (*Land*), produced, with the help of the Third World Research Group of Bremen University, a pair of books. One was for use by 10- to 12-year-olds in Namibia, entitled "Our Namibia". The other was a manual for course designers for senior and adult educational programmes entitled "Lernbuch Namibia" (Namibia Course Book).

The Institute's Teacher Training and Upgrading Division required a new approach to teaching materials which broke down the stereotypes of "colonial" teaching, and helped to combat the feelings of racial inferior-



One hundred years after its colonisation of South-West Africa, Germany, and in particular Bremen, was host to an international congress entitled "Education for Liberation". Above, a scene at the reception on 24 April 1984.

ity inculcated by a century of alien rule. Moreover, it was intended to create positive images of geography, history, environment and culture, and to help teachers instruct their charges in more political matters such as peace, justice and decolonisation. Phase II, from 1984 to 1985, involved the same participants as before, with the addition of the Commission of the European Communities, and concerned the production of two more books. One was the "Namibia Junior Secondary History Textbook" which aims at giving young Namibians a coherent image of their country and to motivate them in their activities. The second work is something of a ground-breaker; it is called "Namibia Lernbuch II" and has been compiled by over 30 authors, for the most part Namibians, with the aim of educating Germans about the significant parts of Namibian history and current affairs. Rather than just forgetting about a dubious part of their history, the youngsters of Bremen will learn how and why it came about, and through this project, understand current realities. Just by existing, this project will lay the foundations for the sort of decentralised cooperation through better understanding that seems to lie at the heart of the new vogue.

The third phase of this operation, in which the EEC is again involved, is much more advanced. SWAPO, the South West African People's Organisation, is setting up its own school in the People's Republic of the Congo. It will be at the secondary level, and cover the following disciplines: natural sciences, social sciences, professional training and languages (English and French). The University of Bremen is in charge of developing the social sciences curriculum, and is planning a junior secondary geography textbook and a series of textbooks entitled "Training for Independence" which are social science texts for use by teachers as training materials or by senior students as learning notes.

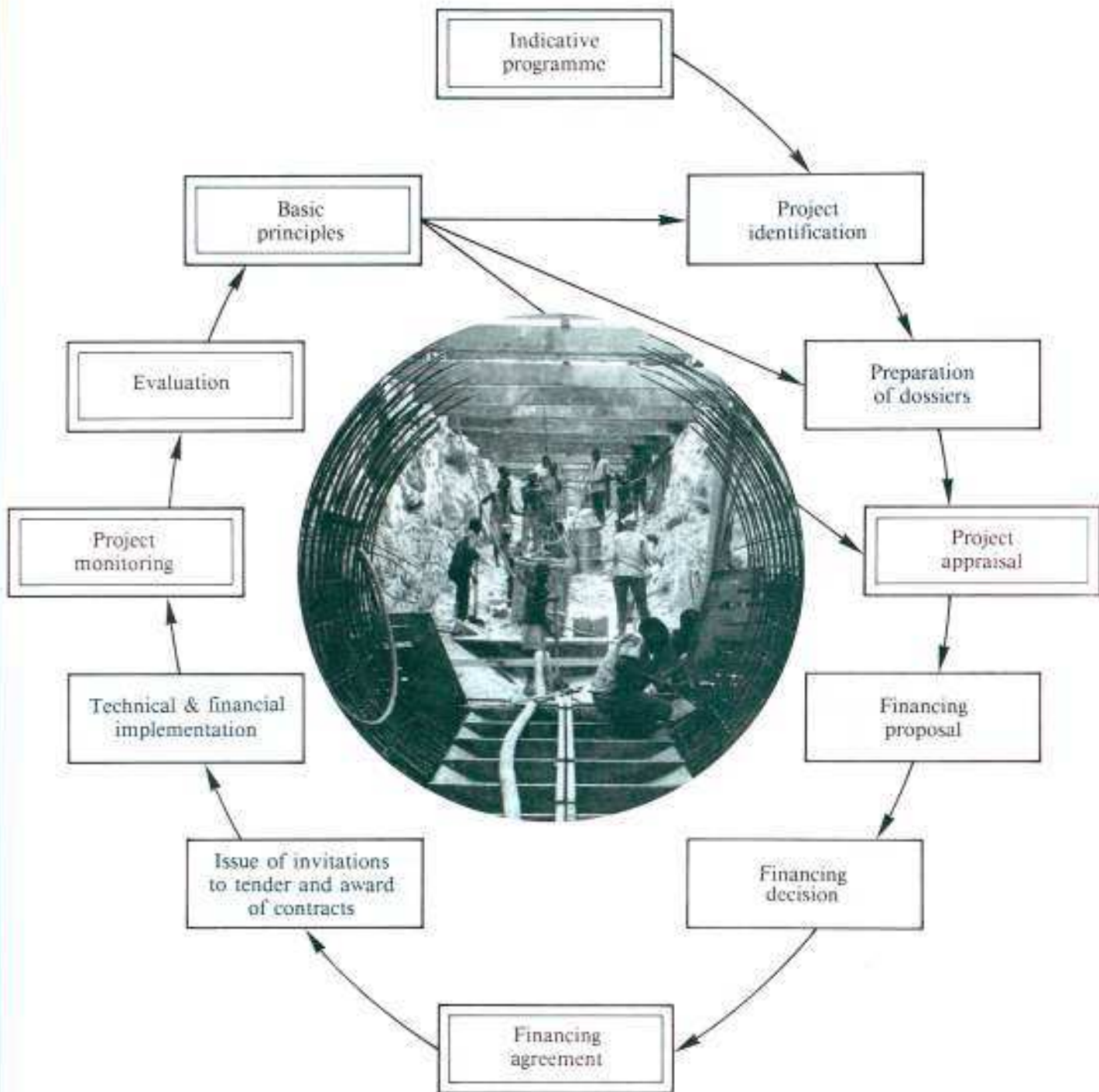
When a SWAPO delegation, headed by Sam Nujoma, visited the Federal German Republic in September 1985, it could not fail to stop by Bremen, and Sam Nujoma explained exactly why: "The reason for our visit", he said "is that, for years, the City of Bremen has shown its solidarity with SWAPO and has shown its keenness to get involved with projects concerning the preparation of our country for independence".

That, surely, is what decentralised cooperation should be all about. ○

T.G.

(\*) Bremen is a busy port and manufacturing city in the north of the Federal German Republic.

# THE LIFE OF A PROJECT



- Joint ACP-EEC responsibility
- ACP responsibility
- EEC responsibility

*The project cycle*

*Sewerage project in Brazzaville*

Not all projects take the same time to complete. Some are simple to design and easy to run. They go quickly and two or three years may be enough to think up the scheme, plan the details, take the decision, do the work and hand it over to the beneficiaries. This happens with such things as some building, feeder road programmes, most studies, or trade promotion campaigns. Other projects are more complex and involve large amounts of financing or are such that they have to be planned over several years and must therefore take longer. A typical example is the integrated rural development scheme which involves not just a thorough study of the situation, needs and potential solutions, but what can be difficult work (dams, land clearance, drilling or crossing rivers), special supplies, the transfer of appropriate technology, extension workers, a revolving fund and sometimes financing for maintenance and operation before production starts. The best technician in the world cannot reduce natural or psychological demands and a young oil palm cannot be expected to produce exportable fruit in less than the time it takes. Nor can a farmer be expected to drop a crop he knows and immediately take up a new one that he will perhaps take several harvests to get to know — and then only if a certain number of conditions are met.

However, regardless of the total time it takes, a project goes through a certain number of stages and they are common to most schemes, regardless of the source of financing. Some funders use the term "project cycle", which is right for all those for whom a project goes on existing after it has been handed over to the recipients and who learn by their experience and use that knowledge in their future activity.

This is what happens with European development cooperation and our Dossier this time concentrates on the life of a project under Lomé, giving other examples for comparison.

The articles of this Dossier try to be operational so as to be of use to anyone involved or interested in projects — although other readers may find them austere. And this is because development is not just policy guidelines, generous speeches, or large sums of money. It is also procedure, admin-

istration and accounting, cement and machinery and asphalt and metal. And sometimes disputes too. But above all, it is men and women whose everyday activity, regardless of where they stand in the project, involves converting money and policy into practical achievements, into wells, schools, tracks, factories, plantations, fertiliser... which will change their lives or the lives of hundreds of others. Knowing the rules and procedures makes for better, faster work and, therefore, a better response to the ideals of cooperation.

### The development project

The word "project" should not lead the reader astray. It was chosen deliberately as being the commonest, best-known word in development activity. In this Dossier, it may refer to all kinds of schemes — regional development, higher agricultural output, hospital or road building or repairs, the production of teaching materials, input supply, lines of credit, sending out experts, training local staff and so on. Or a combination of all of these, making up what is sometimes called a programme.

One recent economic trend was to condemn development projects. Some of its fans pointed to the failure of various projects and the financial imbalance of the developing countries and concluded that the system and development cooperation more generally had failed, suggesting that the only things worth attention were economic policy and macro-economic questions. This led on to a more fundamental kind of research, "structural" so-called, but in fact linked to the urgency of problems, so that some funders, the World Bank in particular, are granting more and more structural adjustment loans instead of the conventional project lending.

So down with projects? Do they fulfil the hopes that led people to finance them? Or are they a disappointment to them? Two articles in the Dossier answer these questions and a third answer comes from the fact that the vast majority of funders are still funding development projects and programmes — projects above all, in fact, although there are some programmes that combine a number of schemes (the health programme Belgian coo-

peration is currently funding in Zaïre, or some decisions by national authorities along these lines, e.g., a land management programme in Burkina Faso, involving a 15-year land conservation campaign with funding from a variety of sources).

The Lomé Convention defines neither projects nor programmes, but it does refer fairly often to cooperation schemes. Articles 187 and 188 list what Community funds may finance:

- capital projects;
- sectoral programmes;
- rehabilitation of projects and programmes;
- technical cooperation programmes;
- deployment of flexible resources in support of the efforts of grassroots communities.

Financial and technical cooperation can also be granted on request for "sectoral development and import programmes". Elsewhere, the Convention speaks more generally about "projects and programmes". On the Community side, there is a clear preference for programmes (see inset).

After some teething troubles, which caused a certain amount of concern among the ACPs, programme financing seems to be working better at the decision-making stage.

In the interests of brevity, the Dossier refers just to "projects" rather than "projects and programmes", but structural adjustment programmes, which pose quite different problems, are not included and we hope to return to these in a later issue.

By making a systematic effort to finance programmes rather than projects, the Community stands out from most other funders. It stands out too because of its programming, which is also systematic and five-yearly, providing a framework at the beginning of each Convention for all the operations to be run over that period.

### The project cycle — programming comes first...

The diagram shows the various stages in the life of a project, from programming onwards. They are all clearly laid down in the Lomé Convention.

Beginning with programming, Article 215 of Lomé III says:

### Programmes rather than projects

*European Ministers at the Development Council of November 1986: "invited the Member States and the Commission gradually to group the schemes they finance together to form, rather than isolated projects, programmes of significant financial size with a number of components which, without necessarily being defined in detail from the word go, were coherent and properly spaced out in time".*

*In December, the Commission presented the Member States with the first programme designed along these lines — a Tanzanian operation described in this dossier. Since then, financially very large programmes (see the EDF columns in the News Round-up in our Nos 105 and 106) of three main kinds have been adopted:*

- regional development programmes (for the Podor region of Senegal, for example, the Kivu region of Zaïre, and northern CAR);
- sectoral support programmes for a single country (health care in Chad, for example and road maintenance in Niger) or a group of countries (anti-AIDS campaigns in such ACP countries as request them);
- import programmes (eg imports of agricultural inputs in Zambia).

2. "At the beginning of the period covered by the Convention and before the indicative programme is drawn up, each ACP State shall obtain from the Commission at the earliest possible time a clear indication of the programmable financial allocation from which it may benefit during that period and shall be provided with any other relevant information.

3. Upon receipt of the information indicated in paragraph 2, each ACP State shall draw up and submit to the Community a draft indicative programme on the basis of, and consistent with, its development objectives and priorities...

5. The indicative programme... shall be the subject of exchanges of views between the representatives of the ACP State concerned and those of the Community in order to ensure the maximum effectiveness of cooperation schemes...

These exchanges of views shall be aimed at enabling the Community to gain knowledge of the development objectives and priorities of the ACP State concerned, both parties to identify, on the basis of this State's proposals, the sector or sectors on which the Community's support will be brought to bear and also the resources to be deployed to attain the objectives sought, and the ACP States to ensure that the operations thus agreed on are inserted harmoniously and effectively into these development strategies.

6. The indicative programme shall

be adopted by agreement between the Community and the ACP State concerned on the basis of proposals made by that State and shall be binding on both the Community and that State.

7. The operations projects and programmes... shall then be appraised...".

The text also says that the indicative programmes "shall be sufficiently flexible to ensure that operations are kept constantly in line with the objectives and to take account of any changes occurring in the economic situation of each ACP State and of any modification of its initial priorities and objectives. Each programme may be revised at the request of the ACP State in question. In any case, it shall be reviewed at least once during the period covered by this Convention".

The Convention does not say as much, but programming involves a huge amount of work for the Commission which (as the "Internal Agreement on the financing and management of Community aid" says) has to run a thorough analysis of the economic situation of each ACP State, go out to discuss with the national authorities and make contact with both the Member States of the Community and the EIB to coordinate its action with theirs. The ACP State has to state its aims and priorities — which in most cases involves multi-annual national planning.

Our Dossier gives the conclusions of this stage of programming for the ACP States as a whole under Lomé III.

### Stage 2 — identifying the schemes...

During programming as mentioned above, the sector(s) the Community will be supporting and the means required to achieve the aims are identified. Then the projects and programme themselves are defined in the light of this. Identification is a decisive stage in the life of a project, because it is here that the general aims of the indicative programmes, the main means to be deployed and the location of the operations become clear and because it is this which makes it possible to aim for greater coherence by deciding on the various measures the different partners need to run alongside and the inter-relation (continuity, for example) that needs to be borne in mind. This identification is the job of the ACP authorities, as Article 218, which also mentions the next two stages, preparation and appraisal, makes clear:

"The identification of the projects or programmes proposed under the indicative programmes and the preparation of the relevant dossiers shall be the responsibility of the ACP States or of other beneficiaries approved of by them.

The dossiers must contain all the information necessary for the appraisal of the projects or programmes.

Where so requested, the Community may provide assistance for drawing up the dossiers".

### Stage 3 — preparing and appraising the projects

Details of these two stages are given elsewhere in the Convention. These are vital texts which set out a veritable development policy, but their number and length preclude quotation here. We shall simply refer the reader to Articles 26-43 for information on agricultural cooperation, food security and the anti-drought campaign, Articles 50-59 (fisheries) and Articles 116 and 117 (the cultural and social side of development)<sup>(1)</sup>. However, our Dossier does contain a number of articles which highlight the importance of

(1) The full text of Lomé III appeared in No. 89 of The Courier (January-February 1985).

proper social, economic, financial and technical preparation of projects<sup>(1)</sup>.

A number of funders—the World Bank and bilateral German, British, Danish, French, American, etc. aid<sup>(2)</sup>—other than the Community also think that proper implementation means proper preparation and appraisal and use handbooks giving varying amounts of detail.

What criteria do projects have to meet to get financing? Article 219 tells us:

"1. In the framework of financial and technical cooperation, project identification, preparation and appraisal shall:

(a) enable the effectiveness and viability of the operations requested, and the return thereon, to be assessed;

(b) take account of cultural and social aspects, both direct and indirect, according to the criteria referred to in Article 117;

(c) adapt financial criteria to take fully into account the longer-term social rate of return, including related secondary effects in ACP States;

(d) be adapted to the local conditions relating to the maintenance and operational capacities of the ACP States;

(e) take national efforts into consideration as well as other resources;

(f) take account of experience gained with operations of the same kind;

(g) be in conformity with the objectives and priorities established by the ACP States.

2. The effectiveness of projects and programmes shall be assessed by means of an analysis comparing the means to be employed with the effects expected from the technical, social, cultural, economic, financial and environmental viewpoints; possible variants shall be examined.

3. Projects and programmes shall be assessed for their viability from the viewpoint of the different economic agents involved in order to ascertain whether the operation will produce the expected effects in a period considered normal for the type of operation concerned.

(1) Various articles in the Dossier on cultural cooperation (The Courier No 100, November-December 1986) dealt with cultural considerations in project preparation.

(2) The Commission has also brought out a handbook on devising and appraising projects and programmes (reported in the books column of our No 98 (July-August 1986)).

4. The return on projects and programmes shall be appraised on the basis of the various effects expected, notably the physical, economic, social, cultural and financial effects, if possible on the basis of a cost-benefit analysis<sup>(3)</sup>.

### The financing decision

Naturally, if this Dossier is not complete within the meaning of Article 218, the national authorities and the Commission have to obtain the missing details. Hence the point of thinking of everything that will help with project appraisal at the preparation stage. If the Dossier is not complete, then there will be difficulties when it comes to the financing decision and, worse, with implementation.

The Community financing decisions are taken in the light of a financing proposal. These are fairly short documents which, as the Internal Agreement says, "describe the situation of projects and programmes within the framework of the development prospects of the State(s) concerned and shows how they fit in with the sectoral policies the Community is supporting. They mention how previous Community aid to that particular sector of the country is being used and include any evaluation run on projects in that sector" (Art. 19). Article 220 of the Convention says that "the conclusions of the appraisal are to be summarised in a financing proposal.

(3) In December 1980, the EEC Commission brought out a document explaining the way it worked out the internal rate of return on projects (VIII/701/76 — Rev. 4) This is currently being updated.

The proposal also includes a provisional timetable for the financial and technical implementation of the project or programme, giving the time the various stages should take. This is repeated in the financing agreement.

The financing proposal, drafted by the appropriate department in the Community, is passed on officially to the ACP States concerned — who can then make any comments.

The Community decision is taken in the light of the financing proposal, which may be amended to take the ACP comments into account".

There again, the Commission does not just have the intellectually demanding job of project appraisal (an onerous task for the ACPs too). It also has considerable administrative work generated by its internal procedures. Financing proposals, indeed, have to be drafted and then presented to the EDF Committee (comprising representatives of the Member States), which discusses them and gives an opinion following a vote by a qualified majority, the number of votes virtually reflecting the national contribution to the EDF). The Committee can also ask for the financing proposal to be altered, in which case the Commission has to consult the ACP country concerned.

In the vast majority of cases, financing proposals have tended to get a favourable opinion from the Committee as they stand. One or two changes have been requested but negative opinions are rare. Article 220 says that where the financing proposal is not adopted by the Community, "the ACP State or States concerned shall be



Programming mission in Tanzania

*"The indicative programme shall be adopted by agreement between the Community and the ACP State concerned on the basis of proposals made by that State and shall be binding on both the Community and that State"*

informed of the reasons for that decision.

In this case, the representatives of the ACP State(s) can ask:

- for the matter to be raised with the Article 193 Committee, or;
- to be given a hearing by the Community's decision-making bodies.

After this, a final decision to adopt or reject the proposal is taken by the relevant Community body — to which the ACP States concerned "may forward any facts which may appear necessary to supplement the information available to it before the decision is taken".

Once the final financing decision has been taken, a financing agreement between the Commission and the ACP State concerned is drawn up, specifying, in particular, the "Fund's financial commitments and the financing arrangements and terms".

### Then the implementation starts...

The financing agreement is a vital document, as it binds the two parties together for the whole of the rest of the project, i.e. for the actual financial and technical execution in the field.

A large part of the Lomé Convention (Articles 225-239) is devoted to implementation, which can pose legal, financial, technical and other problems, including disputes. Invitations to tender have to be produced, tenders examined, contracts awarded and documents signed. Above all, care has to be taken to ensure the work is done properly and to solve the countless problems that crop up in all areas of the project almost every day. Even the best feasibility study in the world cannot predict everything. There are always surprises and hitches even though a good project dossier will try to predict the unpredictable. Obviously, implementation follows very precise procedures. The EDF money used for projects is the European taxpayers' money and so the Commission has to submit to dual control — once internally, by the financial control department, and once externally, by the Court of Auditors.

Our Dossier includes articles on implementation. In addition to this technical and financial control, there is a permanent project monitoring process,

either on a day-to-day basis or via evaluation (Article 224 of Lomé III). The idea here is to solve any problems that arise and make changes along the way if the original idea appears to be wrong.

Lastly, on a more general level, financial and technical cooperation is monitored by joint ACP-EEC bodies — the Council of Ministers and the organs under it (the Committee of Ambassadors and the expert Committees) and the Joint Assembly.

### Evaluation... and back to the beginning

The completed project is not abandoned. It is evaluated, a process which we will not go into in detail here as it was covered in a special Dossier in *The Courier* in July-August 1983 (No. 80). What is extremely important, however, is to see how useful evaluation is, something the Convention makes very clear as it makes it the basis for all future projects and even of the general guidelines for financial and technical cooperation. These are the famous "basic principles" which the ACP-EEC Council of Ministers adopted following a report from the Article 193 Committee (see article in our 102nd issue (March-April 1987) and the article on the further work of this Committee in this Dossier). These basic principles are reflected, in turn, in the whole process of project preparation and appraisal — which are thus based on practical experience of the past with a view to better planning of the future.

### Who does what?

If the project cycle is to go as fast and as harmoniously as possible, there has to be a very clear division of responsibility. The Lomé Convention is very specific about this, something which is particularly important bearing in mind that there are so many people involved in European development cooperation — the ACPs, the Commission, the Council of Ministers, the Member States, and firms and consultants in the private sector<sup>(1)</sup>. Some jobs are the responsibility of one partner alone, while others are shared.

(1) Not to mention the EIB, which works according to its own specific rules.

As we have seen, the Commission establishes the sum of money that can be programmed for each State, which then uses this as a basis for an indicative programme which is discussed and adopted by both partners jointly. The Commission informs the Member States of its intentions and coordinates its activity with theirs on a Programming Committee. From then on, it is the ACPs and the ACPs alone who, in the words of Article 192 of Lomé III, select the "projects and programmes which they decide to put forward for Community financing" (this is identification) and then prepare and present to the Community "the dossiers of projects and programmes" (project preparation). All the Commission can do at this stage is, if the ACP so requests, to provide technical assistance for studies to prepare the dossier. The next stage, appraisal, is the joint responsibility of the ACP States and the Community. Once the Commission Delegate has drawn up the financing proposal (Article 228.4 of Lomé III), the Community takes the financing decision by itself, after seeking the opinion of the Member States on the EDF Committee. But it is the ACP State which has to "prepare, negotiate and conclude the contracts" and "implement the projects and programmes" — which is a very considerable... and very complex responsibility. Here again, the ACP countries can, if they like, get technical assistance from the Community with, say (and this is very common), works supervision. When it comes to invitations to tender, the ACPs and the Community are jointly responsible for the sort of implementing measures that will ensure that tenderers compete for contracts on equal conditions. Another joint task is that of checking that work is in line both with the "decided aims" and with the provisions of the Convention, and running evaluation during and after the project. Lastly, the ACPs have the sole responsibility for "managing and maintaining the completed projects" — but here again, they can ask for Community assistance, if they wish, under Article 188 (for the start-up period for "setting up, launching and operating" the projects and further aid for the operation, maintenance and management of previous projects and programmes to ensure they are properly

used (this is often called rehabilitation)).

People are involved in all this, and the Convention devotes several articles to describing their jobs — Article 226 on the Chief Authorising Officer of the EDF, Article 227 on the National Authorising Officer of each ACP State, Article 228 on the Commission Delegate, Article 229 on the paying agent, Articles 232 and 235 on firms and consultants (and Article 206 for small and medium-sized enterprises on the receiving end of projects), Articles 209, 211 and 213 on technical assistance officers and so on. There is not enough room to go into details of all these here.

And what about the population? Right from the start of the Convention (Article 4, for example), the people are mentioned as both the agents and the beneficiaries of development, an idea which is taken up elsewhere. Article 26, for example, says that cooperation shall be aimed at "promoting the active participation of the rural population in their own development". But only one Article makes a specific—and very circumspect—reference to the idea of consulting the population before a project is launched. This is Article 122.2, which says that existing institutions and associations "shall be used as widely as possible for the preparation and execution of development operations". This provision comes into its own when, say, village water engineering programmes are being prepared: no water points are provided unless the village, when consulted, expressly states it wants one, as a matter of priority, and commits itself to helping maintain it.

Could the Convention have gone any further? Could it, say, have provided the possibility of groups or individuals applying for Community financing or the Commission intervening directly to help the people without going via the national authorities? It must be realised that the Convention is a government agreement and that the ACP governments want to keep the implementation of it under their control. That is to say they want to keep a hold over the definition of the aims and priorities of their indicative programmes and keep the initiative when it comes to identifying the projects to be financed. And the implementation of cooperation may be



EDF - J. & P. Hickey

#### Feeder roads project in Zambia

*"In addition to this technical and financial control, there is a permanent project monitoring process, either on a day-to-day basis or via evaluation"*

"carried out with a minimum of administrative formalities and using simplified procedures (Article 225)", but it is not really directly within the scope of the grassroots groups and even less of individuals. But they do have a way in, as they can ask their national authorities to use a certain number of special cases which the Convention provides, including micro-projects (Articles 201 and 202) and the flexible means provided to back up the efforts of the grassroots communities (Article 187 again). It is up to each individual State to decide whether it wants to accept these requests and its decision will usually be made in the light of any policy it may have of decentralisation and regionalism. Some countries have a policy of making the grassroots responsible<sup>(1)</sup>. Niger, for

(1) C.f. the African symposium on grassroots development held in Niamey in June 1987. The Courier will be returning to the subject in a later issue.

example, has set up development institutions at all levels, from the village to the nation, while Senegal invites participation in local planning (in the Thiès region, for example).

That, then, is how projects work. The details we have given do not cover every possible case, of course, nor do they (fully) apply to certain special schemes or stages such as regional programming, emergency aid, specific measures for the least developed states or the Stabex and Sysmin systems.

Lastly, our Dossier ends with a practical example of a project described in greater detail than our "Close-ups" can usually provide. The idea, of course, is to illustrate the alternatives facing those responsible for action in the field, in this case in the Grand Marché project in Niamey. □

Marie-Hélène BIRINDELLI

## Down with projects?

by André AUCLERT (\*)

Should we throw projects out? And, as a weekly paper asked, no less absurdly, should we throw Napoleon out? My answer in both cases is the same: No. Whyever should I turn against things I have liked?

A semantic war of definitions is not for me. Some people will say that some big projects are really programmes and some little programmes are like projects. And they won't be wrong. The essential difference, of course, is that all the details of an individual project are defined clearly, whereas all the components of a programme, which is made up of several and maybe a large number of projects, are not known with the same degree of precision at the same time.

Is this good or bad? Does it make things easier or harder? This is where we have to tread carefully, for there may be many shades of meaning.

Precise details of project content are a trump card second to none. The decider, often a financier or funder, knows what he is going to underwrite from the word go, so it is that much easier to assess the suitability of a scheme, work out the economic and financial rates of return, and ensure that the services rendered are actually those decided upon. Most importantly, it is easier to monitor implementation, i.e. to see the project is properly carried through.

These advantages are further accentuated in projects big enough to need several funders to co-finance them. Given the complexity of the way components are shared out amongst the co-funders and the commercial and, possibly, political thinking behind this, it comes as no surprise that a precise, *a priori* definition of these components is the starting point. People co-finance projects, not programmes.

With projects, all scales, from the mini bush hospital scheme to the maxi dam operation costing hundreds of millions of ECU, are possible and conceivable. The size of projects is flexible, just as the needs are.

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Lastly, the individual conditions of implementation, which have to be met by commitments from the Government of the recipient country, are themselves precise and limited. It is easier to stick to them and ensure they are respected and they are seen less as donor interference in the recipient's affairs.

In short, a project is on a human scale and can easily be grasped because it is limited in its ambitions. But if it is human, then, like any human undertaking, it will have its faults—which the programme-at-all-costs fans unflinchingly point out. And they are right to do so.

There is a reverse side to any coin. If a detailed project description is needed for the financing decision to be taken, then obviously the deciders are going to want to know more, always to go further into responsibility for implementation and to restrict the autonomy of the manager, sometimes even with commercial considerations (unfair return of contracts?) in mind.

Where it is policy to concentrate on small and medium-sized projects, it is obviously mathematically impossible, when considerable means are available, to commit such financing within reasonable time limits, although the recipient countries, suffering the blows of structural adjustment are dramatically in need of cash. And fast.

We are also told that people who decide on projects do not try, or do not have the means of trying, to assess the way projects interact. But today, when programmes are the thing, we are seeing a deliberate move to seek effectiveness by backing up genuine sectoral policies and making Community support, which is focused on one priority area, the freely negotiated counterpart of Government commitments in a whole sector of the economy.

This is really matter for discussion. It is not totally right or objective to assume that the people who decide on projects do not care about policies. There has always been an

EDF policy and a well-known one, even if it is not always expressed, in the language of the international technocrats—although it would be easy to transcribe, but what is the point of playing intellectual games? And, ultimately, since the best thing to know in the field of development is one's failure rate (as, say, when sinking wells in the Sahel), the EDF can certainly say it has fared no worse than many others.

Nevertheless, the hour of the programme approach has come and it would be wrong to mask its virtues. Trends in Africa over the past few decades, the disquieting fact that the situation is deteriorating under the combined effect of poor rainfall, soil erosion, oil shocks, galloping population growth, breakneck urban build-up, the raw material price slump, the deterioration in the terms of trade and economic and political policies that are at the very least imprudent (what country of the West could have stood up to all that?), are such that we can no longer put off the tough remedy of structural adjustment. Cure the disease and maybe kill the patient...

And the remedy for this late 20th Century disease is the programme potion, whereby what we hope is fast-acting external financing can be injected into the economies to back up structural reforms, with an effect that varies with the donor (the European Community has kept within reasonable limits here).

Is it the sole remedy? Must we forget projects and only have programmes? I could start from the beginning again with programmes this time, listing all their good points as a lead to listing all their bad ones.

No serious international organisation has in fact ever considered putting all its eggs in the programme basket. They all finance and will go on financing projects alongside programmes. There are so many pros and cons, reciprocal and complementary, to each, that the art of combining them is probably the art of the developer.

So what's new about my conclusion? Nothing, but does there need to be? o

A.A.



# Programming Community aid: what has been done and what has been learned

by Chantal GRAYKOWSKI (\*)

*The work of programming Community aid to the various ACP States ended in July 1987 with the signing of the Indicative Programme for Equatorial Guinea (see Courier No. 105, September-October, News Round-up, p. 1).*

*The actual process involved was described in detail in the Courier in its May-June 1985 issue (No. 91, pages 4-6), so that mention need only be made here of the three guiding principles of programming: sectoral concentration of aid; dialogue between the partners and coordination between the major donors, so as to ensure maximum coherence and dovetailing of actions.*

*How has the process worked in reality, and what have been the results? One year after the coming into force of the Convention an assessment can be made of the first results of its implementation, and of the lessons to be learned.*

## Programming — priority on rural development

The new approach to programming makes it difficult to sum up what has been done under the traditional headings for the various sectors of the economy. Support for a sectoral policy means designing a series of different schemes that may relate to several sectors of the economy but serve the same aim. So our outline of the latest round of programming looks at each of the major priority themes.

### (a) Rural development

True to the policy of the Convention, the majority of ACPs decided to focus Community support on a sectoral strategy of rural development, with the idea of seeking greater self-sufficiency and food security.

They decided to use 70-80%—on average—of the resources available on this because of the food crises, dramatically heightened by successive droughts, that had struck many ACPs, and the concern with promoting autonomous development.

(\*) Administrator, Directorate-General for Development, Commission of the European Communities.

These forced them to put priority on rural development and an active rural development policy—which were vital if hunger and poverty were to be beaten and they were to create the economic system without which foreign assistance would never trigger the desired take-off.

Some countries also introduced geographical concentration on one or two specific regions in the light of the size of the country or territory and of the relative importance of the financial allocation.

All the States concerned decided to concentrate on boosting food production and, of course, diversifying and promoting cash crops.

Rural development, in the broadest sense of the term, often includes herding and involves stepping up animal production, combatting cattle epidemics and preventing deterioration of the environment from over-grazing.

Fishing too, which is important from the point of view of diet, is mentioned as an integral part of the food security/self-sufficiency target in a large number of countries.

The accent as far as funds are concerned has been on incentives further up and down the production chain

and aimed at boosting output and improving marketing. This means a price policy, land reform, better agricultural methods, supplies of inputs, reorganisation of the trade networks, maintenance, rehabilitation of basic economic infrastructure and maybe new investments altogether (storage facilities, feeder roads and main roads) and legal and customs measures.

A whole series of accompanying measures to raise the rural standard of living have also been brought in to improve education, nutrition, health, basic infrastructure (village water engineering, for example) and support other productive activities such as handicrafts and small industry. And here, the rural population has been placed at the very centre of development, the emphasis being on getting the peasant to shoulder responsibility, getting the women's contribution taken into account and, more generally, getting the people themselves involved in development schemes.

### (b) The campaign to combat desertification and protect the environment

Environmental protection and the rational use of natural resources often go hand-in-hand with rural development.

The anti-desertification campaign has received particular attention in the countries of the Sahel, being an essential part of the rural development strategy.

A regional approach has also been favoured and the subject is one which has come up in other nations of eastern and central Africa facing similar problems.

Emphasis has been on reforestation, protecting forestry resources, firewood-saving schemes, anti-erosion, rational use of water resources and developing new and renewable energy.

### (c) Economic infrastructure

About 20 countries have opted to concentrate Community aid on this sector.

In some cases, the idea is to develop agricultural output by backing up the expansion and rehabilitation of the transport infrastructure, especially the feeder roads.

Others have focused on improving electricity generation and supply, wat-

er supplies or the telecommunications network, while others have gone for rehabilitation of social or economic infrastructure.

#### *(d) Other sectors*

One or two countries have looked for other focal sectors for Community support, in most cases in addition to the sectoral aim of rural development. The main ideas have been the multi-sectoral development of specific regions, the development and promotion of SME-SMI, improvement to the education system and school infrastructure and the development of human resources.

#### *(e) Action outside the focal sector*

The vast majority of indicative programmes set about 20% of the resources aside for specific schemes outside the focal sector.

In most cases the idea is to improve parts of the administration through technical assistance and vocational training, but there are trade, tourism, craft and SME support schemes too and help with rehabilitating road and health infrastructure with special financing in these fields.

Lastly, all the indicative programmes provide for national involvement in regional schemes.

#### *(f) The EIB contribution*

The EIB has been actively involved in the programming process, putting priority on contributing to the focal sectors wherever possible. The schemes put forward by the ACPs have, in the majority of cases, been priorities in the traditional fields of intervention (SME, agro-industry, energy, mining etc.) and the emphasis has been on rehabilitation programmes rather than new investments.

### **The lessons of programming**

An analysis of the aid programmes between the Community and each of the ACPs teaches us a number of things about the way the essential principles of this new approach have been put into practice.

First of all, the principle of focusing Community aid on one of the State's priority sectoral policies has been es-

poused and is reflected in all the indicative programmes.

An average of 80% of the Commission-managed resources have gone into support for a sectoral strategy, in most cases rural development, the Lomé III priority.

Secondly, and this is very important, the concept of dialogue has been put into practice in a good atmosphere, as everyone is convinced that prior consultation on a sectoral strategy is fully in line with the quest for greater effectiveness.

The dialogue has made it possible to identify the focal sector and sectoral aims, the implications of these aims in terms of the sectoral policy measures the country in question will have to take and the various means that can be mobilised in the framework of Community support.

Of course, the same level of reflexion and degree of precision were not achieved in all the ACPs. The process was certainly thorough in countries already embarked on adjustment and reform and in those where the Community's impact made this possible. In other cases only a start was made, but the fact that all the ACPs agreed to talk about price policies for agricultural products, structural reform and marketing systems is a major step forward.

The Community agreed to use as broad a range of instruments as possible, both within the new Convention and without. So, alongside the conventional-type investments, we now have:

- technical assistance to specify particular components of the sectoral strategies;
- training schemes reflecting needs related to implementation of these strategies;
- sectoral import programmes (Article 188 of Lomé III), particularly in countries with acute balance of payments problems where rapid disbursement action programmes are a particularly good way of financing the input required to make the productive system work;
- Stabex transfers to develop, say, an agricultural production diversification strategy;
- food aid counterpart funds, in particular to get the local cereal or food crop market off the ground again.

The outcome of the dialogue has been formalised in each indicative programme—which lays down the ways and means that the ACP country and the Community undertake to use to meet the aims of the sectoral policy.

A timetable for the first two years of implementation is annexed to each of the indicative programmes, showing how the Government measures and Community support should fit together in the light of the sectoral objectives.

So the idea of exchanges of commitments mentioned in the text of the Convention is very much reflected in the indicative programmes.

Lastly, aid programming has been an opportunity to make significant improvements in coordination with the main donors. Going beyond a simple exchange of information, this coordination has tried to avoid any fundamental divergence in the concepts behind the schemes of the various donors.

The standard of application of this new approach and the nature of the commitments made by each State are a major fact, explained, essentially by three factors:

- the particular, privileged style of ACP-EEC relations, which are fundamentally different from those of the conventional multilateral links;
- ACP recognition of the fact that these relations do not mean making the size of the aid depend on their agreement to bring in certain reforms, but placing the dialogue against the background of an amount fixed at the beginning and acquired by the country for the whole of the period of the Convention;
- realisation by more and more ACPs that the answer to their basic problems must mean reforms and adjustment measures and coherent sectoral strategies.

### **The challenges of implementation**

In a situation of this kind, the first phase of the dialogue, when mutual commitments are made, is relatively speaking the easiest.

Phase two, when the commitments are actually honoured, is far more difficult in terms of administrative costs, human qualifications, coordination

with other donors and making everyone involved in cooperation aware of what is going on.

The important thing now is to make sure that the indicative programmes are implemented to the same standards as during phase one—not for any considerations of dogma, but simply to give Community support effectiveness and optimum impact.

It is a challenge that it would be wrong to underestimate. But the spirit of Lomé is not so much to impose principles as to demonstrate their validity through conviction and action. There is no doubt that this innovative approach will have a greater chance of success if the ability to manage it and implement the indicative programmes at a satisfactory pace have been demonstrated.

Faced with this double challenge, a balance must be struck. And doing so means three things:

— First, using the whole range of instruments the Convention provides. This means designing not isolated projects but programmes of a significant financial size, with a set of coherent components spread in time.

Programmes of this sort do not just yield a volume of satisfactory schemes or provide a positive answer to the needs and aspirations of the recipient States. They also, through the critical mass they represent in the dialogue, constitute essential support for the political reforms these States are actually implementing.

This also means making as much use as possible of the sectoral import programmes which, with the influx of foreign exchange they bring and their coherence with the reforms they support, are a particularly suitable way of making sure that development gets off the ground again in a certain number of ACP countries.

— It is also important to be constantly careful that the measures each Government has undertaken to bring in and the support provided by the Community fit together properly by stressing, in particular, the critical sectoral policy measures—i.e. those without which Community action will be neither successful nor viable.

— Lastly, the dialogue has to be pursued:

• with each ACP State in which per-

## An ACP view of programmes

— from an interview given to *Telex-Afrique* (N° 306 of 26 June 1987) by Senegal's representative in Brussels, Ambassador Sy

► Don't you think this new programme procedure might bother firms as, to begin with they will no longer have such a clear idea about what types of contract they can sign?

— I think it's a good thing because it means that all firms will get ready to come and see what is going on in Podor (\*). Competition will be more open. At the moment, as you know, we are very appreciative of the money the EEC and the Member States are giving us for our development. But their firms are not losing out. Far from it. They are benefitting.

We want our countries to benefit a bit more. And I believe that broader competition can help us get better conditions. Which is tough on the firms.

► Do you think this programme procedure will open the door wider to Senegalese firms?

— I certainly do. That is what we are after. We have always had short rations in any works contracts financed by the EEC's European Development Fund and we don't think that's right. What we believe, and the European firms believe it too, is that there is nothing wrong with the European firms having their slice of the cake, but our firms, too, are staggering under very heavy costs and need to develop in the field.

► Where could Senegalese firms obtain contracts?

— They could get service contracts and some works contracts, those that can be carried out locally—and better—by Senegalese companies. But I can't say exactly. What I think is that we have to organise things so that Senegalese firms are involved in all these contracts in some way.

► Do you see any other states that could also join in your programme?

— Indeed I do. In West Africa, Côte d'Ivoire and Senegal are in the best position to extend their activity abroad.

► Could these programmes help develop South-South relations?

— They certainly could. Regional integration could be helped by programmes.

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(\*) The Ambassador is referring to the integrated rural development programme in the Podor region of Senegal which the Commission decided to finance (ECU 97 000 000) on 17 July 1987 (Ed. note).

manent dialogue has been established between the Commission Delegation and the various Ministers involved in implementation. This is an opportunity both to make efficient preparation for Community intervention and to see it fits in with the sectoral policy measures that are the responsibility of the national Government:

• with the other donors, so as to ensure that everyone's efforts genuinely converge in the focal sectors of Community aid in terms of design, objectives and investments.

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The Commission and all its ACP partners are trying to meet these con-

ditions. The task is a demanding one, but the results are encouraging. It is forecasted that by the end of 1987, two years after the entry into effect of the Convention, 40% of the indicative programmes will have been committed, a far better record than in previous Conventions.

But the work must go on. Implementation of the indicative programmes is a joint effort and viability depends on everyone contributing.

So everyone—the Commission, the Member States and the ACP States—has to put their backs into confirming and consolidating the success of the undertaking together. ○

C.G.

## Case-study: a programme in Tanzania

by Martyn PENNINGTON (\*)

*On 30 January 1987 the financing agreement for a major ECU 94 million programme of agricultural support was signed in Dar es Salaam by the Tanzanian Minister of Finance, the Honourable Cleopa D. Msuya, and the Vice-President of the Commission, Mr Lorenzo Natali. How was this programme prepared? Why was it decided to approve a programme on this scale, instead of the traditional project approach? To understand we need to look to the "programming" exercise which set the guidelines for spending Tanzania's Lomé III allocation.*

### Programming

Three factors were fundamental to the programming exercise. The first was the direction of the economic policies of the Tanzanian Government. Tanzania's economy began a period of rapid decline around 1979 for a variety of reasons: an abrupt deterioration in the terms of trade; a fall in production right across the economy (both in agriculture and in industry); the drain on public finances by the parastatal organisations set up by the Government, and the cost of the liberation war in Uganda are perhaps the main ones. The Government began to formulate its response to this crisis with the devaluation of the Tanzanian Shilling, a reduction of government expenditure, an increase in development expenditure on agriculture, real increases in producer prices and tax increases. However, these measures did not result, as hoped, in an increase in aid; a stand-by agreement with the International Monetary Fund continuously seemed almost within reach but never materialised. In 1985, therefore, the discussions on the programming of the funds available to Tanzania under Lomé III took place in the context of the policies already being implemented to counteract the crisis, policies which required additional inflows of foreign exchange to make them effective.

Discussions before the programming mission had already demonstrated a large measure of agreement on the main themes of the Lomé III programming exercise. This was im-

portant, because the second main factor fundamental to the programming exercise was the new approach of the Lomé III Convention. The Convention emphasised the importance of concentrating the European Community's support in a certain sector or area; of using the "food strategy" approach to improve food security; of ensuring the participation of local people and so on.

The third main factor in the programming exercise was the experience gained from cooperation in Tanzania under the two previous Lomé Conventions. During those 10 years the projects financed by the EDF had been scattered fairly widely both geographically and sectorally. The extent to which the rehabilitation of existing assets could be more important than the creation of new capacity had been graphically demonstrated by the Vehicle Repair Project financed under Lomé I. However, the Commission had become the lead donor for production of Tanzania's main export crop, coffee, and although this assistance failed to achieve its main objective of increasing production, it was successful in preventing any decrease in a period when production of virtually every other export crop fell sharply.

The Indicative Programme, which was signed in July 1985 (one of the first), therefore involved bringing together the policy framework decided by the Government with the elements of the existing EDF projects most appropriate to the economic situation, in a way which was focused on relieving the constraints in specific and limited target areas. Within the agriculture

sector, it was important to maintain a balance between food and cash crops—this balance goes right through the Tanzanian economy from the farm systems to the foreign exchange situation—so both food security and coffee production were identified as focal areas, with particular attention to be paid to the transport constraints in getting inputs such as fertiliser to the farmer, and bringing the produce out to the main buyers and processing facilities. In fact, the Indicative Programme already identified a fairly detailed list of areas in which the finance available would be used to support the government's policies.

If the programme was to be effective, it had to ensure that all the various parts of the system which serves the farmer would work. For instance, a farmer may be offered attractive prices for his produce, but he will not grow more than he needs for his own use if he knows it is unlikely that he will actually be paid for his surplus. Again, if he can see nothing in storage from last year's crop because there were no lorries in working condition to collect it, or because the roads were impassable during the rainy season, he may decide not to take the risk of producing a surplus. Even if he does decide to plan to grow more, he will be discouraged if he cannot buy fertiliser, seed or pesticide when he needs them.

A traditional, project-type approach would perhaps have tackled these problems individually (an input supply project, a vehicle repair project, a rural road project, and so on). By bringing all the necessary supporting activities together into a programme, their interdependence can be seen more clearly—they can be planned in a common time-scale and implemented in relation to common objectives. Moreover, the programme approach is intended to provide flexibility in adjusting EDF support measures to the rapidly developing economic situation in Tanzania, since amendments to the detailed objectives should have immediate implications throughout the whole range of activities.

### Then what?

In April 1986, after discussions between government officials and the local EEC Delegation, the Commission

(\*) Directorate-General for Development, EEC Commission.

Components	Objectives	Means employed
A) Food security Maximum allocation: ECU 21 m + Tshs. 40 m	a) food security in coffee growing and adjacent areas in the south-west b) export of surplus to food deficit regions (reducing foreign exchange costs of imports)	- import support (fertiliser, seeds, chemicals) - storage (gunny bags) - TA, training - food processing, tree nurseries - extension services
B) Coffee production and marketing ECU 23 m + Tshs. 228 m	Increasing export earnings through increased quality and quantity	- support for extension work - improved processing facilities - import of chemicals pruning equipment etc. - TA, training
C) Cooperative unions ECU 8 m + Tshs. 44 m	Support to A and B by improving performance in managing input distribution and crop collecting; reducing marketing costs	- TA - provision of office equipment etc. - construction of additional storage - provision of transport
D) Vehicle and tractor repair ECU 26 m + Tshs. 929 m	Support to A and B by improving vehicle availability within existing fleet (public and private)	- rehabilitation of vehicles - fast moving spares - workshops - materials for bodywork - repair of tractors - TA
E) Feeder road maintenance ECU 10 m + Tshs. 81 m	Support A and B by enabling more effective use of transport and storage facilities	- support for village-level road maintenance - reconstruction and rehabilitation of roads (including Pemba Island) using contractors
F) Programme Management ECU 6 m + Tshs. 13 m	Ensure speedy and effective implementation of programme; strengthen capacity of local institutions	- TA - equipment (office)

received from the Government project-type proposals in some of these areas. However, more needed to be done to work them up into a form where they could be put forward for an EDF financing decision, so a series of experts, most of them working locally in Tanzania, were engaged to collect more detailed information on the various proposals. This involved a considerable amount of travelling to collect the necessary data. As a final stage, the "desk officer" worked with the Delegation in Tanzania to combine the various proposals into an integrated package which could be considered in Brussels.

Important in the planning of the programme was the effect it might have on the lives of men, women and children. As well as taking into account the usual division of labour in coffee-growing areas, where women grow the food and men the coffee crop, by providing assistance for both, special provision is made for the moni-

toring of the nutritional effects. Monitoring of the programme will also cover any environmental consequences.

Another important element in this process was the contacts which needed to take place with other donors active in Tanzania. For instance, the proposals were discussed at some length with the Member States represented in Dar es Salaam.

Special attention had to be paid to the institutional side as the re-introduction of the cooperatives over the period 1983-85 had fundamentally changed the system for providing inputs, implements and credit to farming families and buying their produce. In addition, proposals were developed to strengthen the Ministries of Finance in Dar es Salaam and Zanzibar. Clearly training (particularly local in-service training) was going to play an important role, particularly in the cooperatives. The result of these discussions was a package of interdependent components, mainly intended to derive

maximum benefit from the two main activities, food and coffee production. (See table).

It should be added here that some of the proposals put forward by the Government could not be included in the programme, because they were not demonstrably linked to the main activities, or because they were not sufficiently prepared. Further work is therefore being carried out and they will be submitted for approval separately.

As the programme was made up of components which depended on each other for success, the costs of the whole programme were assessed against the benefits arising under the various components—of course, some of the components, particularly assistance to the cooperatives to help them in administering the programme, counted purely as a cost. However, in order to carry out an assessment of any "weak points" in the programme, various sensitivity analyses were tried in order to gauge the effect, for instance, of possible falls in world coffee prices, or increases in local costs, on the economics of the programme.

The programme was approved on 22 January 1987 by the Commission, and the financing agreement was signed the following week in Dar es Salaam. By then, preparations had already been made to begin work on implementing the programme. In the initial stages, considerable work would be needed to prepare and evaluate tenders, so a "framework contract" to provide short-term expertise was prepared. Other preparations included the allocation of funds for the various technical assistance contracts and the choice of a programme coordinator.

Naturally, progress with the implementation of this programme will always leave room for improvement—like other donors, the EEC finds that keeping to a tight time-schedule in a poor, vast country such as Tanzania is very difficult. These problems are multiplied when a new approach is put into practice and tried out in such a country, and both the Commission and the Tanzanian Government are determined to make it a success. The signs are that the first step—the availability of seed and fertiliser for the farmers to buy before the onset of the rains in late 1987—should be achieved. □ M.P.

# The misunderstood sociologist

## – Social sciences in development projects –

by Luca FE D'OSTIANI(\*)

*This article deals with more than sociological considerations. All the subjects—anthropology, demography, institutional analyses, geography, history etc.—generally thought to be the province of the so-called expert in human resources are covered and, although this means that there is a possibility of losing methodological precision and scientific stringency, that risk is largely counterbalanced by a more realistic operational breakdown of tasks between the various specialists called on to design, run and ultimately evaluate rural development projects.*

*The human resources sector can only help if its intervention is related to the more technical subjects (economics, agronomy, hydraulic engineering and so on), making for a properly integrated, general understanding of local problems. So an attempt has to be made to go beyond what are often just multidisciplinary projects—which are designed and managed as a series of different activities and sectors—and go for an interdisciplinary approach.*

### The role of social sciences — ambiguities and obstacles

It was in the '60s, with the Addis Ababa conference (1961) and the discovery of "human capital" and the attendant "investments" (in formal education and then functional literacy etc.), that the idea of including at least one human resources expert alongside the technicians in the study and planning of cooperation schemes grew up.

At the time, this was essentially due to a crisis in the technocratic approach used before and a certain fashion that to some extent reflected the ethnological traditions of the colonial and pre-colonial era.

But things changed. Today, the human factor is now at least formally recognised as a decisive element in development policies and schemes. A wider and more integrated view of the problems of the so-called backward rural societies is gaining ground. A critical analysis of development aid is

(\*) The author, a socio-economist, sits on the Italy-FAO Joint Technical Committee. This article is taken from a paper given at the conference on anthropology and volunteer projects run by the University of Siena and Cospe on 30-31 January 1986. The work of L. De Garine and M. Zghidi was consulted. Luca Fe D'Ostiani has also written on "Aid to the Sahel" and on "Rural development and village water engineering"—both published by the Italo-African Institute's Documentation and Research Centre in 1984 and 1986 (in Italian).

becoming essential, so that local needs are examined realistically and the recipients involved in devising and managing projects. And microprojects based on appropriate technology and villager involvement are increasingly common.

But in spite of the changes, there are still ambiguities and obstacles preventing the contribution the sociology from developing as it should.

Let us not forget the limitations of the project-by-project approach which can leave the way open for an uncritical attitude on the part of the technicians, avoid any thorough analysis of the considerable (and often negative) experience of the past and move away from the ideas of aid programming and genuine cooperation and coordination of the donors, governments and populations concerned (1).

In a situation of this kind, sociology can at best only offer individual help on a one-off basis, starting afresh every time and losing sight of both the general frame of reference and the vast amount of experience already accumulated.

(1) In Togo alone, there have been, for example, eight draught animal projects—big, small and Government and non-Government run—each with its own (different if not irreconcilable) technology, species of cattle and equipment, training methods and so on.

### Practical jobs for the sociologist

In the specific area of rural development, the anthropologist or sociologist tends to be asked to analyse the human aspects of projects. These are:

- the human resources (installations, population, workforce, migration, associations etc.) of the project area;
- the system of land ownership (distribution and transmission of land, conflicts etc.);
- social services (school, health and training facilities) and housing;
- some institutional aspects (the administrative and tax system, existing services, standards etc.);
- the recipients' attitudes and motivation in relation to the project.

The importance and variety of these aspects, which do not come within the traditional terms of reference of the technicians, will vary according to these technicians' sensitivity and the type of scheme and its various phases (see table).

Going beyond the apparent "expansionism" of the sociologist or anthropologist which seems to encourage pointless conflict with the people in charge of other areas, one or two things need to be borne in mind when assessing the full scope of his contribution:

— The fact that different fields of enquiry exist side-by-side—which means he will be demographer, anthropologist, socio-economist, institutionalist etc. in turn—is due more to a rationalisation of the resources in the study team than to attributing specific functions, which can easily be fulfilled by an economist or agronomist, to the sociologist. What we are talking about is a series of possible contributions rather than a list of exclusive tasks. The (critical rather than technical) nature of this expert's knowledge, his low prestige and his only recent involvement in project formulation all underline the fact that his job is a multi-purpose one—something the specialised technicians tend to view with a certain lack of enthusiasm.

— The duties assigned to the human resources expert are partly individual and specific (basic data collection and demography), but tend to be collective (socio-economic surveys, for example). The specific nature of his contribution emerges above all from

**The possible role of the expert in human resources at the various stages of the project cycle**

Phase	Identification	Formulation	Implementation and monitoring	Evaluation
<b>Task</b>	<ul style="list-style-type: none"> <li>• Agricultural, sociological and economic studies</li> <li>• Monographs (historico-cultural, institutional and demographic considerations &amp; association dynamics etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Further such studies</li> <li>• Analysis of institutions concerned</li> <li>• Analysis of similar (past &amp; on-going) action</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of sectoral programmes &amp; action</li> <li>• Check on programme operation (internal monitoring)</li> <li>• Analysis of immediate results &amp; effects (deliberate &amp; otherwise) during implementation (short-term internal/external monitoring)</li> </ul>	<ul style="list-style-type: none"> <li>• Verification of programme operation (internal evaluation)</li> <li>• Analysis of local &amp; regional effect of project in medium/long term (external evaluation)</li> </ul>
<b>Content</b>	<p><i>Basic data collection</i></p> <ul style="list-style-type: none"> <li>• Demography</li> <li>• Division of labour &amp; work organisation</li> <li>• Land ownership</li> <li>• Socio-cultural aspects</li> <li>• Social services</li> <li>• Institutional aspects</li> </ul> <p><i>Socio-economic dynamism</i></p> <p><i>Local attitudes, motivation &amp; needs</i></p> <p><i>Constraints &amp; factors of development</i></p>	<p><i>Description of reference situation (without the project)</i></p> <ul style="list-style-type: none"> <li>• Exploitation, migration occupation, income etc.</li> </ul> <p><i>Design of activity &amp; arrangements for project intervention</i></p> <ul style="list-style-type: none"> <li>• Institutional framework, training, local involvement, promotion of associations, social services, credit etc.</li> </ul> <p><i>Outstanding problems and constraints</i></p> <ul style="list-style-type: none"> <li>• Land tenure system, institutional aspects etc.</li> <li>• Exploitation, migration, occupation, income etc.</li> </ul>	<p><i>Implementation of programmes involving</i></p> <ul style="list-style-type: none"> <li>• Awareness, training, promotion of associations, schemes for women &amp; young people</li> <li>• Support for project direction</li> </ul> <p><i>Establishment &amp; utilisation of a system of monitoring &amp; a range of indicators for reorientation and control of activity by the project leaders</i></p> <p><i>Analysis of the efficiency of project management organisation</i></p> <ul style="list-style-type: none"> <li>• Staff plan, relations &amp; internal &amp; external coordination with counterpart &amp; local services, flexibility and possibility of change of direction etc.</li> </ul> <p><i>Analysis of project results &amp; effects &amp; reaction to it</i></p> <ul style="list-style-type: none"> <li>• Pertinence &amp; validity of immediate project targets &amp; results obtained, direct and indirect effects (deliberate, predicted or otherwise)</li> </ul>	<p><i>Analysis of efficiency of management organisation</i></p> <ul style="list-style-type: none"> <li>• Organisation, training methods &amp; techniques, continuity &amp; efficiency of counterpart organisation etc.</li> </ul> <p><i>Project impact (restricted)</i></p> <ul style="list-style-type: none"> <li>• Quantitative &amp; qualitative results &amp; their coherence &amp; pertinence, changes generated or called for by the project in the sectors of intervention etc.</li> </ul> <p><i>Project impact (broad)</i></p> <ul style="list-style-type: none"> <li>• Changes to society and the local ecosystem, achievement of immediate and general targets</li> </ul>
<b>Purpose</b>	<ul style="list-style-type: none"> <li>• Analysis of present socio-economic situation</li> <li>• Identification of needs, constraints &amp; factors of development</li> <li>• Preliminary definition of the area, target group, content and method of intervention of the project</li> </ul>	<ul style="list-style-type: none"> <li>• Justification for the project given the reference situation</li> <li>• Formulation of components, institutional framework, training, promotion etc.</li> <li>• Design of system of monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Development of various aspects of human resources</li> <li>• Verification of results obtained &amp; their immediate effect on society &amp; the local ecosystem</li> <li>• Proposal of measures to correct &amp; adjust ongoing activity</li> </ul>	<ul style="list-style-type: none"> <li>• Identification of weaknesses &amp; reasons for any failure, giving possible correction</li> <li>• Improvements to project approach &amp; formulation</li> <li>• Proposal of corrective measures as regards organisation &amp; operation</li> </ul>

## A village water engineering programme that worked

One example of a really successful project experienced by the author is an all-but-completed village water engineering programme the Italian Government is running in one of the Sahel countries.

The idea of the programme was to provide almost 500 new water points—drillholes with hand pumps—over a period of three years followed by a year of monitoring. It included the extremely unusual involvement of a sound sociology-training team consisting of three expatriates (a sociologist, a teacher-motivator and a training manager for mechanics and repairmen) and their national opposite numbers.

The stress on human resources, reflecting the general approach of Italian cooperation and the priority the counterpart institution put on training, was to a large extent helped and protected by the open-mindedness and personal interest of the project leader—who was also behind the initiative.

Although many man-months are provided in the sociology sector, their actual contribution is often dispersed over a series of one-off, uncoordinated operations.

In the case in point, the socio-training team was asked at the outset to:

- (a) run basic socio-demographic studies and assess the water shortage in the villages under scrutiny;
- (b) inform and instruct the chosen villages about their involvement in the project;
- (c) train the people concerned to use and maintain both the new water point and the pump;
- (d) train an inter-village network of repairmen and set up a spare part storage and supply system.

Practical implementation of the schemes in the field involved a series of extra activities, which although not explicitly provided for had a central part to play nonetheless:

- (i) promotion of an albeit sometimes difficult permanent dialogue

with all the technical sectors of the project and the counterpart institution;

- (ii) establishment of a process of exchange of practical experience and information with other projects and organisations;

(iii) a search for operational solutions that respected the needs and ability of the local people, within the framework of the programming, and organisation of the drilling sites;

(iv) definition of parameters and standard criteria, with the agreement of the villages and of the local institution, relating to:

- the demographic size of the villages and the number of drillholes (with a population threshold and drillhole ceiling for each village or district/hamlet);

— the type of, and arrangements for, the village contribution of labour, local materials and cash contributions (including use);

— organisation of a water committee in each village;

— a choice of priority drilling in the light of the need to balance between "social" water points (equidistant from the houses) and technical ones (where there is a greater probability of getting what is deemed to be the minimum flow);

(v) permanent monitoring of the operation and use of the new water points so as to join with the technicians to decide on possible corrective steps;

(vi) support for the counterpart organisation with defining the lines of a national village water engineering policy.

Although the project is still going and the spare part storage and supply system has only just started, the following is already clear:

- (a) All the people concerned have responded favourably. The (approximately) 150 villages involved so far have taken part enthusiastically, even in a sector which has seen so many failures. This even

applies to the financial contribution (more than CFAF 100 000 per pump) in the shape of mobile drinking troughs, small pieces of equipment for market garden irrigation etc. Success is due to the care displayed, to the many visits and discussions whereby each community has received information, discussed and ultimately freely got involved in an initiative it felt belonged to it.

(b) This is also a reflection of the intensive drive to consult with the technical sectors of the project and the counterpart organisation, making it possible to devise an approach which respects both needs and the rate at which the proposed innovation can be absorbed by the recipients.

(c) This consultation has also enabled the project to act as support for formulation of the bases of a national village water engineering strategy.

(d) The direct proof of the success obtained so far is the speed at which new water points have been integrated into the daily life of the village. They are used constantly and in preference to existing water points, even in the rainy season. In much the same way, even upkeep, the weak point of all development projects that bring in new technology, seems to be becoming a local habit.

These results have obviously not been obtained by the socio-training team on its own. What we are anxious to underline here is that the benefit of proper consultation between the local population, the specialist technicians and the human resources experts has made it possible to overcome the problems of what can be very different languages. The cost of this approach seems easily bearable. What is involved, basically, is a constant effort with information and mutual understanding and a series of changes to the thoroughly western way of looking at a drillhole production site. ◊

L.F.D'O.



an examination of the social and human context and from any hostility he may have towards the proposed intervention. But this is the very level at which the greatest ambiguity and weakness occur.

— The extent and the usefulness of his contribution lie, above all, in the critical interpretation he makes of data and phenomena, rather in their collection and description, as a critical interpretation is the one thing that will highlight the real interdependence of the social facts and make it possible to identify the critical elements that have to be taken into account. Often, however, the human resources expert is relegated to the rank of social data collector and prevented from intervening, criticising or guiding in an attempt to avoid any doubt being thrown on the project as a whole.

— The size of the possible fields of enquiry at the various stages of the scheme does not mean the sociologist-anthropologist has to be ever-present or his potential contribution used. In many cases, at an advanced stage in the formulation, for example, the technicians will have already devised and collaborated on solutions that must be kept to. The chips are down and the human resources expert will at most be asked to come up with justification for the technical choices that have already been made. He may find more to do during the identification phase, when the difficult but useful development of a permanent dialogue with the other specialists may encourage genuine appreciation and respect for the socio-cultural variables which would otherwise simply have been inventoried.

— Ultimately, the sociologist's contribution to project formulation is characterised less by specific technique or know-how than by a tendency to integrate the various aspects of life in society—whose production and exchange functions are a vital but not unique terrain. Furthermore, any development project, with its different technical, economic, human and institutional components, represents a social phenomenon which has to change in various (direct, indirect, predicted and unpredicted) ways and trigger reactions in the social system in which it is being run. The value of the contribution which the human resources



Vegetable gardening near the village of Kirène (Senegal)

*"Ultimately, the sociologist's contribution to project formulation is characterised less by specific technique or know-how than by a tendency to integrate the various aspects of life in society—whose production and exchange functions are a vital but not unique terrain"*

expert makes is his ability to understand the way the existing social system works by highlighting human behaviour and identifying possible responses to the proposed scheme. This is where the specific nature and individuality of his contribution should lie.

— Practically speaking, however, some precedents set in colonial and precolonial ethnography and the innovation represented by human resources as a field of practical study, the quantitative tendency of the American school and, at the same time, a greater awareness of social variables combine to make it the subject of controversy. This is particularly so in that this subject, essentially one involving criticism and interpretation, has to use the technical vocabulary of the "specialists' subjects and make its contribution within the same time limits (often extremely short, being rarely more than four to six weeks). This happens regardless of the complexity or particular nature of the human and social behaviour in question or of the frequent absence of data and basic knowledge in comparison to the other areas under scrutiny.

— In some cases, however, when specificity is recognised in terms of object, method or language, some of the limitations on taking things further both vertically (because of time limits)

and horizontally (because of the frequently restricted framework of the project) can be diminished by:

- the wealth of experience and empirical knowledge about the conditions of rural life. Since the range of projects is so wide and there are similarities between them, this makes the work of the human resources expert easier;
- the availability of evaluation studies of completed projects and discussions by experts, institutions and organisations aimed at deciding how to correct ongoing and future schemes;
- interdisciplinary teamwork and dialogue by the various specialists, encouraging collective discussion and mutual understanding.

This last item is particularly important and points to the need to respect an interdisciplinary approach. Socio-anthropological studies are often long and costly and the number and variety of data collected without any prior coordination with other sectors may mean they are not of any operational use and do not make a proper contribution to the overall direction the project takes. In this case, sociology is once again of decorative value and the responsibility for it lies with the researchers themselves—who tend to be pleased to be left to organise and run their surveys by themselves without any interference from the complex network of intersectoral exchange and comparison. ◊

L.F.D'O.

# The importance of economic and financial analysis

## The example of forestry projects in the Sahel

by M.R. de MONTALEMBERT (\*)

*Trees are vital to the ecology and economy of the Sahel, as was stressed in the dossier "Woodfuel" which The Courier published in January-February 1986.*

*It comes as no surprise that the forestry schemes of the anti-desertification drive were a priority for the Sahel countries and the international community providing assistance very early on. Indeed, the first big forestry projects date back to the '70s and they were begun as a partial response to the drought. Since then, forestry schemes have developed and expanded, although they are still far from matching the scale of the problems and the needs of a rapidly expanding population.*

*At a time when financial resources are both limited and very much in demand, it is a particularly good idea to look at the way these resources are used and make sure that investment decisions are taken with maximum guarantee of efficiency. So the UN Food and Agriculture Organisation (FAO) has recently run a study, with USAID's help<sup>(1)</sup>, on the way economic*

*and financial aspects of forestry projects have been analysed and the main obstacles that have cropped up during the process. It concentrates on three countries of the Sahel, Burkina Faso, Mali and Senegal, and was run by national teams with technical and financial backing from the FAO and USAID. The results of this study are presented here.*

*After a quick look at trends in forestry projects in the three countries over the past 15 years, we shall see the only very partial way in which economic and financial analyses have been run. Lastly, we shall analyse the main problems that occur, knowing that analysis has to be systematic if decisions are to be easier, projects run efficiently and resources used rationally.*

*The situation described here is not confined to the countries of the Sahel. The informed reader will recognise many features typical of forestry projects in other parts of the world.*

### Trends in forestry projects in the Sahel

An analysis of the history of forestry projects in our three countries shows trends typical of all the Sahel countries of western Africa since the great drought of the early '70s.

The first big forestry projects were born during and immediately after this great drought, when the prevailing idea was to have large plantations of species such as eucalyptus, which it was hoped would grow fast. The aim was to provide a speedy, specific re-

sponse to desertification and supply the big consumer centres with firewood. Population concentration engendered such pressure on the surrounding areas that they led to concentric circles of desertification round these centres. And things were made worse by migration of people from rural areas, who could not survive on land made sterile by the drought.

Industrial plantations—so called because of their size and not their use—were major investments. The biggest were financed with loans from the World Bank, but the magnitude of in-

vestment required and the poor results in many cases subsequently led to a loss of interest.

So there was fresh interest in natural forests on the assumption that it was possible to stimulate greater productivity with relatively small investments in infrastructure and the introduction of fire-breaks. Experience has shown that yield per hectare stays low, although the difference in comparison to industrial plantations does not seem to be proportional to investment. The investment in one hectare of industrial plantation is upwards of CFAF 300 000, but the figure for natural forests is only about CFAF 50 000. The difference in productivity is an average of 4:1. Yet it was soon clear that very large areas had to be used if there was to be any effect on the problem of supplying wood to the expanding population. And this solution ignored the problem of the big areas of population concentration such as the central plateau in Burkina Faso where only strips of forest have survived the intensive

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(1) Through Energy Initiatives for Africa, (II) contractor.

### Size of investments in forestry projects (FCFA '000 000)

Country	Industrial plantations	Natural forests	Rural planting
Burkina Faso	7 963 (3 projects since 1975)	not available	not available
Mali	3 513	177	1 869 (9 projects)
Senegal	9 636 (10 projects since 1975)	10 810 (10 projects since 1973)	8 736 (14 projects)

1 ECU = 346 FCFA.

clearance to make room for subsistence farming.

So interest gradually grew in collective and individual rural replanting schemes. These are, essentially, run by the local people who plant copses and perhaps even create plantations alongside the crops in the fields for their own benefit as part of their village land development. Tree types are chosen in the light of the needs and desires of the people concerned—who are expected to see the benefits as an incentive and invest in the necessary land, labour and protection. Involvement of the greatest number is a greater guarantee of success than size of the individual undertaking, but major investments are still essential when it comes to awareness, popularisation and technical back-up programmes.

The most important thing about this trend is the emergence of a social dimension, from industrial planting by the authorities to the rural communities' taking over of the creation, protection and management of the (natural and artificial) wooded areas. This is a radical change in strategy. Nothing will now be lasting or effective without the involvement of the people in the rural area concerned and, because they live there, everything must be done to get them to play an active part in the schemes and their outcome, in a veritable drive to solve their problems.

The second thing is the gradual awakening to the fact that there is no hard-and-fast answer and that solutions have to be altered, in the light of local situations, in programmes combining active management of the existing forests, the (above all) rural plantations and a drive to develop trees in crop systems. The whole thing should be completed by efficient product-use schemes, of the improved wood-stove type, geared to conservation.

This means both gradually acquiring greater experience and using increasingly complex solutions involving technical, economic and social variables in the very difficult realities of the quest for sustained development in the ecological and human conditions of the Sahel.

### Running the economic and financial analysis

A look at the documentation on forestry projects in Burkina Faso, Mali



Eucalyptus plantation in Senegal

*"The magnitude of investment required and the poor results in many cases subsequently led to a loss of interest in industrial plantations."*

and Senegal showed that, in most cases, no financial or economic analysis had been run. Only projects financed by the World Bank and the CCCE (France) had economic analyses run on them and even then the assumptions were not always clearly stated or supported. Financial analyses had probably also been conducted, but they tend not to appear in the literature.

Particularly significant is the absence of any stringent analysis at the planning stage, leading to a series of findings which, if made in due time, ought, properly speaking, to have resulted in changes being made during the preparation, not only of the strategies and solutions adopted but of decisions taken by the Governments concerned. The following facts emerged during implementation—and they would have emerged at the preparatory stage had an economic and financial analysis been run:

— The national party has recurrent

costs to pay once the international financing comes to an end.

— The cost per hectare of investment is high.

— The profitability of the investment is not ensured when it comes to the real levels of product selling prices and operating dues compared to production costs.

For a relatively long time, project financing decisions seem to have been taken more in the light of what funding or emergency aid was available than any serious feasibility analysis highlighting viability. An analysis of this sort would have had the advantage of drawing the attention of both the funder and the country concerned to any risks involved and to the costs the project would entail for the nation. The different ways of achieving aims and the strategy of implementation were analysed in the light of exclusively technical criteria which excluded any economic or financial considerations.

The fact that industrial plantation projects are the only ones to have been the subject of economic analysis is also significant. And the fact that their output was mainly intended for marketing led to a study being run of transport and marketing conditions and of prices, both of which came within the conventional framework of economic project analysis. When analyses were run, economic feasibility was revealed, showing the contribution these projects made to the national economy. However, the inadequate market prices of products such as firewood, combined with the poor yield per hectare on plantations of this kind, probably prevented any highlighting of financial feasibility—which in all probability explains why there is no reference to it in the project documents.

No proper economic or financial analysis has been run on natural forest and rural planting projects so far. It has to be realised that, in most cases, this sort of analysis was difficult because there were no basic data and, since these were new projects, often pilot ones, gaining experience and developing methods of action was thought to be more important than economic or financial validity.

However, experience suggests that neither poor data nor the fact that the schemes were pilot projects can justify not running an economic or financial analysis, from the point of view of either the State or the population. The State must always be guided by considerations of effectiveness when it is allocating resources (which are particularly limited in the Sahel countries) and always have an eye to a sound economic basis on which action can be taken.

Population involvement in forestry schemes has become a major feature of national forestry policies and the people are now expected to take over part of the investment themselves. Not only must the risk they run in this kind of scheme be minimised at all costs, but their involvement will not be able to be maintained in the long run unless it is backed up by awareness programmes and by the profits—*income*, that is—they make from these schemes.

So, with this in mind, it is vital to run economic and financial analyses of any scheme where active popula-

tion involvement is sought. They will mean the dialogue with these people can be better oriented, in the light of objective factors on the basis of which they can commit themselves in full knowledge of the results they can expect.

Case studies were run in 1986 on old forestry projects in the three countries. They confirmed that, had serious analyses been run during preparation, various problems that only emerged from the evaluation would have been highlighted at that stage. These case studies also showed that, as the market stands, forestry products are rarely a paying proposition—in particular because of the extent of the needs of the producers themselves and the absence of any organisation of production. Economic returns are usually noted, but we are still short of data on the effects projects have on the natural environment and the anti-desertification campaign.

### Why inadequate analysis?

The analysis presented here would be incomplete if it failed to show one of the profound reasons why the economic and financial analysis of Sahelian forestry projects is minimal or non-existent. We shall only give one or two of the most important specific reasons here, on the assumption that the general reasons related to the nature of forestry activity are known. These important reasons include the approach adopted by the sources of financing, the absence of national skilled staff, the state of information and the situation of the forestry economy.

In the three countries under scrutiny, less than 1% of the national budget goes into the forestry sector—although this covers, among other things, 90% of the nation's energy requirements. This has led to virtually total dependence on external financing for investments in the sector. External sources which provide financing in the form of grants and subsidies, tend to base their decisions on criteria of assistance, marked by ecological, social and political considerations but no economic or financial analysis of project viability.

This is a partial approach and it at least partly reflects the fact that the teams the donors form to devise, dis-

cuss and evaluate forestry projects are not adequately placed to run economic or financial analyses. Yet these are essential to see whether schemes can be continued once the international financing comes to an end.

More worrying still is the low standard of competence in the forestry economy in general, particularly when it comes to economic and financial analysis by the national forestry institutions. The recent formation of forestry planning units in the forestry authorities of our three countries should help right this situation by institutionalising a systematic approach to the preparation and evaluation of forestry projects. But it will only be fully effective if intensive training schemes are offered rapidly to teach forestry managers how to run economic and financial analyses. Such schemes should be followed up with intensification of the economic component of the training for forestry managers and by getting some of them to specialise in economics.

It is difficult to apply the economic and financial analysis to forestry projects in the Sahel because of the shortage of data and because such details as do exist are rarely compiled in an orderly manner whereby they can actually be used. The cost of forestry options and the prices of and price formation machinery for forestry products, the effects of tree-planting on soil protection and fertility and the economic statistics themselves are rarely available or reliable. When it comes to the forestry components, a systematic effort is called for to develop project data and collate them centrally. Special attention should be paid to identifying and analysing the recurrent expenditure involved in keeping operations going.

Lastly, we must stress that the absence of any proper organisation of the forestry market and the low prices the producer is paid for his forestry products currently constitute a major obstacle to bettering the economic and financial results of forestry investments.

It is difficult, above all, with prices as they are, to ensure that the price paid to the producer is enough to get him to embark on planting, protection and production schemes. This is important to the profitability of State investments and it is even more important if it is hoped the rural populations

will involve themselves and the increase in peasant and rural community schemes have a lasting effect. A new aspect of forestry policy has to be defined to situate a point at which repayments on forestry investments and the price the consumer can afford balance.

### **Economic analysis: a tool of thought and dialogue**

The analysis briefly presented here focuses on a particular situation—that of forestry projects in the Sahel—in the light of a thorough study run recently on a period of 15 or so years. What is clearly demonstrated is in fact the lack of understanding of the role of the economic and financial analysis of forestry projects and the failure to appreciate its importance. This goes for most of the donors and for the Sahel countries themselves. It is rather as if ecological and social considerations were deemed sufficient and the economic and financial analysis seen, with apprehension, as a potential element of rejection.

But the economic and financial analysis should never be left out. Whatever the justification for the project may be, this analysis is a means of perfecting solutions, choosing between options, allocating resources and checking results. It is a vital instrument of management and control, a way of ensuring that the operation can continue once the external financing comes to an end and it is a tool in the dialogue with planners and decision-makers in a language and according to the criteria of decisions taken at their level. The technicians' fears about it should give way to an understanding of its usefulness when it comes to formulating and managing more effective projects. A joint effort by the sources of financing and the national institutions here is vital.

One of the main ideas in the Tropical Forestry Action Plan which the international community launched recently is indeed to promote far greater economic and financial effectiveness in the contribution the forestry sector makes to development. There is no doubt that this means systematic economic and financial analysis of all forestry projects and a special training drive for this purpose. ○ M. de M.

## **Zaire's view of project preparation and appraisal**

by Citizen TINGANAYI (\*)

Lomé III goes into the identification, preparation and appraisal of projects and programmes at length. They are of vital importance in the life of a project.

Nothing is left to chance and the people responsible for these phases have detailed instructions (Article 219) on how to perform their duties in the Convention—the official text regulating cooperation between the Community and the Member States. Because these three phases, appraisal especially, are so important, it is a good thing that so much detail is given. Many projects in the past have failed because the appraisal of their technical, economic, financial, social, cultural and environmental effects was not made with due care and precision, but with Article 219 both parties now know what to expect.

The question is whether the ACPs are in a position to be as closely involved with the Commission in project appraisal as this Article provides.

There is, of course, a "Manual for preparing and appraising project and programme dossiers" (\*\*), listing and justifying the many parameters to be borne in mind for the best possible dossier appraisal in each case. So that is not where the problem lies.

### **Decent criteria but a shortage of specialists**

The real problem is to find people in the ACP authorities who can produce detailed appraisals of complex projects. They are there, of course, but there are not enough of them to cover the range of projects that need to be appraised and they have so much to do that they do not have time to run the appraisals properly.

We in Zaire are often forced to call in consultancies or ask the Commission Delegation for projects to be appraised in accordance with the rules. This is by no means to say that we abdicate all responsibility, as we keep a close eye on

what the consultancies do and can ask them to alter or add to their analyses.

But frequent use of consultancies costs a lot of money and eats away the indicative programme funds. And their analyses are not always of any direct use. This is the price we have to pay to get the appraisal—for which we and the Commission are jointly responsible—done properly, but we think it is very high, so Zaire has to have more specialists in respectable national consultancies.

Things are much easier with the Delegation. Our technical departments are in close contact with its advisers, reducing the need to call in consultancies as far as possible. When long, complex analyses are required and a consultancy has to be called in, however, the help we get from the Delegation and the Commission goes a long way to seeing that we get the best services from the external consultants when it comes to the terms of reference that have been laid down.

To return to the criteria for project appraisal—we feel that clarification of the alleged opposition between the criteria laid down in Article 219 (mentioned above) and the socio-cultural criteria of Article 117 is called for. To our mind, there is no contradiction here, as they are, we think, perfectly complementary. In the past, we feel, far too much emphasis has been put on economic criteria, and profitability especially, to the detriment of socio-cultural criteria, and Lomé III in fact makes for a fairer balance between the two. It is true, after all, that a project which is satisfactory from the economic point of view can well fail if it does not fit into the socio-cultural environment properly—that is to say if it fails to reflect the living and working conditions and the aspirations of the people for whom it is designed.

So there is no point in trying to classify the criteria rigidly, with the underlying idea that economic considerations are more important than socio-cultural ones. Obviously a project which has high returns but is totally unconnected with the environment would stand a very good chance of col-

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(\*\*) Doc. VIII/327/79, rev. 2 of 15 November 1985.

lapsing. Conversely, it would be unreasonable to maintain that a project that was just what the people wanted but highly problematical from the viability and profitability points of view was a good one with every chance of success.

### The good project is the all-rounder

A good project, we think, is not something that is economically excellent and socio-culturally inadequate or *vice versa*. It is one that is good—well above average, that is—from all points of view. It is rather like the decathlon, where the champion is not someone who is outstanding at, say, the 100 m sprint and the high-jump and only mediocre at putting the shot and the 1 500 m, but someone who has well-above-average results in all 10 events. The good all-rounder. And a good project is a good all-rounder too.

This can be partly illustrated by details of a project appraised recently.

The scheme in question involved planting trees over 6 000 ha of the Bateke plateau about 150 km east of Kinshasa and the idea was to produce firewood and charcoal for the population of that city. It began in the conventional way, with the Zaïrean Government asking for financing and an external consultant investigating the technical aspects of the scheme, but the Zaïrean technical department thought the recommendations and stated conditions entailed exorbitant costs that could not be covered by the anticipated output—i.e. firewood for the people of Kinshasa, which had to be at an accessible price. The World Bank was also interested in projects of this kind and ran technical and economic studies which came up with conclusions... that differed from those of both the consultancy and the Zaïrean authorities! It looked as though a conflict of experts was on the cards, with each party putting forward arguments more peremptory than the last and pushing the actual implementation of the project, whose aims seemed above reproach, far into the distance.

The Delegation, with backing from the Commission and the relevant Zaïrean department (of Land Affairs, the Environment and the Protection of Nature) then devised a way out of the impasse. It meant issuing an invitation to tender outlining the operation (size of plots and buildings, energy and water

supplies and, most important, a yield of 60 m<sup>3</sup> of wood after a period of five years) and leaving the tenderers to suggest their own technical solutions. They were to choose the best species of tree and the planting methods and programme.

Shortlisting yielded 18 firms with relevant (and proven) experience in this field, six of them were invited to tender and four in fact did so. The tenderer who made the cheapest offer—and submitted the best dossier—came up with a price that was far lower than anticipated and, as the firm has a sound reputation in this particular field, there should be no cause for concern on that score.

It took only a year after the land reservation decree which marked the actual start of the operation (October 1986) for the work to start in the field (September 1987), following shortlisting in January 1987 and signing of the contract in August.

The short time it took to get this complex (and initially muddled) project under way is not just remarkable. It did in fact mean that planting could begin before the rainy season, which is of prime importance here.

Technical assistance has so far been confined to a specialised consultancy producing the invitation to tender dossier—which contained many complex specifications that were beyond the scope of the Delegation and the Zaïrean authorities. There are now plans to use technical assistance for the technical and administrative monitoring of the works for the same reasons. But that will be all, something worthy of particular note in a project of this kind.

Does this mean that this is an exemplary project from every point of view and destined for complete success? No—one who has had anything to do with it would dare go that far, for a project of this kind, of course, always involves uncertainty which cannot be completely removed in the early stages.

So the economic returns on the project partly depend on the technical parameters of plantation management, i.e. not just the way cutting is organised but the actual yield of the different species and the method of charcoal burning. And, of course, it depends on the legal approach—whether through the authorities, a concession or pure privatisation. It is clear that not enough was

known about some of these factors at the time of the appraisal, so various charcoal burning methods were investigated, with their various costs and advantages, but it is too early to decide on a method that is to be used five years after planting starts and therefore liable to undergo considerable technical changes in the light of experience obtained in other countries.

There again, the theoretical yield of the species planted is known, but the actual output, which very much depends on local soil and climate over the growth period, can only be gauged with a certain margin for error. This is one of the reasons why the people in charge of the project have planned to finance the testing of selected seed (various species), cutting on previous plantations and the food crops which will be planted once the trees have been felled.

Lastly, the legal arrangements (the authorities, concessions or simple privatisation) will also affect the anticipated advantages of the project, although, obviously, a decision in principle only to be applied five years on could not be taken at the beginning. So there again, assumptions had to be made.

All this suggested returns of between 12% and 20% and even the lower figure would be a success in a project of this sort.

So appraisal was an opportunity to apply the criteria of Article 219.

The truth of what we said earlier—that the funder and the recipient have an equal interest in strict, not laxist, application of the criteria and that all the criteria are equally important as far as project implementation is concerned—is clear. Socio-cultural considerations may well have seemed secondary in the Bateke tree planting project, for the area is practically devoid of inhabitants. But they are in fact of prime importance because the idea is to settle workers and their families on the plateau and to keep them there by providing the necessary infrastructure (housing, schools, dispensaries and water supplies) and ensuring that the more general conditions for proper settlement are met.

Appraisal of this dossier was an exercise in application for all parties concerned and one which points the way to what should be done under Lomé III. ◊

# The financial execution of ACP-EEC cooperation projects

by José DA SILVA DOMINGOS (\*)

*The Lomé Convention lays down a number of procedures and formalities to govern the financial execution of projects. Although "to proceed" in fact means "to advance", it has to be admitted that the procedures do not always have a good reputation in this respect with the public or, indeed, with some of the practitioners. Administrative and legal procedure is often called red tape—something which prevents the holder of a right from exercising it because he cannot, or does not know how to, undo the right knots. And in modern times, the extension of the prerogatives and of course the economic role of the authorities has increased the distrust of procedure, although it must be said that the collective memory is even less charitable about those sovereign acts of government that are arbitrary in refusing rights because in fact there is no procedure. So procedure protects more than it constrains.*

*EDF procedures, the fruit of almost 30 years' experience and negotiated every five years, have never been called arbitrary. They are, however, accused of being over-complex, a source of misunderstanding and slow and cumbersome. If there is, say, a delay between the financial commitment being made and the money actually being paid over, and if this delay is very long, the procedures themselves are the first to be blamed and adequate attention is not always paid to the precision with which they were applied.*

*Simple procedures, which should mean speed and efficiency, certainly were a prime concern of the authors of Lomé. Article 225 is particularly instructive here ("... minimum of administrative formalities and using simplified procedures..."), as the negotiators anticipated criticisms of over-complex procedure.*

*But in fact the Lomé rules, particularly those about financial execution, are simple when applied properly. They were agreed to jointly and they are obligatory, but, as often happens in administration, they become complicated and doubtful when deviated from.*

## One rule — decentralisation

The procedures tend to be joint and complementary, which is perfectly natural in the contractual relationship that is the essential feature of Lomé, but above all they are very largely decentralised.

The financing agreement is the legal document which describes and defines the reciprocal commitment of the ACP State and the Commission in respect of implementation of a project or programme financed by a grant. The financing agreement is the beginning of financial execution, so it is official—which is why, once it has been drawn up by the Commission (in the

interests of standardisation), it is signed by the Commissioner for Development and the Ambassador of the ACP country concerned. However, for the same reason, the ACP signature could well also be appended in the recipient country itself.

The loan contract is the legal act relating to schemes financed with special loans. As this is not a contract of accession, the draft contract, produced by the central services of the Commission, is sent out for the national authorities to look at before the Development Commissioner signs it.

From this first stage on, decentralisation of powers is the rule and centralisation the exception.

In an undertaking as vast as the management of the cooperation of the whole Community and 66 ACP States,

decentralisation is both sensible and vital. This is where two important people—the National Authorising Officer and the Commission Delegate—come in.

The National Authorising Officer is appointed by the Government of each ACP State. He will usually be a Minister of Economic and Financial Affairs or Planning and he is fully empowered to represent his country at all stages of cooperation and financial execution in particular (Article 227 of the Convention).

The Commission Delegate is the natural contact of the National Authorising Officer. He is appointed by the Commission at the request of the ACP State concerned or of a regional group of countries (so he is never forced upon them and in practice is always welcome) and has the relevant instructions and mandates from the Commission, particularly in financial matters, to act on its behalf (Article 228). The Commission currently has 50 delegations in the ACP States and 10 branch offices under a Delegate's responsibility. In a very few cases, the Delegate may cover two or more countries (as in the Pacific). The delegations employ almost 300 specialists, economists, engineers and technicians of all kinds plus 1000 local staff. These figures clearly show that the Commission has gone a long way with its policy of decentralisation and pursued its desire for immediate, permanent contact with the real situation.

The Chief Authorising Officer of the EDF, appointed by the Commission (he is the Director-General for Development), has the vital job of seeing that the rules of competition and award of contracts are properly and fairly applied. In fact, given the simplicity of the current provisions and the powers of the National Authorising Officer and the Delegate, the Chief Authorising Officer only needs to intervene in exceptional cases. Failure on his part to object within the 60 days laid down in Article 217 in fact means approval.

The invitation to tender<sup>(1)</sup> is the first operational phase of financial execution. The rules (Article 232) are

(1) More about contracts appeared in *Courier* No 99 (September-October 1986). See article "The EEC's development aid contracts" (pp 5-8) and figures on the breakdown of contracts by nationality — Ed. note.

(\*) Director of Finance, Directorate-General for Development, Commission of the European Communities.

based on the need to ensure that all tenderers (companies and individuals) in the Community and the ACP Group can take part on equal terms. This is why the general rule is for competition for works or supply contracts to be channelled through open invitations to tender.

The ACP authorities have to produce the invitation to tender specifications and they can—at this and at every other stage of the project—call on the help of the Commission Delegate. All they need to do is ask.

After the Commission has agreed (possibly tacitly) to the specifications (Article 217 again), the invitation to tender is issued. This too is the responsibility of the National Authorising Officer, working closely with the Commission Delegate. The idea is to ensure as much publicity as possible for the financing operations, in particular via publication in the Official Journal of the European Communities and in the ACP States so that there is as much competition as possible.

This is also why *The Courier* prints the operational situation of EEC financing operations in the blue pages.

Logically, the invitation to tender should always be issued after the financing decision but, in practice, it has been issued before (with a suspensory clause, of course) increasingly often since the early '80s. This way of doing things, intended to reduce the time taken to get the project started, has been welcomed by the ACP-EEC Council. One of the reasons for early issue of the invitation to tender may

be that the urgency of the work or supplies is greater than the amount of the money. Small tenders may be just as urgent as big ones. Early issue also means that over-runs can be restricted or done away with altogether, so it has considerable advantages and constitutes a substantial improvement in the procedure and is now enshrined in the Convention (Article 227(7)).

### The tender procedure

**Direct labour.** In this case, the authorities of the ACP State itself are invited to provide the services in question. This represents such a derogation from the open invitation to tender procedure that it can only be used for amounts of less than ECU 4 million and the Commission has to give its approval. The system makes for speed and effectiveness of aid and can be used, in particular, for emergency aid and microprojects.

**Expedited invitations to tender,** as the name suggests, involve tenders being sent in much quicker. The method is used solely for work worth less than ECU 4 million—which is small enough not to interest international competition. The Commission Delegate has full powers to approve the invitation to tender specifications submitted by the National Authorising Officer.

**Restricted invitations to tender** are issued only to such candidates as the authorities have decided to approach. This can be done if three conditions are met—the contract has to be urgent, small or involve special features (in

the matter of either works or supplies). Emergency aid is of course the obvious candidate for restricted invitations to tender.

**Private contracts** can be entered into under the same conditions as the restricted invitations to tender, in which case the authorities deal directly with the contractor they have selected.

**The tender** is the way the businessman (i.e. a physical or legal person) offers to provide the stated services. One important thing that enables the tenderer to fix the amount of his tender is the tax situation. The Convention (Protocol No. 6) says that the tax and customs arrangements applied to Community-financed contracts should be no less favourable than those applied to the most-favoured nation or the most-favoured international development organisation.

**Awarding the contract.** This is done, in accordance with the principle of decentralisation, by the National Authorising Officer, who, in the words of Article 227, "shall preside over the examination of tenders, establish the results of this examination (and) sign contracts". The Commission Delegate can directly approve this choice in the case of an expedited invitation to tender and regardless of the size of the contract if the tender selected is the cheapest, economically the most advantageous and does not exceed the funds earmarked for the contract. The approval of the Chief Authorising Officer is only required where any one of these three conditions is not met. At this stage in the award of contracts, the ACP firms get preferences—10% in the case of works contracts worth less than ECU 4 million and 15% for supply contracts of any size—to encourage their activity. Tender results show that the ACP firms have managed to figure large in the award of EDF-financed contracts—by 30 December 1986 they had accounted for 30% (in value) of these, representing upwards of ECU 500 million.

Article 237 of Lomé provides for general conditions to apply to the award and performance of EDF-financed contracts.

Pending these general conditions, the following are used:

— the 1972 general specifications for the ACP States which signed Yaoundé (i.e. the AASM, the Associated States

### Road construction project in Ghana

*In accordance with the principle of decentralisation, it is the National Authorising Officer who, in the words of Article 227, "shall preside over the examination of tenders, establish the results of this examination (and) sign contracts"*





## The Court of Auditors — Instructions for use —

*Courier* readers may perhaps remember an interview with the Luxembourg member of the Court of Auditors, describing the aims, activities and methods of this institution, which appeared in our 76th issue of November-December 1982 (pp. 40-43). This time, we look at matters directly relating to the implementation of EDF projects. The article represents the personal opinions of the author and is in no way binding on the Court.

The Court of Auditors, set up by Treaty on 22 July 1975, has been working at the ambitious task entrusted to it in October 1977. It was created to meet a need (which partly arose from concentration of the power of discharge in the hands of the Parliament) for a proper external control of the Community's finances. It is made up of 12 Members, appointed for a period of six years by the EEC Council of Ministers following consultation with Parliament, and is independent of the European Communities.

Under the Community Treaties, the Court has a dual role of consultation and control. The consultation involves it in appraising draft legal acts, giving opinions—such as those it issued on the draft financial regulations of the 5th and 6th EDF—which are usually published in the *Official Journal of the EEC*.

The control involves it in auditing the accounts of all Community (budgetary and extra-budgetary) revenue and expenditure and producing an annual report on this, plus any special reports at its own initiative or at the request of one of the Community institutions.

The monitoring of EDF activity has in fact so far led to four special reports—on the Stabex system, the coordination of aid to third countries, EIB management of Community funds and technical cooperation.

The annual report is sent to the competent authorities for discharge, together with the replies from the institutions audited, and the whole

thing is published in the *Official Journal*.

### Ways and means of auditing

The Court checks on the legality and regularity of revenue and expenditure and sees that the funds are managed properly. Although it runs its audits after the event, it can make a very close check on whatever generates the income or outlay—i.e. it can check that commitments are well-founded.

The Court uses its usual strategy, a systems analysis, for the EDF audit. The auditors run periodic analyses of the management accounting and balance sheets and evaluate the EDF systems and procedures to make sure the EDF accounts are right and that the operations have been carried out in accordance with the provisions of the Lomé Convention, financial regulations and all other relevant regulation.

Spot checks are made (on signatures authorising expenditure and guaranteeing that data are correct, on the respect of financial ceilings, etc...) to make sure that key controls, identified by the analysis of EDF systems, work properly, and are reliable and to corroborate the facts behind the accounts and other management data (detailed checking of payments, contracts, financing decisions etc). The reliability of the results of these checks is guaranteed because representative samples of the populations under scrutiny are selected by statistical methods.

Most audits are carried out in DG VIII, but they are completed by visits to the recipient States. These local audits, on which the ACP authorities and the Commission collaborate, are vital to monitor the proper management of the funds and they are an opportunity to see that the work has actually been carried out to get a better idea of how far targets have been reached and to learn more about the problems encountered in implementing and running the projects. This is not an easy task and it

would be downright impossible without going into the field and asking the beneficiaries what they thought.

### Some misunderstandings about audit results

There are complaints that the Court sometimes presents the results in its annual report from a unilaterally critical point of view. Part of the EDF Section of the report in fact comprises critical comments and recommendations, but this is not to say that the Court has an overall negative opinion about what has been done. All it has done, with the limited means it can deploy in its investigations, is focus its most detailed checks on those aspects of the projects that have come up against the most problems.

It is also often criticised for not giving the percentage of schemes to which a given remark refers. This is based on a misunderstanding. The audits, as we have already said, are based on systems analysis, with the result that any defect detected in the current systems and procedures has to be pointed out, regardless of the extent of the negative effects it has already produced, because of the potential failures it implies. And systematic indication of the size of the samples of the operations examined helps the reader to see the extent of the defects in question.

To conclude, it is perhaps helpful to mention that the methods of auditing and presenting the results should be seen from an evolving rather than a static point of view. The Court does its best to improve its working methods every year with a critical assimilation of constantly-advancing audit techniques and greater consideration of the information required by the authority responsible for discharge. And the perpetually evolving problems underlying the various forms of development aid mean the auditors have constantly to be adapting their analysis and setting their sights on new aspects of the operations they audit.

M. MINGARELLI  
Administrator at the  
Court of Auditors

of Africa and Madagascar);  
 — the national legislation or recognised practices for the other ACP States.

**Performance of the contract.** This is directed by the National Authorising Officer (Article 227(5) (a-h)), who has the power to make any arrangements needed. This gives him considerable influence over practical matters (changing a site, for example) and finance (application or postponement of the penalties for lateness, for example). He too is responsible for the final acceptance of the project, although the Commission Delegate has to be there for provisional acceptance and to endorse the corresponding minutes. The National Authorising Officer's powers complement rather than compete with those of the Chief Authorising Officer (Article 226(3))—whose duties are based on the idea of general responsibility for sound financial management.

**Payment.** The contractor may be made an advance (for a service to be rendered) or part payment (for a service rendered). But the crucial point in the financial execution is of course payment (paying legally speaking being synonymous with executing). It is the contractor's fundamental right and one which is naturally in his interest, as it is to generate acceptance in turn to generate the payment. There are two kinds of acceptance:

- provisional acceptance, when a check is made to see whether the work is as laid down;
- final acceptance, marking the end of the guarantee period (works or supplies).

The payment procedure is a three-stage one—clearance, authorisation and payment proper.

Spending is cleared when the contractor submits a claim to the authorities and the authorities check it, state it is eligible and make out a certificate of payment for the amount in question.

Authorisation involves the Authorising Officer inviting the accountant to pay the previously cleared claim.

Payment is the physical act of making over the money.

The order of payment is drawn up by the National Authorising Officer, countersigned by the Commission and

executed by the paying agent (a financial institution, usually a bank).

Under the EDF financial regulations (Article 60), the Chief Authorising Officer can pay the contractor direct if the National Authorising Officer is for any reason unable to do this.

**Winding up projects.** Once all the payments relating to a service contract, a works contract or an estimate have been made, the accounts are closed, perhaps leaving a balance—which is paid back to the project in question.

Once all the project activity has been completed, it is wound up. Any remainder on a project in the indicative programme is paid into the country's reserve account. The National Authorising Officer is informed of this and can use the funds thus available under the terms laid down in Lomé II (Articles 116 and 117(4)) and Lomé III (Articles 223-226).

### Harmonious execution — some sick projects

The procedures for financial execution as just described—in what could only be an abstract way—are put to the test daily in the Community and the 66 countries of the ACP Group. Each of these States has its own political and administrative system, its tradition and its laws, as indeed does the Community and each of its Member States. What is remarkable—and unprecedented—is that these two groups, which are so very different, have agreed on a single, coherent set of legal standards and ways of organising their relations, a network made up of hundreds of projects and programmes, thousands of contracts and estimates and an incalculable number of legal and material acts.

Financial execution goes well in most cases and, from this point of view in particular, relations between the Community and the ACP countries emerge well from a comparison with other, more traditional forms of cooperation. Many projects are run satisfactorily, but we do not hear about these any more than we hear about people who are happy or in good health. They tend not to be mentioned, which is a pity.

However, just as there are sick people, there are sick projects, too. The

phenomenon is an interesting and instructive one as it shows in just what conditions a project is run and, of course, the weaknesses, delays and obstacles involved.

It is impossible to produce a complete picture of all the diseases affecting projects if the metaphor is not to be overdone. A typology will be enough. There are technical causes and financial manifestations. A firm in charge of, say, building a road, may find that the terrain is quite different from what the experts' soundings led it to expect, that the access roads to the site are already there but in bad repair or that the ground due to take the weight of a bridge cracks. With supply contracts, the articles sent out may not be exactly what the authorities asked for. Or shipping may be held up or the recipient may be slack and be slow to take delivery for reasons contested by the seller.

Generally speaking, all these problems can be solved by the national authorities, Commission technicians or independent experts chosen by the interested parties. But there are always financial costs which, of course, each party tries to get the other to bear. And this is where the Commission, which is ultimately the financier of these operations, steps in to see where the responsibility lies and what the consequences are, in most cases seeking the interest of the project first and foremost rather than that of either of the parties. Sometimes the dispute will be based on the interpretation of one of the contract texts and, here again, the Commission is invited to give an opinion—to which the other people involved tend to rally.

In the most serious cases, when the dispute cannot be settled amicably by the Commission or where it began in dramatic fashion with the contract being broken, the contract texts provide stronger remedies—amicable agreements in the courts of the country where the project is being run and, if this fails, international arbitration.

This legal or para-legal wrangling is, mercifully, fairly rare. In most cases, adaptation or improvement or a new approach to the finances or to the economic, technical, administrative or management side (the human factor is always the fundamental one), enables the target to be reached.

## Some examples

In Benin, an "old" project (old because the financing decision dates back to late 1975 and the financing agreement to early 1976) on Abomey Hospital was only finished in 1984 because the first two firms in charge of the work failed to complete it and a major supply contract was cancelled. This delay, which cost time and money, meant that equipment needed for the hospital to function properly was not installed and so, by 1985, only the department of general medicine could be opened, as the others (ophthalmology, surgery, haematology, pediatrics and gynaecology) lacked the necessary facilities.

The Government of Benin and the Commission were aware of the fundamental importance of the Abomey Hospital for the general health of a whole region of 900 000 people and decided to do something about it. Essentially, this involved the Government in assuring the hospital independent financial administration and management and giving it the appropriate funds and the Commission in financing the extra (general, medical and pharmaceutical) equipment needed, plus a technical assistance mission by an NGO. This mission, a two-year one, is intended to help with the management and operation systems and ensure that maintenance and staff training are carried out properly.

The cost of the whole thing, ECU 1.5 million, is amply justified by the direct effect on the health of the people and all the other consequences it will have (improvements to the health service as a whole and to work potential and outlook). Nevertheless, it took an extra aid scheme to make this project work because of the problems of implementation and the unusually long delays.

Changes to a project will sometimes bring substantial savings if some of the original plans are dropped to ensure the success of others. This is the case with the extensions to the Kinshasa market gardens in Zaïre, a project (ECU 4.85 m) to develop plots in three valleys near the city and create household waste treatment infrastructure to produce compost. Difficulties with land ownership, especially, prevented both the compost production

and the development of one of the valleys and the Zaïre authorities and the Commission decided to concentrate on completing the work in the other two valleys and providing technical assistance to make it easier to exploit the new market gardens. This change of direction released a large sum of money (about ECU 2.8 m) which, of course, the country keeps either to finance fresh schemes or to cover over-runs on other projects.

As these two examples show, the difficulties encountered in project implementation obviously have financial repercussions (positive or negative strictly from the point of view of the accounts). However, they are economic or technical or even sociological (as with the above project in Zaïre) in origin rather than strictly financial. The specifically financial difficulties arise, as already mentioned, from a failure to stick to the rules and procedures—in spite of the fact that they are there to maintain and promote the EDF's reputation as a "good payer". Whatever can be done under Lomé is done.

So, with supply and service contracts, for example, the first instalments are authorised directly once the contracts have been signed in Brussels.

And there are various arrangements for guarantees (constitution and release) to keep the costs to the supplier to a minimum.

When the Commission is faced with one-off problems—delays in the reception of supplies, say, or the project implementation leaders failing to issue orders of payment—it immediately makes contact, through the Delegation, with the competent authorities to right the situation. If this does not produce fast results, it then has to demand the payment of outstanding debts.

The Chief Authorising Officer uses this procedure about 50 times a year.

With agricultural projects, a large percentage of EDF spending, the Commission often finds problems arise from the nature of these operations—climatic conditions, peasant involvement and work by direct labour.

In this case, the financial execution procedures have to include what can



### The Abomey Hospital in Benin

*"... it took an extra aid scheme to make this project work because of the problems of implementation and the unusually long delays"*

be large advances to the national authorities to bolster project funds.

Unfortunately, through lack of staff or training, for instance, they do not always make a good job of managing the funds they are given and there are delays and problems with justifying the use of the sums advanced as a result, in spite of the frequent intervention of the Delegation advisers who keep track of these projects.

When this sort of situation arises, the Commission initially consults the Delegate and, together, they take the most suitable measures in each case. This may be intervention with the national authorities, a long visit or several visits by a representative of the Delegation or a mission by a Commission official responsible for financial monitoring of the project. In some cases, an energetic move by the Chief Authorising Officer with the National Authorising Officer has paid off and in one case in particular, an accountancy expert was recruited as a technical assistant to right the situation and produce a management accounting plan for the future.

Difficulties of this kind have also arisen in other countries where the Commission has decided to right the situation with an external audit.

The Commission has learned by this experience and recently reviewed the instructions on the financial management of advances so as to avoid previous problems cropping up again.

J.S.D.

# Technical implementation of EDF projects: a Vanuatu viewpoint

by A. GARAE and J. WHITTLE (\*)

*Vanuatu joined the ACP-EEC Lomé Convention in 1979 prior to attaining independence on 30 July 1980, and in addition to assistance under the general provisions of the Convention receives special attention under the provisions relating to least developed and island country status. During the course of this close association with the European Community Vanuatu has implemented many projects. This article provides an insight into Vanuatu's experiences in the implementation of one of these projects.*

## The "pipe-line" between programming and disbursement

Table I summarises the EDF-funded projects under Lomé I and II and the financial status at July 1987. The focus of the programmes under Lomé I and II were reasonably diversified with projects in rural development, infrastructure and education. In contrast, Lomé III, with an agreed indicative programme of ECU 5.5 million, focuses 100% on rural development activities, specifically in agriculture, fisheries and livestock.

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Lomé I funds became available in 1979, at the end of the Convention period, while Lomé II funds were available at the beginning in 1980. Despite Vanuatu's late eligibility for Lomé funds, disbursement has been good, particularly relative to some other South Pacific countries, with 96.5% and 80.5% of Lomé I and II commitments, respectively, disbursed by July 1987.

The three largest projects implemented in Vanuatu have been the Coconut Development Project at ECU 2 150 000, the Public Works Heavy Plant Project ECU 1 200 000 (funded from both Lomé I and II), and the Smallholder Livestock Development Project at ECU 900 000. At the end of 1986 the Smallholder Livestock Development

Project was completed and the others will be completed in 1987. Of the three projects the PWD Heavy Plant Project is the most interesting for an insight into the implementation of EDF projects in Vanuatu.

## A case study: the file of the PWD Heavy Plant Project

The origin of this project was a proposal to construct 72 km of road in South Malakula at an estimated 112 m Vatu. An initial allocation of 100 m Vatu was made including 20 m Vatu for a consultancy study. The EDF consultancy estimated the road construction to cost 576 m Vatu without bridges and 900 m Vatu with bridges. The project was unjustifiable and subsequently the balance of the 100 m Vatu, upon request by the Vanuatu Government, was converted into an equipment project to increase the general road construction capacity of the Public Works Department (PWD). The initial project document identified equipment costing 81.2 m Vatu.

The project document was prepared by the National Planning and Statistics Office (NPSO) in October 1982 and was subsequently approved by the National Development Commission in January 1983. Following further discussions within government the project document was revised in October 1983, subsequently passed by the Council of Ministers and submitted to the EEC Delegate in Suva on 24 November 1983.

The objective of the project was to provide equipment to the Public Works Department for use in the construction and maintenance of roads in Vanuatu. The equipment requested was 3 bulldozers; 2 self-propelled vibrating rollers; 1 motor grader; 4 front-end loader backhoe tractors; and 2 mobile workshops and spare parts for all equipment. Total estimated cost was 80.6 m Vatu excluding contingencies and inflation and the balance of Lomé I funds at that time was requested.

In March 1984 the Delegation in Suva requested further information on PWD's existing plant and equipment including age and condition, PWD's annual budget on development and maintenance and an explanation of the then recently introduced plant hire scheme. By February 1985 the requested information had been provided and follow-

Table I: EDF funded projects (at July 1987)

Lomé I	Approved I.P. ECU	Committed ECU	Estimated disbursed
1. Smallholder livestock development	900 000	900 000	895 946
2. South Malakula road study	228 913	228 913	228 913
3. Rice study	87 022	87 022	87 022
4. Hydrological study	190 000	190 000	190 000
5. First microproject	470 000	470 000	448 616
6. PWD heavy plant project	890 000	890 000	820 000
<b>Total</b>	<b>2 765 935</b>	<b>2 765 935</b>	<b>2 670 497</b>
<b>Lomé II</b>			
1. Multi-annual training programme	180 000	180 000	155 000
2. Coconut development project	2 150 000	1 938 000	1 727 000
3. First microproject	160 000	160 000	151 000
4. Assistance to the Vanuatu Development Bank	750 000	750 000	550 000
5. Second microproject	260 000	260 000	230 000
6. Artisanal fisheries development	600 000	600 000	418 000
7. Forestry development study	90 000	90 000	82 361
8. Public works heavy plant project	310 000	310 000	310 000
<b>Total</b>	<b>4 500 000</b>	<b>4 288 000</b>	<b>3 623 361</b>

Note: Indicative Programme of Lomé I was ECU 2 800 000.

ing further detailed discussions within government and with the EEC, a revised request was submitted to the EEC on 2 May 1985. This request did not change either the number or items of equipment required.

The Commission approved ECU 1.2m (890 000 from Lomé I and 310 000 from Lomé II) on 30 September 1985 and the Financing Agreement was signed on the 10 December 1985.

Due to the delays and in order to facilitate quicker implementation, tender documents were prepared and approved in August 1985, in advance of project approval by the Commission. Tenders were advertised for the supply of contracts for the five lots of equipment required in Vanuatu on 16 November and in Europe on 15 November 1985. Tenders closed on 15 January 1986. The tender evaluations were observed by the EEC Resident Adviser in Vanuatu and completed in early March.

In analysing the tenders it was found that prices were lower than expected and that more equipment could be purchased. Consequently, the Government requested the equipment list be increased to 5 bulldozers; 2 self-propelled vibrating rollers; 2 motor graders; 4 front-end loader backhoe tractors; 4 mobile workshops and spare parts.

### Standardising and lowest tender: a dilemma...

The Vanuatu Government has adopted a policy of standardising on no more than two makes of plant or equipment. In selecting the tenders both lowest cost and compatibility with existing plant and equipment were the main criteria. The lowest tenders were accepted for the motor graders, front-end loader backhoe tractors and mobile workshops. In the case of the bulldozers and self-propelled vibrating rollers the second lowest bidders were selected as these were in accord with Government's standardisation requirement.

On 28 February 1986 the selection made by PWD and the request to utilise surplus funds to purchase the additional equipment were submitted to the EEC Office in Vanuatu. This was supported by the NPSO in further correspondence to the Delegation on 10 March 1986.

On 14 April 1986 the NPSO was advised the Commission had approved

the request for an increased amount of equipment to use the balance of funds and had approved the lowest tender for each item of equipment, thus ignoring the Government's standardisation policy. The Commission considered that derogation was possible only if the equipment had technical difficulties or if spare parts and after-sales service were unlikely to be provided.

On 15 April 1986 the PWD argued against the Commission's decision on the grounds that the bulldozers and rollers were not in line with the Government's policy on standardisation of plant and equipment. Moreover as required under Part B Article 10.2 of the General Conditions of Contract, neither of the companies had quoted any agent in Vanuatu which could provide after-sales service. The Commission subsequently reconsidered its decision on the rollers on 7 June 1986 and accepted Vanuatu's tender selection on the grounds that the lowest tender did not comply with the after-sales service condition. However, its previous decision to approve the lowest tender for the bulldozers remained firm.

The Government continued to pursue Commission endorsement of its standardisation policy. On 11 June 1986 the Commission was requested to replace the 5 bulldozers with graders to reduce the maintenance burden on Vanuatu and enable PWD to remain within its standardisation programme. The request was made despite its contravention of Article V.1 paragraph A of the Special Conditions of Contract which, at the time of ordering, provided for an increase/decrease of a maximum of 50% in the number of units ordered.

On 4 July 1986 the local EEC Resident Adviser familiar with the Government's policy on standardisation, argued that the Commission-approved tender, while financially the lowest was not necessarily the best economic offer, whereas all Lomé Conventions refer to economically — not financially — most advantageous tenders. In the light of PWD's purchase of equipment in the recent past being limited to two makes, the Resident Adviser asked the Commission to again reconsider its decision. The Commission, on 23 July 1986, finally accepted the arguments of the government for selecting the second lowest tender for the supply of bulldozers.

Table II: PWD Heavy Plant Project

Project Document Prepared: Initial	Oct. 1982
Final	Oct. 1983
Initial project submission to EEC - Suva	24.11.1983
Revised project submission	02.05.1985
Approved by Commission	30.09.1985
Signing of financing agreement	10.12.1985
Advertisement for tenders:	
Local	16.11.1985
Europe	15.11.1985
Tenders closed	15.01.1986
Supply contracts signed:	
1 Bulldozer	25.07.1986
2 Rollers	11.06.1986
3 graders	11.06.1986
4 Loader/Tractors	22.05.1986
5 Mobile Workshops	24.04.1986
Provisional acceptance agreement signed:	
1 Bulldozers	03.03.1987
2 Rollers	12.11.1986
3 Graders	02.10.1986
4 Loader/Tractors	11.09.1986
5 Mobile Workshops	27.01.1987

Contracts for supply were immediately drawn up as shown in Table II and the equipment supplied without undue delay in good condition. All equipment was received from 3½ to 9 months with the mobile workshop taking longer than anticipated because of delivery and shipping problems.

### ... solved by mutual cooperation

Vanuatu is a small country with limited skilled manpower and financial resources. It is important for such a country to adopt realistic and practical policies in procuring plant, machinery, equipment, vehicles etc. Vanuatu, through its policy of standardisation, cannot always accept the lowest tender in international procurement. It is economic, rather than purely financial, considerations that must take priority. This was demonstrated in the PWD Heavy Plant Project. Although the government and Commission policies did not coincide on the choice of tender, it is significant both that the government was willing to forgo the bulldozers and replace them with graders and also that the Commission was willing to reconsider its policy on tenders in favour of the governments' arguments on standardisation. This brief case study also demonstrates the extent of mutual cooperation that has developed between Vanuatu and the European Community over the past eight years. □

A.G. and J.W.

# Do projects work?

by Robert CASSEN<sup>(\*)</sup>

*A team of economists recently completed an overall study of aid on behalf of the Task Force on concessional flows, an inter-governmental group set up by the World Bank/IMF Development Committee. Its report has now been published<sup>(1)</sup>. We worked independently, but with a good deal of cooperation from governments and aid agencies. The results of our study were both supportive and critical of much current aid practice. There is a lot for aid to take credit for—and a lot to be put right.*

*There must be some questions of the whole principle of project aid today. A considerable shift of aid into programme, policy-based, lending has taken place in the last few years. Many people in the aid agencies, not least the World Bank, believe that such lending may be a more potent improvement for advancing development than projects—at least since they have learned to do it effectively. The greatest successes so far have tended to be, not surprisingly, in countries where existing policies were most unsatisfactory and had been so for long periods. What is the future of project aid? I shall come back to that question. First, some thoughts about its (recent) past.*

## Most projects have been worthwhile

Much of the evidence about aid performance comes from the evaluation of completed projects. Eight agencies have surveyed large samples of recently completed projects and reached broadly similar conclusions. Most projects for which data exist seem, considered in themselves, to have been worthwhile. A good deal of project aid in particular, the "new style" projects designed for the agricultural and for the urban marginal sectors during the 1970s—appears to have had a substantial direct effect on poverty, through the transfer of productive assets or knowledge to the poor. Very little aid, however, has been directed at or had any positive effect on the very poorest people, though these people appear to have gained indirectly from aid projects that reduced their food costs (grains throughout the developing world, potatoes in Andean South America, and fish in South-East Asia). A significant finding of the World Bank's evaluators is that when projects do aim to assist the poor directly, their rates of return are comparable with those of other projects: there is no necessary trade-off between poverty-orientation and efficiency.

Unfortunately some projects have actually harmed the poor: rural credit schemes supplying tractors which displace labour; major irrigation schemes where insufficient care is taken to resettle displaced populations are two examples. Probably the best record is in services—health, education, nutrition, family planning—where aid has shown an impressive capacity to improve on past performance and bring real benefits to the poor. Inevitably, though, this is only a small part of aid.

A majority of projects overall, perhaps some 65% are judged satisfactory by rate-of-return on other criteria, and only a small percentage, probably less than 10%, are complete "write-offs". These average figures conceal differences among regions: experience has been considerably better in Asia and Latin America, considerably worse in Africa south of the Sahara.

## The negative bias of evaluation

People have questioned whether these results are reliable; are not most evaluations done by, or commissioned by, the agencies themselves? And is not a lot of aid left unevaluated? The latter is certainly true. Many agencies evaluate a small proportion of their projects: the UK/ODA for example does so for only 25% of its projects.

Only one (the World Bank) systematically evaluates all its projects. But there is no reason to suspect that evaluations are in general complacent or self-serving; indeed there is frequently a negative bias: agencies commonly pick "problem" projects for evaluation, and fault-finding is often the main preoccupation of evaluators.

When faults are found, they form a fairly common list: poor design, wrong technology (often, though by no means always, associated with bilateral donors' commercial interests), failures of institution-building, lack of understanding of the human and social environment, and excessive optimism over completion times. Not only are the faults common, they also recur, suggesting a considerable need for attention to the learning process.

Virtually all agencies now have evaluation and feedback units. But they work only imperfectly. And there is very little systematic exchange of information among agencies. We found that some were doing well with particular types of aid that others admitted failure with; some were trying things that others already knew to be unworkable. The inter-agency learning process is a distinctly under-developed area.

We also concluded that the evaluation process, indeed the whole project cycle, would benefit if a number of questions were at the forefront of the minds of project designers, implementers and evaluators:

— **Sustainability.** A subject requiring much more attention that it receives is the life of projects beyond the time of the donors' involvement. That life may depend on the calibre of the institutions managing projects, or the ability and commitment of recipients to ensure the payment of domestic costs, on the novelty and appropriateness of the technology introduced, or on social and cultural factors. Donors should pay more heed to such factors during project design if they wish to be confident that projects will survive after they withdraw. Perhaps one question above all deserves asking more often about most aid: will this help in the long run to increase the recipient's self-reliance?

(1) *Does Aid Work?* Robert Cassen & Associates, Oxford University Press, Oxford/New York, 1986.

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— **Role of women.** Most agencies have now adopted policies to involve women more adequately in development work—perhaps in recognition of the fact that giving proper weight to women's roles is not only a matter of equity but often a necessary condition for a project's success. Yet progress in the field is still limited, and donors are far from fulfilling the OECD Development Assistance Committee's agreed guiding principles, which propose taking "full account of the gender composition of the population at all stages of the (aid) programming cycle".

— **Environmental issues.** There is clear evidence that some aid has had harmful environmental effects. Donors are increasingly aware of this and are taking steps to assure that effects on the environment are considered at relevant stages of project preparation and implementation. Yet their policies and those of recipients toward environmental matters are often not fully agreed and elaborated; and in the field, insufficient care for the environmental consequences of aid can still be observed.

— **Poverty.** Most donors only concern themselves about poverty in those projects which they label as "poverty-oriented". Our study outlined a number of ways in which aid could do more to reach the poor. One of them would be to give more heed to the distributional consequences of a wider range of projects.

— **The human context.** When aid goes wrong, it is very often because of failure to understand the human, social, political and institutional surroundings of projects. Yet in the aid agencies people trained to understand these things are outnumbered by economists and technicians by several hundred to one.

### Lessons from Africa

If one asks why aid to Africa has had so many disappointments, failure to attend to the above issues will be seen to play a part. But there are other probably more important factors: political instability, shortage of trained people, the lack of administrative capacity. Or is this just another way of saying that projects were wrongly designed—they depended too much on conditions which were not fulfilled?



EDF - Gernung

### The EDF financed the extension of the Phebe Hospital in Liberia

*"Probably the best record is in services—health, education, nutrition, family planning—where aid has shown an impressive capacity to improve on past performance and bring real benefits to the poor"*

They simply did not pay enough attention to local realities?

Much of the lack of success with agricultural projects in sub-Saharan Africa had to do with these and also with yet other reasons. It was a great misfortune that the big expansion in lending to African agriculture in the 1970s coincided with the rise of two little-tested enthusiasms: integrated rural development and livestock projects. Neither of these proved well-adapted to generally prevailing conditions, though there have been some—rare—successes. Many industrial projects, too, were attempts to instal models from elsewhere in countries where many of the things needed to make them succeed were absent.

There is much to be learned from these experiences—and much also from other parts of the world where, similarly, much was missing in the early days of aid, but real progress has now been made. This includes a topic fully treated in our study but so far omitted here: aid coordination, the state of which in most of the poorest countries can only be described as lamentable.

Finally, one more factor: the policy environment. Projects can hardly succeed where macroeconomic and other policies are not supportive—which brings us back to our earlier question.

### The future of project aid

Undoubtedly project aid will continue as a major vehicle for transferring resources and technology. But the appropriate balance between project and programme lending will, or should, continue to be a key theme in aid discussions for some time. Those who believe that when the current crisis is past, aid will revert to being mainly in project form, are, in my opinion, underestimating the need for continuing balance-of-payments support and policy reform. The two types of aid have always been complementary. What is more clearly recognised now is the importance of policy-based lending not only in its own right, for general development purposes, but also for the success of projects.

Our study suggested that policy-reform to date, together with the lessons of project experience, are already beginning to improve the performance of projects. But the process has not gone nearly far enough. If aid were to continue just as it has been hitherto, it would be hard to make the case for increasing it. An enormous amount of knowledge is available that could help to improve performance much further. Our study has only scratched the surface. That knowledge still waits to be assembled, analysed, disseminated—and applied. ○ R.C.

## The Article 193 Committee on drinking water, irrigation and health\*

Meeting for the first time at ministerial level in Brussels last May since being rechristened, the Article 193 Committee of the Lomé III Convention adopted a resolution on three "basic principles" for drinking water, irrigation and health projects.

We should emphasise, as we have done in our previous reports on the work of the Article 193 Committee (formerly the Article 108 Committee under Lomé II), that the practice of the "basic principles" derives from the Committee's role of evaluation of financial and technical cooperation between the EEC and ACP States. Distilled from common experience in the field over many years, they are meant to provide guidelines for the future in the implementation of projects to ensure effective and maximum impact on those on whom they are targeted. The "basic principles" for drinking water, irrigation and health are the revised version of the reports which emerged from the meetings of EEC and ACP experts held in Freetown, Sierra Leone, in December 1978 and in Bamako, Mali, in November 1979. They were the subject of a resolution by the ACP-EEC Council of Ministers in Nairobi, Kenya, in 1980.

In finally adopting the basic principles on areas which are of the most concern to rural communities and peri-urban dwellers, the Article 193 Committee clearly reflects the objective of Lomé III to bring the benefits of the Convention to the "less privileged" sections of society in the ACP States.

A number of important themes run through the three documents: the active participation of the people, particularly of women in the conception, implementation and management of projects; consideration for the environment at every stage; proper ap-

praisal of projects in equipment and manpower requirements and recurrent costs before launching, and priority to the poorest communities in terms of benefits. Below are highlights of the reports.

### Drinking water

Under the 4th and 5th EDF, some ECU 340 million (about 5% of the whole of the European Development Fund) was spent on a total of 189 projects related to water supply, sanitation and urban development. With the Lomé III Convention focusing on cooperation in agriculture and rural development at a time of frequent occurrences of drought and increasing concern over the degree of desertification in the developing world, a policy of rural water supply cannot be more appropriate. Even more pertinent to the Convention's "social dimension", its concern for the "human factor" in development, is the need for the ACP and EEC partners to address themselves to the most basic of needs—drinking water—as a way of improving the living conditions of rural and peri-urban populations. "An adequate and regular supply of drinking water" says the document, "constitutes so

basic a need that it should have high priority in EEC assistance to ACP countries".

The effectiveness of any water supply project depends, however, on the observance, first of all, of fundamental rules such as paying special attention to environmental protection, social and cultural issues like land use and water rights, and taking into account factors that determine the location and type of water source. Available information should be gathered through "hydrogeological survey on the depth of water tables; availability of surface water compared with ground water; good mechanical soil condition and adequate permeability; constancy of water availability; protection from contamination, pollution (especially in the surface water sources), and risk of erosion in catchment areas".

The document accepts that a choice has sometimes to be made between providing water of good quality and quantity at a higher cost to a small group of affluent people who can afford to pay the rates (as most donor agencies have done in the past) and supplying water of lesser quality but of quantity enough to secure, at a lower per capita cost, the basic minimum for the largest number of people. Because of the time and drudgery water saves the female population, whose responsibility, sadly, it is often to fetch it, and the opportunity it offers for greater freedom in its use and therefore better hygiene, the second option



Water supply in Burkina Faso

*"An adequate and regular supply of drinking water constitutes so basic a need that it should have high priority in EEC assistance to ACP countries."*

(\*) Texts can be obtained from Mr Carrington, ACP Co-secretary, ACP Secretariat-General, 451 ave. Georges Henri, B 1200, Brussels, or from Mr Vignes, EEC Co-secretary, EEC Council of Ministers, 170 rue de la Loi, B 1049 Brussels.



should be adopted, says the report.

As water plays a very important role in the life of a household, women should be involved in discussions concerning its supply and use. Indeed for any project to be successful, the active participation of the population should be sought right from the start along with the local leadership, a local group or authority, such as a water committee, whose relationship with the Government should be defined and which can appoint personnel to be in charge of operations. In addition, a village water maintenance fund under the supervision of the water committee or similar body should be established, with provision for stores, properly equipped with supplies of spare parts and served by qualified personnel located at strategic places. The use of community labour in the construction phase, if at all technically possible, is desirable.

The document exhorts planners of projects to establish, at the planning and implementation stages, realistic budgets which take full account of operations and maintenance costs. They should make early arrangements for training to ensure a smooth hand-over when aid comes to an end, and there should be "transfer of appropriate technology and research in project design and implementation". Simple use of roof catchment devices often provides cheap sources of water. Nevertheless spring-fed gravity systems are suitable for mountainous regions. Shallow wells or bore-holes with hand pumps are good for arid zones like the Sahel, while diesel-operated, piped water systems are appropriate for countries with an advanced infrastructure. "The executing agency", the document says, "should consider if it is sufficiently equipped to carry out studies and construction work using its own resources or, alternatively, whether it should use a public tender procedure".

Whatever the decisions, the following conditions should be satisfied: "the new water supply point should be more reliable and more accessible than the traditional source; storage facilities should be adequate; the taste has to be acceptable to the target group". The technology and distribution systems chosen for water supply projects should be based as far as possible on local availability of resources



Irrigation in Zambia

*"Irrigation operations should be integrated into viable farming systems which, in each particular case, reflect the production possibilities offered by natural resources"*

and materials and local capacity to operate and maintain the system.

The document recommends water committees, preferably with strong female representation, to operate and maintain smaller schemes while larger projects, to which auxiliary facilities such as emergency power systems and stand-by units for repair and maintenance work should be made available, are best left in the hands of public institutions. It explains in the annex on general findings: "The effective operation and maintenance of water supply schemes is one of the key requirements for project success. The management and upkeep of larger schemes is usually carried out by the central water authority. In smaller projects (in particular in rural projects) these tasks depend on the local water committees and their ability to maintain the system in good working order. In spite of the lack of preventive upkeep, the operation of larger water supply schemes in urban areas runs in a satisfactory manner. On the whole, however, better results are recorded where private undertakings are in charge of the operation and maintenance of the schemes".

### Irrigation

Allied to the question of drinking water is that of irrigation, the importance of which cannot be underestimated in these times of "declining soil fertility, progressive erosion, defores-

tation with the corollary desertification, steady decline in rainfall quantities" and outright drought and its consequent famine. Any well-balanced rural development policy must have irrigation as an indispensable element.

The document proposes that "irrigation operations should be integrated into viable farming systems which, in each particular case, reflect the production possibilities offered by natural resources. Where assessment by reference to relevant technical, economic, financial, socio-cultural, institutional and ecological criteria supports the contribution of irrigation operations to security in food production, the development of such operations is to be considered as having a high priority".

Again, the need for taking socio-cultural factors into consideration in drawing up such projects is stressed. Different sections of the population, particularly women, should be involved from the beginning in preparation and implementation, especially where projects are expected to bring major modifications to the traditional farming systems. Such changes should be explained.

Because of the need to find the right kind of technology for a particular situation (simple, flexible, accessible technology preferred by the target group), irrigation necessarily calls for "an interdisciplinary approach requiring the expertise of and close coopera-

tion between civil and agricultural engineers and other professions, from conception through implementation to management". At the management stage, close monitoring and evaluation are necessary to correct errors committed during implementation.

The document says that "particular attention should be given to ensuring that institutions set up for the implementation of irrigation programmes correspond to the tasks to be performed in each particular case", whether they are institutions responsible for design and implementation of farm production systems or purely for irrigation operations. Ultimately, primary responsibility for design and launching of all operations rests with irrigation organisations, "one of which should be a water users' organisation". The latter should eventually be involved, among other things, with "maintenance, management and product marketing of irrigation systems..." "In all of this, a dynamic process of decentralisation towards farmers, their organisations and specialised agencies should be continually aimed at and achieved. The success of such a process is dependent on the following factors: size and scope of irrigation operations; farmers' experience with irrigation techniques adopted for the project; fuller use of appropriate local expertise and technology".

All operating costs, including depreciation, says the document, should be covered from national sources. "While Governments should contribute to covering such costs in line with their development strategies and having regard to the public interest, including the impact of such operations on consumers, it is important that water users, notably farmers, should pay for the services provided to them". Charges to farmers, however, should not be so high as to act as a disincentive to production. Their capacity to pay should be reviewed from time to time. Revenue derived from such charges together with donors' support would create strong financial bases upon which the projects can operate.

Appraisals of irrigation projects on which financing are sometimes obtained from donors have, in the past, proved over optimistic. The document advocates more realism, particularly in forecasting benefits, rates, revenue

and costs in order to "avoid disbursement delays and substantial delays during implementation".

The mobilisation and use of local expertise—consultants, contractors, etc.—at all stages of an irrigation development project is emphasised. "Their performance", it says, "should be improved wherever necessary, by the provision of special training programmes and by encouraging partnership between ACP and EEC consultants".

### Health

The document approaches the problem of health on three levels: promotive, preventive and curative. It notes that there is an "important relationship between the environment and good health". For this reason, basic education in reading and writing should be provided as well as "access to clean water, improved sanitation and maintenance of adequate nutrition". It suggests that "the possible health implications of all major EEC-funded projects should be assessed at the project formulation and appraisal stage, and where a health impact is likely to be involved it should be fully covered in any eventual evaluation". Although Article 193 of Lomé III says responsibility for the health sector rests with the national authorities, EEC support in planning should be made available if requested. And in planning health strategies attention should be paid to the definition of priorities, their integration into development plans and projections of likely trends in recurrent expenditure, taking into account possible new initiatives and new sources of finance.

A network of out-patient facilities and basic hospitals from which the majority of patients can be served is necessary. "More sophisticated facilities can only be referral centres. Efforts should be made to strengthen and improve the effectiveness of existing facilities", with particular encouragement to the kind of support that hospitals can give to primary health care activities.

One of the reasons often advanced for the failure of health services in the developing world is the shortage of skilled workers. The documents recommends the gearing of training to the needs of the health sector. The

health sector should be able to train and retain those supervising staff (who are in short supply) with instruction "on social and community aspects of health activity. As a major mechanism for changing current practice, continuing in-service education requires substantial support and should be adequately budgeted as part of all new programmes". It should be noted in this regard that Article 188 of Lomé III provides for financing during the start-up, and also "in situations where serious under-funding is compromising a previously established programme".

As with drinking water and irrigation the involvement of the community in planning and implementation is stressed. It recommends the encouragement of traditional medicine, which needs "further attention and support to improve the services they provide. Their function in the health development process should be clearly defined". ACP countries' capacity for and access to medical research are seen as vital to the maintenance of their health sector. This fits into the general wish for greater international exchange of expertise and experience.

In conclusion, for any health policy to operate successfully, there must be, among other things: an effective administration that is strong at the local level; an efficient material procurement and maintenance programme backed up by appropriate equipment, adequate supplies of spare parts and local maintenance teams with capacity for training, and rational drug services. "The use of drugs can be made effective by establishing lists of essential drugs, improving procurement practices: better training of medical workers in the use of drugs, improving local distribution and storage, and developing regional quality control laboratories".

EEC's support to the health sector in the past has concentrated too much on the construction of facilities, some of which were very sophisticated. These have not proved a great success because of lack of skilled workers and materials to operate them afterwards. These basic guidelines will ensure that, in the future, EDF-financed projects will make the desired impact particularly in the rural and the peri-urban populations. ◊

A.O.

## Life of a project: ACP viewpoints

*What are the problems the ACPs meet in running the Community-financed projects of which their peoples are the prime beneficiaries? The National Authorising Officers of the EDF Fund, the people responsible for EEC-financed operations in each of the ACP States, have met in small groups on a number of occasions to talk about their experiences and discuss topics of joint interest (regional cooperation, for example) with each other and with the Commission. Meetings of this sort have been held in Praia (for the Sahel countries), Lomé (for the West African coastal countries) and Yaoundé (ACPs of Central Africa) over the past few months, but the 27-31 July session in Brussels, convened following a decision of the ACP Council of Ministers, was the first time that Officers of the whole Group had got together. The two aims were to share practical experience of the implementation of projects and programmes and make recommendations to improve ACP-EEC financial and technical cooperation.*

*They spent the five-day meeting scrutinising the whole of the life-cycle of a project, from the background, through approval, financing, and implementation to monitoring and evaluation.*

*Their first general problem was the slowness of programming, something which held up rapid implementation of the Convention. As the National Authorising Officers saw it, not only was the process a slow one, but it did not even get started straight after the negotiations.*

So they suggested the Commission make the programming procedures more flexible and reduce the decision-making time. They also wanted the ACPs to define general development strategies in which projects and programmes fitted together more harmoniously. Although they accepted the new Lomé III principle of a focal sector of intervention, participants at the Brussels meeting emphasised the fact that ACP priorities did not always coincide with the priorities of their European partners.

After programming came project identification, something which depends above all on the ACPs themselves. Here again the National Authorising Officers deplored not just the sometimes injudicious choices, but the red tape that slowed things down. And slowness was also a criticism in project preparation and appraisal, two

stages that were often separated by far too long a wait. The delay, it was said, was due to the Commission's insistence on detailed studies at the various stages of appraisal, to its discounting of feasibility studies run in the ACPs themselves and to the fact that they could not refer to any precedents. And of course there was the time spent on administrative formalities in both the ACP countries and in Europe (in particular the need to translate all the papers into the nine languages of the Community).

Another basic criticism of the preparation and appraisal stage was that too many studies were run, often without reference to what had already been done before, with duplication, delays and sometimes wasting of resources in the project itself as a result and errors of design due to a misunderstanding of the project environment. For these

studies were the work of independent consultants who were unfamiliar with the local situation. So the meeting recommended that ACP experts and consultants be called in more often and that the number of studies be strictly limited. And to cut down the time-wasting, it suggested that National Officers and Commission Delegates be authorised to approve project financing, to within a certain ceiling, without reference to Brussels. It also asked for EDF Committee meetings, currently held once a month, to be more frequent and for the times the Convention laid down for project preparation and implementation to be adhered to.

### Transfer of powers

Here again the meeting said that project implementation was dogged by slowness, over-long procedures and

*National Authorising Officers' meeting in Brussels in July: left to right, E. Carrington, Secretary-General of the ACP Group, A.O. Ashiru, expert with the Secretariat-General, M.A. Mulindagabo, Rwanda's Planning Minister and Chairman of the meeting, and J. Nyagah, Kenya's Ambassador in Brussels and Chairman of the ACP sub-committee on financial and technical cooperation*



delays—which began, participants claimed, with the drafting of the invitation to tender specifications, continued with the submission of tenders, carried on with the award of contracts and still persisted during the establishment and verification of contracts. The meeting also deplored the fact that there was not enough guarantee of proper contract execution nor were there any sanctions for firms which failed to meet their commitments.

The Officers proposed remedying the situation by transferring the powers of decision to them and to the Commission Delegates, making the rule on awarding the contract to the lowest tender more flexible, taking local conditions into account when awarding contracts and improving ACP management potential by running training and redeployment sessions to provide an opportunity for greater involvement at all stages of the decision-making process.

The meeting also looked at disbursement rates and payment procedures—an inevitable subject of discussion as all projects involve financing, often of very large amounts. The ACPs were sorry that the details of encashment, which were often made without their authorisation, often arrived late. They also criticised the red tape and the use of strong currencies for local contributions. They recommended that data transmission problems be solved by speeding up the computerisation of payments, which should be communicated to the ACPs as soon as they had been made. They also hoped to see the Commission get the guarantees for advances for supply contracts to cover the whole period up to the provisional agreement and the

prefinancing decisions (currently only for emergency aid) extended to regular projects.

Another aspect of the finances was customs duties. The meeting discussed the customs exemptions granted to expatriate firms, saying that these not only robbed the governments of valuable income, but put ACP firms, which did not benefit from the measures, at a disadvantage as well.

### A thorough knowledge of the Convention

The Officers deplored the fact that there were no structures in their countries for proper project control or evaluation, which they thought were crucial. So they encouraged, *inter alia*, the creation and promotion of local consultancies, the establishment of an efficient system of control in the ACP countries, preparation by the Secretariat-General of a project evaluation handbook for use by the local ACP authorities and the inclusion of ACP experts in consultancy teams.

The meeting finished with a discussion of the roles of the National Authorising Officers and technical assistance. The effectiveness of the National Officers very much depended on their understanding of the operational aspects of the Convention, but, because of their high office, they tended not to have time to devote to these matters. So it was suggested that they should (if they did not already) have deputies and that regular seminars be held to give them and everyone responsible for running projects the opportunity to discuss their experience.

Technical assistance was severely

criticised. Not only did it cost a lot, but it did not always get to grips with the social and human aspects of the ACP countries. And it was sometimes forced on countries, which had to agree to it if they wanted certain projects to be approved, even if they had competent experts of their own. Some countries, as the meeting recognised, did not have the qualified staff the projects called for, but they could always call in experts from other ACPs with experience of similar situations. The National Authorising Officers also stressed training schemes, regretting that multi-annual training programmes had disappeared with Lomé II (to the benefit of project-linked training) as these were the only things, they felt, that could meet their demand for qualified staff in the economy and ultimately enable them to do without technical assistance.

### The shadow of Lomé IV

Five days of discussion and exchange obviously yielded plenty of criticisms and suggestions—which was the idea. But they have to be seen against the ever-developing background of ACP-EEC cooperation and the positive contribution the Community is making—as the National Authorising Officers emphasised—to the growth of the ACP economies.

What was more natural than for the ACPs to seek to improve this cooperation further, particularly when the forthcoming negotiations for the next Convention were in everybody's mind? Some of the suggestions at Brussels were indeed made with this in view. ◊

A. TRAORE

### Fisheries development project in Ghana

*"...too many studies... often without reference to what had already been done before, with duplication, delays and sometimes a wasting of resources in the project itself..."*



## A case study

# The Grand Marché in Niamey

by Christian REY and Giordano MARTELLI(\*)

Ascani - Niamey

*One outstanding example of close collaboration between the funders (the EDF, the CCCE and the FAC) on a big project in an ACP country is the rebuilding of the Grand Marché, the big Niamey market.*

*The burning down of the old market in 1982 triggered a movement of solidarity for financing a new, modernised version of a traditional market on the same site.*

### Background

After the disastrous fire, the market was moved to temporary building in Wadata, on the outskirts of Niamey, so that business could continue. An initial study was run to check that the traders actually did want to move back into the middle of town and there was a sociological survey too. They both showed that people were keen to return to the old site and for perfectly sound reasons, too, trade having fallen off badly due to the move.

The programming study which followed was undertaken with FAC funding by Agence Coopération et Aménagement (ACA), a French organisation, which, with the Niger authorities, devised a new construction programme, specifying the number and size of the shops and the number of stands needed in the covered area. Lastly, it produced a construction programme for the administrative build-

ing and public lavatories to go alongside.

KPVD, the French architects, who have been in Niger for the past 25 years, helped the funders from the start of the project identification phase and were invited, with the agreement of the Niger authorities, to carry out the architectural and technical studies (with FAC and CCCE financing).

The studies were run by a team of architects under the overall authority of Mr Moumouni Yacouba, the Minister of Public Works and Housing, in record time. The first sketches were made in November 1983 and the project completed in June 1984.

The architectural study for the future construction emerged from discussions between the architects and the programmers. The differences of opinion at the start of the studies (when the programme was thought to be too indicative) enabled the main structural element of the programme, the central position of the covered market, to be decided on. The feasibility study in fact suggested that this be around the edge of the site, forming an

enclosure, but the architect-designer disagreed with this as it would have meant there was an architectural barrier between the trading centre and its environment.

Work on the roads and other networks began in August 1984 and the whole job was completed at the end of December 1986.

### Financial and technical details

The project created:

- 1 890 shops of 8, 12 and 16 m<sup>2</sup> of usable space (giving a total of roughly 23 000 m<sup>2</sup>);
- 5 000 m<sup>2</sup> of covered market area for about 1 500 stall-holders;
- 20 000 m<sup>2</sup> of masonry (internal shop walls);
- 13 000 m<sup>2</sup> of metal sheeting for the shop-fronts;
- roads and other networks over a 6 ha area;
- a 700 m<sup>2</sup> administrative building;
- public lavatories;
- the various gateways.

It was cofinanced as follows:

(\*) Christian Rey, an architect, is head of the architectural and technical study project; Giordano Bruno Martelli, also an architect, is an adviser with the Delegation in Niamey.

– CCCE roads & other networks, the perimeter wall, the lavatories & the gateways	ECU 6 148 000
– FAC studies & works supervision	ECU 641 000
– EDF superstructure of shops & covered area	ECU 10 000 000
<b>Total</b>	<b>ECU 16 789 000</b>

or approximately 5 781 023 526 CFAF

Cost of the project in CFAF: 5 063 000 000

Cost of the works in CFAF: 4 598 000 000

• *Works began* (first order): 20 August 1984

• *Works completed* (last provisional acceptance): 10 December 1986

• *Installations handed over to management company*: 20 December 1986

• *Doors opened to users*: 25 January 1987

### People in charge

Overall supervision: Ministry of Trade, Industry and Transport

Implementation: Ministry of Public Works and Housing

Delegate supervisor: Kalt, Pouradier-Duteil & Vignal

Grand Marché management organisation (50-year term): Sogecem (Market Construction & Management Company)

### Firms involved in rebuilding the market

• SETAO (Côte d'Ivoire), a Franco-Ivorian company:

– superstructure for shops and covered area;

– internal walls and facades of shops (four areas);

– main gateways.

• Satom (France) & Sade (Niger): roads and other networks.

• Group of firms from Niger: internal walls and facades of shops (two areas).

• H. Dourfaye (Niger): construction of administrative building & three show shops.

• ENPCB (Niger): construction of perimeter wall.

• Amadou Issoufou & CTICN (Niger): construction of public lavatories.

### Architecture

– **General organisation:** The market site is in the middle of a dense urban area by the Avenue de la Liberté, Niamey's main street (see plan).

The plot was the only one not lined up with the buildings on the neighbouring blocks—hence the initial decision to leave a strip of public land to prevent interfering with any future reorganisation (urban integration) of the Avenue de la Liberté.

The architects suggested a linear, ground-floor only market to avoid the well-known drawbacks of the multi-level ones used in western Africa



*"The covered market area is about 5 000 m<sup>2</sup> and can house 1 500 daily traders and their stalls"*

(Lomé and Abidjan) to cope with space problems.

The access and internal road and walkways are a logical continuation of the surrounding urban network, the diagonal paths and the central road making it possible both to see and to walk through on a North-South orientation.

The covered market in the centre is a pole of attraction with its constant brightly coloured buoyancy, the bustling main thoroughway, and its use of space dominating the rest of the complex.

The covered market reflects the architect's overwhelming desire to get as

many shoppers as possible to come through to the middle of the complex. By putting perishable goods in the centre, the architect is encouraging trade by inviting shoppers to make their way through the surrounding network of shops—which are divided into six areas around the stalls and served by a series of aisles similar in size to those of the former market.

The administrative building is also in the centre, separated from the covered stalls by a "forum", a meeting area—which makes this part even more the focus of the whole complex.

The market as a whole reflects the closed, traditional architecture of the Sahel countries. The perimeter wall keeps the bustling walkers in an island of peace, away from the noisy, overheated activity of the traffic of outside.

The architects had to design the covered market, the shops, the gateways, the perimeter wall and the administrative building.

– **The covered market:** There are two types of building here—the central covered area and two more strips of covered area either side of the central thoroughway.

Although positioned differently, they are identical in design, with weight-bearing concrete pillars supporting a light aluminium roof on laminated cross-pieces. Concrete half-shells form an awning round the edge. In the central area, the half-shells join up to form a vaulted but slightly spaced roof which lets the light in and allows rising hot air to escape. The vaults indicate the directions in the covered market.

The height of the covered stall area, about 7 metres, makes for excellent ventilation (so the stall-holders keep cool) and enables people to see exactly where they are when walking about the dense network of shops, as it is always visible.

There are different levels under this vast "umbrella", the sellers and their goods being on one level and the shoppers below.

The vertical, alveolar, laminated sun-screens shield the users from direct sunlight and shade will ultimately also be provided by a row of trees.

The covered market area is about

5 000 m<sup>2</sup> and can house 1 500 daily traders and their stalls.

— **The shops:** The six areas around the covered stall area form a dense network of small shops of 8, 12 or 16 m<sup>2</sup>. Each is served by the wide diagonal walkways and a series of 3 m wide aisles—deliberately narrow to recreate the traditional trading atmosphere of the Sahel markets and to protect both buyers and sellers from the sun.

The shops are modular, concrete (pillar and beam) structures with aluminium roofs masked by a band of concrete which channels the rainwater off. The internal walls, originally intended to be baked earth bricks, are bondstone.

The metal shop-fronts comprise a counter mid-way and a horizontal

sun-shield at the top over the shop-keeper's head, minimising the direct sunlight.

— **The gateways:** There are three types of these—main, secondary and tertiary.

*Main gateways.* There are two of these, centrally placed at either end of the central throughway. They have the same columns and sun-shields as the interior covered stall areas. These give the complex shape and their position, set forward from the main wall, makes them an important landmark in the town.

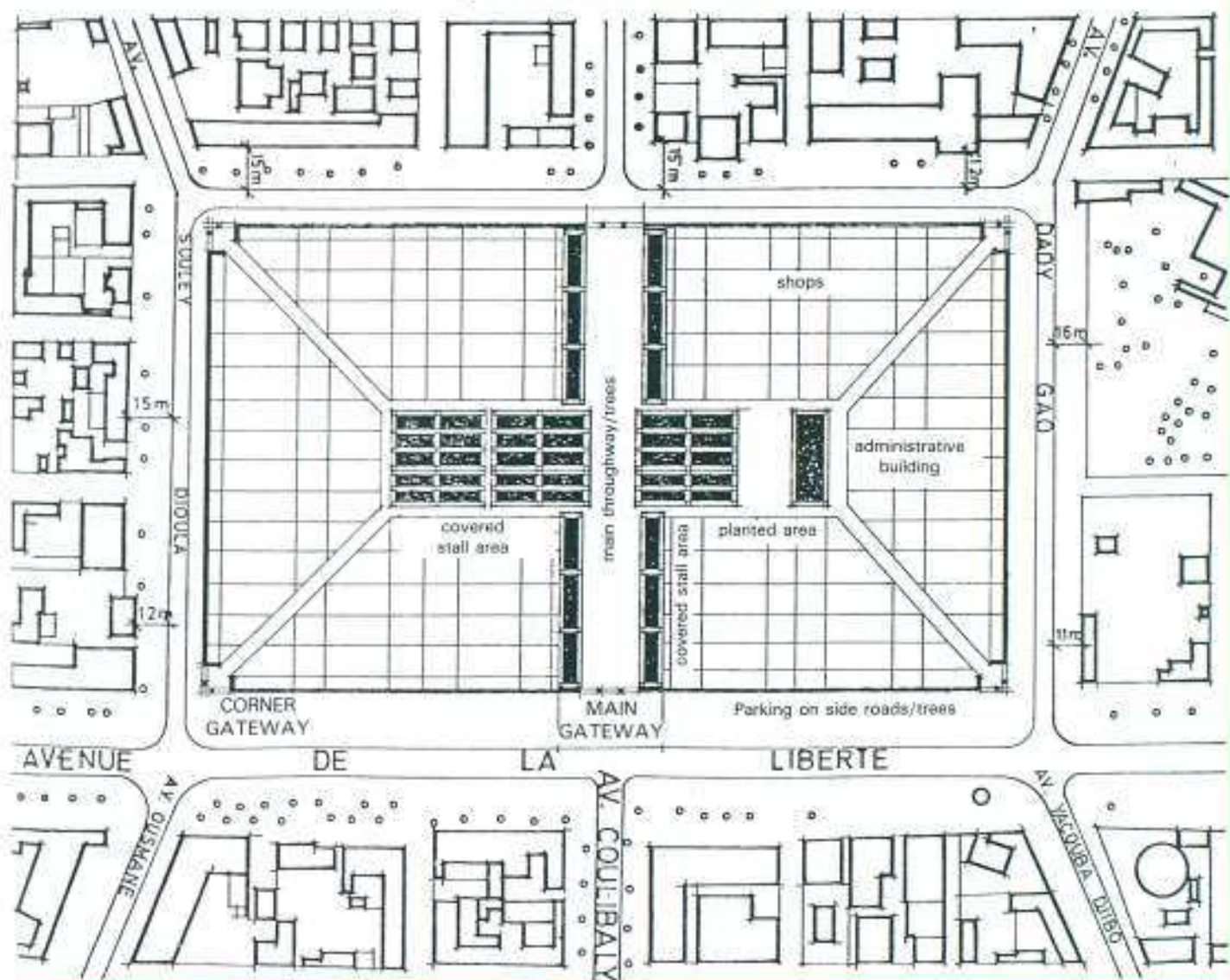
*Secondary gateways:* There are four of these, one at each corner of the market, and they are visible from the surrounding roads leading to these corners. They are made of concrete, but are not so tall as the main gates.

*Tertiary gateways:* These are gaps (of the same texture but different size) in the perimeter wall, like North African medina gates. They give direct access to the heart of the shop areas.

— **The administrative building:** This building, by the central covered stall area, echoes the half-shells of the covered market and the Sahelian aspect of the perimeter wall, which has a similar finish. It is the modern element of the complex, making the transition between the more modern shape of the covered market and the integrated architecture of the perimeter wall.

It contains the Grand Marché management office, supervisory premises for the firemen, a post office, a commissariat and an infirmary. It is a two-level building of over 700 m<sup>2</sup> all told.

### Map of the Grand Marché



— **The perimeter wall:** This is made up of the back walls of the shops and is solid apart from the gateways. Its uniform, linear design was a deliberate choice reflecting the Sahel way of finishing the perimeter walls of village concessions, particularly in the Tahoua region. A very plain upper border accentuates the decorative urban nature of the construction. It is broken up by small cornices and the main and tertiary gateways.

It must be emphasised that the different elements just described form a unit that fits particularly well into the surrounding town and architecture.

The various levels on which people can move around inside have fostered the functionality of the complex and made for easy circulation by both shoppers and suppliers of goods.

### Side-effects of the project

The idea was to encourage local industry and labour by making maximum use of materials produced in Niger and the sub-region.

The cement came from the Malbaza cement works in eastern Niger, but although SONICERAM (Niger Ceramics Company) bricks were mentioned in the project description, they were unable to be used as the factory had stopped production. The sheet roofing was supplied by NIGERAL (Niger Aluminium Company), which manufactured the aluminium roof components and the laminate for the sun-shield and overhangs was imported from Côte d'Ivoire.

The nation's labour force benefitted from the Grand Marché operation in two fields, transfer of technology and training.

- The on-site production of long pillars, thin shells and laticing from concrete encouraged the transfer of this delicate technology to the Niger firms involved.
- The general site organisation and the job authorisation system also enabled managers present to build on their initial training.
- Lastly, everyone involved (designers during the study phase, administrative controllers, managers and workers while the site was operating) benefitted from the project, an exemplary achievement from every point of view.



Hoche - Abidjan

*"It is a typical example of a project fully implemented in an ACP country"*

### Project management

Although the whole of the project was carried out in Niamey in the prescribed time, a sound team that took decisions promptly had to be set up. On the architectural side, the project leader had the assistance of two architects and a quantity surveyor and, on the Niger administration side, the Minister of Public Works and Housing, Mr Moumouni Yacouba, personally closely monitored the studies and the various stages of approval of the plans. On the funders' side, the CCCE, through its agency and architectural missions, made a very effective contribution. The EDF was the only funder to have a full-time architect responsible for the project with its representation.

The success of the Grand Marché project is due to the involvement of the above-mentioned people, with whom the architects were able to keep a constant dialogue going.

It is a typical example of a project fully implemented in an ACP country. The easy relations and autonomy of decision of each team kept time-wasting to a minimum both during approval of the various stages of the project, during the studies and during implementation. The studies took eight months, and this for a project worth ECU 4.5 million, and the work on site 30.

When it comes to implementation, it would be wrong to overlook the first-class job done with the roads and other networks and the concrete superstructures, which made it possible to keep the timing tight, give a better-

than-average standard of work and suggest economical alternative solutions especially for the sun-shields and the roofs (laminate from Côte d'Ivoire instead of metal).

Niger's SMEs also had the opportunity to show what they could do on the administrative building, the perimeter wall, the lavatories and the shop fronts.

The first-class work carried out in the field, however, was only possible thanks to the team formed by KPDV and the unit set up by the Ministry of Public Works and Housing. This meant the plans could be stuck to and extra costs kept to a minimum. On the supervision front, the Minister of Trade, with the help of an FAC technical assistant, also made for proper implementation of the operation.

The Grand Marché project was a socio-economic necessity. Both architects and funders were anxious to give Niger a simple, functional installation that was right for the local weather conditions, in the interests of saving on the investment and avoiding exaggerated recurrent costs during use. SOCOGEM<sup>(1)</sup> (the Market Construction and Management Company) is now promoting the market to ensure it achieves the anticipated economic effects.

When that happens, we shall all be proud to have worked together to forge an important link in the North-South chain. ◻

C.R. and G.M.

(1) The Company is still starting up. The Grand Marché opened on 25 January 1987.

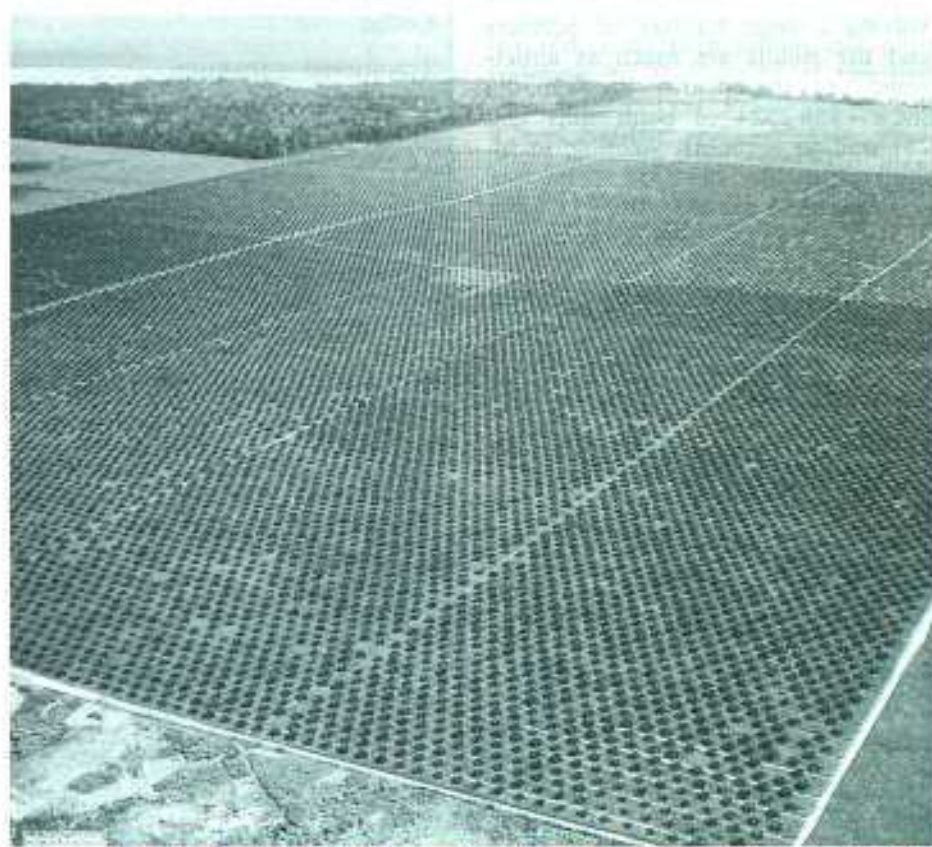


## CÔTE D'IVOIRE: The Palm Plan — a success agricultural diversification

It was in 1963, only three years after independence, that Côte d'Ivoire realised it had to diversify its export resources, especially the agricultural ones (primarily coffee, cocoa and timber). In an economic policy that put priority on agriculture very early on, the Government thought it was important to launch an oil palm plan with the threefold aim of: forecasting and compensating for the drop in revenue from coffee and cocoa (which were up against strong competition and dwindling prices on the world market); meeting the local demand for palm oil, and supplying emergent industries (soapworks) with raw material and an export market anxious for high profit palm products (in view of their low acidity (4-5%), palm and palm kernel oil yield very little, if any, waste during processing and are used in the making of margarine and vegetable fats and cosmetics, as well as in the paint industry and so on) and ironing out the regional disparities in the southern part of the country.

### Starting with a structure — Sodepalm

The oil palm development company, Sodepalm, an operational body, undertook to run the palm programme. Its action was itself intended as a response to a strategy based on three elements. One, very close coordination between research and development. Two, adoption of a method of exploitation that involved the populations concerned in the development operations by creating what were and still are agro-industrial units (AIUs). With these AIUs, oil mills are surrounded by industrial plantations managed by conventional wage-earners. These are the kernel that regulates the surrounding village plantations and constitute a modern peasant class. The third element is integration of the various functions of production, processing and marketing in each agro-industrial group.



*A new oil palm plantation in the making. In the background is a part of the plantation not yet established*

This strategy reflected a dual economic and social imperative, as the industrial plantations ensure an economic basis for the project (a factor of growth) and the village plantations give the project its meaning by actively integrating the small peasant sector (a factor of development).

The establishment of a palm plan was also given a boost by the existence of a forest zone offering the right sort of ecological conditions and a drive with agricultural research (especially by IRAT, the French institute of tropical agricultural research) which made it possible to spread highly productive plant stock.

The latest information on trends in the Palm Plan suggest it has developed considerably and a second phase has been able to be started with a view to extending the areas under cultivation.

Between 1962 and 1977, almost 88 000 hectares were planted with palms, but around 5 400 ha of them in 1962-67. After a period of consolida-

tion of the new plantations, Sodepalm (the Government, in fact) and Palmindustrie, a private company that joined with Sodepalm in 1969, began a second phase of extension (66 700 ha). This began in 1986 and is scheduled for completion in 1990.

### More than 100 000 ha of palms

In terms of quantity, more than 100 000 ha of palms were planted in something like 20 years — 55 850 ha of industrial plantations, 52 240 ha village plantations and 2 870 ha of small and medium-sized concerns.

Palminindustrie has its effect primarily downstream of the general project. The company has opened 12 palm oil mills with a total processing capacity of 420 t per hour, a 300 t per day seed mill for palm kernels and copra from 35 360 ha of coconut palms which it planted with a view to diversification and optimum profitability of the technical installations, two 40 000 t storage

stations at Abidjan and San Pedro, a copra plant (20 million nuts p.a.) and a grated coconut plant (56 million nuts p.a.).

So these are major investments involving a large number of partners and the results are much as anticipated, as the figures for 1985-86 show—858 252 t of palm nuts and 281 million coconuts, yielding, in industrial terms, 185 675 t palm oil, 34 495 t palm kernels, 16 597 t palm kernel oil, 15 046 t palm kernel oil cakes, 52 974 t copra kernels, 31 314 t copra oil and 15 026 t copra oilcakes.

### The European Community and the other funders

The EEC has been involved in Côte d'Ivoire's Palm Plan from the word go. The first financing agreement—for CFAF<sup>(1)</sup> 1.15 billion to create plantations and build the first roads needed to exploit the plantations—was signed with the Ivorian Government back in 1963. In 1964, the FER (a fund to extend and replace oil palm crops) was set up, primarily with a grant from the EDF.

In 1969, new funders, the World Bank and the French CCCE, joined with the EDF and the EIB and signed financing agreements with Côte d'Ivoire. The World Bank, making its first intervention in this sector, gave more than US\$ 13 million.

It was also at this stage that the Government realised that success and proper peasant involvement meant cutting the costs to the farmer (by removing the 2% interest on FER credit, for example) and offering incentives and guarantees to attract the villagers—as was done for the cocoa and coffee producers, whose incomes underwent periodic adjustment. Three kinds of incentive (individual, village and producer grouping), involving productivity bonuses, got production off the ground again. As far as the producer is concerned, oil palms are a far better proposition than coffee or cocoa. The increase in the guaranteed price and the return on a day's work was 200% from 1967-74 as against 55% for cocoa and 33% for coffee.

The incentive system had to be stopped later and replaced by a doub-

**Comparative cropping accounts for a hectare of coffee, cocoa and oil palm cultivated on traditional lines. Per working day, oil palm yields almost twice as much as coffee.**

#### Coffee

Traditional cultivation  
Stock not selected  
Weeded twice annually  
Production: 800 kg of beans  
Price: CFAF 200/kg  
Inputs: CFAF 4000/kg/year (mostly small tools)  
Gross margin: CFAF 156 000  
Working days: regular care 24 days, harvesting 63 days (i.e. total of 87 days)  
Value of working day: CFAF 1795

#### Cocoa

Semi-traditional cultivation  
Stock derived from hybrids  
Weeded twice annually: no treatment required  
Production: 500 kg of beans  
Price: CFAF 400/kg

Inputs: CFAF 2 500 p.a. (mostly small tools)

Gross margin: CFAF 197 500  
Working days: regular care 24 days, harvesting 42 days (i.e. total of 66 days)  
Value of working day: CFAF 2 990

#### Oil palm

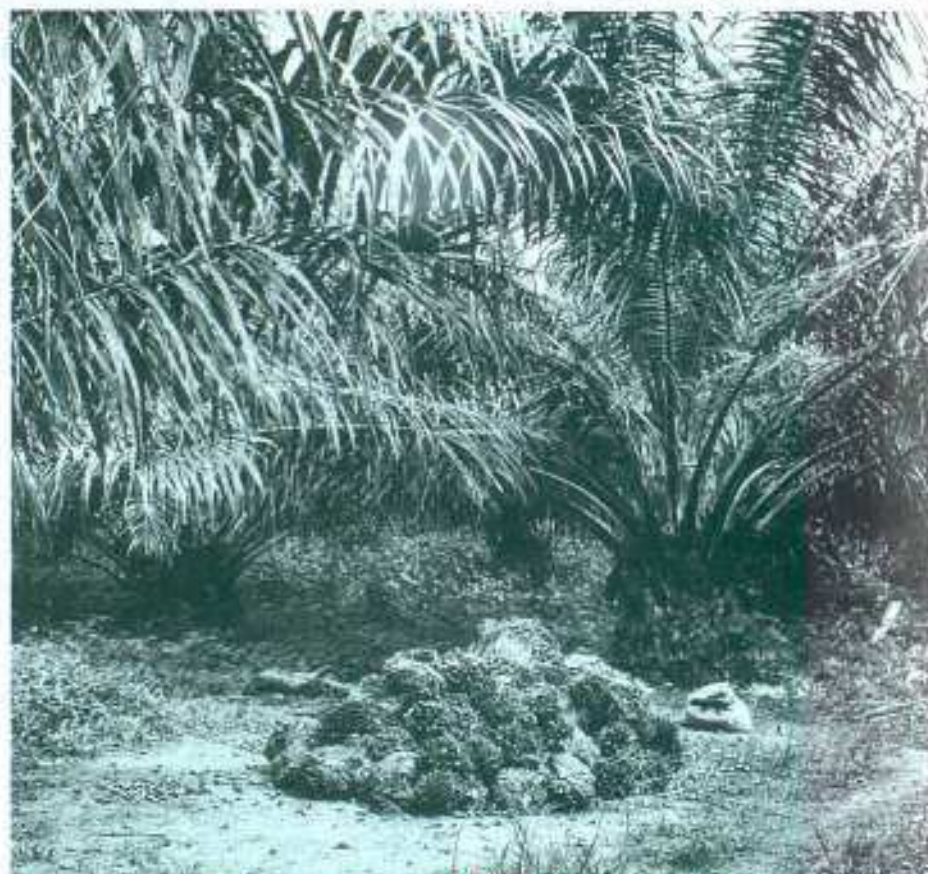
Cultivation respecting Palmindustrie norms, application of fertilisers, moderate care, favourable growing conditions

Production: 8 000 kg  
Price: CFAF 19/kg  
Inputs: CFAF 13 000 p.a. (principally fertilisers and tools)  
Gross margin: CFAF 139 000  
Working days: regular care 22 days, harvesting 16 days (i.e. total of 38 days)  
Value of working day: CFAF 3 550

ling of the price paid to the producer.

After more than 20 years of the Palm Plan, all the technical and social

investments amounted to a total of about CFAF 1000 billion (1986) and the external funders had contributed CFAF 45 billion of it. The amount



*Young palms and first bunches of palm nuts*

(1) CFAF 1 = FF 0.02.

was broken down as follows — World Bank 17.8 billion, Community 16.8 billion (EDF 9.8 billion and EIB 7.9 billion), CCCE 5.5 billion and CDC (UK) 1.5 billion. The local banks (BICI, SGBCI and BNDA) also made an increasing contribution to the Plan, contributing almost CFAF 4.5 billion. Total external funding, represented 47% of the cost of the project. The national contribution represented 53%, including the BSIE (special investment and equipment budget).

Palminindustrie's social infrastructure has kept pace with its investments and 11 330 units of housing have been built in 63 newly-created villages, 250 km of public roads and 7 750 km of rural and service tracks laid and 23 schools, 18 medical centres, 15 infirmaries, 10 medical posts, 20 markets, 25 distribution stores and 36 places of worship built.

Family income depends on how big the holding is and how dynamic the members are, as palms take relatively few days' labour per year to look after. However, in view of the relatively high price paid to the peasants, oil palms bring in the most per day of work in Côte d'Ivoire at the moment, as compared to coffee, cocoa, timber and cotton.

Moreover, the Plan, which involves around 16 000 growers and as many workers, has not generated any mass migration. Quite the contrary, it has been a source of employment for many of the neighbouring countries' workers who have been in Côte d'Ivoire for many years.

### Effects of the Palm Plan

The Palm Plan's effect on the economy of Côte d'Ivoire and the West African region as a whole had to be considerable for the Government and the funders to agree to committing such large sums and envisage extending and expanding such a programme. A Commission report (1986) described its effects in the following way:

"At national level, the Palm Scheme has been an opportunity to create a means of external payment, distribute income in rural areas and create jobs — without underestimating the financial contributions to the public sector (CFAF 31 billion to the Stabilisation Fund during the first Palm Plan).

At regional level, the main effect has no doubt been a substantial reduction in the regional disparities of the south, in particular by ironing out the differences in the incomes of the planters and by considerably improving the infrastructure.

Lastly, at the level of the planters, the scheme has generated a large flow of income, made it possible to reconvert the whole of the coffee growing areas and maintain the only possible crop, coconut palms, on some limited stretches of land."

### The 2nd Palm Plan — CFAF 90 billion by 1990

This shows that Palminindustrie has achieved its targets because some of

the national demand for oils and fats has been met and Côte d'Ivoire is now the world's third largest palm oil exporter.

The second Palm Plan, currently being run, aims to maintain and even improve on the targets of the first Plan. Back in 1981, Palminindustrie had a replacement and extension plan, commonly called the 2nd Palm Plan, for the period 1983-90. The first stage, referred to as the interim programme, covered 12 517 ha and was financed by the EDF and the FER and the second stage, the programme proper, covers 64 702 ha and is being co-financed by the five funders mentioned above.

The aim of the 2nd Plan is to work on the industrial plantations.



*Mechanical collecting of bunches*

(18 251 ha replanting, 12 608 ha extensions and 1 500 ha densification), the village plantations (creation of 42 760 ha) and on the small and medium-sized agricultural undertakings (2 100 ha). The aim is still, of course, to ensure self-sufficiency for the nation in oils and fats and to maintain a significant presence on the external markets.

At the end of 1986, 40% (30 959 ha) of the projected programme had been completed and the forecasts for 1987 were expected to bring it to 42 959 ha (56% of the forecasted figure). But recent trends on the international market have put the company in a difficult position and forced it to slow down and even review its programme.

In May 1985, in fact, oil was \$ 600 per t. But in 1986, it was traded at \$ 180-200 per t, with a reference currency that had gone from CFAF 490 in 1985 to CFAF 350 in 1986.

This large drop, combined with stagnating internal demand (a result of the decline in purchasing power) strongly affected the extent to which the management company could self-finance and meant that the projected programme had to be revised.

Faced with this, Palmindustrie suggested a number of changes, which were the subject of a supervisory mission by the co-funders of the 2nd Palm Plan in January 1987. These changes did not alter the ultimate aim of the plan, but were geared to substantially improving Palmindustrie's performance by refocusing its activities on the south eastern and south western zones, which were the most suitable areas for oil crops, and by enabling the country ultimately to have a potential increase of 20-30 000 t oil. This meant that the less productive sectors could be reconverted and that, with modern, efficient units, the necessary bases would be there to develop production in the light of needs as they evolved.

In 'Fraternité Matin', the Abidjan daily, Michael McGeever, the EEC Commission Delegate in the Ivorian capital, put the cost of the 2nd Palm Plan at more than CFAF 90 billion. The results of the interim programme, he said, were extremely satisfactory. Technically speaking, the overall target had been well exceeded, since the project planned for 12 517 ha and



*The first stage of processing: taking the nuts from the bunches*

15 594 ha had in fact been completed, more than an extra 3 000 ha.

"An even better result", he said "was that the actual outlay from the F 4 600 million earmarked for the operation was only F 4 407 million, a saving of F 200 million.

#### ACHIEVEMENTS

The Palm Plan is to be completed in six stages.

1962-67: Start of the 1st Palm Plan, creation of structures and implementation of the first two EDF programmes (2 200 ha and then 32 000 ha).

1968-74: Operation of the first oil mills begins.

1975-77: Geographical diversification.

Industrial diversification.

1972-82: Consolidation.

1983-86: 2nd Palm Plan established with an interim programme of Community financing.

1986-90: 2nd Palm Plan (creation of 64 700 ha cofinanced with Community (EDF-EIB), IBRD, CCCE and CDC aid) actually starts.

The standards were those used for previous projects, so the total saving was 23% — more than a billion — and all of it used to finance other village plantations. These technical and financial results are more than a success for Côte d'Ivoire and for Palmindustrie, for the quality of the achievements is above reproach. Everything, the preparation of the arable land, the plant stock for the plantations, the establishment of the palms and the maintenance were run perfectly from start to finish.

On a recent visit, I had the opportunity of seeing orchards barely two years old bearing fruit, so they can be harvested soon. There is no doubt as to the quality of the plant stock, but there is also — and this is most important — no doubt either as to the sound technical conditions in which the plantations have been created.

"All in all, we have been convinced by what we have seen over the past three years and we are more than confident about the Ivorian Palm Plan in the future."

And given the figures and the prospects, regardless of the catastrophic slump in world oil prices in 1983/4 and 1984/5, with its Palm Plan, Côte d'Ivoire is moving into the lead in Africa's natural oils and fats industry.

L.P.

# Grenada National Library

## Making information available for national development

On 8 May this year the Grenada National Library was officially opened in the capital, St George's—a date deliberately chosen by the authorities to coincide with the celebrations marking the 30th anniversary of the Treaty of Rome as a way of expressing appreciation and paying tribute to the EEC which provided ECU 290 000 in grant towards the Library's renovation. Done at an estimated cost of ECU 365 000, the EEC's contribution was in line with the provision of the Lomé III Convention on cultural cooperation which foresees, among other things, mobilising information resources and educational facilities for national development.

The cultural aspect aside, the renovation itself was an important conservation exercise on this monument to an era of British empire when the architectural styles of the metropolis were reflected in the colonies. Built in Georgian style in the early 1800s along the water front, the Carenage (as were several buildings still standing in this area of St George's: the Post Office, the Central Water Commission, the Museum and a number of large commercial houses), a part of the second floor has been in use as a Public Library since 1895. The rest of the building housed government offices and a warehouse.

Under the Maurice Bishop Government which came to power in 1979 the Library was renamed the National Library in recognition of its role as a significant component of a national information system. The renaming was accompanied by a rearrangement of the library which saw the locating of the display area at the entrance to allow the showing of the "living" cultural aspects of life in Grenada and the Caribbean, and in particular to exhibit works of various organisations on the island. The underlying intention of the Government was to make the library less intimidating and easily accessible to people who otherwise would consider it as an exclusive centre for intellectuals and government officials.

Since the reform there has been a remarkable increase in the number and the diversity of users: students at both secondary and university levels seeking references or a quiet atmosphere to study or do their homework; primary school children borrowing books, and the general public seeking such facilities as international newspapers and magazines. The Library records show that, in 1986, some 25 000 books were borrowed and an average of 160 persons visited daily (between September and December of that year, in fact, there were 16 155 visitors) not bad for a country with a population of only 110 000.

The library has a stock of around 30 000 books on a wide range of subjects (arts, history, geography, the sciences, languages, religion, sports and general knowledge) acquired either through donations or through grants provided mainly by the Canadian Organisation for Development in Education (CODE), some US foundations and the British Council. The library collects practically everything that is published in or about the Caribbean and holds the National Archives on laws passed on the island since colonial times, the Official Gazette, newspapers and Minute books, many of which date well back into the colonial days. Plans are afoot to preserve these documents on microfilm.

The financing agreement for the refurbishment was signed between the Grenada Government and the EEC in 1984 and, as it is increasingly becoming the practice, the contract was awarded to a local firm in April 1984. EDF assistance was for works on the ground, first and mezzanine floors—complete reconstruction of the floors and ceilings, repairs to the roof, interior and exterior walls, stairs, electrical and sanitary installation and furnishing.

The building is now being devoted entirely to library services. The government departments which occupied all but one-half of the second floor since the 19th Century have moved out. The ground floor contains the Children's Section, Lecture Room and Staff Offices while the first floor houses the General Section, the Caribbean Section and the National Archives. □ A.O.



Front view of the Library



Downstairs in the Children's Section

## The coffee market situation

by Margarida CARDOSA (\*) and Michel VANDEN ABEELE (\*\*)

The Dossier in *Courier* No 59, in January-February 1980, dealt with coffee but there have been many changes since then. This article sums up developments.

### The importance of coffee in developing economies

Coffee is typical of the primary products grown in the developing countries and exported to the industrialised world. With an average volume of trade of a value of \$ 10-12 billion p.a., it is second only to oil in the developing countries' commodity trade on the international market. It is ahead of cocoa, sugar, cotton and copper and, for many of the developing nations, especially those in Africa, it is the basis of the economy, playing a leading part in export earnings, budget revenue and employment.

As far as export earnings are concerned, coffee supplies a large percentage of the foreign exchange the countries need to pay for their imports and repay their debts. In Burundi, for example, 96.6% of the total export revenue came from coffee in 1985 and the figure was 92.2% for Uganda. Then came Salvador (with 73%), Rwanda (66.2%), Benin (55.5%) Colombia (50.9%), Ethiopia (49.8%), the CAR (45.8%) and Guatemala and Nicaragua (41.4%).

Duties on coffee exports are a major source of budget income too, especially in Africa.

And lastly, in employment, coffee is a very suitable crop for smallholdings, as it does not need any sophisticated harvesting, storage or transport facilities. More than half the world's coffee output is thought to be produced on smallholdings of less than 5 ha and more than 20 million people in Latin America, Africa, Asia and the Pacific, live off what they earn from this crop.

So this is why the international coffee market and, in particular, the trend

in world prices are at the centre of a constant dialogue between the developed and developing world in the various international forums.

World production is around 90 million (60 kg) bags, about 70 million of which are exportable. World production may of course vary considerably from one year to the next. The coffee bush is fragile. It is prone to disease (rust), sensitive to cold and needs constant care. Production may also be affected by natural disasters and by political troubles. And lastly, it is regularly affected by the frost which is a feature of the Brazilian plantations and by drought, especially in Africa, although Brazil, too, is often hit.

### Coffee marketing and consumption

Some 96% of the coffee exported is green. Soluble and roasted coffee only account for 4% of world exports. Coffee is exported to a large number of countries from a limited number of major producers, with Brazil (25-30%) and Colombia (17%) dominating the market and Côte d'Ivoire and Indonesia (6 to 7%), Uganda, El Salvador, Mexico and Guatemala, with between 3% and 5% of the total for each of them, behind. The other producers have only a very small share of the market.

The countries of Latin America account for 68% of total output, those of Africa 21% and Asia and the Pacific 11%. The ACPs together account for 26% of world production.

The geographical breakdown of coffee exports has changed, however, over the past 25 years. Latin America saw its share of the market decline from 79% in 1961 to 67% in 1985; Africa went from 17% to 22% and Asia and the Pacific went up considerably, from 4% to 11%, over this period.

As far as consumption is concerned, 22-23% of world output is absorbed by domestic demand in the producer countries. The EEC countries, the USA and Japan account for 75% of world trade in coffee.

The EEC is the world's biggest importer, absorbing around 42% of world exports and the Federal Republic of Germany is the biggest Community importer, with 10 million bags in 1985, and comes, on the world level, just behind the USA (21 million). Then come France (5.7 million), Italy (4.3 million), the Netherlands (2.8 million), the UK (2.6 million), Belgium and Luxembourg (2.0 million), Spain (2.0 million), Portugal (0.4 million) and Ireland (0.1 million).

The Community accounts for 70% of coffee exports from ACP countries, a point made forcefully at a recent EEC-ACP meeting in London on the fringe of the ICO Council Session, by Mr Bra Kanon, Côte d'Ivoire's Agriculture Minister and Chairman of the Inter-African Coffee Organisation (IACO).

The Community gets 40% of its coffee from the ACPs and 60% from elsewhere, mostly from Latin America.

The Community is also the world's biggest consumer, with 27.0 million bags used in 1985/86, followed by the USA and Japan, with 18.1 million and 4.6 million bags respectively (1).

World coffee consumption has expanded very slowly over the past quarter century but the geographical distribution has changed radically. Consumption in the USA, for example, which went from 38.5% to 32.5% in 1985, is one of the main reasons for this.

The EEC, however, has increased its share of consumption (42.5% to 46.4% over the same period), while Japan has seen its intake soar, from 4.3% to 7.6% (2).

The type of coffee consumed of course varies with taste, habit and historical ties. In the USA, for example, blends contain a large percentage of South American coffee — which represents two thirds of US imports.

The blends sold in France, Portugal, Belgium and the Netherlands contain a high percentage of **Robusta**, while those popular in Scandinavia, Italy and Spain have a higher **Arabica** content. Germany, Switzerland and Aus-

(1) Actual utilisation, c.f. the International Coffee Organisation's consumer evaluation index. It conveys imports of all forms of coffee, adjusted to reflect variations in stock.

(2) These figures do not take into account consumption by importing countries which are not members of the Agreement and which account for 10% of world trade.

(\*) Administrator at the Development Directorate-General.

(\*\*) Head of Division, Development Directorate-General.

tria drink the highest quality Arabica. The UK drinks more soluble coffee — which is also strong on the US market, where it represents 30% of consumption.

### Coffee prices

The international coffee market is extremely unstable, more because of variations in supply than demand. World supply can change radically from year to year under the influence of the weather, but demand is stable, tending to ignore minor price changes and only really reacting to violent differences.

Thus we have the record levels that followed the frost in Brazil in 1975, which destroyed almost all production (\$ 4.56 per lb in April 1977)<sup>(1)</sup>, and the lowest prices obtained when there were surpluses, in 1980 to 1985 (103 cents in June 1981). The rise in 1986 resulted from the 1985 drought in Brazil (204 cents in January and March).

The price fluctuation on the international market is behind the International Coffee Agreement, which came into being in 1962. The idea of this is to influence the situation on the world market by supply regulation machinery tied to a particular price range (export quotas and import control).

The use of quotas throughout the existence of the Agreement has tended to regularise prices in what is a chronic, recurrent market imbalance.

### International Coffee Agreement and the current market situation

The Coffee Agreement is the oldest of the primary commodity price stabilisation agreements. Back in 1929, the Latin American producers came up with proposals on organising the market with export quotas. After a series of short-term agreements between producers, the UN coffee study group led to the first International Agreement, which was signed in 1962. It lasted five years and was followed by a second, very similar, Agreement aimed essentially at applying a system of quotas so any supplies surplus to demand could be withdrawn from the market.

Structural considerations leading to a price rise and the monetary crisis of

(1) ICO indicative composite price in constant terms, April-June 1980.

### Total production: coffee years 1982 to 1987 (000 bags)

Coffee year commencing	1 October:	1982	1983	1984	1985	1986 <sup>(1)</sup>	1987 <sup>(1)</sup>
<b>Total</b>		<b>90 551</b>	<b>85 389</b>	<b>88 362</b>	<b>82 515</b>	<b>87 404</b>	
<b>Entitled to basic quota</b>		<b>85 597</b>	<b>80 822</b>	<b>83 347</b>	<b>77 878</b>	<b>82 326</b>	
<b>Colombian milds</b>		<b>14 816</b>	<b>15 798</b>	<b>13 417</b>	<b>14 613</b>	<b>13 525</b>	
Colombia	(2) (O)	12 319	12 969	11 035	11 764	11 000	10 700 *
Kenya	(O)	1 551	1 992	1 557	2 032	1 835 *	1 900 *
Tanzania	(J)	946	837	825	817	690 *	
<b>Other milds</b>		<b>23 498</b>	<b>20 522</b>	<b>22 126</b>	<b>18 367</b>	<b>21 657</b>	
Costa Rica	(O)	2 689	2 229	2 524	1 325	2 300	2 300 *
Dominican Republic	(J)	1 159	871	913	433	667 *	
Ecuador	(A)	1 725	1 455	1 713	2 089	2 053 *	
El Salvador	(O)	3 230	3 153	2 240	1 783	2 223 *	2 300 *
Guatemala	(O)	2 517	2 362	2 833	2 634	2 720 *	2 650 *
Honduras	(O)	1 899	1 367	1 425	872	1 457 *	1 500 *
Mexico	(O)	4 611	4 788	4 333	4 940	4 640 *	4 850 *
Nicaragua	(O)	1 460	812	850	708	675 *	675 *
Papua New Guinea	(A)	846	797	826	789	825 *	
Peru	(A)	1 200	1 236	1 207	1 229	1 264 *	
<b>Brazilian &amp; O. Arabicas</b>		<b>27 135</b>	<b>28 629</b>	<b>28 195</b>	<b>25 642</b>	<b>28 238</b>	
Brazil	(A)	23 410	24 741	25 873	22 809	25 138 *	
Ethiopia	(O)	3 725	3 888	2 822	2 833	3 100	2 900 *
<b>Robustas</b>		<b>20 148</b>	<b>15 878</b>	<b>19 609</b>	<b>19 256</b>	<b>18 906</b>	
Angola	(A)	290	217	254	190	213 *	
Indonesia	(A)	5 520	6 105	5 840	5 896	5 826 *	
OAMCAF	(8 654)	(4 736)	(8 070)	(7 865)	(7 592)	(7 592)	
Benin	(O)	42	55	56	12	25 *	25 *
Cameroon	(O)	1 959	1 034	1 587	1 667	1 925 *	1 960 *
Central African Rep.	(O)	337	257	328	238	225 *	250 *
Congo	(J)	43	48	42	21	14 *	
Cote d'Ivoire	(O)	4 971	1 952	4 831	4 681	4 000 *	4 500 *
Gabon	(O)	30	41	41	21	30 *	30 *
Madagascar	(A)	985	1 072	933	972	1 123 *	
Togo	(O)	287	277	252	253	250 *	228
Philippines	(J)	1 145	800	1 205	938	837	
Uganda	(O)	3 201	2 535	2 535	2 535	2 700 *	2 800 *
Zaire	(O)	1 338	1 480	1 705	1 832	1 720 *	1 830 *
<b>Exempt from basic quota</b>		<b>4 954</b>	<b>5 015</b>	<b>4 637</b>	<b>5 078</b>		
<b>Arabicas</b>		<b>3 969</b>	<b>3 721</b>	<b>3 925</b>	<b>3 706</b>	<b>4 029</b>	
Bolivia	(A)	165	147	170	134	148 *	
Burundi	(A)	528	492	520	533	508 *	
Cuba	(J)	458	343	356	403	437	
Haiti	(J)	653	604	560	495	443 *	
Jamaica	(O)	27	28	20	22	27	39
Malawi	(A)	18	28	52	61	72 *	
Panama	(O)	167	158	169	147	204	204
Paraguay	(A)	264	254	242	283	303 *	
Rwanda	(A)	479	541	654	669	615 *	
Venezuela	(O)	1 074	957	986	771	1 073 *	1 100 *
Zambia	(J)	5	7	7	16	16 *	
Zimbabwe	(A)	126	164	189	172	183 *	
<b>Robustas</b>		<b>995</b>	<b>846</b>	<b>1 090</b>	<b>931</b>	<b>1 049</b>	<b>1 041</b>
Equatorial Guinea	(O)	0	22	13	31	15 *	15 *
Ghana	(O)	9	8	8	10	10	13
Guinea	(O)	87	50	40	47	80 *	80 *
Liberia	(O)	148	89	217	62	155 *	125 *
Nigeria	(O)	37	40	22	14	77	75 *
Sierra Leone	(O)	252	178	185	112	121 *	125 *
Sri Lanka	(O)	106	117	101	103	78 *	78 *
Thailand	(O)	325	328	469	526	483	500
Trinidad & Tobago	(O)	31	14	35	26	30 *	30 *

(1) Based on the lower of the (August 1987) estimates made by the Member and the USDA (United States Department of Agriculture); when the USDA figure is used, this is denoted by an asterisk.

(2) A: crop year commencing 1 April; J: crop year commencing 1 July; O: crop year commencing 1 October.

Origin: *Statistics on Coffee; International Coffee Organisation; Information as at 17 September 1987.*

1971 meant that the economic provisions of the Agreement were suspended in 1972 and only brought back again in the 1976 Agreement. The 1983 Agreement, currently in effect, lasts until 1989. The main idea is to make it possible to suspend quotas when prices are high and to bring them back again when prices drop too far. At the moment, almost all the exporting countries are in the Agreement, with only 1.5% of world output being produced by non-members. All the main importers are members and cover more than 90% of world imports, the rest being absorbed by non-members (Saudi Arabia and the Eastern bloc countries).

The 1983 Agreement has the following features:

- (a) A system of export quotas to be used, if need be, to ensure that prices are stable within a given range.
- (b) The suspension or re-establishment of quotas when prices go beyond either end of the range.
- (c) Consideration of the movement of exports and stocks in the exporting member countries in operation of the quotas.
- (d) An obligatory system of controls to back up the quotas. Each consignment of coffee exported from a member country has to be accompanied by a certificate of origin and the importing members only admit consignments from exporting members if they come with certificates bearing export stamps issued by the Organisation. When the quotas apply, the importing members also restrict their imports from non-member countries — whose exports are closely supervised.
- (e) Coffee stocks in each exporting member are checked every year, which means actually counting stocks in hundreds of stores scattered over the producing countries. This happens at the end of each country's coffee year.
- (f) The Council is responsible for coordinating national production policies so as to achieve a reasonable balance of supply and demand on the world coffee market.
- (g) There is a fund to boost demand, which is financed by the exporting members.
- (h) The Organisation collects and disseminates data on all coffee-related matters, so as to make it easier to implement the economic articles of the Agreement and right any imbalances.

The quotas and controls laid down by the 1983 Agreement were in effect until February 1986, when the prices on the market went beyond the suspension threshold. This price rise followed the announcement of drought in Brazil. Under the terms of the Agreement, the Organisation continues all its activities (other than those related to quotas and controls) while the quotas are suspended.

However, in the last quarter of 1986, prices began to slump.

Article 33 of the Agreement says that quotas are to be re-established if the mobile average over 15 days of the ICO indicative composite price is equal to or lower than a price related to the current range (134.55 cents per lb at the moment).

Although this price was reached in December 1986, the quotas were not brought back automatically, because of a failure to agree on how to distribute them. The system based on an *ad hoc* distribution of the market, which was decided on in September 1984, had expired and the Council of September 1986 was unable to produce a basic quota system for the remainder of the period of the Agreement (1986-89).

So a different procedure was set up, involving consultations between producers and consumers to determine whether there was sufficient agreement to negotiate the appropriate economic provisions at a later session of the Council.

This process, begun on 2 December 1986, nevertheless did not lead rapidly to the reintroduction of quotas. An extraordinary meeting of the ICO in February 1987 underscored the wide divergence between the views of producer and consumer countries.

For producer countries, the primary need seemed to be to re-establish the quotas based on "historic" market shares which would emerge from political negotiations between the various producer countries.

On the other side, as far as consumer countries were concerned, they felt that the quotas should be divided on the basis of objective criteria founded on the way production evolved and how buffer stock policies were developed.

Producer countries consulted among

themselves with considerable intensity during the summer of 1987 and, with the exception of Indonesia, reached a common negotiating position which they maintained from the outset of the negotiations which opened at a meeting of the Council of the International Coffee Organisation held in London from 21 September to 5 October 1987. During this meeting a system of quotas was finally reintroduced for the next two coffee seasons. The system which emerged from the negotiations is based on a compromise between the views of producers and consumers, and the Commission of the European Communities and its Member States played a key role in searching out this compromise. The agreement, valid for two years, sets out the following: for the 1987-88 season, the Council accepted an allocation based on the proposals of the producers (except Indonesia) which had been thrashed out between 17 and 21 September. Under this proposal, the allocations would be based on those in force in 1984. For the second season, 1988-89, the allocation would be made on the basis of a formula which was a compromise between the positions adopted by the producers, by Indonesia and by a large majority of consumers. This compromise is based on an average of production and exports over the five preceding years. On the basis of this average, a share-out will be decided upon based upon developments in production and stockpiling, which themselves will have taken account of a safety margin. It represents, in fact, a compromise between an *ad hoc* allocation for the first year and one based on more objective criteria for the second year, which take account of the structural evolution of production and overall producer policy in the countries concerned.

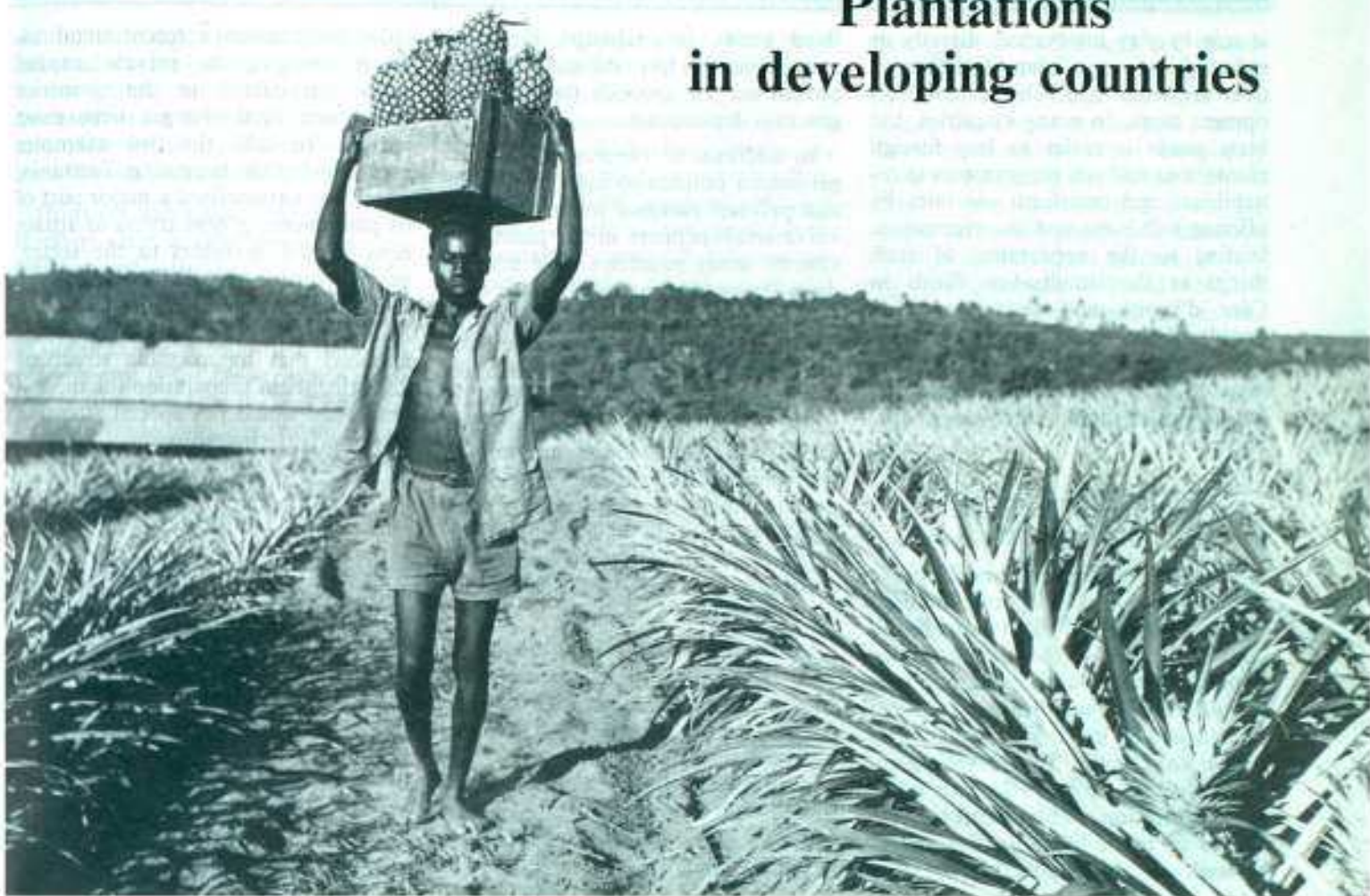
The allocation of total quotas of 58 million bags seeks to stabilise coffee prices and to reposition them at a level of between 120 and 140 US cents per pound.

The agreement is evidence of the sense of realism which prevailed, since it takes a long-term view of the evolution of both production and consumption, and stands as a good example of cooperation between industrialised and developing countries. ◊

M.C. and M.V.A.



## Plantations in developing countries



### Structural changes and trends in the social environment

by Jean-Paul SAJHAU (\*)

Plantations have undergone major structural changes over the past two decades and most of them are no longer foreign enclaves in developing lands.

#### A changing sector

Pressure from governments anxious for greater control over part of the economy that is often vital to export revenue, in many cases combined with changing market forces, has gradually shifted plantation ownership over to nationals. The transfer began when the colonialists withdrew and some coun-

tries brought in policies of nationalisation, as happened with the sisal plantations of Tanzania and the industrial palm plantations of Benin, while in other countries, the change was less radical and mixed companies were set up with the Government as a (possible majority) shareholder or with the foreign firms selling some or all of their shares to local investors or institutions.

These changes meant that the multinationals, which dominated the sector, gradually lost their hold over production, although they continued to play a major role early on in the process by supplying materials and above all chemicals and then by their involvement in transport, processing and marketing. The coffee market, for example, is dominated by eight big mul-

tionals which between them account for 55-60% of world purchases. Some companies, which had headquarters in the industrialised countries and originally owned the plantations, also switched, specialising in supplying management services, training management staff and running agronomical research to raise productivity on their former property or maintaining only symbolic involvement by holding shares.

Alongside this progressive multinational withdrawal, the governments in the producing countries took a growing interest in the economy of the plantations. In addition to taking the control mentioned earlier, the State in the vast majority of places where the plantations had an important econom-

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ic role to play intervened, directly or indirectly, to consolidate its influence over the sector and achieve its development aims. In many countries, the State made it easier to buy foreign plantations and run programmes to rehabilitate and transform old ones by offering soft loans and tax exemption, leading to the appearance of such things as the stabilisation funds in Côte d'Ivoire and the commodity boards of the English-speaking countries. Small planters were also encouraged to form cooperatives, sometimes backed up by public and semi-public bodies.

### The emergence of small planters

The drive to organise and improve the output of the family smallholdings and semi-industrial plantations led to something new — the arrival on the market of small planters and their products. The most significant example of this, and the most successful, is of course the Kenya Tea Development Authority, set up in 1972. This semi-State institution enables small tea producers to make a remarkable breakthrough on the export market and, since the mid-'70s, their tea exports have accounted for more than 30% of the nation's total tea export trade. And, thanks to this expansion, tea has become Kenya's second biggest export product and its third biggest earner of foreign exchange, behind tourism and coffee. Other similar systems have encouraged the development and improved the organisation of the small planters, with varying degrees of success. Take, for example, the drive to organise small cocoa planters in Ghana, to develop sugar cooperatives in Jamaica and to help smallholders join the plantation economy in Papua New Guinea.

The creation of nucleus estates — village plantations around the big plantations — has also helped the rise of the small planter. In Côte d'Ivoire, for example, the large integrated industrial blocks the Government set up — e.g. for rubber production — now have village plantations around them. The villagers, who were encouraged to do this, benefit from the technical assistance and infrastructure provided for the big plantations and undertake to supply their output to them, on

fixed terms, in exchange. However, some observers have criticised this approach on the grounds that it could generate dependence.

In addition to running these reorganisation policies to help the (public and private) national interest and involve small planters in the plantation system, many countries have tried to diversify production and reduce their vulnerability to price fluctuation — which is often unforeseeable and usually outside their control. The most recent example of this is perhaps Mauritius, which has just come up with a sugar reorganisation programme with the idea of diversifying agricultural production (so far dominated by sugar cane). However, in spite of this diversification attempt, many countries still depend on just one plantation product for their export earnings.

Coffee exports still make up almost 90% of Burundi's total export trade and the figure is more than 60% in Rwanda and Ethiopia. Cocoa accounts for more than half of Ghana's exports and more than 40% of Grenada's and sugar is still the main source of export earnings for Mauritius and Fiji (around 60%).

### Plantation products: diversification the key

In view of the extreme instability of the prices of plantation products on the world markets and in spite of the introduction of price stabilisation systems (particularly under Lomé), the only thing that will cushion the blow when the price of a specific product slumps is diversification — provided, of course, that all plantation prices do not go through a bad patch at the same time, as they are indeed doing at the moment. It should not be forgotten that the international agreements signed to stabilise the markets and prices of products such as coffee, sugar, cocoa and natural rubber have not always had the success they might have done, particularly because funds have been in short supply. However, progress under UNCTAD VII suggests it would be reasonable to hope that the Common Fund for commodities will be working soon and the resources needed to stabilise them become available.

Any description of the structural changes would be incomplete if it

failed to mention a recent trend towards bringing in private capital again, particularly in the countries whose structural changes were most radical. To take the two examples mentioned at the beginning, Tanzania, which has nationalised a major part of its plantations, is now trying to attract new, private investors to the sector, now in considerable difficulty, and the same is happening in Benin, where the Minister for Planning recently announced that the ongoing structural adjustments in preparation for the 3rd State Plan would pay special attention to the private investors.

### The social situation stagnates

In view of the importance of the structural changes of the past 20 years in a sector which had not altered much before, it would have been reasonable to expect the social situation to change profoundly too. But in fact the present situation of plantation workers is in many ways comparable to what it was 20 years ago. The supervisory staff has changed in most cases, of course, and there is now only a minimal percentage of expatriates, so nationals of the producing countries have been able to obtain posts of responsibility. But the vast majority of plantation workers have not been affected by the changes and, although their living and working conditions have evolved, this has more to do with the development of society as a whole.

The fact that many countries have brought in mechanical harvesting methods for specific products (sugar cane, for example) and are making more intensive use of chemicals, has led to the creation of a certain number of skilled jobs, but, overall, the work currently available on the plantations is for unskilled staff for whom some in-service instruction is adequate.

Most jobs call for no qualifications, so the wages are low — and usually lower than those in industry of the tertiary sector. However, social trends have spread the idea of protecting plantation wages and many countries have taken steps to guarantee a basic minimum wage in agriculture. In Côte d'Ivoire, for example, the Government lays down a minimum wage for unskilled plantation workers and a

distinction is made between coffee, cocoa and cotton plantations and the "other plantations". Similar systems are used in an increasing number of countries, including Cameroon, Gabon, Mozambique and Tanzania.

However, the guaranteed minimum is often only a subsistence wage — which is why the workers and their representatives in the unions are so keen on collective bargaining. In most of the developing countries, the plantation sector is the best-organised area of agriculture and the best organised in terms of trade unionism, as well. So a lot of collective bargaining already applies specifically to plantation work and the tendency is increasing.

One illustration of this is Kenya, where specific, differentiated collective bargaining is carried out periodically for sugar, coffee and tea workers, determining both the wages for each type of job and the main conditions of employment (hours, overtime, annual holidays, sick leave, maternity leave, retirement, housing, medicare, the supply of protective clothing, temporary work terms etc.). Although it is not all as detailed and precise, the recent development of collective bargaining in an increasing number of countries constitutes an undeniable improvement in the lot of workers in this sector.

### A tradition of advantages in kind

But in spite of better social protection, the actual conditions of life and work of the plantation workers are still precarious. The specific nature of the plantations and the fact that they tend to be a long way from the urban centres means that the rule has always been to offer workers a certain number of "social advantages", traditionally including housing, free medicare, care and education for their children, transport and leisure facilities. These advantages in kind still exist today, in spite of the fact that some social services such as public health and education have gradually been taken over by the State, but, alas, the standard is still all too often inadequate in comparison with the national services.

There has indeed been a clear effort to renovate old housing and build new in many countries — Cameroon, Côte

d'Ivoire and Kenya, say — but a shortage of resources and a lack of any coordinated policy have often led to worker accommodation leaving a lot to be desired. And what is worse, the sanitation is often poor, which affects the health of the workers and their families as well as the productivity and operating costs of the plantations. In some countries whose plantations have been in difficulty in recent years (Tanzania, for example), living conditions have deteriorated, even, as there has been no money to repair housing and sanitation dating back to the colonial era. Although an effort is being made to reverse this tendency, only one or two private plantations which have not been nationalised (including those of the Amboni Group) have managed to maintain what can be considered satisfactory standards.

The growing use of chemicals (pesticide, fungicide and fertiliser) has created new health problems which have not yet been solved in spite of the drive the governments, employers, unions and producing firms have made to inform people. In many countries, the medical services available to the workers are chronically under-equipped and do not always have the relevant qualified personnel. Only big, well-organised plantations such as the Ivorian industrial blocks have qualified, full-time medical staff. And food supplies can be a problem too, particularly in countries already faced with difficulties at national level. Grenada, Madagascar, Mozambique, Sao Tomé & Principe and Tanzania, for example, have asked the UN for food aid from the WFP to help their plantation rehabilitation programme in the hope of attracting workers to the sector by offering advantages in kind.

### Increasing recourse to temporary workers

Finding and keeping the labour they need to keep the plantations going properly is indeed one of the employers' increasing concerns. Sociological factors tied to the colonial connotations of the plantations and the relative decline in living and working conditions mean they are finding it increasingly difficult to recruit and above all to keep the workers they need, even in countries with high un-

employment. Coffee and tea plantations in Kenya have had periodic labour shortages since the mid-'70s, forcing the employers to look, sometimes unsuccessfully, for temporary workers, especially during the harvest. Côte d'Ivoire has also had to cut the output of some plantation products destined for its export market, including coffee, because it could not find enough workers at home or in the neighbouring countries. The Dominican Republic has made systematic use of Haitian immigrants to harvest its sugar cane, sometimes on poor conditions.

These difficulties have considerably altered the structure of employment. While most of the workers used to be permanently on the pay-roll, it is temporary and seasonal staff who now predominate in many countries. This reversal has social repercussions in that a large number of advantages, housing and free medicare, for example, are only offered to permanent staff, so the percentage of the total labour force getting the perks that go with plantation work is decreasing and the gap between permanent and temporary staff widening.

The labour shortage has also encouraged women to come into the market and although plantations (in Africa especially) used traditionally to employ mainly men, the percentage of women is now on the increase. In Ghana, for example, they make up half the workforce on some plantations. This trend will have its problems, in particular because it generates a need for reception structures for children and creates new social problems. Lastly, it is worth mentioning that the labour force is getting older. For the economic and sociological reasons already mentioned, it is extremely difficult to recruit young people for permanent jobs, leading to an older labour force which affects productivity in its turn.

Ultimately, the problems many countries have with staff recruitment are the most obvious expression of the malaise in the plantation sector. This is an economic malaise caused by the world market price slump and stagnating outlets and it is a social malaise too, since this is a sector which has not managed to evolve as fast as society as a whole. ◊

J.-P.S.

## 1987 Notting Hill Carnival

### “Mas, Music and Movement...”



Europe's largest street festival — the Notting Hill Carnival — certainly lived up to expectations last August: over 60 giant amplified sound systems blaring anything from reggae and calypso to African music, continuous screams and whistles, thousands of silvery balloons held afloat, 100 or so floats of steel and brass bands, processions of exotic costumes, rows of stalls of food and drinks and a rapturous swaying crowd. The atmosphere was indeed electrifying and the fun and revelry tremendous.

The Carnival was celebrated under the theme: “Mas<sup>(1)</sup>, music and movement: carnival means business” and messages of goodwill came from royalty and from all sides of the political spectrum: Prince Charles, the Prince of Wales, saw the Carnival as helping to remind Great Britain of the cultural diversity of “our society and the benefits and value” it brings to “the life of the whole community”, while Prime Minister Margaret Thatcher

(1) Short for masquerade.

said she was impressed that “thousands of people including many from countries all over the world, come to take part or watch” and “that so many different organisations and enterprises work together to ensure its success”. Mr Neil Kinnock, the leader of the Opposition, for his part, saw the Carnival as “the kind of business we need much more of—not just because it is so successful and not just because it's so much fun but because it is such a stunning example of what a commu-

Over one million people of all races were there, with participants from all parts of the United Kingdom and from as far afield as Holland, Germany, Switzerland, the USA, Canada, Mozambique and, of course, the Caribbean. Marred, sadly, by one death, and by rioting at the end of the two-day event (30-31 August) which left many injured, the 1987 celebration was otherwise successful. It was the biggest so far seen in London.

nity, working in harmony and with dedication, can achieve”. Messages of support also came from several London boroughs and from some Caribbean High Commissioners to the United Kingdom.

Inspired by those Caribbean countries (particularly Trinidad) which have a long tradition of Carnival, the Notting Hill Carnival started in 1965. As a very noisy occasion, it initially met stiff opposition, particularly from residents of the area and the police. If

it has survived and grown into Europe's largest street festival, attracting, as many as one million spectators annually, says one of the organisers, it is because its intrinsic values far outweigh the inconvenience of the two days of 'madness'. This year's messages of goodwill speak for themselves.

The Caribbean Carnival tradition, it should be remembered, goes as far back as the 18th Century when African slaves began imitating the celebrations of their European masters. These imitations, which drew considerably from the African rhythms and tradition of satire overshadowed those of the masters after emancipation when they were turned into celebrations of freedom. The practice during these Festivals was for the slaves or the freed slaves to imagine themselves in the positions of their masters, mimicking their manners and gestures, rituals which anthropologists agree had salubrious effects on their psychology. Carnival still plays, to a large extent, that role for the black community in Britain. For every participant, it provides opportunity to do away with the normal inhibitions of daily life, to turn the world literally upside down and indulge in what anthropologists describe as "rituals of reversal": wear a mask, pretend to be an animal or a plant, dress up outrageously, richly or like a king or a queen, behave lasciviously, and like a prostitute if you are a woman, eat and drink excessively, if you like.

In Notting Hill, though, erotic fantasies are on a very small scale compared with Rio de Janeiro. This is largely because the Brazilian Carnival, they say, has pagan origins. The Notting Hill Carnival is more about escapism, about being for a few hours what one is not in real life. It is about psychical purification through the expression of one's innermost thoughts and worries through subjects as varied as history, poetry, politics, etc. For the Caribbean Community, it is above all an expression of cultural identity in a multiracial Britain.

Over the years, other races have joined in great numbers in the celebrations, whether as participants or as spectators. You only need to visit the Carnival once to be convinced of that fact: spectators increase annually by 40%, according to Vice-Chairman of

the Carnival and Arts Committee, Morton McLean. The contributions of the Carnival to better race relations in the United Kingdom cannot be underestimated.

Despite its acknowledged social, cultural and financial benefits, its existence has often been called into question because of its attraction to criminals. The issue, which since 1982 ceased to be a major preoccupation, surfaced again this year following the death of one man and the riot which took place in the streets of Notting Hill at the end of the celebrations. In essence it boils down to the very question which was raised by the police: whether the crime sometimes engendered by the festivity was too high a price for society to pay for its benefits. Coming at a time when the Carnival is organised better than ever (thanks mainly to the Carnival and Arts Committee (CAC) which has become more efficient over the years) and its popularity no longer in doubt, the issue would seem to be more of better policing than of a ban.

A word or two about the CAC which is in fact responsible for what-



The Courier

*Children have contributed more to broadening the cultural base of the Carnival than adults*

ever goes on in the Carnival. The Committee negotiates and liaises with the local authority and the police on every aspect of the festivals from routes of the procession to stewarding and crime control. It is made up of seven standing members plus representatives of the affiliated organisations—steel band, brass band, sound systems, costume makers etc., whose responsibility is to register their members. The practice of grouping of participants into organisations is fairly recent. Each organisation has its own rules of discipline—a system which has contributed to the elimination of the anarchical impression which the Carnival gave in the past. This is particularly true of the "static sound systems"<sup>(1)</sup> which used to drown the music of the floats and the processions to the annoyance of those concerned. These sound systems are now required under the British Association of Sound Systems (BASS)'s rule to lower the volume of their equipment whenever a procession or a float is passing by.

Participants are free to choose whatever theme they want to portray provided the theme is socially acceptable, not racist and is in keeping with the cultures and traditions of carnival. Subjects dealt with in the 1987 Festival included the history of the Caribbean from Spanish influence to emancipation, "cosmic illusion" based on the legend of the Greek god Zeus, unemployment and cuts in social services in Britain, apartheid in South Africa, and Transition in Nature. Some of these subjects require a lot of research, and adequately portraying them through dresses and headgears, banners and loudspeakers requires considerable intellectual ability or great skills in design and tailoring. Transition in Nature, for example, as portrayed in costumes, represented Autumn with circular leaf cascades, Winter with aquamarine sequin streams, Spring with birds with pastel-coloured plumage and Summer with brilliant abstract butterflies—a very colourful and beautiful sight to behold.

Preparation for the Carnival begins around April. As a highly competitive

(1) These sound systems play mostly reggae music which emerged from Jamaica, a country which has no Carnival tradition. The Notting Hill Carnival, in incorporating it, provides the entire Caribbean community in the United Kingdom, a "panoramic view" of their culture.



The Courier

### Having fun

One of the hundred or so floats that took part



The Courier

People of different races now take part. Carnival provides everyone opportunity to do away with the normal inhibitions of daily life

affair (with "mas-camps"<sup>(1)</sup> determined to win in the various categories—best costumes, best king and queen, best brass or steel band, etc.), work is done in secret to avoid giving away ideas. Participants are mainly after the glory, and in the case of the "best king and queen" which is judged on the Sunday preceding the Carnival, the prize that goes with winning—air tickets to the Caribbean and some amount of money.

Notwithstanding the fact that the work is unpaid, participants devote their spare time working with enthusiasm. The Notting Hill Carnival, in the mind of many, is the year's main festival—time for fun and happiness. Christmas or New Year are not really occasions to indulge in excesses. Money for the materials come from different sources: grants from the Art Council of Great Britain, from the Kensington and Chelsea Council (since the demise of the Greater London Council), from commercial sponsors as well as money raised from local events organised throughout the year.

The Carnival itself takes place on the last Sunday and Monday in August. Sunday is Carnival for children, who are considered to be the guardians of the Notting Hill tradition. Children are given far more freedom than adults to design, to use their imagination and, if possible, to make their own costumes. Their Carnival has become almost as popular as that

of the adults in recent years. Indeed it is believed to have contributed more to broadening of the Carnival's cultural base with black children attracting their white friends into active participation.

As seen, the appeal of the Carnival is now not only nationwide but also international. The Notting Hill Carnival is a member of the Foundation for European Carnival Cities whose objectives, according to Alex Pascall, Chairman of the Carnival and Arts Committee and the Vice-President of the Foundation responsible for Music Arts and Overseas Affairs, are to "bring about a friendship among the peoples of Europe though Carnival cities, respecting always the cultural identity of each group or organisation". The wide participation of bands and cultural groups from the European continent in this year's Notting Hill celebrations bears witness to that commitment.

With it ending on a sad note of violence there are suggestions once again for the Festival to be held in an enclosed place with a controlled entry for spectators—a solution which both the organisers and the participants reject. "Carnival", says Morton McLean, "has always been a street festival and to have it in a kind of Eurocentric view where it is housed in a place is not our culture. Carnival is about the sun, about blackness. It is not an enclosed thing. If the Lord Mayor's show which was the biggest street occasion before Carnival is still taking place, why can't we have our Festival in the street?".

It is interesting to note that for the vast majority of those who have expressed concern over the level of crime and violence during the celebration, the issue is not one of banning, as already noted, but of finding a solution, for the Notting Hill Carnival already features prominently in London's cultural calendar.

The relationship between the police and the CAC has been good in recent years. The presence of the police in large numbers during these celebrations has, in the past, provoked hostility from black youths. The police now take a low profile while the CAC's 200 or so stewards maintain what they call, "psychological order". The tactic worked well in 1984, '85, '86. It is obvious that 200 stewards are woefully inadequate to control a crowd of over one million, but with the CAC thinking big, progress in this area is possible. The Committee is planning to make Carnival more self-sufficient, more self-financing. Now aware of its commercial potential, the Committee tried this year to cash in on it, hence the theme "mas; music and movement—carnival means business". The Committee raises the money to pay its stewards by charging each stallholder £50 to operate in the area during the Carnival. There are other areas in which money can be raised. The stage is now set for the Notting Hill Carnival to become big business, capable of paying for order to be maintained during the celebrations. □

Augustine OYOWE

(1) Term used to designate groups preparing a display.

## Images, masks and dancing at Yamoussoukro (\*)

Yamoussoukro, the political and administrative capital of Côte d'Ivoire, was the scene of the country's first national festival of traditional masks and dancing. It was called Festimask.

### The aim

The idea was an annual event that would be an opportunity for promoting Côte d'Ivoire abroad, a reason for travelling in the so-called off-season and a chance to make one aspect of Ivorian culture available to people the world over.

Duon Sadia, the Minister for Tourism, said "Festimask should mean we can capitalise on our cultural heritage and wake the nation up to the need to cut across the clans and pool Côte d'Ivoire's cultural resources, both its masks and its traditional dancing".

With Festimask, Côte d'Ivoire is hoping to share what it has and make a useful contribution to world civilisation. It wants to spread to others its own choice of tolerance and peace.

For the first festival, it was able to offer all-in prices, the most expensive being only CFAF 260 000 (FF 5200), for the week. For Festimask is a business operation too. The international tourist trade is a seasonal thing which to a certain extent forces the countries of the West African sub-region to run their tourist facilities well below capacity in the long summer holidays—a bad thing for Côte d'Ivoire, which has sacrificed a lot to build up its hotel trade over the past more than 15 years.

### Magic and wonder

Festimask opened on Jean-Paul II Square in Yamoussoukro with a colourful parade of ritual costumes, each more unusual than the last, and sacred masks and masks of wisdom. Some dancers had huge raffia skirts hiding their feet and others enormous head-dresses of leathers or cowrie shells or ferocious beasts' skins. There were masks to kill in and masks for justice and masks for fighting, with their light head-dresses of toucan and touraco feathers.

But not all the masks from the heart of Côte d'Ivoire were on display, only those that are a feature of everyday life in the villages. There were displays of masks and dancing every afternoon, traditional combats and more and there were specially priced tours so that visitors could easily afford to discover the delights of up-country Côte d'Ivoire, a world in which magic and wonder go side-by-side.

The festival was also an opportunity for people from other climes and other horizons to see a representative sample of traditional Ivorian artistes dancing to the strident beat of the tomtom.

Festimask I enabled visitors, from Europe especially, to discover African masks, which are far from being the stage props they can be in Europe. In African beliefs, the mask is sacred, a spirit which uses man as a physical means of appearing and expressing itself.

Lastly, Côte d'Ivoire, which has no famous monuments and little wildlife, is anxious to use Festimask to offer its wealth of culture and tradition to people the world over.

Festimask II will be held in Yamoussoukro at the same time next year. o

(\*) Article provided by the editorial team of "Fraternité Matin", Abidjan, Côte d'Ivoire.



FRATERNITE MATIN



FRATERNITE MATIN



### Better access to information in agricultural research

by R. DELLERÉ (\*)

More than two centuries ago, Samuel Johnson wrote: "Knowledge is of two kinds: we know a subject ourselves, or we know where we can find information upon it." A large number of agricultural researchers in developing countries can only use the first kind of knowledge. How can we improve their access to the second kind?

#### Secondary literature

Researchers must be able to find out what literature exists in their field, and where they can obtain it. The abundance of literature has led to the production of secondary literature such as abstracts journals, bibliographies, literature guides, state-of-the-art studies and bibliographic data bases which all describe the primary literature. They enable the end-user to decide whether he should see the original literature or not, and where this can be obtained. Some information on the most useful bibliographic data bases and abstracts journals in the field of agriculture is

given in the inset. These data bases do not completely cover the world literature on agriculture and it is accepted that there is considerable overlap.

There is now so much literature on agriculture that wide distribution of all abstracts on tropical agriculture has become too expensive and consultation of the abstracts has become too time-consuming. A first step to overcome this problem was taken with the production of abstracts by commodity, such as the 60 secondary journals produced by CABI (Commonwealth Agricultural Bureaux International). But now the trend is towards a more specialised, better focussed distribution of abstracts: the so-called selec-

tive dissemination of information (SDI). For researchers to remain updated on the literature available in their field of research, they should receive carefully selected abstracts of recent publications on a monthly basis.

#### Access to primary documents

Researchers must then be able to get hold of the primary documents they need. For this they rely heavily on the services offered by libraries and documentation centres. In most developing countries, at present, these services are far from adequate. Money and access are two key problems.

While free distribution was the rule in the past, suppliers and lenders have now become less willing to subsidise their services. Both private sector and public services now aim at recovering at least direct costs. Moreover, charging for services makes it very difficult for soft currency countries to obtain material from overseas. This problem of money and currency could, to some extent, be alleviated with coupon schemes like UNESCO and SATIS (Socially Appropriate Technology Information Service) coupons.

In developing countries individual libraries cannot acquire and retain everything their clients wish to read. They should not try to hold all the documents but should improve their access to primary documents. This implies the sharing of resources at local, regional, national and international levels, together with the improvement of document delivery services based on inter-library lending.

Even at national level it is inappropriate for most countries to aim at self-sufficiency as far as access to literature is concerned. Fifty per cent of the mainstream literature in any given discipline is published in 100-200 core journals. Recent statistics show that 3-4% of titles requested account for 30% of the demand. National libraries should concentrate on the most requested titles and set up a core collection in the field in which they operate. Resources should be networked and better use should be made of existing international and national institutions.

The sharing of resources is an eco-

(\*) Head of Technical Division, CTA.

The main data bases in agriculture

Database	Printed version	Total abstracts/references	Monthly updates	Subject
CABI-abstracts (UK)	60 journals	2 000 000	12 000	agriculture
AGRIS (*) (Austria)	AGRINCEX	1 300 000	10 000	agriculture
AGRICOLA (USA)	NAL-catalogue	2 100 000	10 000	agriculture
TROPAG (NL)	Abstracts tropical agriculture (ATA) Abstracts on rural development in the tropics (RURAL)	500 000	500	tropical agriculture
BIOSIS (USA)	Biological abstracts	7 500 000	39 000	life-sciences
IBISCUS (France)	IBISDOC	34 000	500	developing countries

(\*) Agricultural Information System (FAO).



conomic necessity in developing countries, and it is very clear that a great deal of effort needs to be concentrated on improving the existing information services. However, new advances in information technology have opened up some exciting prospects, and we cannot afford to ignore them.

### On-line access to information

In addition to developments such as telefax and electronic mail, the producers of secondary information have developed computer-readable versions on magnetic tape from their printed material. But whereas on-line access to agricultural data bases in North America and Europe has become routine, very easy and affordable, this is not the case for the developing countries. Most of them still lack the trained personnel and the access to telecommunication networks that allow economic use of on-line services.

The leasing of data bases on magnetic tapes to developing countries would not solve but only transfer the problem of communication from the international level to the national level. Furthermore, such lease or transfer is not economically feasible, as even many European data bases are heavily subsidised. Does this mean that developing countries will have no access to digitalised information? No. We now have a short term alternative for making digitalised information locally available in developing countries. This is CD-ROM (compact disc-read only memory), perhaps the most significant advance in publishing technology since Gutenberg.

### CD-ROM

CD-ROM, a type of laser disc, was developed by a joint venture of Philips and Sony. These discs are read using a player attached to a micro-computer like any disc drive which displays data on the computer screen in readable form. The information stored on the disc can be retrieved, displayed, manipulated and printed in many ways but the user cannot add any new data to

the disc. At present CD-ROM can hold up to 600 megabytes which is to say 600 million characters. Fully indexed records can be stored on a single standard 12 cm compact disc. As an illustration of their storage capacity, the entire Encyclopaedia Britannica, with every significant word indexed, has been recorded onto one disc.

In addition to its huge storage capacity, there are several other features of CD-ROM that make it especially useful for libraries and information centres in tropical countries:

1. The data on CD-ROM are permanently and physically encoded and can therefore not be lost by power cuts or surges.
2. As the term "read only memory" implies, end-users searching a disc cannot change the information in the bibliographic record; this is a feature

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that could be considered a drawback in North America and Europe, but that is actually an advantage in the developing countries.

3. Compact discs are much more durable than conventional micro-computer hard or floppy discs. They do not scratch or wear out and the integrity of the disc is not affected by service blemishes or finger prints.

4. Unlike magnetic tapes, compact discs cannot be affected by magnetic or microwave scanning at the airport or post office, so they can be simply mailed anywhere.

5. Dust, the major hazard of automation in tropical countries, has very little effect on the reading accuracy. The discs are also highly tolerant of heat and humidity.

6. Software packages with powerful indexing, search and retrieval capabilities have been designed specifically to explore the CD-ROM technology. This gives CD-ROM a great advantage over printed abstracts journals. For example, they enable users to develop and use their own SDI profile.

7. CD-ROM is extremely user-friendly compared to on-line retrieval systems, as CD-ROM is menu-driven and its use can be mastered within an hour as opposed to the esoteric command language used in on-line searches.

The purchase of data bases on CD-ROM is only economically justified if the file is used very frequently. Therefore for those who want to retrieve information from a particular data base at irregular intervals, remote on-line access will remain the most suitable and economical means. CD-ROM will never entirely replace the need for on-line access to data bases, but it is hoped that it will become an essential tool in the information transfer system of the developing countries.

Although it must be realised that this is not a miracle solution, that it will not solve all the problems, and that it will also take time for this technology to become fully operational, the agencies concerned with improving agricultural information services in the developing countries should join their efforts to promote the utilisation of CD-ROM technology. ○ R.D.

## The Courier's... mailbag

### Going to farm, thanks to The Courier

*One of the things I have learnt during the three years I have been reading The Courier is that Africans must tap their God-given wealth—the soil, if they are to “pull their populations from the jaws of famine and hunger and become self-sufficient in food supplies”. Once this is done the rest of their problems can easily be tackled.*

*Because of this, I am myself embarking on large-scale mixed farming in the Masaka area in Uganda*

**Primus Joseph Mary, Kampala, Uganda**

### Proud

*It was indeed gratifying to read the article on Trinidad and Tobago, n° 104, July-August 1987, in which you gave the subscribers of this magazine a vivid profile of our country, about which we are all justly proud. Our country was given a review that is justified.*

**Hubert Moore, Port of Spain, Trinidad and Tobago**

### Criticisms and suggestions

*The Courier is too inward-looking. It should give coverage to what is going on outside ACP-EEC cooperation.*

**I.N. Okoye, Warri, Nigeria**

*I have been a keen Courier reader for more than 10 years now and I think your information service is the best there is... but there are still one or two shortcomings:*

*(1) The information on some of the ACPs is too concise—do we generally need our information in summary form? And shouldn't the countries be put in their real geopolitical setting?*

*(2) The journal sometimes talks “egoistically”, of EEC-ACP cooperation and I accept this because of its success on the international scene. But the cooperation has to be updated. Faced with today's economic crises, which vary from one ACP country to another in spite of Lomé I, II and III, the CDI has done nothing to ease the terms offered to ACP businessmen when it comes to capital injection and supplier credit. Yet it alone is the real melting pot of ACP-EEC industrial cooperation with its spreading of private initiative, the only way to home-grown development in the ACP countries.*

**Hounsoto Honoré Sourou, Cotonou, Benin**

*There is no point in the blue pages and the reviews on books on ACP-EEC relations are inadequate. Why don't you publish dossiers on EEC-OCT relations?*

**Roy Maurice, Aix-en-Provence, France**

*I sincerely believe that congratulations are due to The Courier team for bringing the most delicate subjects to everyone's notice, no easy matter. Nevertheless, there are still one or two suggestions I should like to make.*

*(1) Why not publish a staff plan of the EEC Commission and the ACP Secretariat so we can get a better grasp of the way the different bodies—the Development Directorate, the ACP-EEC Council of Ministers, the Economic and Social Committee, the Joint Assembly, the ACP-EEC Committee of Ambassadors and so on—tie up?*

*(2) And what about monographs on NGO schemes in the developing countries, especially those which work closely with the Community?*

*(3) The CDI should produce monographs on industrialisation in the developing countries that uses intermediate technology.*

*(4) The appropriate technology column should be a more regular feature as far as possible and there should be country reports on the countries of the EEC (France, Belgium, Germany etc.) too.*

**Guy Tardieu, Toamasina, Madagascar**

*It would be interesting to see a diary of the ACP-EEC meetings, conferences and other events over the coming months.*

**Piero Fornara, Novara, Italy**

*The Courier is thick and provides a wide range of information, particularly on economic topics. It is fairly difficult to understand because the level is so high.*

**Konate Meyergue, Koudougou, Burkina Faso**

*Could we have more about ancient history of Africa in the Arts column?*

**Balla Coulibaly, Dakar, Senegal**

*Would it be possible to use colours (four colours) much more with the cover, for example?*

**Stanislas Byibeshyo, Kigali, Rwanda**

*We will try to do it as and when our finances allow, but colours are very expensive.*

**Editor**

### Readers' replies to The Courier questionnaire (No 100 — Nov.-Dec. 1986)

*If you have still not sent in your reply, do so quickly! We shall be feeding the replies into the computer from 15 January to 15 February, so if yours comes after that, it will be too late!*

## THE CONVENTION AT WORK

### Joint Assembly meets in Lisbon

#### Regional cooperation — lynchpin of development

The Lomé Joint Assembly of ACP and EEC MPs met in Lisbon from 28 September to 2 October. This was its first Iberian session and the turnout was good.

Mario Soares, the President of Portugal, addressed representatives of the 66 ACP and 12 EEC States, stressing his country's great interest in ACP-EEC cooperation. He was pleased at Lisbon being chosen for the meeting which coincided with preparations for the celebrations marking the 500th anniversary of the Age of Discovery.

"These discoveries took Europeans to the far corners of the earth, where we found knowledge and culture which we brought back for the benefit of our own continent", the President said, stressing that, with accession to the Community in 1986, Portugal had found its rightful place in the world and consolidated its recent liberation from a reactionary dictatorship.

Other speeches at the opening session included one by Ghebray Berhane, the new ACP Co-President, who had taken up his post at a meeting of ACP representatives only two days earlier.

Mr Berhane, Ethiopia's Ambassador in Brussels until July, stressed the problem of debt in the ACP countries, especially those in Africa who owed a total of \$200 billion. He welcomed the efforts some Member States of the Community were making to get the World Bank convert some loans into grants.

However, he expressed concern over apartheid (see below) and welcomed the Kingston (Jamaica) meeting of ACP Foreign Affairs Ministers on 28 and 29 October which would be defining and adopting a common position on apartheid—a system one ACP MP called "a political aberration".

Giovanni Bersani (Italy), the other Co-President of the Joint Assem-



*Mario Soares, President of Portugal (centre) with (on his left) Victor Crespo, President of the National Assembly, and Mr Berhane (Ethiopia), ACP Co-President of the Assembly and (on his right) Giovanni Bersani, the EEC Co-President and Edwin Carrington, Secretary-General of the ACP Group*

bly, hailed democratic Portugal and said he thought that the fact that two Portuguese-speaking nations of Africa (Angola and Mozambique) had joined the Convention in Portugal's wake was an "important step forward in our cooperation relations".

The Assembly then began working on the general report presented on regional cooperation in the ACPs, by the Honourable Alfayo S. Hambayi, the Zambian MP.

#### The lynchpin of development

Mr Hambayi began by saying that his report was based on talks with various ACP regional organisations—SADCC, for example, SPEC (the South Pacific Economic Commission) and the PTA (Preferential Trade Area) which had its headquarters in Lusaka. He was sorry he had been unable to consult other similar regional organisations but

pointed out that his contact with heads of regional and international organisations in Brussels in September had given him an overall picture of the problems such organisations came up against. He described the various types of regional organisation and their aims, dividing them into two—the technical and sectoral

ones and those with social and macroeconomic political objectives. "They are each important in their own way and they have their own dynamics based on pragmatic criteria reflecting the growing aims of their member countries", Mr Hambayi said. He then went on to the general problem of regional cooperation. "We know that national economic strategies and the targets they erect can be improved or accelerated by greater cooperation on intra- or inter-regional bases, whereby the existing or potential economic complementarities can be promoted", he said, so "what we have here is the mutual interest of the states involved". He was critical about the relations between some national authorising officers who have "little regular contact with the regional organisations or their opposite numbers in neighbouring countries".

As Mr Hambayi saw it, this was

something that should be stressed more to "better bring out the danger that lies in some people thinking that regional cooperation is finished once regional structures have been set up, officials appointed and premises found". He went into the main barriers to ACP regional cooperation, paying particular attention to the weakness of trade, of the infrastructure needed for this trade and of the means of payment, i.e. the non-convertibility of the currencies (see the extract from Lorenzo Natali's speech). In 1980, inter-ACP trade represented an estimated 7.7% of their total official trade, but, Mr Hambayi said, the figure was more like 20-30% taking the black market between the states and the regions into account. Hence the importance of trade for the ACP Governments if it were organised and things made easier from the tax and infrastructure angles.

In conclusion, Mr Hambayi looked forward to a true spirit of regional cooperation in the ACP States—whose national policies and socio-cultural barriers are often the main obstacles to the development of economic relations between them. He hoped to see the Commission Delegations in the regional centres strengthened. Transport and telecommunications, trade and even training were, he felt, particularly

good areas for regional cooperation. He reminded participants of the Lagos Plan, which provided for an African common market by 1992, the year when the European market was scheduled to come into being. His report called on the Community to look into the feasibility of a monetary zone which had technical or other links with the European ECU system (the basket).

The discussion of the Hambayi report underlined the importance of regional cooperation as the lynchpin of the development process, with MPs regretting that Lomé only allocated 13% of EDF funds to it. Mr J. Iroha, Nigeria's Ambassador to Brussels and a member of the national delegation, said he hoped to see a tightening of the links between the ACP regional organisations and the EEC Commission, where such relations were what the ACPs themselves wanted. Rose Waruhiu (Kenya) said the Convention did not give a proper definition of what a regional project was and she asked for this to be reviewed in the next Convention. She stressed agricultural cooperation, saying that her country was to the fore in the sort of agricultural research that applied to Africa and she also suggested running programmes to promote women's involvement in economic and social development.

The Assembly adopted the Hambayi report with one or two amendments, none of which affected the substance of the document. One of them was by the ACP Group and called for the creation of ACP multinationals and another, by Mr Jackson (UK), emphasised the fact that regional cooperation depended on the political will of the states and called for a report on what the absence of real regional cooperation—"regional non-cooperation", as the author called it—cost the ACPs.

The problem of raw materials was debated at length, notably at the insistence of the ACP States who underlined the importance of the role of the Commission in the negotiations on coffee which were taking place at the same time in London. The Assembly was informed that a restricted group of 10 producer and consumer countries, with the participation of the Commission, had been set up in London to work out details about quotas.

The Assembly next paid particular attention to the problems of rural development and the environment on the basis of the report submitted by Mr D. Sène (Senegal), which was adopted. The report insisted, notably, on the economic importance of livestock in a number of ACP countries, especially for small producers, and on the financial means that the eradication of diseases which prevent its development would require. Mr Sène warned against abrupt withdrawal of the state from this sector.

*Speakers at the Joint Assembly. Here, the CAR delegation — Mr Méthot (MP) and Cyriaque Samba-Panza, Ambassador to Brussels*



MAPEZ

### United against apartheid, but not on how to handle it

The apartheid debate was a lively one. The arguments were the same as ever, the only difference being that the ideological character of well-established positions was increasingly clear — to the point where they left the real issue aside, or drowned it in conventionally split left-right political considerations. What other interpretation to put on the fact that some see the hand of Moscow in every anti-apartheid manifestation in South Africa and others doubt willingness of people of that school of thought to really do want to do away with this "unacceptable system"?

That is, perhaps, the basic South African issue. Everyone seems ready to condemn apartheid... but there is increasing disagreement as to how to bring it to an end.

In Lisbon, however, positions were affirmed once more. The ACPs, through Mr Fa' Aso' Otaulua Semu (Western Samoa), the Co-President of the ACP-EEC Council, again asked the Community to apply trade sanctions against South Africa. They welcomed the ACP Foreign Affairs Ministers' meeting scheduled for Kingston (Jamaica) on 28 and 29 October as the opportunity to adopt a common position on South Africa. Mr Tygesen (Denmark), the President of the European Council, reminded the meeting that the anti-South Africa sanctions were for the national authorities in the Member States to apply, but that the Community had already taken a series of restrictive measures against Pretoria. He called on the MPs to increase the pressure on their Governments to get the sanctions applied. But he also said that he still believed in a peaceful solution, "wishful thinking", as one ACP MP put it.

The ACPs did, however, reject the argument about the individual countries being responsible for sanctions. The Community, they thought,

could discuss and adopt the requisite sanctions against South Africa as part of its political cooperation.

The Joint Assembly ended the apartheid debate by adopting a compromise text reflecting the general consensus on condemning the system and not the agreement on the text voted, as some MPs (the Belgians and the French in particular) pointed out that, in spite of the way they had voted, they did not agree with some of the amendments to this text—including 10a by Ove Fich (Denmark) calling for both ACP and EEC States to stop their airlines flying to South Africa and ban South African aircraft from landing on their territory, a measure which, the author claimed, would not harm the Blacks in South Africa.

Human rights was also another subject that was very much debated, notably when certain political or religious issues (Fiji, Ethiopia) were being dealt with. Mr Bersani concluded, at least provisionally, this debate in recalling the positive things that have been done.

There was considerable interest in a declaration by CAR MP Maurice Méthot on his country's desire to be actively involved in the life of the Assembly after a 10-year absence during which parliamentary activity



*Discussions in the Assembly — (left) A.S. Hambayi (Zambia) and E. Carvington*

in his country had been suspended.

Mr Cohen (Socialist, NL) was appointed general reporter.

The next meeting of the Joint Assembly will be in Lomé (Togo) in late January. ○ L. PAGNI

### Lorenzo Natali calls on the ACPs to remove the barriers to trade between them

Lorenzo Natali, Vice-President of the Commission and Commissioner for Development, spoke at the Joint Assembly, saying that regional cooperation was becoming the lynchpin of a vast development operation, a front on which "African leaders are amongst the most active protagonists". Self-reliance was no longer a purely national thing and the "self" referred to a "form of progress rooted in the regionalisation of political, economic, financial, and commercial parameters", he maintained. Lomé III regional programming, he said, had turned out to be "more structured, more transparent and, finally, more

effective than in the past".

On the important subject of trade between the ACP countries, something which the Hambayi report had gone into at length, the Development Commissioner stressed the part played by the Convention which, he said, provided for joint action to "set up or strengthen some of the machinery necessary for such trade". But he also reminded participants that there were "still many obstacles that stand in the way of increased trade between the ACP countries". South-South trade could not be developed by the North.

Mr Natali then said it was "up to

the ACP States and their regional associations to get rid of the barriers to the collective development of trade between them, whether tariff, non-tariff, regulatory or financial. Once trade is liberalised, it will be up to economic operators, especially private business, to bear the risks of entering markets with which they are ill-acquainted and obviously they will not do so unless they receive some encouragement. Despite its experience in this field, however, the Community must confine itself to a backroom role, offering financial and technical support, but only if requested by its ACP partners..." ○

## Commission proposes a special ECU 100 million programme to aid highly indebted low-income countries in sub-Saharan Africa

The Commission has proposed to the Council that in 1988 and in 1989 the Community implement a special ECU 100 million programme to aid highly indebted low-income countries in sub-Saharan Africa. This programme, which is in the form of quick-disbursing aid, is to be in addition to financing available under the third Lomé Convention and is to be used to finance sectoral and general import programmes. It would reduce the burden of debt servicing borne by these countries and stimulate their productive capacities.

Debt problems received particularly close attention at the Venice Summit in June 1987. According to an analysis made by the Commission in a communication forwarded to the Council, the Heads of State and Government of the Twelve recognised that the problems of the highly indebted low-income countries—in particular those in sub-Saharan Africa—needed to be treated as a special case, and that a position should be agreed before the end of the year on the various proposals put forward.

The Commission considers that the immediate and temporary purpose should be to counter the shortage of foreign currency caused by the excessive debt burden, the fall in export earnings from commodities and the inadequacy of external financial flows, all of which have led these countries to cut back their imports to levels incompatible with the minimum consumption requirements of households and industry, and investment in and maintenance of basic infrastructure.

To counteract these difficulties the Commission is planning a number of operations which will complement normal operations providing long-term development aid and which must be tailored to the specific objective in question—hence the importance of quick-disbursing aid, especially sectoral import programmes.

### Increasing the use of sectoral import programmes

Under the third Lomé Convention many countries have already included recourse to sectoral import programmes in the indicative programmes which they have signed with the Commission. These programmes are a particularly suitable instrument for assisting the renewal of the development process in the highly indebted

countries. These take the form of the supply or financing of inputs into the production system, e.g. raw materials, spare parts, fertilizers, insecticides, inputs for improving health and education services, etc.

The Commission intends to increase the proportion of quick-disbursing aid, particularly in the form of sectoral import programmes, to about 20% of national programmable aid.

### Special programme (1988/89)

In addition to the measures just referred to, the Commission proposes that the Community implement in 1988 and 1989 a special ECU 100 million programme for highly indebted low-income countries in sub-Saharan Africa. Financing under this programme would be additional to financing for these countries under Lomé III and given in the form of quick-disbursing aid.

They would be financed:

- (i) either by sectoral import programmes;
- (ii) or by more general import programmes.

These programmes should cover essential imports and correspond to the priorities agreed and reciprocal undertakings made between the EEC and each of the ACP States concerned during the programming exercise, and take account, especially in the case of general import programmes, of the adjustment programmes and reforms decided on in agreement with the World Bank or the IMF.

The counterpart funds in local currency raised from the sale of the imports thus financed would be used, by agreement between the Community and the government of the recipient country, to further the priorities mentioned above.

### Also in the Yellow Pages

#### The Convention at work

- V. EDF financing
- X. EIB
- XII. Visits
- XIV. ACP embassies

#### European Community

- XV. New member of the Commission

### Negotiation for a new Convention

Negotiations for the Convention which will succeed Lomé III will begin in September 1988.

### Request for membership of future Lomé Conventions

The Government of the Dominican Republic has written to the President of the EEC Council, Mr Ellemann-Jensen, formally requesting membership of the next ACP-EEC Convention which will succeed the current Lomé III Convention. It has meanwhile asked for the status of observer within the different organs of the ACP.

It should be recalled that the European Commission has proposed to the Council to negotiate a regional cooperation agreement with the Dominican Republic and Haiti, ruling out the two countries from membership of the Lomé Convention. By contrast, the two countries have themselves asked for membership. It is up to the 12 as well as the ACP States to decide.

The recipient countries would be selected on the basis of certain criteria of eligibility, namely countries:

- (i) with low per capita income and no access to capital markets, characteristics which are reflected in their eligibility for financing from the International Development Association (IDA);
- (ii) which are highly indebted, the debt burden seriously affecting their capacity to import and hence stimulate any renewed development;
- (iii) engaged in major policy adjustment and reform measures that merit and provide grounds for Community support.

As regards financing of the special programme, the Commission proposes that part of the ECU 100 million (i.e. ECU 40 million) be financed from the non-allocated funds remaining from the previous Lomé Conventions.

The allocation of such a sum will mean some degree of additionality for countries where operations under the special programme are concentrated. To accentuate the effect of the actual additionality—so as to establish more firmly the credibility of the Community initiative—the Commission proposes that the other part (ECU 60 million) be financed by the partial recycling of funds accruing from the payment by the ACP countries of interest and capital relating to special loans and risk capital accorded by the Community. ◊

### Experts on evaluation meet in Brussels

A meeting of ACP-EEC experts on evaluation took place at the ACP House in Brussels from 28 September to 2 October. It is from this kind of meeting that the "basic principles" emerge for detailed examination by the Article 193 Committee of the Lomé III Convention and eventual approval by the Council of Ministers. Through this process, the "basic principles" on roads, livestock development, technical cooperation and trade promotion have already been obtained. The latest meeting which dealt with crop development, rural development and education and training brought participants from Jamaica, Kenya, Nigeria, Papua New Guinea, Suriname, Tanzania, Trinidad and Tobago, and Zimbabwe, Belgium, Germany and Denmark, most of whom were either economists, agronomists or educationalists.

It should be noted that, after a period of difficulty, these meetings have now defined methods of approach. Problems are examined first from the sectoral angle where studies are made of areas such as irrigation, agro-industrial and rural development projects, then from the instrumental angle where cross-cutting issues such as technical assistance, trade promotion, emergency aid, environmental protection and women are examined. The third approach is from the geographi-

cal angle where problems are viewed from regional, sub-regional and national perspectives and finally, the *ad hoc* approach where matters are dealt with at the request of interested parties. ◊

### The ACP-EEC Cultural Foundation and housing

World Housing Day was on 5 October and ACP House in Brussels was the scene of an event run by the ACP-EEC Cultural Foundation in conjunction with the UN Information Centre and Liaison Office in the Belgian capital. This event, part of the international House the Homeless Year, included exhibitions, videos and a series of talks on housing-related topics. The subject was introduced by Messrs Sylla, Guinean Ambassador and Chairman of the ACP Committee of Ambassadors, Winterbeek, Administrator-General at the AGCD, the Belgian bilateral cooperation body, Cappellemans, Head of Cabinet of the Flemish Minister of Housing, Fodha, Head of the UN Information Centre and Liaison Office in Brussels and, of course, Mauritian Ambassador and Foundation Secretary-General Raymond Chasle himself.

Mr Sylla outlined the purpose of the day clearly. A quarter of the world's population lived in precarious housing and 100 million had no form of shelter at all, he said, so the decision-makers had to be made aware of the housing problem, which was particularly acute in the Third World because of low incomes combined with high demographic growth and galloping urbanisation. This was a move that should

lead to a series of practical measures.

Raymond Chasle pleaded for a comprehensive approach that took proper notice of the various factors—the use of space, the users' and particularly the women's opinions about the functional aspects of housing, new materials and local culture and ecosystems.

Most of these subjects were taken up in the specialist reports by African and European town planners and architects.

The Courier will be returning to this topic in a later issue. ◊

## EDF FINANCING

Following a favourable agreement of the EDF Committee, the Commission has just approved the financing of the following projects:

### Ethiopia

North Shewa Rural Reclamation and Development Programme  
Sixth EDF  
Grant: ECU 22 000 000  
Special Loan: ECU 2 000 000

The Ethiopian Government is following the guidelines of the 6th EDF Indicative Programme concerning the concentration of EEC assistance on agriculture. It is also drawing up policies that assist in the prevention of erosion and the effects of deforestation on the environment and on the development generally, particularly in the framework of the Three Year Plan (1987-1989), which correspond to commitments already taken in the Indicative Programme.

The Programme to be implemented in the northern part of the Shewa region, puts a major emphasis on gradual land rehabilitation, on the recovery of agricultural production towards a situation of higher food self sufficiency, on the introduction of a new balance between human and animal density and the erosion-exposed local ecosystems, and on the improvement of the welfare of the local production.

The proposed Programme consists of an integrated and coherent series of measures in soil and water conservation, afforestation, reforestation and strengthening rural infrastructure.

The main schemes are:

- Conservation and forestry activities in critical areas;
- Development of crop production by provision of agricultural inputs and strengthening of extension services;
- Improvement of livestock productivity and support to sheep production;
- Establishment of 570 hectares of small-scale irrigation schemes and upgrading of 640 hectares of existing ones;
- Development of rural infrastructure (water supply, access roads);
- Implementation of a micro-projects programme to meet population needs (markets, stores and shelters, etc.);

- Support to institutions, including training;
- Supply of technical assistance and financing of studies.

## Swaziland

### Integrated Development of Trade, Tourism and Handicrafts Fifth and Sixth EDF Grant: ECU 2 700 000

The purpose of this programme is to generate trade opportunities in the domestic and external markets, develop and promote Swaziland as an attractive tourist destination and improve the quality and marketability of production in the handicrafts sector. The EDF resources will provide the means, primarily through technical assistance for human resources development and institution building, limited rehabilitation work and market development. In the Lomé III National Indicative Programme (NIP) for Swaziland, the Commission has agreed to support actions outside the focal sectors (education and rural development), i.e. in the areas of trade, tourism and handicrafts. Up to 15 per cent of the NIP has been set aside for this purpose.

The project involves mainly secondment of longer and short-term technical experts, the financing of market studies, trade missions, training, participation in trade fairs, the development of tourist attractions and the preparation of publications and brochures. The programme will be implemented in the period 1988-1991.

## Ghana, Kenya, Somalia, Uganda, Zambia and Zimbabwe

### Reintegration of qualified African nationals Sixth EDF Grant: ECU 7 300 000

The proposed programme is a continuation and extension of a very successful programme financed under Lomé II. It encourages qualified Africans with professional experience who reside in the industrialised countries to return to Africa and fill vacant jobs. The programme thus taps the existing resources of available qualified ACP staff outside their home countries in order to fill the serious human resource and skills gap from which these countries are suffering. It is fully in line with the emphasis which the Convention lays on human resource devel-

opment and the promotion of the cultural identities of the ACP States.

The individual target countries (Ghana, Kenya, Somalia, Uganda, Zambia and Zimbabwe) were chosen in accordance with their proven or expected attractiveness for returnees and in agreement with the Governments concerned. The majority of these countries are in fact making structural adjustment efforts to improve their economic environment, thus enhancing possibilities for productive employment.

The qualification profile of the assisted returnees will be in accordance with actual market demand so that immediate productive use is assured, both for the private and public sector. The overall target figure is 550 returnees.

## Burundi

### Extension to the Institute of Education Fifth EDF Grant: ECU 1 000 000

The idea here is to build and fit out extensions—a general teaching section and an agricultural complex—at the Institute of Education in Bujumbura.

The aim is to improve the operating conditions of the institute, whose student population has grown.

## Kenya, Uganda and Tanzania

### Lake Victoria fisheries research Fifth EDF Grant: ECU 1 500 000

The objective of the project is to strengthen regional cooperation in fisheries research and management between the riparian countries of Lake Victoria. This project will focus on rehabilitating existing fisheries research institutions and improving fisheries data collection and analysis.

The project will provide laboratory equipment and instruments to the Kenyan, Tanzanian and Ugandan fisheries research institutes and restore, where appropriate, research vessels to a fully operational state. Furthermore, technical assistance will be provided with a view to harmonising and consolidating fisheries data collection systems throughout the region.

## Eastern Africa DLCO-EA (Desert Locust Control Organisation for Eastern Africa)

### Migrant pest control Fifth EDF Grant: ECU 4 000 000

The programme aims to increase food security in Eastern Africa through migrant pest control and, through the use of more efficient methods to reduce negative environmental impacts at the same time.

It also strengthens regional cooperation through its support to the Desert Locust Control Organisation for Eastern Africa (DLCO-EA). The direct project objectives are to further develop and affect strategic control of army worm (*Spodoptera exempta*) through survey and timely eradication of primary outbreaks in source areas, mainly the coastal regions of Tanzania and Kenya. Secondly, through the establishment of specialised know-how in DLCO-EA and training of plant protection services in member countries, to create a permanent control capacity in the region.

## Madagascar

### Rehabilitation of the RN.4 Sixth EDF Special loan: ECU 1 000 000

One of the priorities for infrastructure in Madagascar's five-year (1986-1990) plan is the rehabilitation of 1500 km of asphalted roads, to include National Road No. 4 (RN4), which links Antananarivo, the capital, with the town of Mahajanga, Madagascar's second port.

The project involves rehabilitating 119 km of the RN4 between PK 58 and PK 177 so that people and goods (cotton, tobacco, textiles, cement, rice, manioc, sugar, etc.) can be carried faster, cheaper and more regularly.

## Mauritius

### Development of agriculture on Rodrigues Island Sixth EDF Grant: ECU 3 250 000

The Mauritian Government was anxious to put an end to the economic and physical deterioration of the island and put territorial development schemes among the priority interventions of Lomé II. So back in 1982, it



set up an integrated project to develop Rodrigues and the ECU 3 000 000 channelled into this ran out in 1987.

Today, the priority is still there, thanks also to the very encouraging results of the scheme in question. The original aims have in fact very largely been achieved and improved on, with the additional positive effect of mobilising the island's work potential.

So there is great incentive to go on and preserve the island and maintain its population in a viable environment.

This priority is all the more justified for Rodrigues being characterised economically by the availability of products that are wanting in Mauritius — maize, onions, citrus fruit, beef and veal and pigmeat etc.

## Seychelles

### Craft development programme

Sixth EDF  
Grant: ECU 1 200 000

This programme, which is in line with Seychelles' Development Plan and Indicative Programme, aims to organise and develop craft to encourage import substitution, the intensive use of local raw materials and job creation.

The Seychelles Government has produced a general craft development plan for which this programme, in coordination with other funders, provides a grant of ECU 1 200 000.

The Community schemes will be in four fields — organisation of the sector, aid to adapt products, training and promotion and marketing.

## Vanuatu

### Fisheries Service and Training Centre

Sixth EDF  
Grant: ECU 1 700 000

In order to consolidate gains made so far in the development of a (small scale) commercial fisheries sector in Vanuatu, the Government not only envisages the establishment of a decentralised Fisheries Extension Service but also the establishment of training facilities for both extension staff and fishermen.

The project will provide a Fisheries Training Centre and nine new Fisheries Extension Centres, one in each of Vanuatu's Local Government Council (LGC) areas.

It will have a substantial impact on basic fisheries development in the poorer rural areas, by improving the diet of the population, increasing wage payments and productivity, diversifying the income basis and thus reducing their heavy reliance on copra production.

## Vanuatu

### Smallholder cattle development

Sixth EDF  
Grant: ECU 228 000

The project is a continuation of the IV EDF-financed Smallholder Cattle Development Project.

Project operations under the first phase of this project were concentrated in the northern and central regions of the country, and were successfully completed in June 1986.

Phase II will now cover the entire country and consist of organising training courses (residential and on-the-job livestock training), support for marketing of smallholder cattle and provision of basic tools and equipment.

The project is expected so last four years and will address some 2 000 smallholdings in the country (about 12% of rural households) which raise cattle.

## Burkina Faso

### Comoé village water engineering (Phase III)

Fourth EDF  
Grant: ECU 3 100 000

The aim of this project is to meet the drinking water requirements of the rural populations of Comoé province (Burkina Faso) as part of the water component of the People's Five-Year Development Plan.

The original aim has to be pursued because there is still not enough water available. The additional aim is to improve the health education schemes to get people to make hygienic use of the water thus provided.

## Suriname

### Rehabilitation of Burnside-Wageningen road

Fourth and fifth EDF  
Grant: ECU 7 500 000

The project concerns a 31.8 km section of the main all-weather road running east-west in the coastal zone of

Suriname connecting Albina on the border with French Guyana in the east to Nieuw Nickerie on the border with the Republic of Guyana in the west, a total distance of 376 km.

The 31.8 km section crosses the swampy area between Wageningen and Burnside at the western end of the main road, approx. 50 km east of Nieuw Nickerie.

## Benin

### Household income survey

Sixth EDF  
Grant: ECU 200 000

The Benin Government has given the Institut National de la Statistique et de l'Analyse Economique (INSAE) responsibility for various official statistics-gathering operations, including the National Household Survey Capability Programme (NHSCP).

With support from the United Nations Fund for Populations Activities (UNFPA), INSAE has already carried out a population survey under the first part of the programme and is now engaged in the household income survey. The project got off the ground in October 1984 and additional financing will be necessary to complete it and incorporate the guidelines of the indicative programme under the Sixth EDF.

## Sierra Leone

### Baby food production

Fifth EDF  
Grant: ECU 1 250 000

The project aims at the improvement of the nutrition and health status of children in Sierra Leone by producing, from local raw materials, low-cost, high-quality weaning food (called "Bennimix"), which can be afforded by the low-income groups. One food production unit will be established employing a low-investment, labour-intensive production process.

The project will be implemented over a period of three years. During this period the existing pilot factory in Bo will be gradually expanded to reach a capacity of 250 tons annually. Simultaneously, a raw material procurement and a target group directed marketing system will be established and a nutrition education programme carried out.

**Benin****Road infrastructure rehabilitation and maintenance programme**

Sixth EDF

Grant: ECU 24 300 000

The Community is planning on a series of schemes in the second focal sector of the 6th EDF indicative programme with a view to backing up the Government's infrastructure sectoral policy.

These schemes make up the present road infrastructure rehabilitation and maintenance programme.

The components of the programme, which is to be financed with a grant under the 6th EDF indicative programme, are:

- repairs and improvements to the Come-Lokossa-Dogbo road (60.5 km),
- repairs and improvements to the Parakou-Malanville road (317 km),
- the supply of machinery and rolling stock for the road maintenance department,
- the fitting up of two traffic control posts (weighbridges),
- staff training and technical assistance for the Ministry of Public Works.

**Mauritania****Road maintenance programme**

Sixth EDF

Grant: ECU 15 000 000

The idea here is to repair and improve 93.5 km of the Nouakchott-Rosso road and 78 km of the Boutilimit-Aleg road. These are the country's two main roads.

The programme also includes forming a brigade to maintain and clear sand from these roads.

The economic advantages of the project are essentially derived from the improvements to the main road network linking the capital to areas of agricultural production and to a cut in vehicle running costs.

**Mauritius****Productive sector diversification**

Sixth EDF

Grant: ECU 5 000 000

Special Loan: ECU 5 000 000

This programme is intended to back up the Mauritian drive to diversify and improve industry. It is the first stage of the operation to bring about lasting improvements in employment laid down in the indicative pro-

gramme. Stage two will diversify agriculture.

The measures the Government is taking confirm its wish to pursue industrial and trade promotion and the promotion of small and medium-sized firms with a view to consolidating and diversifying Mauritian industry.

The programme is intended to back up the Government's industrial strategy and its drive for lasting improvements in the employment situation and is therefore divided into four complementary parts:

- improving the institutions responsible for industrial promotion and vocational training, essentially the Ministry for Industry and its operation departments;
- financing industrial and trade promotion schemes (market studies, promotion missions etc.);
- running a support programme for small businesses, mainly by setting up a line of credit and opening a technology, marketing and management counselling service;
- financing both vocational training schemes for young people and advanced training and retraining courses.

**Burundi, Uganda, Rwanda and Kenya****Northern Corridor**

Sixth EDF

Grant: ECU 48 500 000

The purpose of the project is to rehabilitate and improve 277 km of bitumen road for Northern Corridor traffic between the towns of Masaka and Kabale in Uganda. The project is one of a series of complementary actions within the framework of general support for the Northern Corridor. The Northern Corridor is the link joining the landlocked countries of Burundi, Rwanda, Uganda and Eastern Zaïre to the port of Mombasa in Kenya.

This road forms a link between two sections of road which are currently being improved with EDF V support. It passes through the town of Mbarara and carries a major proportion of the transit traffic to and from Rwanda as well as substantial flows to Burundi and to Eastern Zaïre. It is an important artery for Ugandan domestic and international trade.

The project involves the resurfacing and strengthening of a road which al-

ready exists but which is in poor condition following heavy use and poor maintenance.

**Niger****Improvement of the RN1 and RN11 roads**

Fifth EDF

Grant: ECU 3 680 000

This project is in line with the national authorities' priority targets of improving the road sector, particularly the trans-Saharan route and the feeder roads to the main highway to the southern frontier with Nigeria.

It follows on from operations financed by the 1st, 2nd, 3rd, 4th and 5th EDFs and is a complement to investments by other funders (the ADB, ABEDIA, the Saudi Fund, OPEC and Niger) in the north-south (Agadez-Zinder) link.

It involves asphaltting, widening and improving as follows:

- asphaltting a 35 km stretch of the RN11 (Agadez-Zinder) near Agadez;
- widening and improving the 57 km Takieta-Nigerian frontier stretch of the RN1 (Niamey-Zinder).

**Mali****Improvement of health infrastructure in the Bamako district**

Fourth EDF

Grant: ECU 1 300 000

The idea here is to improve the health situation of the people by improving the infrastructure in two fast-growing areas of Bamako and giving Mali a National Blood Transfusion Centre that can cater for the country's needs.

This is an extension of the 4th EDF project which provided special obstetrics and pediatrics facilities. It involves extending the buildings of the two health centres in Laflabougou and Badalabougou, building the National Transfusion Centre at Quinzambougou and supplying equipment for all three places.

**Burkina Faso and Niger****Capitalising on wood from the Komienga dam**

Fourth and sixth EDF

Grant: ECU 900 000

This is part of the anti-desertification and environmental protection programmes laid down in the Lomé Convention. It follows on from the conclusions of the Praia meeting of

CILSS members (Burkina Faso, Cape Verde, Chad, Gambia, Guinea Bissau, Mali, Mauritania, Niger and Senegal) and the Commission in October 1986 when plans were made for forestry policy and savings in wood consumption.

The idea is to capitalise on the timber on the 20 000 ha of the Komiengga HE dam (being cofinanced by the Community) and to make it available to people in the area (Burkina Faso and Niger in particular).

The ecological aim is to reduce wood cutting for energy purposes in the area by a volume equivalent to the volume of wood (about 200 000 m<sup>3</sup>) on the Komiengga site.

## Ghana

### Rehabilitation of drainage facilities and small bridges

Fifth EDF

Grant: ECU 5 000 000

The idea here is to make a further contribution to improving the road infrastructure in southwestern Ghana. The top priority job of repairing the drainage and small bridges along the main roads and service roads in the focal sector will facilitate the transport of various agricultural products that go for export and help develop high-potential agricultural areas by ensuring permanent access to the markets.

The project involves both works and technical assistance, as follows:

- small, top-priority bridges;
- drainage facilities of various sizes;
- repairs to the drainage layer of the service roads.

## Montserrat

### Improvement of Montserrat's water supplies

Fourth and sixth EDF

Grant: ECU 966 000

This is the first phase of the project to improve Montserrat's water supplies. It is intended to improve supplies and make them more reliable with a view to meeting the domestic and business needs of about 2500 families, hotels and boarding houses in the island's main urban centres.

The idea is to boost water production, reduce shortages and cut pumping costs by:

- replacing old pipes;
- improving the tapping of spring water;
- collecting the usual reservoir overflow;

— improving access to the reservoirs and springs.

## Economic Community of West African States (ECOWAS)

### West African Industrial Forum in Dakar

Sixth EDF

Grant: ECU 3 000 000

ECOWAS, which was formed on 28 May 1975 by a treaty signed in Lagos and completed on 5 November 1976 by five protocols signed in Lomé, is made up of the 16 (9 French-speaking, 5 English-speaking and 2 Portuguese-speaking) states of West Africa. It has fairly considerable potential as far as natural reserves are concerned and its population will be almost 200 million by 1990 — when the customs union is scheduled to come into being. So it is a sub-regional unit with considerable resources and markets.

The project involves financing an operation to promote cooperation between firms in the EEC and West Africa by running information, awareness and promotion schemes and monitoring investments by Community firms and joint ventures with West African promoters. This should culminate in the next three West African Industrial Forums in Dakar.

## Sudan

### Rural development of the Nuba Mountains (Phase II)

Sixth EDF

Grant: ECU 11 450 000

The Lomé III indicative programme for Sudan makes agricultural and rural development a priority. One important thing in this field is to boost the production and improve the food security and income of traditional small-holders in the rainfed regions of western Sudan. The first Lomé III scheme along these lines was the second Djebel Marra rural development project in Darfur Province, which was approved early in the year. The Nuba Mountain Scheme (Phase II) is based in the neighbouring province of South-Kordofan.

It will involve boosting the output of the main food crops — sorghum, millet, groundnuts and sesame — mainly by promoting draught animals and developing extension and input supply services. Forestry and agro-forestry schemes aimed at better land management in the northern part of the project area are also included.

## Ethiopia

### Integrated training programme

Sixth EDF

Grant: ECU 7 100 000

This follows on from the two multi-annual training programme of Lomé I and II, but puts greater emphasis on rural training and retraining, particularly as related to production and, more generally, better use of the human resources involved or to be involved in the economic system.

The project measures are local training and retraining schemes to be run by Ethiopian training institutes (and the Ethiopian Management Institute in particular) for about 10 200 people. Various appropriate means will be used. The programme also includes financing for some specific training courses which, in the absence of the relevant local facilities, will have to be followed abroad.

## Uganda

### Sectoral import programme

Sixth EDF

Grant: ECU 15 000 000

Uganda has decided to run an economic reform programme to make for stable growth after years of serious economic and social upheaval.

The idea is to bring about a rapid increase in the availability of raw materials for the production of basic consumer goods and provide spare parts and the vehicles needed by the transport sector.

## Kenya

### Northern Corridor Transport Programme

Sixth EDF

Special loan: ECU 10 000 000

The idea here is to:

- (i) repair and improve 105 km of tarred road in the Northern Corridor, ensuring traffic between Kabete and Limuru (17 km), Eldoret and Malaba (Eldoret-Turbo 28 km and Webuye-Malaba 60 km);
- (ii) improve the customs facilities at Malaba on the Kenya-Uganda frontier;
- (iii) help the Transit Transport Coordination Authority of the Northern Corridor.

The programme is one of a series of complementary schemes run as part of general aid to the Northern Corridor linking the landlocked countries (Burundi, Rwanda, Uganda and Eastern Zaïre) with the port of Mombasa in Kenya.

The road rehabilitation part of the programme will also help traffic to and from southern Sudan.

## Kenya

### Programme to assist research into farming and herding

Sixth EDF

Grant: ECU 20 000 000

The idea here is to help the Kenyan Government with its drive to perfect the organisation and management of research into farming and herding.

Kenya's old agricultural research institute (Mugugu), the scientific research department at the Ministry of Agriculture and the veterinary research department at the Ministry of Livestock Development have merged and reorganised to become the Kenyan Agricultural Research Institute. A national agricultural research programme has been devised and put to a mixed donor-Government team.

The EDF programme involves offering support for selected schemes (ongoing or proposed for Lomé assistance) in the national programme.

Assistance will be provided with:

- training, auditing accounts, monitoring and evaluation;
- livestock research;
- the national soil fertility and plant nutrition programme;
- the national land and water management programme.

## Botswana

### Support for major crops in the north

Fifth EDF

Grant: ECU 3 000 000

This is only one of several programmes geared to the focal sector of Botswana's national indicative programme - to develop and protect natural resources. The different parts of the two-stage programme have to concentrate on northern Botswana and thus boost the geographical focus of Lomé III resources. The programme is in line with the national food strategy Botswana adopted in late 1985, which is geared primarily to reducing the country's dependence on external food supplies.

It will help Botswana improve its major crop sector which has been given scant attention in comparison with herding. Phase I will mainly involve identifying the region's agricultural potential and land use. It will make suggestions on zoning, land distribution and developing infrastructure in the light of utilisation and outline so-

cial, economic and technical obstacles. This will constitute the Pandamatenga Development Plan. The results of Phase I will help the Government of Botswana lay down the details of Phase II - which will be the provision of the appropriate economic and social infrastructure. Phase I will also include building a local agricultural research centre at Pandamatenga to investigate the agricultural production problems of the region and its soil.

## Mozambique

### Sectoral import programme

Sixth EDF

Grant: ECU 40 000 000

Mozambique is in a difficult situation and drastically short of foreign exchange for its imports - which is a bottleneck as far as getting the economy going again is concerned.

An economic rehabilitation programme to bring in new and more flexible instruments of economic management and considerably raise the level of activity has been launched by the Government following agreements on the economic and financial recovery policy authorised by the IMF and the World Bank.

The sectoral import programme, which the Commission is to finance with ECU 40 000 000, is in line with this and has the priority aim of helping overcome the foreign exchange shortage with a view to rehabilitating and developing agricultural production, particularly by the peasants.

This programme is in the focal sector of the indicative programme and involves an integrated approach to rural marketing. There are four areas of intervention linked directly and indirectly to the agricultural sector:

- direct support for agricultural production;
- support for the production of consumer goods;
- support for the development of rural marketing;
- support for the development of rural infrastructure.

## Malawi

### Agricultural input supply support programme

Sixth EDF

Grant: ECU 28 200 000

The support programme for smallholders will provide fertiliser buffer stock, primarily to ensure that the smallholders get regular supplies of

fertiliser while trade is upset and improve the local supply and use of fertiliser when things are going normally.

It will start in 1987-88 and go on until 1990-91. There will be two phases. The EDF resources will be used to buy 70 000 t of fertiliser and build stores (total 65 000 m<sup>2</sup>) in three strategic places - Mzuzu for the north, Lilongwe for the centre and Blantyre for the south. The stock handling equipment, local extension staff housing and programme headquarters offices will also be provided. A resident three-man technical assistance team will help with implementation and there is to be a training programme for local staff. o

## EIB

### Swaziland: ECU 3 million for small and medium-sized enterprises

Under the Third Lomé Convention, the European Investment Bank has advanced ECU 3 m towards financing small and medium-sized enterprises in industry, agro-industry, mining and tourism in Swaziland. The funds take the form of two loans made available from the risk capital provided for under the Lomé Convention and managed by the Bank.

A conditional loan for ECU 1.65 m has been granted to the State at a rate of 2% and for a term of up to 25 years to help it to subscribe to the equity of the new Swaziland Industrial Development Company Ltd (SIDC). Currently in the process of being set up to take over the activities and most of the portfolio of the National Industrial Development Corporation of Swaziland (NIDCS), the new company will also count the following among its shareholders: the Commonwealth Development Corporation (CDC), the German Finance Company for Investment in Developing Countries (DEG), the Netherlands Development Finance Company (FMO), the International Finance Corporation (a member of the World Bank group), and a number of local banks.

In tandem with the above finance, a global loan (line of credit) for ECU 1.35 m has been concluded with the SIDC for 15 years at a rate of 4%. The proceeds of this will be onlent by the company in support of selected small and medium-sized enterprises approved by the EIB, notably towards

financing fixed assets, including industrial buildings.

### **Nigeria: ECU 30 million for small and medium-sized enterprises**

As part of financing under the Third Lomé Convention, the European Investment Bank, the European Community's bank for long-term finance, has lent the New Nigeria Development Company Ltd (NNDC) ECU 30 million for investment by small and medium-sized enterprises in the industrial, agricultural processing, mining and tourism sectors.

This global loan (line of credit) from the EIB's own resources (mainly the proceeds of borrowings on the capital markets) has been granted for a term of 12 years at a rate of 5% after due allowance for an interest subsidy from the resources of the European Development Fund. The proceeds of the loan will be onlent by NNDC in support of investment projects selected in agreement with the EIB.

NNDC's share capital has been subscribed by the 10 Northern States of Nigeria where its activities are concentrated. Consequently, the global loan will complement the two lines of credit for ECU 25 m and ECU 40 m granted under Lomé I and II to NIDB (Nigerian Industrial Development Bank) and which have so far been used to finance 61 projects.

### **Ghana: ECU 7 million for oil refinery**

The European Investment Bank has made available ECU 7 million, under the Third Lomé Convention, for financing the second phase rehabilitation programme of the Tema refinery in Ghana. Investments under this scheme, which also receives IDA support in the context of the Petroleum Refining and Distribution Project, will contribute towards improving environmental protection, making more rational use of energy and enhancing workers' safety.

The funds (15 years, 2%) have been advanced to Ghana in the form of a conditional loan, drawn from risk capital provided under the Convention and managed by the EIB, and will be on-lent to the Ghanaian Italian Petroleum Company Limited.

In 1984 the Bank advanced a total of ECU 7.6 m from Lomé II risk capital resources for earlier upgrading of the Tema refinery in 1984.

### **Dominica: ECU 3.8 million for hydro-electric project**

To help the island of Dominica develop its hydro-electric resources, the EIB is lending it ECU 3.8 million towards the installation of three new generating units with a combined capacity of 4.3 MW to enable the island to meet increasing electricity demand without recourse to oil imports.

The funds from risk capital resources managed by the EIB under the Third Lomé Convention are being provided in the form of a conditional loan (25 years, 2%) to the Commonwealth of Dominica which will on-lend the proceeds to the Dominica Electricity Services Ltd (DOMELEC), a public utility with exclusive rights to generate and distribute electricity on the island.

The loan will help finance works costing an estimated ECU 17.2 million, involving diversion of the River Clark, construction of a small dam at Freshwater Lake to supply water to the Laudat power station, installation of a new 1.3 MW generating unit at Laudat and the addition of two extra generating units each with an individual capacity of 1.5 MW downstream of the Trafalgar power station; the works are to be completed by the end of 1990. Piping and distribution and transmission installations are also planned.

Financing for the project will also be provided by the Caribbean Development Bank, IDA (of the World Bank Group), the Caisse Centrale de Coopération Economique (CCCE), Paris, and the Canadian International Development Agency.

### **Botswana: ECU 6 million for new abattoir in Botswana**

The European Investment Bank is lending ECU 6 million, under the Third Lomé Convention, for constructing a new abattoir in Francistown, in north-eastern Botswana.

The funds are being advanced in the form of:

- a loan for ECU 4 m from the EIB's own resources (chiefly the proceeds of its borrowings on the capital markets), carrying a term of 15 years with interest payable at 5% after deducting an interest subsidy financed from the European Development Fund;
- a conditional loan for ECU 2 mil-

lion (interest rate: 2%; term: up to 25 years) drawn from risk capital resources provided for under the Convention and managed by the EIB.

The loan from own resources has been channelled to the Botswana Meat Commission (BMC), a non-profit-making parastatal body acting as project promoter, while the conditional loan has been granted to the State for onlending to the BMC.

The new abattoir, which will also include a deboning facility, will have a processing capacity of up to 500 head of cattle and 200 head of small ruminants per day. The scheme, costed at ECU 23 m and scheduled for completion in 1990, is of vital importance for the marketing and processing of beef, the main source of income and employment for 80% of the country's population. The works are being co-financed by the African Development Bank.

### **Zimbabwe: ECU 12 million for water supply scheme in Harare**

The European Investment Bank (EIB), is providing ECU 12 million, under the Third Lomé Convention, towards financing an extension of the water treatment, pumping and distribution installations in Harare, of Zimbabwe.

The loan has been advanced to the Government for 20 years at 5%, after deduction of an interest subsidy drawn from European Development Fund resources. It will go towards funding a scheme being undertaken by Harare City Council for construction of a new drinking water treatment installation at the Morton Jaffray works, providing additional capacity of 227 million litres per day, laying of a 27.5 km steel conduit between this plant and the existing network and supply of about 26 000 meters. In tandem with implementation of this project, the first stage of associated works will be carried out to boost storage capacity and expand the distribution network in the city.

These installations will enable the network to handle the expansion in household demand, the result, in particular, of the rapid growth in the population of the capital city and the satellite town of Chitungwiza, which together currently number more than 1.5 million inhabitants. The project is costed at some ECU 47 m and is due to be completed in 1991. It is also attracting a loan from the African Development Bank. ◊

## VISITS

### Angolan President at the ACP House and the Commission

On 25 September, the President of the People's Republic of Angola, José Eduardo dos Santos, and a high-level delegation—in particular Foreign Affairs Minister Alfonso Van Dunem, Transport Minister Carlos Antonio Fernandes, Planning Minister António Henriques da Silva, who is also the National Authorising Officer and the Ambassador to Brussels, Mrs Noémia de Almeida Távira—visited the ACP Secretariat-General and the EEC Commission headquarters during his tour of the capitals of a number of Community countries (France, Belgium, Italy and Portugal).

In his speech welcoming members to the extraordinary meeting of the ACP Committee of Ambassadors, the President-in-Office, Guinean Ambassador Ibrahima Sylla, outlined President dos Santos' career in the fight for Angolan liberation. He then said that one of the biggest priorities of the ACP Group was to "eradicate apartheid in all its forms", as on this depended everything else—freedom, dignity and justice, without which there could be neither peace nor development. And lastly, he assured President dos Santos of the "support of the ACPs, which will use all the opportunities the Lomé Convention offers to seek a just and lasting peace for the sister peoples of Angola and southern Africa".

In his reply, President Dos Santos spoke at length on the seriousness of the economic situation and particularly the burden of external debt Africa had to bear. He also emphasised the importance of the Lomé Convention in "having a set of principles as a basis on which the two groups of countries can develop their cooperation in their reciprocal interest and with strict respect for national sovereignty and independence". He regretted the fact that his country, which was the newest member of the ACP-EEC cooperation agreement, was not "developing the machinery for liaison between our Government and the organisation properly yet, since the level of cooperation is far short of the real potential". The President mentioned the economic and financial rationalisation programme his country was anxious to bring in, stressing that, as he



*Angolan President José Eduardo dos Santos (centre) is welcomed to the ACP Secretariat-General by (l to r) Edwin Carrington, Secretary-General of the ACP Group, Raymond Chasle, Mauritian Ambassador and Vice-Dogen of the ACP Ambassadors, Ibrahima Sylla (Guinea), Chairman of the ACP Committee of Ambassadors, and Libère Buzingo, Head of the OAU Brussels Office*



*President dos Santos with Jacques Delors (Centre), the President of the European Commission, and Lorenzo Natali (right), Vice-President*



*Exchange of letters on provisional implementation of the EEC-Angola fishing agreement signed by António Henriques da Silva, Angola's Planning Minister, and António Cardoso e Cunha, the European Fisheries Commissioner*

saw it, the Community could help a lot. But, in spite of the fact that "we are a potentially rich country, ... we have countless economic and social problems largely because of the war situation forced upon us by a racist

South Africa". It was clear, he felt, that the tension in the region was rooted in apartheid and that there would be no lasting answers to the questions of Angola's territorial integrity or Namibia's independence or the

economic take-off of the whole southern African area unless apartheid was abolished. He ended with the hope that "ACP-EEC cooperation relations get ever stronger and that the targets of the Lomé Convention are achieved".

The visit to the Commission was the opportunity for President dos Santos to talk with President Jacques Delors and Vice-President Lorenzo Natali. They discussed the situation in Angola and southern Africa and bilateral cooperation between Angola and the Community and President dos Santos reaffirmed his Government's interest in peace the region, pointing to the ongoing talks with (among others) the US Government—which is also counting on a gradual withdrawal of Cuban troops from Angolan territory. The situation in Namibia had to be settled, Mr dos Santos maintained, before the Angolan problem could be dealt with and it would reduce the conflict with Unita to a question of internal Angolan politics. But even if the Namibian issue were sorted out, dos Santos said, it would not be an answer to all the problems of southern Africa, as apartheid had to go from South Africa too.

Jacques Delors and Lorenzo Natali emphasised the Commission and the Community's very firm condemnation of apartheid, mentioning that a series of sanctions had been adopted in relation to South Africa and positive steps taken to help apartheid victims (ECU 10 m in 1986 and ECU 20 m in 1987, ECU 14.1 m of it already committed for the financing of 76 projects). Mr Delors and Mr Natali reiterated the Community's support for the United Nations Resolution 435/78 on Namibia.

The Commissioners welcomed the fact that Angola had joined Lomé III. Namibia, Vice-President Natali pointed out, could if it wished also join when it became independent. After some teething troubles in the early days of cooperation between the Commission and Angola, both sides were now anxious to improve coordination and the Commission intended giving technical assistance with this.

Servicing of the Angolan debt, it was said, would be a particularly heavy burden over the next three or four years. Vice-President Natali stressed that the Indicative Programme which amounts to not less than ECU 95 m (to which are added the resources earmarked for the financing of regional projects) are made up of grants. He, on the other hand, announced that the

Commission, in order to respond to the needs expressed by the Angolan delegation, was devising a sectoral import programme (it should be ready by the end of the year) where funds could be paid over rapidly. It would be in the form of a grant of about ECU 30 m ECU so as not to make the debt burden any heavier and it would cover three sectors—farming, fishing and SMEs. In view of Angola's food requirements and the critical situation threatened by the recent poor harvest, the Commission said it would be granting an extra 30 000 t cereals worth ECU 9 million. This was in addition to the 26 000 t cereals originally planned as Community food aid in 1987.

The Delors-Natali-dos Santos talks also covered the Benguela railway which would be linking Zaïre and Zambia up with the port of Lobito in Angola. Mr Natali confirmed the Commission's interest in this project and its intention of helping rehabilitate the port facilities. He also announced the Commission's willingness to finance a feasibility study of the project—although he made it clear that a major investment could not be made unless the situation in Angola returned to normal. The Commission, he said, was ready to organise a conference of donors interested in the Benguela railway.

Lastly, there has been an exchange of letters between Mr Carlos Antonio Fernandes, the Minister of Planning, and Mr Antonio Cardoso e Cunha, the European Fisheries Commissioner, about the fishing agreement between the EEC and Angola (initialled in May earlier this year). The two parties have agreed to implement the agreement on a provisional basis pending an opinion from the European Parliament. ◊

### A SPEC delegation in Brussels

The Vice-President of the Commission and Commissioner responsible for development, Lorenzo Natali, received, on 9 September in Brussels, a Western Samoan delegation as well as Mr Nai'sali the representative of SPEC (the South Pacific Bureau for Economic Cooperation). At the centre of the meeting was the management of the regional cooperation programme within the framework of Lomé III (Title VII of the Convention). The Community's contributions towards inter-regional projects amount to ECU 34 million.

It should be noted that SPEC is the secretariat of the Pacific Forum, a regional organisation that groups 14 South Pacific countries, 8 of which are ACP: Papua New Guinea, Solomon Islands, Vanuatu, Kiribati, Fiji, Tonga, Western Samoa and Tuvalu—as well as Australia and New Zealand. SPEC is the sole authority which speaks on behalf of (ACP) Pacific States on regional cooperation matters with the European Community—a cooperation which is proving difficult to achieve if the briefness of the meeting is anything to go by. Its implementation is being impeded at the preparatory and elaboration of projects level, without which Community financing cannot be used.

In the face of these delays, Mr Natali proposed the provision of a technical assistance to this regional body so as to increase the rate at which development projects are prepared and to accelerate the achievements of the objectives of regional cooperation (facility provided for by Article 105 of the Lomé Convention). It was also planned that a mission from the Commission should go to the region in October and that Mr Natali should undertake an official visit to the region in the course of 1988. ◊

### Mr Frisch in Ethiopia

The Director-General for Development, Mr Dieter Frisch, was in Addis Ababa from 10-14 September to participate in the ceremonies marking the proclamation of the People's Republic of Ethiopia and the establishment of the country's first parliament, the Shengo. While there, he held discussions with the Deputy Prime Minister and the ministers of Planning and of Cooperation on issues ranging from reforms of agricultural policy to famine.

The meeting was in line with the on-going dialogue between the EEC and Ethiopia on agricultural reforms, centring around pricing and marketing in favour of small-scale farmers, reforms which are seen as crucial to the success of rural development programmes which the Community is, in principle, ready to finance.

Mr Frisch also reviewed the food situation in the country with the authorities and non-governmental organisations. Ethiopia is expected to have a deficit of up to 1 m tonnes in cereals in 1988 because of the inadequate rainfall. Every effort will have to be made to avoid another large-scale famine. ◊

## ACP EMBASSIES

Two new ambassadors have presented their credentials to the Presidents of the Council and of the Commission of the European Communities.

### Cape Verde

Mr Luis de Matos Monteiro da Fonseca has risen from militancy with the liberation movement and the party (PAIGC) in Guinea Bissau and Cape Verde to occupy one of his country's top ambassadorial posts. Imprisoned for six years by the Portuguese colonial administration for belonging to the Movement, Mr da Fonseca was made the leader of the PAIGC in St Vincente in 1974, a post he held until 1977. Elected a member of the National Assembly (1980-85), he assumed the post of First Secretary of the PAICV party in Praia (1983-86). He is aged 43, married and has two children.



Mr Luis de Matos Monteiro da Fonseca

### Uganda

Uganda's new ambassador to Brussels, Mrs Anna A. Amailuk, had an academic background before joining her country's diplomatic service. Educated at the Universities of Makerere (Kampala) and Massachusetts (USA) where she obtained respectively Bachelor's and Master's degrees, in Education, she lectured at the University of Makerere (1972-77) and the Kenyatta University College, Nairobi (1977-80). She was named High Commissioner to Ghana in 1980 and two years later posted to Canada where she remained High Commissioner until 1980. Aged 46, Mrs Amailuk is a widow and has three children.



Mrs Anna A. Amailuk

## EMERGENCY AID

The Commission has just decided to finance the following emergency aid.

### Uganda : ECU 200 000

The aid is for the population which, because of war around Soroto, has sought refuge in the town, thus creating health problems. Medecins sans Frontières which is responsible for administering the aid, will provide personnel and medical equipment as well as basic needs.

### Chad : ECU 650 000

The aid is in favour of the commu-

nities of the Northern Prefecture which, as a result of the fighting, have been forced to flee, with the resulting total paralysis and breakdown of service activities and all infrastructures. The aid is intended for some 10 000 families and will be implemented by the Government and non-governmental organisations.

### Somalia : ECU 110 000

To finance the distribution of food aid in the central regions of the country which are still very seriously affected by drought. The aid operation

will be undertaken by UNICEF in collaboration with the organisations already working there.

### Bangladesh : ECU 500 000

The European Commission has decided to allocate ECU 500 000 and 25 000 tonnes of cereals as emergency aid to Bangladesh. This follows disastrous floods there which have destroyed or badly damaged about 800 000 dwellings, and severely affected several million people.

The aid will be distributed by the German Red Cross in accordance with guidelines laid down by the Commission.

The emergency aid will be used to provide corrugated sheeting, domestic utensils, clothing, seed and other immediate necessities. The particular needs of the region will determine the type of cereals to be provided.

### Zambia : ECU 650 000

The aid is intended for approximately 105 000 people in the Gwembe Valley who are still affected by drought. It is to provide for the road transport of 8 000 tonnes of maize, the restoration of water points and the purchase and distribution of seed.

### Vietnam : ECU 590 000

The Commission has decided to give Vietnam an emergency aid worth ECU 590 000 taking account the dramatic consequences of "Hurricane Betty" which struck the country in August 1987 and caused serious destruction to life and property.

This aid, which is for the affected populations, will allow on the one hand the financing of a programme of action (food, blankets, mosquito nets, clothes, corrugated iron sheets, etc.) and, on the other, the provision of food aid of 1 500 tonnes of rice and 200 tonnes of sugar. The programme of action and the food aid will be carried out through the NGO Trocaire.

### ECU 200 000 to the victims of flooding in Natal province

The EEC Commission has just responded to an NGO appeal by deciding to send ECU 200 000-worth of emergency aid to victims of the recent flooding in Natal in South Africa. Hundreds have disappeared or died and there is considerable material



damage. The aid, which will be channelled via various NGOs, is intended to finance an immediate relief programme for the worst-off families.

### Mali: ECU 165 000

This aid, to be provided by Médecins sans Frontières, is to buy and distribute medicines to put down an epidemic of yellow fever.

### Guinea Bissau: ECU 13 000

This is in response to an appeal from the Government which has a cholera epidemic (400 cases so far) to cope with.

It will be managed by the local Commission Delegate, who will be able to buy medicines and minor medical supplies, both immediately available, in Senegal. ◻

mean a 950 000 t cereal shortfall in 1988.

Thanks to international coordination, the Commission is kept regularly informed of the way things are developing. It decided on a previous lot (53 000 t) of cereals as food aid for Ethiopia back in June. ◻

## FOOD AID

The Commission has taken decisions on the following allocations of food aid under the 1987 programme:

Country	Cereals	Milk Powder	Butter-oil	Sugar	Oil	Beans
Bangladesh	150 000				2 000	
Botswana					1 00	
Burundi		100	30			
China			1 700			
Comoros	2 000	100		100	100	
Djibouti	5 000					
India		12 000	4 000			
Ghana	10 000	900	300			
Guyana	1 000	300	100			
Lesotho	10 000					
Mauritania	12 000	400	400			
Mozambique	55 000					4 000
Senegal	10 000					
Sierra Leone	6 000	400				
Somalia	13 500	600			400	
Chad	15 000					
Tunisia		3 000				
Yemen	10 000	600	200			
Pakistan		300	200			
<b>Total</b>	<b>299 500</b>	<b>18 700</b>	<b>6 930</b>	<b>100</b>	<b>3 500</b>	<b>4 000</b>

The total budget cost of all these measures is 90 ECU million.

Country		Cereals	Milk powder	Butteroil	Other products
Equador	FOB		300		
Sao Tomé and Príncipe	CAF	1 000			100 O
Zambia	AD	20 000			
Sudan	CAF		300	100	
	AD		300	100	
El Salvador	CAF				400 O
Niger	AD		500		
PAM	AD	6 250		240	
EURONAIID		Co-financed with NGOs for emergency aid worth ECU4 500 000			

O = oil  
AD = at destination

### Ethiopia: 50 000 t cereals

This is to be distributed by the Relief and Rehabilitation Commission (25 000 t) and various NGOs.

The country's agri-food situation is cause for concern and the authorities now suggest persistent drought will

## EUROPEAN COMMUNITY

### New member of the Commission



Peter Schmidhuber

The representatives of Member States' governments have appointed Mr Peter Schmidhuber a member of the Commission of the European Communities in replacement of Mr Alois Pfeiffer who died on 1 August 1987 for the latter's remaining period of mandate, that is, from August until 5 January 1989.

Born in Munich on 15 December 1931, Mr Schmidhuber studied law and economic science at the University of Munich. He graduated in 1955 in advanced economic studies and in law in 1960. He worked in the Bavarian ministries of finance (legal department) and of economy and transport (fiscal law and competition law) from 1961 to 1972. Among the political positions he holds are Member of Bavar-

ia's Landtag, Bavarian minister of federal affairs, Member of Bundesrat (Senate) and of the parliamentary mediation commission and of North Atlantic Assembly. ◊

### World Bank and Commission hold talks

World Bank President Barber Conable had talks with the European Commission on 10 September 1987 on a wide range of issues which included the Community's initiative for sub-Saharan countries, the Structural Adjustment Facility of the IMF, the increase in World Bank capital, cooperation with the Mediterranean countries, the Multilateral Investment Guarantee Agency and the problem of debt.

Mr Conable was accompanied by Mr Basil Koralsky (Director, resources mobilisation) and Mr Tim Cullen (of the European Public Relations Office). The Commission was represented principally by Vice-President Lorenzo Natali, Commissioner for Development, Mr Claude Cheysson, Commissioner for Mediterranean and North-South Relations and members of President Delors' Cabinet and the Directorate General for Economic and Financial Affairs.

Held against a background of good relations, Mr Conable stressed the highly constructive initiatives of the European Community on development problems and expressed the desire for further strengthening of coordination between the World Bank and the EEC.

Vice-President Natali spoke of the quasi-simultaneity of the proposals of the World Bank and the Commission on Africa and the similarity of their analyses, appraisals and proposed actions (notably, increase in fast disburseable finance and even the eligibility criteria such as low income, debt difficulties and significant efforts to reform). He, however, pointed out that the activities of the Bank and the Community are carried out in different contexts which sometimes lead to differences in appreciation for specific cases (Zambia, for example).

Mr Conable expressed satisfaction with the positive attitude of Community governments towards increasing the Bank's capital, the "paid-in portion" being a subject for negotiation. It was important, he said, that the Bank should be seen by the public and the financial markets to enjoy the support of its member countries. ◊

### EEC / Third Countries

The Commission has decided to finance three development projects in Sri Lanka, Laos and China, and has approved a special loan and grant to Egypt.

#### Sri Lanka: ECU 25 million

For the integrated rural development of the region bordering the right bank of the Mahaweli

The project is a major component of the latest phase of the Mahaweli Ganga rural development programme. The Commission has already contributed to four previous phases.

The overall project comprises a series of contiguous irrigation schemes linked by a common river supply source, and improvements and additions to farming settlements. All works are to the benefit of small farming communities.

Under this project, some 14 000 farmers will each be responsible for about 1 ha of land. The objective is to increase rural production and farmers' incomes and to increase employment generally.

The Community will be contributing ECU 25 million in grant aid to the construction of the 75 km main and branch canal network, the total cost of which is estimated at ECU 62 m. There will be a further indirect EEC contribution of about ECU 18 m to the canal as a result of Sri Lanka deciding to use money generated by the food aid programme on the purposes of this project.

#### Laos: ECU 6.7 million

For a rural microprojects programme in the Province of Luang Prabang

The purpose of the project will be to extend and diversify the EEC/Mekong Committee project, which comes to an end in July of this year, in the province of Luang Prabang. The aim is to enable the Lao authorities to extend the village experiment on the basis of the very positive results obtained during the "pilot" first project by means of a number of microprojects. It covers technical aid, equipment, a contribution to improvement of farms and infrastructure, and certain operating costs.

This project is intended to improve the social and economic situation of small farmers in the province of Luang Prabang. ◊

#### China: ECU 1.55 million

For a pilot project to develop fruit processing in Hunan Province

The project consists of a training scheme for officials and research workers of the Institute of Horticultural Research in Hunan to improve the transfer of agronomical and technological research into citrus and possibly other fruits. The project will help the Institute set up a training department to transfer the results of research to supervisors in the Province and technicians in the citrus processing sector.

The project will be fitting out a department of technology — comprising a laboratory and a pilot workshop — in the Institute. The pilot workshop, in addition to its experimental function, will provide a limited but regular supply of fruit drinks to be sold locally.

#### Egypt: ECU 43 million

Special loan and ECU 2 million grant to support a credit line for the Bank for Development and Agricultural Credit

The project consists of ECU 43 million line of credit in the form of a soft loan to the Principal Bank for Development and Agricultural Credit (PBDAC), for on-lending to small and medium-sized farmers and related support services. It is accompanied by an additional ECU 2 m grant to cover specialised consultancy and training to assist in the management of the credit line and to reinforce the operational structure of the Bank. Priority will be given to projects in the food production sector. The spread between the cost of the credit to the PBDAC and interest charged to the final recipient will be placed in a revolving fund for further on-lending to the same categories of borrowers under the same conditions. In the first year, credit operations will be limited to two Governorates, Beheira and Ismailiya. In subsequent years it will be extended to other Governorates, on the basis of the experience gained. The project will help to increase national food production, alleviate the shortage of agricultural credit and raise the income of poor farmers by providing access to essential equipment, inputs and services. It will also improve the effectiveness of the PBDAC, the major national agricultural credit institution in Egypt, through provision of technical assistance and training. The project will run for 4 years. ◊



# INDUSTRIAL OPPORTUNITIES

PUBLISHED EVERY TWO MONTHS

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## SOAP FACTORY OPENS IN PAPUA NEW GUINEA

A CDI-assisted plant for the production of laundry and toilet soap, powders, detergents and salt-water soap, was officially opened in June by Sir Julius Chan, the Deputy Prime Minister and Minister for Industry, of Papua New Guinea.

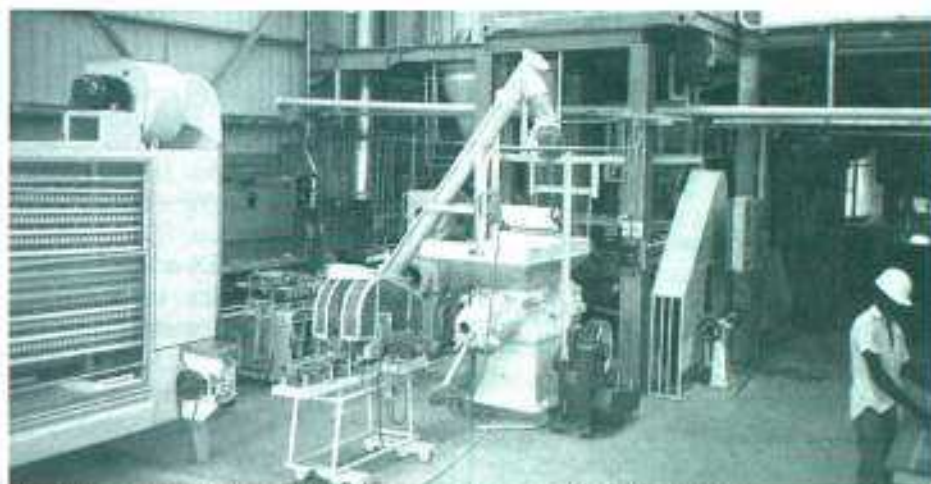
The project is a joint venture between a German firm (Erich Hauff GmbH) and a local cooperative (the East New Britain Council of Women).

The German partner holds a minority share of the equity and has a five-year management and technical assistance contract with the new soap company (Womsop Pty. Ltd) under which it will train local management. The total investment in the project is about Ecu 1.25 million.

Mr. Manfred Werner, co-Director of Erich Hauff GmbH, said that his company supplied used re-conditioned equipment for the project. Manufactured in the 1960's, it was transferred from a European company following modernization and was obtained for half the price of new plant. This significantly reduced the investment cost and thus helped, he said, to make the project in Papua New Guinea feasible.

Erich Hauff GmbH committed itself to a buy-back guarantee for any non-functioning equipment.

Most of the inputs are produced in PNG, notably palm oil, coconut oil and tallow.



The toilet soap finishing line in the Womsop soap factory in Papua New Guinea.

The project was backed by finance from the PNG Banking Corporation, the National Investment Scheme and the Investment Corporation of PNG. The German development finance corporation (DEG) contributed a risk capital loan on preferential terms (and with a two-year grace period) to cover remaining fixed asset requirements plus environmental protection costs; and the German partner (Erich Hauff GmbH) provided supplier's credit in addition to equity.

Womsop aims for an initial production of 1 000 tons of soap a year and has a production capacity of 2 000 tons. (PNG's annual consumption of soap is 5 150 tons). The company will employ about 40 Papua New Guineans in the first years of operation.

At the opening ceremony Sir Julius Chan said that he hoped Womsop would develop into "a thriving import substitution industry" and facilitate the transfer of skills and technology to the local population.

The PNG Government offers a degree of protection to encourage the develop-

ment of such industries. In this case there is a 50/50 quota on laundry soaps i.e. the volume of imported laundry soap cannot exceed local production. There is also a 25% tariff on all imported soaps. This tariff level, said Sir Julius Chan, offers "a good incentive for efficient import replacement industries without letting the inefficient ones develop". This project, he said, is an "outstanding example of good value-added investment".

CDI played a significant role in the development and implementation of this project which it identified for its Pacific Project Promotion meeting, held in Vanuatu in 1983. CDI also identified the German partner and brought him and the PNG promoters to the Vanuatu meeting for discussions. It also co-financed the feasibility study, initiated contacts with DEG to obtain additional funding and contributed to the costs of technical assistance and training during the start-up phase.

PNG's Trade and Industry Secretary, Mr. Wep Kanawi (a member of CDI's Joint Governing Board) paid tribute to CDI's role in "setting in place the unknowns of the project" including finance, management, marketing and training.

Sir Julius Chan, Deputy Prime Minister and Minister for Industry of Papua New Guinea, pictured at the Womsop opening.



# GREEK AND ITALIAN FIRMS SHOW INTEREST IN ACP COUNTRIES

The large number of industrialists who attended CDI promotional meetings in Athens and Milan last September, is a strong indication that Greek and Italian firms are very interested in seeking opportunities in ACP countries.

The meetings were also attended by ACP project promoters from Angola (particle board, saw mills, etc.), Barbados (metal products), Botswana (tannery expansion), Central African Republic (agricultural implements), Ghana (two promoters: fruit juice and pharmaceutical products), Kenya (pharmaceutical products), Nigeria (salt mining).

Senior officials from CDI's antenna organizations in Mozambique, Sudan and Zimbabwe were also present, to talk to EEC firms interested in industrial cooperation with their countries.

In Athens over 60 private discussions were held between Greek firms and the ACP project sponsors and antennae who attended the meeting. So far this has resulted in a marketing agreement for leather (possibly leading to a joint venture), a technical partnership for a fruit juice project and promising discussions concerning the production of agricultural implements.

Over 50 such private meetings were held in Milan.

## ATHENS MEETING

The meeting in Athens was organized in collaboration with EOMMEX (Hellenic Organization for Small and Medium-sized Industries and Handicrafts) with whom CDI has signed a cooperation agreement. The meeting was the first to be organized in the context of this agreement.

Opening the meeting, the Secretary-General of Greece's Ministry of Industry, Energy and Technology, Mr. Dimitris Diamantopoulos, stated that his presence symbolized his government's support for the CDI-EOMMEX agreement. Because of this agreement, he said, small and medium-sized Greek industries can more easily benefit from the services offered by CDI. He affirmed that Greek firms would obtain



Mr. Dimitris Diamantopoulos, Secretary General of the Greek Ministry of Industry, speaking at the industrial promotion meeting in Athens.

support from EOMMEX and other government agencies, for industrial cooperation with ACP entrepreneurs.

The President of EOMMEX, Mr. Manolis Beteniotis, said that small and medium-sized industries (SMIs) provided "dynamic nuclei" for development. They are also close to the consumer, use local raw materials, reduce regional disparities, provide inputs for other industries and train young people.

Thanks to the CDI-EOMMEX agreement, he went on, Greek enterprises "now have access to the opportunities and the means for cooperating with SMIs in ACP countries". Under this agreement the two organizations jointly contribute to the costs of feasibility studies, training, technical know-how, etc., for projects involving Greek companies.

## TRADITIONAL SECTORS

Mr. George Kandalepas, Secretary-General of Greece's Ministry of the National Economy, indicated that there are some industrial sectors of traditional importance both to ACP countries and to Greece, such as the agro-food sector, textiles, ceramics, leather, fishing and mining.

He was followed by Mr. Spyros Demartinos, President of the Confederation of Small and Medium-Sized Enterprises of Greece, who added that the manufacture of metal, pharmaceutical and wood products, construction ma-

terials and solar/wind energy equipment, also offer good prospects for ACP-Greek cooperation.

He referred to the new investment codes which have been promulgated in many ACP countries, saying that they are favourable to foreign investors, facilitate the creation of joint ventures and create the legal basis for industrial cooperation with ACP countries.

## GREEK PEOPLE IN AFRICA

Mr. Demartinos made the interesting suggestion that Greek industrialists should link up with Greek entrepreneurs in African countries. He said that these entrepreneurs, notably in East and Central Africa, are now nationals of ACP countries. They are also, he added, commercially successful; they enjoy good relations with the local authorities; they are important to the economic life of the countries where they have settled and could be a useful source of information for Greek industrialists.

This point was echoed by the Ambassador of Zaïre to Greece, H.E. Citizen Bomolo Lokoka, who said that the business abilities of the 10 000 Greeks living in Zaïre were much appreciated by his country. The modest scale of many Greek industries, he added, should make them adaptable to ACP conditions and enable them to significantly assist the development of small and medium-sized industries (SMIs) which play a "preponderant role" in

the economic and social progress of ACP countries.

### PRIVATE INVESTMENT

The Ambassador stressed the importance to ACP-EEC industrial cooperation of the private economic operator, especially in these times when the public sector is "strangled by chronic deficits".

Dr. A. A. Owusu, the Ghanaian sponsor of a fruit-juice project, spoke of the ACP countries' renewed interest in the private sector. He pointed to Ghana's recent privatisation programme and her new Investment Code, as examples of what is being done to stimulate private foreign investment. The provisions of the new Code include:

- exemption from import duties on plant, equipment and accessories;
- accelerated depreciation allowances;
- personal remittance quotas for the salaries of expatriate personnel;
- permission to hold external accounts;
- permission to retain 35% of export earnings.

Dr. Owusu told Greek industrialists that political changes in ACP countries should not give rise to fears about "stability". All regimes, he said, even military ones, wish to create favourable conditions for the development of their countries. Greek companies are already operating very happily, he added, in many ACP States.

### DEVELOPMENT FINANCE

CDI Deputy-Director, Mr. Jens Mosgard, said that in the past Greek manufacturers showed little interest in ACP countries. He observed, however, that the CDI-EOMMEX agreement was already showing positive results, judging from the number of discussions arranged during this meeting between Greek industrialists and ACP business people.

Mr. Mosgard regretted the non-existence of a Greek development finance corporation directed to investment in developing countries, as this makes it more difficult for Greek industrialists to establish operations in ACP States.

Efforts to improve industrial cooperation between Greece and ACP countries would be more effective, he said, if some public support were also avail-

able for sharing risks with Greek industrialists and for providing soft inputs to overcome what are often relatively heavy development costs for small projects.

### CDI AND EOMMEX

CDI Director, Dr. Isaac Adedayo Akinrele, said that the "scale and promise" of the Athens meeting were proof of the "joint determination" of EOMMEX and CDI to assist the industrial development of ACP countries, using the "complementary support and participation" of Greek industry.

CDI, he explained, links EEC industrialists directly with ACP manufacturing projects and provides assistance ranging from the identification and documentation of projects to co-financing their practical implementation.

"Many ACP countries", declared Dr. Akinrele, "have responded positively to our efforts to persuade them to admit private foreign capital, linked to technology and know-how, to ensure the operational viability of their productive investments".

It is now up to CDI, he added, to open the gates to ACP countries, hopefully — through EOMMEX — for the profit of Greek industrialists.

Dr. Akinrele congratulated EOMMEX for taking the lead in Greece in aligning itself with CDI, thus bringing some practical benefit to the country from its signing of the Lomé Convention.

## MILAN MEETING

CDI's industrial promotion meeting in Milan was organized in collaboration with the Italian Institute for Foreign Trade (ICE). It was the first event to be organized within the framework of the cooperation agreement signed by the two bodies late last year.

Dr. Ferruccio Sarti, Deputy General Manager of ICE, explained in his opening address that the CDI-ICE agreement should help Italian industrialists to establish themselves in ACP countries.

The President of ICE, Dr. M. Inghilesi, stressed that while North-South cooperation is aimed at improving the economic performance of the developing world, it also strengthens the economic ties between both hemispheres to their mutual benefit.

Dr. L. Tranfo, Co-ordinator of ICE's offices in sub-Saharan Africa, said that EEC countries could look to Africa as a natural outlet for economic activity, as the USA looks to Latin America and Japan to South East Asia.

One advantage of setting up an industry in an ACP country, he said, is that it may enjoy protection from imports and a privileged position in the local market.

Dr. Alberto Armani, CDI's Head of Administration, underlined some of the concrete benefits that Italian industrialists may obtain from the CDI-ICE agreement, notably:

- help in selecting and contacting prospective ACP industrial partners;
- the provision of data about ACP investment opportunities;
- privileged entry to new markets inside as well as outside the ACP area (e.g. North America, Australia, New Zealand), for products manufactured in ACP countries.

CDI's Deputy Director, Mr. Jens Mosgard, highlighted the need for equity participation by Italian firms in ACP industries, or for long-term contractual arrangements, to share the risks in the creation of joint ventures with ACP partners. However, he regretted that Italy is among the minority of EEC States without a development finance institution to "support its industrialists with equity participation and loans at subsidized interest rates" for projects in developing countries.

Mr. Mosgard hoped that a new law now in force in Italy to facilitate investments in developing countries by Italian private investors, would eventually become an "important incentive" and a support for Italian industrialists interested in joint ventures with ACP entrepreneurs. The provisions of the new law were outlined by CDI's Governing Board member for Italy, Mr. M. Pedini.

Mr. Fernando Matos-Ross, the CDI expert responsible for relations with the southern EEC States, said that committed Italian industrialists would receive every assistance from CDI, if they had projects to promote which would earn or save foreign exchange in ACP countries, use local raw materials and fall within priority industrial sectors like the agro-food sector, metal and wood products, leather, energy, paper, printing and construction materials.



## INDUSTRIAL PROPOSALS FROM EEC FIRMS ACP ENTREPRENEURS, PLEASE REPLY

The proposals outlined below have been put forward by EEC firms interested in setting up production in ACP countries, under joint venture, franchising, or licencing arrangements, with local businessmen.

Where a joint venture is under consideration, the EEC companies are in principle willing to contribute (depending on the country and the project) some 20% of the equity investment.

Where second hand equipment is suggested, CDI may sponsor an evaluation by an independent expert of the quality, cost, suitability and condition of such equipment.

ACP entrepreneurs interested in any proposal are invited to write to CDI quoting the reference number. However, CDI will not be in a position to act upon letters received unless ACP entrepreneurs provide all the information requested in the box on page 5.

Please ALWAYS mention the CDI reference numbers when reproducing these proposals.

All equipment costs are quoted in Ecu (European currency units). The value of the Ecu may easily be ascertained from its relationship to other European currencies. Thus, on 1 October 1987: 1 Ecu = £0.694374, or FF 6.91733, or DM 2.07757.

### TOOLS FOR AGRICULTURE

#### GREEK PROPOSAL 87/31

A small to medium-sized Greek company with over 100 years experience in the above field, is interested in investing in joint ventures with ACP entrepreneurs.

The production process is based on forging techniques using steel as a raw material. The minimum investment required for this process is Ecu 1.9 million.

The Greek company can offer licensing, sub-contracting and marketing agreements. It can also provide know-how and training.

equipment for the manufacture of the above products would be about Ecu 440 000 to 530 000 (new) or Ecu 260 000 to 350 000 (second hand).

The Greek company can offer know-how and management assistance.

### SOLAR WATER HEATERS AND OTHER METAL PRODUCTS

#### GREEK PROPOSAL 87/32

A Greek company, with experience in Africa and the Middle East, is willing to enter into joint venture, licensing or franchising agreements with ACP entrepreneurs, for the production of metal products such as solar water heaters, containers, containerized plants for sewage treatment (for industrial or communal use), structures in aluminium or steel, telephone cabins and steel and plastic helmets. The minimum cost of

### PHARMACEUTICAL PRODUCTS FOR HUMAN CONSUMPTION

#### GREEK PROPOSAL 87/33

A Greek manufacturer, with experience of conditions in developing countries, is interested in entering into joint venture, licensing, franchising and marketing arrangements with ACP entrepreneurs, for the production of ethical drugs in the forms of tablets, capsules, antibiotic injectables, sirops and suspensions, etc.

The estimated cost of investment is Ecu 430 000 (depending on the product).

The Greek company can provide know-how and training.

### WOODEN KITCHEN FURNITURE

#### GREEK PROPOSAL 87/34

A small to medium-sized Greek company, with overseas commercial experience, wishes to enter into joint venture, licensing or franchising arrangements with ACP entrepreneurs for the manufacture of high quality kitchen furniture, including kitchen doors and all kitchen accessories, using wood, melamine and formica.

The estimated cost of the investment required for the production of 100 kitchen sets a month would be Ecu 450 000 (this figure allows for about 40% of the plant to be supplied from second-hand equipment).

### ASSEMBLY OF MICRO-COMPUTERS

#### GREEK PROPOSAL 87/35

A well-established Greek manufacturer is willing to enter into joint venture, licensing, franchising or marketing arrangements with ACP entrepreneurs for the assembly of micro-computers.

The products could be exported to Greece and other EEC countries.

The estimated cost could be as low as Ecu 44 000, for the assembly of 20 micro-computers per day. Raw materials would be provided

#### NOTICE

### GHANA INDUSTRY AND TECHNOLOGY FAIR

The 2nd Ghana Industry and Technology Fair will take place in Accra from 27 February to 12 March 1988, with the theme "Effective Mobilization of Resources for Industrial Growth".

Seminars, promotional activities and product displays will focus on such topics as industrial production and market expansion (local and foreign), appropriate technologies and the improvement of indigenous technology.

Ghana's economy is currently on the upswing and the organizers are therefore expecting that the Fair will bring many foreign business interests to Ghana to conclude "mutually beneficial" deals with local entrepreneurs.

Enquiries should be addressed to INDUTECH '88, Private Mail Bag, Trade Fair Centre, Accra, Ghana. (Telex: 3027; Telephone: 775311, 777283; Cable: INDUTECH Accra).

by the Greek company along with designs, know-how and training.  
The company already has one overseas investment.

## COSMETIC PRODUCTS

### GREEK PROPOSAL 87/36

A Greek company is interested in manufacturing eau de cologne, perfumes, lotions, body creams and a full range of cosmetic products, under joint venture, sub-contracting or marketing arrangements with ACP partners.

The investment required is estimated at Ecu 350 000 for an annual turnover of Ecu 700 000.

The Greek company would supply know-how and technical assistance.

## WOODEN CHAIRS AND CHAIR COMPONENTS

### DANISH PROPOSAL 87/37

Production of 2000 highly finished chairs a year from local hardwoods for an estimated investment cost of Ecu 600 000 for equipment.

ACP partner sought for long-term contractual arrangements (joint venture, licensing). Technical assistance provided.

## WOODEN DOORS, FLOORING, KITCHEN CABINETS

### DANISH PROPOSAL 87/38

Annual production of 40 000 doors, 40 000 m<sup>2</sup> of flooring, 10 000 kitchen cabinets.

Estimated investment cost for equipment Ecu 1 million per product.

Company experienced in overseas production. Seeks ACP partner for long-term contractual arrangements (joint venture, licensing, marketing). Know-how, technical assistance and components (if necessary) can be provided.

## FURNITURE AND WALL UNITS (SOLID WOOD AND VENEERED)

### DANISH PROPOSAL 87/39

Annual production to Danish designs of 5000 chairs, 1000 tables, 2000 wall units, 1000 cupboards, 7000 coffee tables.

Estimated investment cost Ecu 1.3 million, for a combination of new and second-hand equipment.

ACP joint venture partner sought. Technical, marketing and management assistance can be provided.

## WOODEN HOUSES

### GERMAN PROPOSAL 87/40

Production of residential block houses, beach and garden houses, in wood.

Estimated investment cost Ecu 100 000 to Ecu 300 000 (second hand equipment recommended) for about 2000 houses a year (depending on type of product).

ACP joint venture partner sought. Know-how provided.

## PANEL BOARD FURNITURE

### GERMAN PROPOSAL 87/41

Production of furniture and components made from panel board (chipboard, blockboard) plus products on sub-supplying basis for wood industries (profiled chipboard, solid timber wrapped around with wood veneer, etc.).

Production capacity 350 m<sup>2</sup> of board consumption per shift (= about 25 wall units or cupboard/kitchen units) for an estimated investment in equipment of about Ecu 500 000 (second hand plant also available).

The firm is one of the largest German manufacturers of woodworking machinery. It offers market research and product development facilities, factory planning, training, management, a marketing agreement and (possibly) equity in a joint venture.

## SAWN TIMBER, MOULDING, AIR AND KILN-DRYING

### GERMAN PROPOSAL 87/42

Production of 14 000 m<sup>3</sup> a year with two production lines operating in two shifts, for a basic investment cost in equipment estimated at Ecu 3 million.

The company is a leading German producer of timber for special products (musical instruments and sports equipment). It has long experience of production in developing countries and is open to joint venture arrangements with ACP entrepreneurs. It can offer assistance with export marketing.

## WOOD MOULDINGS AND ROUGH SAWN TIMBER

### BELGIAN PROPOSAL 87/43

Production of 100 m<sup>3</sup> per month of all types of mouldings (panelling, skirting, door frames, etc.) and 300 m<sup>3</sup> per month of rough sawn timber, from about 900 m<sup>3</sup> per month of tropical hardwood logs.

The investment cost for second hand equipment would be about Ecu 120 000.

An ACP joint venture partner is sought.

### *Information required of ACP entrepreneurs when replying*

- Show why it would be worth-while to manufacture the products in question in your country, e.g. give market data, indicate that raw materials are available locally, etc.
- Describe your present activities plus your industrial and/or commercial experience, enclosing any available information such as your latest balance sheet.
- State how much capital you yourself could contribute.
- State the maximum portion of the equity your country legally allows to an EEC partner.
- Can you obtain finance and if so from where?
- If you need a foreign loan or supplier's credit, can you obtain a local guarantee?
- Is your project a national priority?
- Outline the incentives your country offers to foreign investors.

# INDUSTRIAL POTENTIAL SURVEYS

For over one year now, "Industrial Opportunities" has been carrying summaries of some of the industrial potential surveys undertaken by CDI in all ACP States.

In this issue we publish summaries of the surveys undertaken in the Indian Ocean island states of Seychelles and Comores.

These surveys describe the natural

and human resources of each ACP country.

They also provide information on infrastructural facilities, local and regional markets, economic strengths and weaknesses, the extent of existing industrial activity, local sources of finance and the industrial policy of the Government (especially as regards fiscal incentives).

The surveys are a form of assistance to the ACP States and include recommendations on how best to promote industrial development.

Each survey also proposes industrial projects, suited to the local economic situation, which may benefit from CDI's assistance.



## Comores: dynamic industrial promotion unit

Industrial activity in the Comores is a new phenomenon that has grown remarkably during the last three years.

The emergence of a modern industrial sector is largely due to the efforts of the Industrial Promotion Unit set up in 1983 within the Comores Development Bank. The Unit has done valuable work in project identification and follow-up, feasibility studies and promotional activities aimed at investors.

Almost all existing productions, as well as those under consideration, were originated by this Unit. These encompass the food sector (mineral water, yoghurt, a bakery), the chemical sector (gas, soap, hydrocarbon), the metal sector (galvanized iron, kitchen utensils), in addition to the production of construction materials, clothes, wood products, etc.

It is through this Unit that the Government channels its efforts to attract investors, with the support of fiscal incentives.

### NEW INVESTMENT LAW

The new investment law which came into force as in 1984 is divided into two sections. The first section provides general guarantees concerning the transfer of capital and profits, property rights, etc.

The second section provides total or partial (up to 50%) fiscal exemptions,

and duty/tax holidays (for up to five years). However, if investors are to benefit from these incentives they must meet certain conditions of which the most important are: the development of exports, job creation and the provision of training.

### THE CONSTRAINTS

The industrial development of the Comores faces several problems. To begin with, its import-substitution projects, based on the processing of imported raw materials are handicapped by the small size of the domestic market and by a lack of qualified manpower.

Among other problems highlighted by the CDI survey are:

- fragmentation of the country into three islands, which results in a scattered market;
- lack of industrial infrastructures outside the main urban centres (there are no industrial zones);
- lack of qualified staff for project follow-up and inadequate financing of the Industrial Promotion Unit;
- high cost of energy and of connections to the main grid;
- lack of customs protection for new industries.

The survey suggests a shift in industrial policy towards better use of local

resources and the development of export-oriented activities.

### TOWARD A NEW ORIENTATION

The survey outlined some possible new projects, for which feasibility studies have yet to be done.

Among the industries suggested for the food sector are: the bottling of mineral water, manioc processing, production of smoked fish, pasta, jam, salt production, and honey processing.

Fishing, which still depends on traditional methods, is a sector yet to be developed.

A modern fishing industry, less dependent on weather conditions, could become a major basis for the economic diversification of the country. Diversification is strongly recommended for the economic development of the Comores in view of the fragile state of the world markets for 98% of the country's main exports, namely: cloves, vanilla and ylang.

Other activities such as brick-making, the processing of coconut fibre, paint manufacturing and tyre retreading, are also listed as worthy of further study.

The fate of the projects already under way (or being considered) will depend, however, on the performance (and continued existence) of the Industrial Promotion Unit.



# Seychelles: potential to be explored

Although the nascent industrial sector of the Seychelles is experiencing a number of problems, its share in the Gross National Product (GNP) is greater than that of the agricultural and fishing sectors.

Indeed agriculture (of which coconut products and cinnamon are the main exports) has declined and labour has moved into the more lucrative areas of tourism and construction.

According to the CDI survey, manufacturing industry, weak though it may be, contributed about 8% of the country's GNP in 1983, whereas the agricultural and fishing sectors accounted for only 6.1% and 2.3% respectively.

Like all small countries, the Seychelles suffers from its limited internal market. Other obstacles are the absence of qualified manpower, a shortage of natural resources, the lack of a comprehensive industrial development strategy and the non-existence of an industrial promotion body (to identify, prepare and evaluate projects).

In addition, the survey draws attention to the complaints of top management about insufficient mobility of labour and the "excessive centralization" of the economy, which leaves only a marginal role for the private sector.

## NOTICEABLE GROWTH

In spite of these constraints, manufacturing industry (often supported by public or mixed investment) has witnessed an appreciable progress during the last few years.

Aware of the importance of the industrial sector to economic development, the Seychelles government decided on an industrial policy whose objectives and priority sectors are:

- Job creation;
- Agro-food industries based on the processing of local raw materials such as fruits, vegetables, coconuts, cinnamon, (especially where such processing can substitute for imports);
- Greater exploitation of local raw materials (e.g. better use of fish resources, sea plants for pharmaceutical products, etc.);
- Import-substitution activities which not only reduce imports but also increase exports (petroleum and food products, along with manufactured goods, account for the majority of imports).

Government policy is very clear in its commitment to a planned economy which could allow industries to be mutually supportive, but the survey recom-

mends greater precision concerning the allocation of activities between the private and public sectors.

Current industrial activity ranges from food and drink products, to paint manufacturing, tyre retreading, glass, foam mattresses, wood products (including furniture) and the assembly of electronic goods.

Shortcomings are pointed out with regard to government measures to encourage private investors. Customs and fiscal incentives do exist, but these advantages are not set out in an Investment Code, as they are in many other countries.

## PROMISING SECTOR

After tourism, fishing is the second most important foreign currency earner and could be a major basis for the industrial development for the country.

With an exclusive zone extending to one million square kilometres of fish-rich waters, this industry has a very promising future.

To encourage the development of fishing, the government set up the "Seychelles Fishing Authority" in 1984. The cornerstone of its policy is undoubtedly the "fish" component of the "East Coast Project".

This project will have a new fishing port, and all the necessary infrastructures for the future development of fishing (including fish processing, freezing, tuna canning, etc.).

The facilities were under construction when the CDI survey was being conducted. They were expected to be completed in 1987.

## FUTURE PROJECTS

Due to the special constraints of the Seychelles, the government requested CDI undertake a mission to draw up proposals for a global industrial strategy adapted to the country's needs and capacities, to identify new projects and undertake pre-feasibility studies.

These proposals were notably to cover: an inventory of aquatic plants for pharmaceutical use; an assessment of the potential for the manufacture of construction materials from local raw materials; the advantages, disadvantages and potential of existing agro-industrial concerns; and an evaluation of export-oriented productions aimed at PTA countries and the EEC.

These proposals were completed at the beginning of 1987 and included pre-feasibility studies for 20 industrial pro-

jects. These are now being studied by the Seychelles government and should give rise to further requests for CDI's assistance on a project by project basis.

## INITIAL ASSISTANCE UNDER LOMÉ III

Below we list some of the projects already assisted (or about to be assisted) under CDI's initial programme for the Comores and the Seychelles, under Lomé III.

Some of these projects were derived from the industrial potential surveys of both countries undertaken by CDI.

### COMORES

- **School copy books and stationery** — technical assistance was provided, to restart an existing plant;
- **Fibre glass products** — travel assistance was given to the Comores promoter (from the island of Anjouan) to allow him to study the production of fibre glass products in the Seychelles;
- **Fibre glass garden furniture, water tanks, etc.** — a feasibility study was carried out by a Seychelles industrialist (who will later also provide technical assistance) for a project in the city of Moroni which will eventually be expanded to produce fishing boats;
- **Stone crushing** — the operations manager received training in France;
- **Animal feed mill** — Belgium's Walloon Region and CDI jointly contributed to the cost of a feasibility study undertaken by a Belgian joint venture partner;
- **Yoghurt production** — travel assistance was accorded to the Comores promoter to allow him to attend a promotional meeting in Luxembourg, for discussions with potential partners;
- **Foam mattresses** — a diagnostic study of the production problems of an existing plant was sponsored by CDI;
- **Printing** — a Mauritian consultant is carrying out an audit of a printing works to facilitate a local bank in taking a decision concerning finance for new equipment.

### SEYCHELLES

- **Proposals for an industrial strategy** — the initial proposals of a major study begun in 1987 (referred to in the accompanying article) have been well received by the Seychelles Government and should lead to requests for assistance with particular projects;
- **Hydroponic cultivation** — a feasibility study was co-financed jointly with a potential Dutch partner into the cultivation by hydroponic methods of fruits and vegetables (which are in scarce supply due to local growing conditions), to satisfy the needs of the Seychelles hotel industry.

## OFFERS FROM ACP SPONSORS EEC INDUSTRIAL PARTNERS WANTED



EEC industrialists are invited to contact CDI, quoting the reference number, in response to any offer outlined in this section. However, CDI will reply to enquiries only if EEC industrialists give brief descriptions of their current operations and are prepared to provide the kinds of cooperation requested by the ACP sponsors.

Organisations reprinting these offers in their own publications, are asked ALWAYS to include the corresponding CDI reference numbers.

### HUMAN VACCINES AND RELATED PRODUCTS

#### ZIMBABWE

661.ZIM.15.CHE

A private entrepreneur envisages setting up locally the production of human vaccines and related biological products.

The project has strong government support based on local needs and potential future exports to SADCC and PTA Member States.

Implementation is planned in 3 phases over five to seven years:

1. Diluting imported concentrates and filling
2. Development of local raw material
3. Production of blood grouping sera and related products.

The project must comply with WHO standards.

For Phase I, the annual capacity should be 2 million units (10% measles, 15% BCG, 25% DPT and 50% protein D).

The promotor seeks a foreign investor who, under a joint venture agreement, could provide know-how and start-up assistance.

Interested investors, who provide information on their background and experience, will be sent detailed project information and local market data.

A joint-venture partner is required who will provide know-how and a share of the equity.

### ELECTRONICS - SUBCONTRACTING OFFER

#### BARBADOS

662.BAR.4.MEC.

A private company currently concentrates mainly on the production of printed circuit boards to military specifications for a leading US supplier of military equipment. It is also experienced in cable harness assemblies. This company wishes to attract new clients for contract manufacturing.

The company seeks an EEC partner in a position to channel assembly work into new lines, for the export market.

The present Barbados workforce can easily be trained to handle new product lines.

### ELECTRONICS: MANUFACTURE OF COMPONENTS AND ASSEMBLY

#### JAMAICA

662.JAM.13.ELC.

So far, the potential of the above area of activity has not been realised in Jamaica. However, it has been among the government's top priorities for the past five years.

A large private Jamaican group proposes to enter this field, to concentrate on the assembly and repair of printed circuit boards (imported in kit form) for re-export.

This product could qualify for exemption from customs duties for exports to the USA, Canada and the EEC.

Up to 49% of the equity would be available to a European partner capable of providing technology, technical assistance and marketing know-how.

### BONE MEAL, BONE FAT AND BLOOD MEAL

#### SOMALIA

662.SOM.1.FOO.

Private sponsors, supported by the local development bank, plan to set up a bone meal project using wastes from the slaughter house in Mogadishu.

The expected capacity is 2 to 3 tons per hour.

The bone meal (2,499 tons a year) and blood meal (480 tons a year), will be mainly for export.

The local sponsors are already experienced in the exporting of bones, especially to East Africa. They are seeking an EEC joint venture partner who will provide know-how, assistance with marketing and a share of the equity.

### RADIO AND TV MANUFACTURING

#### ETHIOPIA

662.ETH.1.ELC.

The Ethiopian National Metalworks Corporation, following a feasibility study conducted in 1985, wants to set up a plant for the combined production of:

- radios (30 000 a year)
- black and white television sets (20 000 a year)
- colour television sets (5 000 a year)
- printed circuit boards (for the above products).

The entire output will be absorbed by the domestic market.

In 1984, 90 000 radios and 5 000 television sets were imported in spite of the high import duty (69%) on these items.

The project has been given a high priority by the Ministry of Industry.

### MINERAL WATER

#### KENYA

421.KEN.13.FOO

A private Kenyan firm wishes to set up a plant to bottle 5 million litres of mineral water per year, in 1.5 litre PVC bottles.

The local market is currently supplied by imports. Although official statistics show a lower national consumption than the expected plant capacity, it is believed that the market is big enough to justify the project.

An EEC technical partner is sought, initially to carry out an in-depth evaluation of the project (with financial assistance from CDI). If the evaluation is positive, it is expected that the EEC partner would conduct a full feasibility study, assist with the setting-up of the plant and possibly take a share of the equity.

# OPERATIONAL SUMMARY

No. 42 — November 1987

(position as at 26 October 1987)



## EEC-financed development schemes

The following information is aimed at showing the state of progress of EEC development schemes prior to their implementation. It is set out as follows:

### Geographical breakdown

The summary is divided into three groups of countries, corresponding to the main aspects of Community development policy:

— the ACP countries (Africa, the Caribbean and the Pacific), which signed the multilateral conventions of Lomé I (28 February 1975), Lomé II (31 October 1979) and Lomé III (8 December 1984), plus the OCT (overseas countries and territories) of certain member states of the EEC, which get the same type of aid as the ACP countries;

— the Mediterranean countries (Maghreb and Mashraq), which signed cooperation agreements with the EEC in 1976 and 1977;

— the ALA developing countries of Asia and Latin America, beneficiaries since 1976 of annual aid programmes.

The information within each of these groups is given by recipient country (in alphabetical order).

### Note

As the information provided is subject to modification in line with the development aims and priorities of the beneficiary country, or with the conditions laid down by the authorities empowered to take financial decisions, the EEC is in no way bound by this summary, which is for information only.

### Information given

The following details will usually be given for each development scheme:

- the title of the project;
- the administrative body responsible for it;
- the estimated sum involved (prior to financing decision) or the amount actually provided (post financing decision);
- a brief description of projects envisaged (construction work, supplies of equipment, technical assistance, etc.);
- any methods of implementation (international invitations to tender, for example);
- the stage the project has reached (identification, appraisal, submission for financing, financing decision, ready for implementation).

### Main abbreviations

Resp. Auth.: Responsible Authority  
Int. tender: International invitation to tender  
Acc. tender: Invitation to tender (accelerated procedure)  
Restr. tender: Restricted invitation to tender  
TA: Technical assistance  
EDF: European Development Fund  
mECU: Million European currency units

Correspondence about this operational summary can be sent directly to:

Mr. Franco Cupini  
Directorate-General for Development  
Commission of the European Communities  
(ARCH.25/1/1)  
200, rue de la Loi  
B-1049 Brussels

Please cover only one subject at a time.

## DESCRIPTION SECTOR CODE

<b>A1</b>	<b>Planning and public administration</b>	<b>A5B</b>	Industrial development banks
A1A	Administrative buildings	A5C	Tourism, hotels and other tourist facilities
A1B	Economic planning and policy	A5D	Export promotion
A1C	Assistance to the normal operations of government not falling under a different category	A5E	Trade, commerce and distribution
A1D	Police and fire protection	A5F	Co-operatives (except agriculture and housing)
A1E	Collection and publication of statistics of all kinds, information and documentation	A5G	Publishing, journalism, cinema, photography
A1F	Economic surveys; pre-investment studies	A5H	Other insurance and banking
A1G	Cartography, mapping, aerial photography	A5I	Archaeological conservation, game reserves
A1H	Demography and manpower studies	<b>A6</b>	<b>Education</b>
<b>A2</b>	<b>Development of public utilities</b>	A6A	Primary and secondary education
A2A	Power production and distribution	A6B	University and higher technical institutes
A2A1	Electricity	A6B1	Medical
A2B	Water supply	A6C	Teacher training
A2C	Communications	A6C1	Agricultural training
A2D	Transport and navigation	A6D	Vocational and technical training
A2E	Meteorology	A6E	Educational administration
A2F	Peaceful uses of atomic energy (non-power)	A6F	Pure or general research
<b>A3</b>	<b>Agriculture, fishing and forestry</b>	A6G	Scientific documentation
A3A	Agricultural production	A6H	Research in the field of education or training
A3B	Service to agriculture	A6I	Subsidiary services
A3C	Forestry	A6J	Colloquia, seminars, lectures, etc.
A3D	Fishing and hunting	<b>A7</b>	<b>Health</b>
A3E	Conservation and extension	A7A	Hospitals and clinics
A3F	Agricultural storage	A7B	Maternal and child care
A3G	Agricultural construction	A7C	Family planning and population-related research
A3H	Home economics and nutrition	A7D	Other medical and dental services
A3I	Land and soil surveys	A7E	Public health administration
<b>A4</b>	<b>Industry, mining and construction</b>	A7F	Medical insurance programmes
A4A	Extractive industries	<b>A8</b>	<b>Social infrastructure and social welfare</b>
A4A1	Petroleum and natural gas	A8A	Housing, urban and rural
A4B	Manufacturing	A8B	Community development and facilities
A4C	Engineering and construction	A8C	Environmental sanitation
A4D	Cottage industry and handicraft	A8D	Labour
A4E	Productivity, including management, automation, accountancy, business, finance and investment	A8E	Social welfare, social security and other social schemes
A4F	Non-agricultural storage and warehousing	A8F	Environmental protection
A4G	Research in industrial technology	A8G	Flood control
<b>A5</b>	<b>Trade, banking, tourism and other services</b>	A8H	Land settlement
A5A	Agricultural development banks	A8I	Cultural activities
		<b>A9</b>	<b>Multisector</b>
		A9A	River development
		A9B	Regional development projects
		<b>A10</b>	<b>Unspecified</b>



### PABLI – Blue page informatics

*Direct access to the blue pages via on-line terminal or telex*

The blue pages are on computer and available either directly via a terminal or micro-computer.

Selected extracts of the blue pages may be obtained.

The cost of these two services has been fixed and will be applied from 1987.

To obtain any information concerning PABLI please write, specifying the option chosen (terminal or telex) to:

**Mr A. BOLDRIN**  
 "Data base Section" – B9/69  
 Directorate-General for Development  
 Commission of the European Communities  
 200, rue de la Loi  
 1049 Brussels  
 Belgium

# ACP STATES

New projects are printed in italics and offset by a bar in margin at left

Projects under way are marked with an asterisk and with words or phrases in italics

## ANGOLA

**Rural Water supply.** Resp. Auth.: Ministère de l'Industrie et des Ressources Naturelles. HYDROMINA. Parallel cofinancing with UNICEF. EEC contribution 2,250 mECU. Study, T.A. and supply of hand-pumps, tubes, drilling equipment, vehicles. Project in execution.

ALA ANG 8425 A2b

**Sectoral Import Programme.** Resp. Auth.: Ministère du Plan. 35 mECU. Supply of seeds (maize, potatoes, for market garden crops) fertilizers, tools, vehicles, raw materials, rural equipment. T.A. and evaluation. Project on appraisal. Date foreseen for financing December 87. 6th EDF.

EDF ANG 6005 A3a

## ANTIGUA AND BARBUDA

**Livestock development - Phase I.** Resp. Auth.: Ministry of Agriculture. 1.9 mECU. Works, supplies, T.A. T.A.: Short-list done. Project in execution. 4th and 5th EDF.

EDF AB 5003-4003 A3a

## BAHAMAS

**Rural economic infrastructure (Family Islands Energy).** Resp. Auth.: Bahamas Electricity Corporation. Estimated cost 2.4 mECU. Works, installation, supply of generators, cables, renewable energy systems. Project on appraisal. 6th EDF.

EDF BM 6001 A2a

## BELIZE

**Belize City Hospital. Phase I.** Estimated cost 7,494 mECU. Work constructions and supply of equipment. 4th and 5th EDF. Project stage: identification.

EDF BEL 4007-5002 A7a

**Hummingbird Highway.** Estimated cost 5.6 mECU. Road reconstruction. Study to be done: design plan and bridge and int. tender dossier. Short-list already drawn up. Project stage: identification. 6th EDF.

EDF BEL 6001 A2d

**Community Development Programme.** Resp. Auth.: Ministry for Social Services. 0.150 mECU. Project preparation study. Short-list done. 6th EDF.

EDF BEL 6002 A8b

## BENIN

**Upgrading of health service infrastructure in Porto Novo Hospital.** Resp. Auth.: Ministère de la Santé Publique. Estimated cost 9 mECU: renovation and construction of the hospital building and equipment. Project on appraisal. 5th EDF.

EDF BEN 5010 A7a

**Road maintenance programme (phase II).** Resp. Auth.: Ministère Equipements et Travaux Publics. EDF part 24.3 mECU. Resurfacing of the roads Malanville-Parakou and Comé-Lokosa-Dogbo. Works and supply of T.A. Int. tender for works launched in June 87. (Conditional) Date financing September 87. 6th EDF.

EDF BEN 6002 A2d

## BOTSWANA

**Initial measures for the conservation of the Kalahari ecosystem.** T.A. and supply of equipment. Monitoring and protection of the natural reserves. 2 mECU. Project in execution. 6th EDF.

EDF BT 6001 A8f

**Kasane airport.** Resp. Auth.: Ministry of Works and Communications. Estimated total cost 6.6 mECU. EDF 4.5 mECU, Italy 1.6 mECU, local 0.5 mECU. Construction of 2 000 m runway, bush clearance of 170 ha, buildings, two main apron stands, air traffic control equipment, telecommunication network, crash fire and rescue equipment, car park. Works supervision. Project on appraisal. 6th EDF.

EDF BT 6002 A2d

**Support programme for dry land agriculture.** Resp. Auth.: Ministry of Agriculture and Ministry of Lands. 3.5 mECU. Masterplan for Pandamatenga, soil laboratory, Pandamatenga Research Farm, price study. Works, supply of laboratory equipment, agricultural machinery, studies and T.A. Studies: Pandamatenga masterplan. Price study: short-lists already drawn up. *Project in execution.* 6th EDF.

EDF BT 6005 A3a

**Manpower development for sustainable resource utilisation.** Resp. Auth.: Ministry of Finance and University of Botswana. Estimated cost 4.5 mECU. T.A. and training for basic science, ground water exploration and management, environmental resource and sustainable agriculture. Project on appraisal. 4th and 6th EDF.

EDF BT 6003 A6

## BURKINA FASO

**Ouagadougou-Kaya railway.** Resp. Auth.: Ministère Promotion Economique. 5.5 mECU. Supply of rails, equipment and ballast. Int. tender (conditional) launched end of July. Date foreseen for financing October 87. Project on appraisal. 5th EDF.

EDF BK 5019 A2d

**Rural water supply. Comoé. 3rd phase.** Resp. Auth.: Ministère des Ressources Financières. 3.1 mECU. 210 bore-holes and rehabilitation of 30 water-points. Supply of handpumps and equipment. Date financing September 87. 4th EDF.

EDF BK 4023 A2b

**Rural integrated development programme in the provinces of Sourou, Yatenga and Passoré.** Resp. Auth.: Ministère de l'eau, Ministère de l'Agriculture et Elevage, Ministère de la Santé, Ministère de l'Education Nationale. 44 mECU. Development and security of rural production, land capital protection, drinking water supply, rural health improvement, training and monitoring, planning and coordination at regional level. Works for water control, training, T.A., supplies, coordination and follow-up. Project on appraisal. Date foreseen for financing October 87. 6th EDF.

nancing October 87. 6th EDF. EDF BK 6001

A3a

## BURUNDI

**Social-economic development of the Kirundo Province.** Resp. Auth.: Ministère de l'Agriculture et de l'Elevage. 15.5 mECU. Works: spring wells catchment, well boring, buildings, feeder road. Supply of agricultural inputs, equipment, vehicles, T.A. and training. Works by acc. tender, supplies by int. tender or direct agreement. T.A. and training by restr. tender. Short-list done. Project in execution. 5th EDF.

EDF BU 5005 A3a

**Roads and bridges in Bujumbura.** Estimated cost 8 or 9 mECU. Road and bridge construction. Supervision of works. Study of the execution and preparation of the int. tender dossier for roads: short-list done. Project stage: identification. 5th EDF.

EDF BU 5023 A2d

**Rural development in the Mosso Buyogoma.** Resp. Auth.: Ministère de l'Agriculture et de l'Elevage and Département des Eaux et Forêts. 36.7 mECU. Improvement of the feeder roads and secondary roads, rural hydraulics, rural stock-farming and reforestation development. Support to cooperatives. Feasibility study for secondary roads and hydraulics: short-list done.

*Project on appraisal. Date foreseen for financing November 87.* 6th EDF.

EDF BU 6001 A3a

**Rehabilitation of the R.N. 1-Bujumbura-Rwanda border.** Resp. Auth.: Ministère des Travaux Publics. Estimated cost 22 mECU. Rehabilitation works plus the town section up the port of Bujumbura. Study to be done: technical study for the execution and int. tender dossier preparation. Short-list already drawn up. Project on appraisal. 6th EDF.

EDF BU-REG 6305 A2d

**Rehabilitation of the R.N. 2 (Bugarama-Gitesa).** Resp. Auth.: Ministère des T.P. Estimated cost 6 mECU. Works and supervision. 68 km. Project on appraisal. 6th EDF.

EDF BU 6006 A2d

## CAMEROON

**Rural development programme in the Bénoué basin.** Resp. Auth.: Mission d'études pour l'aménagement de la vallée supérieure de la Bénoué (MEAVSB). Total estimated cost 30 mECU, EDF part 25 mECU. Roads network, schools, health centres, rural water supply. Support to crop production and fishery. Irrigated agricultural areas, fight against soil and surface vegetation degradation. Works, supplies, T.A. and training. Study to be done: sectoral studies to implement different sectors of the programme. Short-list already drawn up. Project on appraisal. *Date foreseen for financing November 87.* 6th EDF.

EDF CM 6002 A3a

## CAPE VERDE

Groundwater research. Resp. Auth.: Ministère du Développement Rural. EDF part 2.2 mECU. Cofinancing with France 0.5 mECU, Kuwait 1.3 mECU. Construction of a gallery in Bata Rama, supply of drilling equipment. T.A. Project on appraisal. Date foreseen for financing **December 87**. 5th EDF.

EDF CV 5001 A2b

## CENTRAL AFRICAN REPUBLIC

National Livestock Programme. Supply of agricultural inputs, monitoring training. T.A. Feeder roads. EDF part 10 mECU. Cofinancing with France, EIB, local, IFAD. **Project in execution**. 6th EDF.

EDF CA 6001 A3a

Conservation programme for the ecosystem in the North. National game and natural reserves. Supervision for protected areas. Monitoring, management. Supply of infrastructures. EDF 25 mECU. **Project in execution**. 6th EDF.

EDF CA 6002 A3a

Development programme of the Central and Southern region. Resp. Auth.: Ministère du Dév. Rural. Estimated cost 25 mECU. To strengthen coffee plantations in the villages and the infrastructure, diversifications in ex-cotton zones: rural health and human hydraulics. T.A., studies, following and evaluation. Studies to be done: hydrogeological study and health expertise; studies to reconvert cotton zones and on producers cooperatives; if necessary, expertise on agriculture and reforestation. Short-lists already drawn up. Project stage: identification. 6th EDF.

EDF CA 6005 A3a

## CHAD

Priority actions programme in the educational field. Resp. Auth.: Ministère du Plan et de la Reconstruction. Estimated cost 5.2 mECU. Works, supplies, scholarships and T.A. T.A.: ADITEC (Lux). Project in execution. 5th EDF.

EDF CD 5003 A6a

Agricultural programme in the Sudan zone. Estimated cost 5.5 mECU. Various actions for: organising the peasantry, stocking and marketing, utilisation of improved seeds and production techniques. T.A.: AGRER (B). Project on appraisal. Date foreseen for financing decision 2nd half 87. 5th EDF.

EDF CD 5010 A3b

Strengthening of Road maintenance brigades. Resp. Auth.: Ministère de Travaux Publics, de l'Habitat et de l'Urbanisme. 19.5 mECU. For Sarh-N'Djamena: supply of road equipment, logistics and T.A. For Sarh-Lere: works by int. tender and supply of T.A., training and supervision of works. Int. tender for road equipment launched in July **87**. Int. tender for works launched in **October 87**. Project in execution. 6th EDF.

EDF CD 6001 A2d

Rural development priority programme in the concentration zone. Resp. Auth.: Of-

fice National de Dév. Rural (ONDR). 15 mECU. Hydro-agricultural works, infrastructure, education, health. Works, supplies and T.A. **Project in execution**. 6th EDF.

EDF CD 6002 A3e

Support programme to strengthen primary education. Resp. Auth.: Ministère de l'Education Nationale. 1.275 mECU. Supply of teaching equipment and training and integration scholarships. Project in execution. 5th EDF.

EDF CD 5022 A6a

Strengthening of the health sector in the Sahelian prefectures. Resp. Auth.: Ministère de la Santé Publique. 12 mECU. Supply of essential medicines, training programme and T.A. Project in execution. 6th EDF.

EDF CD 6003 A7a

## COMOROS

Artisanal fishery. Resp. Auth.: Ministère de la Production et des Industries Agricoles et de l'Artisanat. 1.092 mECU. Supply of equipment, boats, engines, T.A. and training. **Project in execution**. 5th EDF.

EDF COM 5017 A3d

Moroni port. Resp. Auth.: Ministère du Plan et de l'Équipement. Total estimated cost 14 mECU. EDF 8 mECU, France 6 mECU. EDF part: maritime civil engineering. Construction of a jetty, a pier and a quay and dredging. Int. tender (conditional) **launched in September 87**. Project on appraisal. **Date foreseen for financing November 87**. 6th EDF.

EDF COM 6001 A2d

## CONGO

FEDAR (EDF regional action for the Pool and Cuvette). Resp. Auth.: Ministère du Plan. Estimated cost 36 mECU. Roads, wells, rural infrastructure, supervision of works, line of credit, monitoring. Project on appraisal. 6th EDF.

EDF COB 6002 A3a

## COTE D'IVOIRE

Rural development of the central region. Resp. Auth.: Ministère de l'Agriculture. 10.5 mECU. Development of irrigated rice-growing. Works, supplies and T.A. Project in execution. 5th EDF.

EDF IVC 5021 A3a

Rural oil palm plantations for the 2nd palm plan. Resp. Auth.: Ministère de l'Agriculture. Rural. EDF 20.850 mECU, 22,945 ha in rural areas. Project in execution. 6th EDF.

EDF IVC 6001 A3a

Research and development of the orcharding in the savannah region. Resp. Auth.: Ministère de la Recherche Scientifique (MRS) I.R.F.A. EDF 1.120 mECU. Works by direct labour or direct agreement. Supply of scientific equipment, vehicles, agricultural equipment and office equipment. Fertilizers, pesticides, laboratory products. Supplies by int. tender. Project on appraisal. Date foreseen for financing **October 87**. 5th EDF.

EDF IVC 5020 A3a

Strengthening of the research capacities for the "Institut des Savanes" (IDESSA). Resp. Auth.: Ministère de la Recherche Scientifique (MRS). IDESSA. EDF 2 mECU. Works by direct labour or direct agreement. Supply of scientific equipment, vehicles, rural equipment, furnitures, laboratory products, fertilizers, pesticides. All by int. tender. Project on appraisal. Date foreseen for financing decision **October 87**. 5th EDF.

EDF IVC 5020 A3a

## DJIBOUTI

Ranch construction. Resp. Auth.: Ministère de l'Agriculture. Studies and Works. Works by int. tender. 1.030 mECU. Int. tender dossier prepared by Dubois (ACP). Project in execution. 5th EDF.

EDF DI 5005 A3a

Rural development programme. Resp. Auth.: Ministère de l'Agriculture. EDF part estimated at 4.9 mECU. Improvement of the rural development, farm and livestock monitoring, rural hydraulics, palm-tree plantations, pump-station maintenance. Studies to be done: evaluation of the rural development programme; study on possibilities to improve rural development. Short-lists, already drawn up. Project stage: identification. 6th EDF.

EDF DI 6001 A3a

Urban development programme. Resp. Auth.: Ministère des Travaux Publics, de l'Urbanisme et du Logement et Ministère de l'Intérieur. EDF part estimated at 4.2 mECU. Rehabilitation, construction of waste water controlled network, works and supplies, road assessments to improve rain waters. Studies for rehabilitation and to prepare int. tender dossiers (drainage, roads, drinking water, fire protection): short-lists already drawn up. Project stage: identification. 6th EDF.

EDF DI 6002 A2d

Health programme. Resp. Auth.: Ministère de la Santé Publique. Estimated total cost 1.016 mECU. EDF 0.855 mECU, France 0.116 mECU, local 0.045 mECU. Building of the training centre for health care staff, and of Rural Health Centres. Supply of mobile health care equipment, T.A. to the Health and Epidemiological service. Project on appraisal. **Date foreseen for financing December 87**. 4th and 6th EDF.

EDF DI 6003 A7a

## EQUATORIAL GUINEA

Rural interventions. Project stage: identification. 5th EDF.

EDF EG A3a

Rural development in the Bata district. Resp. Auth.: Ministère de l'Agriculture, de l'Élevage et du Dév. Rural, Ministère de la Santé. 1.350 mECU. T.A.: B.D.P.A. (F). 5th EDF. Project in execution.

EDF EG 5004 A3a

Malabo electrification (Phase II). 2.7 mECU. Purchase of generator sets, repairing of the power station and town mains extension. 2 int. tender launched in June 85.

Project on appraisal. Supervision of works: S.G.I. (Lux). Date foreseen for financing decision 2nd half 87. 5th EDF.  
EDF EG 5003 A2a

Assistance to the road maintenance service in Rio Muni. 2nd phase. Resp. Auth.: Ministère des Travaux Publics. 1.1 mECU. T.A., training and purchase of road equipment. Project in execution. 5th EDF.  
EDF EG 5009 A2d

## ETHIOPIA

North Shewa rural reclamation and development programme. Resp. Auth.: Ministry of Agriculture. Estimated total cost 28.5 mECU. EDF 24 mECU, local 4.5 mECU. Soil and water conservation, reforestation, rural infrastructure development and feeder roads. Works, supply of equipment, vehicles, T.A. and line of credit. Date financing September 87. 6th EDF.  
EDF ET 6001 A3a

## GABON

Continuation of the Fernan Vaz project (II). EDF 6.3 mECU. Improvement and diversification of agricultural production, social action and feeder road construction. 2 Int. tenders for supplies launched in September 87. Project in execution. 6th EDF.  
EDF GA 6001 A3a

Experimental rural rubber tree cultivation programme Mitzi/Bitam. Resp. Auth.: Ministère de l'Agriculture et du Développement Rural. 2.3 mECU. Special loan to support development of rural rubber tree cultivations in the concentration area assisted by the EEC. Works, supplies and T.A. Project on appraisal. Date foreseen for financing November 87. 6th EDF.  
EDF GA 6004 A3a

## GAMBIA

Brikama College. Phase II. Resp. Auth.: Ministry of Works and Communications. 1.925 mECU. Construction and equipment of academic and residential buildings. Works by mutual agreement. Equipment for phase II: int. tender, 2nd half 87. Project in execution. 4th EDF.  
EDF GM 4005 A6b

Development of the non-industrial fisheries. 3 mECU. Works and supplies. Project on appraisal. Date foreseen for financing October 87. 6th EDF.  
EDF GM 6003 A3d

## GHANA

Programme for the improvement of the transport infrastructure in the South Western part. First actions. 21 mECU. Rehabilitation of the Axim-Axim junction road, construction of a road link (including bridge) to Enchi and studies. Feasibility and design study for Wiawso-Awaso-Mim corridor, short-list drawn up. Project in execution. 6th EDF.  
EDF GH 6001 A2d

Support to Ghana Regional Appropriate Technology Industrial Service (GRATIS). Resp. Auth.: Ministry of Industries, Science

and Technology. EDF part estimated at 1.200 mECU. Supply of equipments, vehicles, T.A. and training. Project in execution. 6th EDF.  
EDF GH 6004 A4g

★ Rehabilitation of Dawhenya smallholder rice irrigation scheme. 2.4 mECU. Rehabilitation works over 244 ha. Provision of agricultural equipment and other inputs. Project on appraisal. Date foreseen for financing October 87. 6th EDF.  
EDF GH 6005 A3a

Accra Plains Livestock Development Project (APLDP). Estimated total cost 4 mECU. EDF part 3 mECU, local 1 mECU. Provision of veterinary and animal husbandry extension services, including construction of cattle treatment centres, water points and other inputs. Project on appraisal. 6th EDF.  
EDF GH 6006 A3a

Transport infrastructure programme. Phase II. Resp. Auth.: Ghana Highway Authority. 5 mECU. Rehabilitation of drainage structures and minor bridges of first priority on trunk and feeder roads. T.A. and supervision of works. Technical study: short-list already drawn up. Project in execution. 5th EDF.  
EDF GH 5030 A2d

★ Twifo oil palm development. Maintenance aid 1988-1991. Resp. Auth.: Ministry of Finance and Economic Planning (M.F.E.P.). Total estimated cost 12.6 mECU. EDF 5 mECU, local 7.6 mECU. Works, supply of equipment and T.A. Study to be done: financial reappraisal of the Twifo oil palm plantation. Short-list already drawn up. Project on appraisal. 6th EDF.  
EDF GH 6007 A3a

## GRENADA

Eastern Main Road. Phase III. Resp. Auth.: Ministry of Communications and Works. EDF 3.5 mECU. Strengthening the road base by coal mix surface course and improving drainage structures. Works by direct labour. Supply of equipment by int. tender. Project in execution. 6th EDF.  
EDF GRD 6001 A2d

★ Pilot project. Model farm. Resp. Auth.: Grenada Model Farms Corporation (GMFC). 0.275 mECU. Access roads, drainage, irrigation, supply of equipment. Project on appraisal. Date foreseen for financing October 87. 6th EDF.  
EDF GRD 6002 A3a

## GUINEA

Rural development programme in Upper-Guinea. Resp. Auth.: Coordination team composed by representation from: Ministère du Plan et de la Coopération internationale, Ministère du Finances, Secrétariat d'Etat à la Décentralisation, Ministère du Développement Rural, 30 mECU. To modernise agricultural systems and to improve the way of living. Development of the crop production, infrastructure (roads, social, rural hydraulics), micro-projects, lines of credit, T.A. and training. Project in execution. 6th EDF.  
EDF GUI 6002 A3a

Rural development programme in Maritime-Guinea. Resp. Auth.: Coordination team (see EDF GUI 6002). 40 mECU. Crop production and fishery, road network, social infrastructure, rural hydraulics, micro-projects, lines of credit, research actions, vulgarisation, T.A. and training. Project in execution. 6th EDF.  
FED GUI 6001 A3a

★ Strengthening of health infrastructure. Resp. Auth.: Ministère de la Santé. Estimated cost 8.5 mECU. Continuation and achievement of the Ignace Deen hospital rehabilitation. T.A. and training. Project on appraisal. 6th EDF.  
EDF GUI 6005 A7a, e

## GUINEA BISSAU

Minor bridges. Resp. Auth.: Ministère de l'Équipement Social. Estimated total cost 3.7 mECU. Construction of 4 bridges to open four agricultural regions. Works and supervision. Project on appraisal. 5th EDF.  
EDF GUB 5011 A2d

Rural development programme. 23.8 mECU. Improvement of the food and fishery production, line of credit, micro-projects, T.A. and training. Project on appraisal. Date foreseen for financing December 87. 6th EDF.  
EDF GUB 6001 A3a

## GUYANA

Economic infrastructure sector support programme. Resp. Auth.: Ministry of Finance. 14.5 mECU. Rehabilitation of sea defences, quarries, transport, water supplies. Supply of equipment, training. First int. tender for supplies foreseen in the 1st quarter 88. Project on appraisal. 6th EDF.  
EDF GUA 6003 A2b, d

## JAMAICA

Jamaica Public Service Company (JPSCO). Training centre. Resp. Auth.: JPSCO. Estimated total cost: 2.710 mECU. EDF part 0.540 mECU, Italy 1.350 mECU, local 0.730 mECU, JPSCO 0.090 mECU. EDF part: supply of laboratory equipment, pedagogical equipment and T.A. Project on appraisal. Date foreseen for financing December 87. 5th EDF.  
EDF JM 5014 A6d

Rural water supplies. Phase I. Resp. Auth.: National Water Commission. 5.750 mECU. Extension, upgrading of five existing water supply schemes: South Manchester, Lionel Town/Kempshill, Elderslie/Niagara, Castleton, South Chapelton. Works and supplies. Project on appraisal. 6th EDF.  
EDF JM 6003 A2b

★ Montego Bay airport. Charter terminal. Resp. Auth.: Airports Authority of Jamaica. 7.1 mECU. Works and supply of equipments. Works by acc. tender. Supplies by int. tender. Supervision. Project on appraisal. Date foreseen for financing December 87. 6th EDF.  
EDF JM 6004 A2d

## KENYA

Minor roads rehabilitation and maintenance programme. Estimated cost 5 mECU. Works by direct labour. Project stage: identification. 6th EDF.  
EDF KE 6002 A2d

**Agricultural research programme.** 20 mECU. Soil and water management research. Soil fertility and plant nutrition. Civil works and libraries. *Project in execution.* 6th EDF. EDF KE 6003 A3e

**Development of commerce and industry.** Estimated cost 5 mECU. Export promotion and marketing, trade development promotion and support to informal sector and small scale industries. Studies, short-lists already drawn up. *Project stage: identification.* 6th EDF. EDF KE 6004 A5de

## LESOTHO

**Mphaki area development. Phase II.** Resp. Auth.: Ministry of Agriculture. 3.7 mECU. Feeder roads, livestock, veterinary and marketing installations, supplies and T.A. *Project in execution.* 6th EDF. EDF LSO 6002 A3a

**Asparagus expansion programme.** Resp. Auth.: Ministry of Trade and Industry. 4.75 mECU. The project aims to increase within 10 years smallholders asparagus growing areas from present 80 to 670 ha. Works: wells, tracks, houses and other infrastructures. Supplies: vehicles, tractors and farm equipments, T.A. and training. *Project in execution.* 6th EDF. EDF LSO 6003 A3a

## LIBERIA

**Rural health training centre.** Estimated cost 2 mECU. Provision of services, supplies and equipment (including drugs). T.A. for management and training. *Date financing decision September 87.* 5th EDF. EDF LBR 5020 A7a

**Bong Mining Company. Rehabilitation project.** Resp. Auth.: Government and BMC. 49.3 mECU. Supply of specialized equipment, shovels, conveyor belts, dumpers, locomotives, spare parts. *Project on appraisal. Date foreseen for financing October 87.* 5th EDF. EDF LBR/SYS 0000 A4a

**South-East development programme.** Estimated cost 27 mECU. Works, supplies and T.A. *Date financing October 87.* 6th EDF. EDF LBR 6002 A3a

## MADAGASCAR

**Microhydraulic programme in the village sector: consolidation and extension.** Programme to improve the management of water in the village sector on 21 000 ha of small enclosed irrigated rice fields. Works by direct labour. Acquisition of equipment and supplies by int. tender and tech. assistance by restr. tender. 8.35 mECU. T.A. Short-list done. *Project in execution.* 6th EDF. EDF MAG 6001 A2b

**Soalala iron: prefeasibility study.** Resp. Auth.: Ministère de l'Industrie. Estimated total cost 6.1 mECU. EDF 1.9 mECU. Italy 4 mECU, local 0.2 mECU. EDF part: soil pros-

pection by acc. tender and supply of vehicles. *Project on appraisal.* 87. *Date foreseen for financing October 87.* 5th EDF. EDF MAG 5032 A4a

**Water supply in the South (phase III).** Improvement of water supply conditions for population and livestock. EDF part 5.1 mECU, local 0.700 mECU. Wells, boreholes, supply of specialised equipment, T.A. and evaluation. *Project in execution.* 6th EDF. EDF MAG 6003 A2b

**Rehabilitation of the R.N. 4 road (PK 58 to PK 177).** Resp. Auth.: Ministère des Travaux Publics. 10 mECU. Int. tender for rehabilitation works, 119 km. Supervision. *Date financing September 87.* 6th EDF. EDF MAG 6005 A2d

**Small irrigated areas in the North: rehabilitation and support programme for rice-growing in the region of Antsohihy.** Resp. Auth.: For rural part: Ministère de la Production Agricole et de la Réforme Agricole (MPARA) for feeder roads: Ministère des Travaux Publics. 12.8 mECU. Works by acc. tender. Supplies by int. tender. Feeder roads by int. tender. Supervision of works: restr. tender. T.A. and training. *Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF MAG 6007 A3a

## MALAWI

**Strategic fuel reserve.** Resp. Auth.: Office of the President and Cabinet. Contingency Planning Unit. 4.2 mECU. Construction of tanks for diesel, petrol, ethanol. Associated infrastructure and equipment. T.A. *Project on appraisal.* 5th EDF. EDF MAI 5020 A2a

**Small Enterprise Development Organization of Malawi (SEDOM) - Phase III.** Resp. Auth.: Sedom secretariat. EDF 2.2 mECU. T.A.: GITEC (D). *Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF MAI 6008 A4e

**Smallholder coffee project. Phase II.** Resp. Auth.: Ministry of Finance/Smallholder Coffee Authority (S.C.A.). Total cost 9.59 mECU. EDF 4.62 mECU, local 4.97 mECU. T.A. by restr. tender, supplies by int. tender and civil works by loc. tender. T.A.: Short-list done. Int. tender for supplies launched in July 87. *Project in execution.* 6th EDF. EDF MAI 6003 A3a

**Smallholder agricultural input support programme.** Resp. Auth.: Ministry of Agriculture. 28.2 mECU. Establishment of fertiliser buffer stock of 70 000 tons, building of 3 warehouses + auxiliary facilities, T.A. *Project in execution.* 6th EDF. EDF MAI 6005 A3a

**Rural health programme.** Resp. Auth.: Ministry of Health and Ministry of Community Services (MOH and MOCS). 7.2 mECU. Construction of an hospital, two health centres supply of equipments, T.A. Works by acc. tender. Supplies by int. tender. T.A.: short-list not yet drawn up. *Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF MAI 6009 A7a, e

## MALI

**Support programme to the food strategy.** 23 mECU. *Project on appraisal. Date foreseen for financing October 87.* 6th EDF. EDF MLI 6001 A3a

**Strengthening of the health infrastructure in the district of Bamako.** Resp. Auth.: Ministère de la Santé Publique. 1.3 mECU. Extension of 2 health centres and construction of a new Blood Transfusion Centre. Supply of equipment by int. tender. Works by acc. tender. *Project in execution.* 5th EDF. EDF MLI 5026 A7a

**Stock-farming in North-East Mali.** Resp. Auth.: Ministère des Ressources Naturelles et Elevage. 2.2 mECU. Improvement of water points, building construction for cooperatives, supplies, training, follow-up, logistics. *Project on appraisal.* 5th EDF. EDF MLI 5006 A3a

**Rice-growing intensification programme in the large irrigated areas.** Resp. Auth.: Ministère de l'Agriculture. 66 mECU. Improvement of the irrigated areas, roads. Supply of equipment for maintenance and for agriculture, study, T.A., training and experimentation. Study: short-list done. *Project on appraisal.* 5th and 6th EDF. EDF MLI 6004 A3a

**Water resources improvement programme in the Mopti region.** Resp. Auth.: Gouverneur de la région. 24 mECU. Soil and ground water resources, rehabilitation of Bamako. Mopti road. Works, supplies, supervision, study, T.A. training. *Project on appraisal.* 5th and 6th EDF. EDF MLI 6005 A2b, d

## MAURITANIA

**Ajou El Atrouss hospital.** Resp. Auth.: Ministère de l'Équipement. 1.050 mECU. Renovation and supply of equipment for 3 buildings. Works by acc. tender. Supplies by int. tender. *Project on appraisal.* 5th EDF. EDF MAU 5012 A7a

**Rehabilitation of Nouakchott National Hospital.** Resp. Auth.: Ministère de l'Équipement. 4 mECU. Renovation and upgrading for building, supply of medical-technical and surgical equipment. *Project on appraisal. Date foreseen for financing November 87.* 6th EDF. EDF MAU 6003 A7a

**Road maintenance programme.** Resp. Auth.: Direction des Travaux Publics. 15 mECU. Upgrading strengthening of the road Nouakchott-Rosso (93.5 km) and 78 km of the road Boutlimit-Aleg. Supply of equipment for a road maintenance brigade. Supervision, T.A. and training. Works and supplies by int. tender. *Date financing September 87.* 6th EDF. EDF MAU 6004 A2d

## MAURITIUS

**Development of Ile Rodrigues - Phase II.** Resp. Auth.: Ministry of Agriculture.



3.250 mECU. Development centred on agricultural production. Works and supplies. Date financing September 87. 5th EDF. EDF MAS 6003 A3a

**Programme to diversify productive sectors to improve employment prospects (1st part: industry).** 10 mECU. Actions to strengthen export and industry promotion institutions, actions to incite development of small enterprises. Date financing September 87. 6th EDF. EDF MAS 6002 A5a

## MOZAMBIQUE

**Import support programme for rural development.** Resp. Auth.: Ministry of Commerce. 40 mECU. Direct support to the agricultural production and consumer foods production, development of the rural marketing and infrastructure. Importation of seeds, fertilisers, pesticides, raw materials for light industry: textiles, food, tobacco, shoes, soap. Purchase of vehicles and trucks, cranes, loading platforms (containers), importation of raw materials for manufacture of tyres, building materials, T.A. and valuation. Supplies by int. tender. *Project in execution.* 6th EDF. EDF MOZ 6008 A1c

**Eduardo Mondlane University. Basic science courses.** Resp. Auth.: Universidade Ed. Mond. (UEM). 2.3 mECU. Construction works, supply of furnitures and pedagogical equipment. T.A. Works by acc. tender. Supplies by int. tender. T.A. by restr. tender. *Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF MOZ 6015 A6b

## NIGER

**Rice-growing in the river valley.** Resp. Auth.: Ministère de l'Agriculture. Cultivation of 1,800 ha, electrification, feeder roads, T.A. for management. *Project preparation study: short-list already drawn up. Project on appraisal.* 6th EDF. EDR NIR 6001 A3a

**Small irrigation programme.** Resp. Auth.: Ministère de l'Agriculture. 21.560 mECU. Rehabilitation of the Tarka down valley, irrigation, boreholes and wells, Feeder roads, environmental protection, T.A. Works and supplies. Studies: short-lists already drawn up. *Project in execution.* 6th EDF. EDF NIR 6002 A3a

**Road maintenance on R.N.1.** Resp. Auth.: Ministère des Travaux Publics. 15 mECU. Maintenance works for 160 km and supervision. *Project in execution.* 6th EDF. EDF NIR 6003 A2d

**Rehabilitation project for the medical district of Mainé-Soroa.** Estimated cost 0.779 mECU. Supplies and T.A. *Project on appraisal. Date foreseen for financing October 87.* 4th EDF. EDF NIR 4021 A7e

## NIGERIA

**Kaduna afforestation project.** Resp. Auth.: Federal Department of Forestry. 9.4 mECU. Works, supplies and T.A. *Project in execution.* T.A.: Hedeseikabett (DK). 5th EDF. EDF UNI 5001 A3c

## PAPUA NEW GUINEA

**Diesel Power Replacement Programme.** Resp. Auth.: Electricity Commission (ELCOM). Estimated cost 4.850 mECU. 4 small hydroelectric power plants with transmission line extensions from existing grids. 1st int. tender (conditional) launched in October 85. *Project in execution.* 5th EDF. EDF PNG 5011a A2a

## RWANDA

**Development of the small-scale tin industry.** Resp. Auth.: Ministère de l'Industrie, des Mines et de l'Artisanat. 2.840 mECU. Sysmin. Works, supplies, training and T.A. T.A.: Short-list done. *Project in execution.* 5th EDF. EDF RW 5016 A4a

**Food strategy support programme.** Resp. Auth.: Ministère du Plan. 51 mECU. *Development of the rural activity, monitoring, training, maintaining of natural environment stability. Infrastructures, supply of agricultural inputs, vehicles, T.A. studies and training. Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF RW 6001 A3a

## ST. LUCIA

**Roseau agricultural resettlement and diversification project, Phase II.** 1.4 mECU. Works, supply of equipment and T.A. *Project in execution.* 6th EDF. EDF SLU 6001 A3a

**Mabouya valley development project.** Resp. Auth.: Central Planning Unit. Estimated cost 2.6 mECU. Works and supply of equipment and T.A. *Project on appraisal.* 6th EDF. EDF SLU 6002 A3a

## SAO TOMÉ & PRINCIPE

**Riberia Peixe rural development.** Resp. Auth.: Ministère de la Coopération. Development of agricultural output (palm oil) and industrial exploitation. Estimated total cost: 6.79 mECU as follows: EDF 4.00 mECU, EIB 2.00 mECU and local 0.791 mECU. T.A., works, training and supplies. T.A.: Short-list done. *Project in execution.* 6th EDF. EDF STP 6001 A3a

**Strengthening of the electricity production capability.** Supply and installation and works for electricity production of  $\pm 2,000$  KVA. Estimated cost 0.950 mECU. *Project on appraisal. Date foreseen for financing November or December 87.* 6th EDF. EDF STP 6002 A2ai

## SENEGAL

**New energy research and testing in rural regions.** Resp. Auth.: Secrétariat d'Etat à la Recherche Scientifique. 1.5 mECU. Creation of pilot unit for solar energy, biomass and wind energy. Studies, T.A. and equipment. Studies: AGIP-AFOR (I). Equipment: int. tender in 87. *Project on appraisal.* 5th EDF. EDF SE 5005 A2a

**Consolidation of the livestock development programme.** Resp. Auth.: SODESP. Estimated cost 1.6 mECU. Study under way by Bessel Ass. (UK). *Project on appraisal.* 5th EDF. EDF SE A3a

**Artisanal fishery development in the Casamance Region.** Resp. Auth.: Secrétariat d'Etat à la Pêche Maritime. EDF 1.6 mECU. Works, supplies and training. *Project in execution.* 5th EDF. EDF SE 5024 A3a

**Support programme to the development of the Podor region.** Estimated cost 97 mECU. Rural hydraulics, support to promote S.M.E., micro-irrigation, road and urban infrastructures, telecommunications, electrification, health, training, promotion of women, fight against desertification. Int. tender for works launched in July 87 and int. tender for supplies launched in September 87. *Project in execution.* 6th EDF. EDF SE 6002 A3a

## SEYCHELLES

**Craft industry development programme.** Resp. Auth.: Ministère du Développement National. 1.2 mECU. Renovation works and supply of furnitures. Supply of equipment, T.A. and training. Works by acc. tender. Supplies by direct agreement and int. tender. Date financing decision September 87. 6th EDF. EDF SEY 6003 A4d

## SIERRA LEONE

**Port Loko rural development programme.** 6 mECU. Infrastructures, T.A., training and supplies. T.A.: Short-list done for restr. tender. *Project in execution.* 5th EDF. EDF SL 5006 A3a

**Creation of regional centres for small enterprises.** Estimated cost 1.25 mECU. *Project stage: identification.* 5th EDF. EDF SL 5017 A4d

**Tourism development project.** Estimated cost 0.850 mECU. T.A. for Ministry of Tourism and supply of equipment. *Project stage: identification.* 5th EDF. EDF SL 5026 A5c

**Bennimix baby food production programme.** EDF 1.25 mECU. Improvement of the nutrition and health status of children by producing from local raw materials low cost, high quality weaning food, which can be afforded by the low-income groups. Date financing September 87. 5th EDF. EDF SL 5028 A7a

Construction of the road Fadugu-Kabala. Resp. Auth.: Ministry of Public Works. ★ 17.5 mECU. Bituminised road, 35 km. Project on appraisal. Int. tender (conditional) launched in August 87. Date foreseen for financing December 87. 6th EDF. EDF SL 6001 A2d

## SOLOMON ISLANDS

Coconut industry development project. Resp. Auth.: Ministry of Land and Natural Resources. Study under way by Agrar und Hydrotechnik (D). Project stage: identification. 5th EDF. EDF SOL 5009 A3a

Rehabilitation programme after cyclone Namu. Resp. Auth.: Ministry of Economic Planning. 1.722 mECU. Works and supply of equipment. Project in execution. 6th EDF. EDF SOL 6002 A7a

Development of human resources in the rural sector. Resp. Auth.: Ministry of Economic Planning. 4 mECU. Supply of equipment, T.A. and training. Project in execution. 6th EDF. EDF SOL 6003 A3a

## SOMALIA

Bardheera Dam. Resp. Auth.: Bardheera Dam Authority (BDA). 600 mECU. (Estimated) Dam Project 500 mECU. Powerline to Mogadishu 100 mECU. Funding: EDF, Italy, Germany, France, Saudi Arabia, Abu Dhabi, Kuwait Funds, FADES, Isl. Dev. Bank. Local. Power and river regulation for agricultural development. Construction of a concrete gravity dam with hydro-power station, associated infrastructure and electrical transmission lines. The dam will provide water, flood protection and power for up to 223 000 ha of irrigated agriculture in the Juba Valley, and energy to Mogadishu. Civil works: first int. tender launched in 1984. Transmission lines int. tender in 1988. Equipment: powerhouse main equipment and auxiliary equipment, int. tenders in 1988. Gates, valves, intake equipment, int. tender in 1989. Int. tender with prequalification launched in February 86 for hydraulic tests. Project in execution. 5th EDF. EDF SO 5003 A2a

"Aula Magna" Mogadishu National University. Resp. Auth.: Ministry of Public Works. ±2.5 mECU. Project on appraisal. 4th EDF. EDF SO 4015 A6b

Upgrading of the road Afgoi-Shalambot-Goluen. Resp. Auth.: Ministry of Public Works. Works by int. tender in 87. Supervision of works. Studies: AIC, PROGETTI (I). Project on appraisal. 5th EDF. EDF SO 5017 A2d

Food Early Warning System. Resp. Auth.: Ministry of Agriculture. Estimated total cost 4 mECU. EDF ±3.1 mECU. Supply of meteorological and office equipment and T.A.: Transtec (B). Project in execution. 5th EDF. EDF SO 5015 ABf

North-West agricultural development project. Estimated total cost 36 mECU. ★ EDF: 7.6 mECU, World Bank, 14.9 mECU, IFAD 9.9 mECU, local 3.6 mECU. Infrastructural work and supply of equipment and T.A. T.A.: DARUDEC (DK). Project in execution. Int. tender for supplies launched in July 87. 5th EDF. EDF SO 5016 A3a

Development of inshore fisheries in the Mogadishu region. Resp. Auth.: Ministry of Fisheries. EDF 3.0 mECU, local 0.3 mECU. Upgrading of fisheries infrastructure. Civil works local restr. tender, materials by int. tender/restr. tender or direct agreement. Project in execution. 5th EDF. EDF SO 5024 A3d

Animal feed by agricultural sub-products. Resp. Auth.: Ministry of Livestock, Forestry and Range. 1.9 mECU. Rehabilitation of a part of a dairy farm, supply of equipment and vehicles, T.A. Project on appraisal. Date foreseen for financing November 87. 5th EDF. EDF SO 5027 A3a

Mogadishu dairy. Phase II. Resp. Auth.: Ministry of Industry. 1.570 mECU. T.A., training and supply of equipment. Project on appraisal. Date foreseen for financing November 87. 6th EDF. EDF SO 6004 A3a

## SUDAN

Nuba Mountains rural development programme. Phase II. Resp. Auth.: Ministry of Finance and Ministry of Agriculture. EDF 11,450 mECU. Construction works, supply of vehicles and equipment and rural inputs, T.A. Int. tender for supplies launched in October 87. Project in execution. 6th EDF. EDF SU 6002 A3a

## SURINAME

Rice project at Coronie. Resp. Auth.: Ministerie van Landbouw, Veeteelt, Visserij en Bosbouw. 7.650 mECU. Rice production developments. T.A.: EUROCONSULT (NL). ★ Project in execution. Int. tender for supplies foreseen in November 87. 3rd and 5th EDF. EDF SUR 5002 A3a

Biomass energy project at Wageningen. Resp. Auth.: Government. Installation of an energy generator on the basis of rice husks. Project stage: identification. 5th EDF. EDF SUR 5009 A2a

Rehabilitation of the Burnside-Wageningen road. Resp. Auth.: Ministry of Finance and Planning. 7.5 mECU. Study to be done: technical methods for the implementation of the project: Delft Universiteit (NL). Int. tender for works (conditional) launched in April 87. Date financing September 87. 4th and 5th EDF. EDF SUR 5011 A2d

Artisanal fishing centre Nickerie. Estimated total cost 1.3 mECU. Works for offices, repair shop, jetty, cold stores. Supply of ice making unit, vehicles, fishing gears,

spare parts for engines. Training and evaluation. Project on appraisal. Date foreseen for financing October 87. 5th EDF. EDF SUR 5013 A3d

Sectoral import programme. Estimated cost 5 mECU. Creation of a revolving funds for imports of inputs (fertilizers and chemicals for the rice sector). Project on appraisal. 6th EDF. EDF SUR 6001 A3a

New Nickerie Secondary School. Estimated cost 1 mECU. Construction and supply of equipment. Project on appraisal. 5th EDF. EDF SUR 5014 A6a

## SWAZILAND

In-service maths and science teaching improvement programme. Resp. Auth.: University of Swaziland. Ministry of Education. 2.3 mECU. Supply of teaching equipment, T.A. and training. Project in execution. 6th EDF. EDF SW 6003 A6a

Integrated development of trade, tourism and handicrafts in Swaziland. Resp. Auth.: Ministry of Commerce, Industry and Tourism. 2.7 mECU. T.A. and training for the 3 sectors. Short-lists already drawn up. Date financing September 87. 5th and 6th EDF. EDF SW 6005 A5c, d, e

T.A. to the S.I.D.C. Swaziland Industrial Development Company Ltd. Resp. Auth.: Board of S.I.D.C. 1.220 mECU. Continuation of the existing T.A. Training. Project on appraisal. Date foreseen for financing November 87. 6th EDF. EDF SW 6001 A5b

## TANZANIA

Mtwara water supply. Resp. Auth.: Ministry of Water, Energy and Minerals. 5 mECU. Works: drilling of new wells, and construction. Supply of equipment and T.A. Drilling activities and power supply connections by direct labour. Supplies: int. tender in 87. Supervision of works: G.W.E. (D). Project in execution. 5th EDF. EDF TA 5003 A2b

Rehabilitation of Zanzibar Hospitals. Phase II. Resp. Auth.: Ministry of Health, Zanzibar. EDF 2.6 mECU. Cofinancing with Italy. Works, supply of equipment and training. Works by acc. tender. Project in execution. 87. 5th EDF. EDF TA 5017 A7a

Agricultural sector support programme. Resp. Auth.: Ministry of Finance and Planning. 94 mECU. Measures to improve food security, support for coffee production and processing, assistance to co-operative unions, repair and maintenance of vehicles and tractors, feeder road maintenance and assistance to institutions implementing the programme. Supplies by int. tender/restr. tender or direct agreement, T.A.: Short-list done for restr. tenders. Project in execution. 6th EDF. EDF TA 6001 A3a

## TOGO

**Support to the draught animals cultivation.** Resp. Auth.: Ministère du Développement Rural. EDF 5.47 mECU. Extension of the Adélé ranch, introduction of new techniques, line of credit. Works: feeder roads, bridges, wells, housing. Supply of vehicles, equipments, veterinary products, T.A. and training, research. Project on appraisal. *Date foreseen for financing December 87.* 6th EDF. EDF TO 6005 A3a

## TONGA

**Vava'u Airport Development Project.** Resp. Auth.: Ministry of Civil Aviation. 2.130 mECU. Works, supply of equipment and training. Works by direct labour, supplies by int. tender. Project on appraisal. 5th and 6th EDF. EDF TG 5003-6001 A2d

**Integrated regional development study for Vava'u.** Short-list done. Project stage identification. EDF TG A3a

## TRINIDAD AND TOBAGO

**Training programme, health sector.** Resp. Auth.: Ministry of Health and Environment. 1.2 mECU. Training awards, laboratory equipment (sound-meters, chemical chromatographs, spectrometers) by int. tender. *foreseen in December 87.* Short-term T.A. to coordinate and establish new laboratory. Project in execution. 5th EDF. EDF TR 5003 A8c

**Goat development project.** Resp. Auth.: Ministry of Agriculture. 0.750 mECU. Works and supply of equipment. Project in execution. 5th EDF. EDF TR 5005 A3a

## TUVALU

**Coastal protection. Phase II.** Resp. Auth.: Public Works Department (PWD) 0.800 mECU. Works, supplies and T.A. Project on appraisal. *Date foreseen for financing November 87.* 6th EDF. EDF TV 6001 A3c

## UGANDA

**Support to emergency relief and rehabilitation programme.** Resp. Auth.: Government of Uganda. EDF 3.860 mECU. Project in execution. 6th EDF. EDF UG 6104 A8e

**Forestry rehabilitation programme.** Resp. Auth.: Government of Uganda. Estimated total cost 32 mECU. EDF part 9 mECU. Natural forest protection and management; reforestation; improved charcoal production, fuel wood plantation preparation. Works, supplies, T.A. and training. Project on appraisal. *Date foreseen for financing November 87.* 6th EDF. EDF UG 6003 A3c

**Tea rehabilitation programme.** Resp. Auth.: Government of Uganda. Estimated total cost 97 mECU. EDF part 8 mECU. Project will rehabilitate tea factories, estates outgrower tea areas, repair roads, improve fuelwood supplies and assure inputs to the tea sub-sector. Works, supplies and T.A. Project on appraisal. 6th EDF. EDF UG 6002 A3a

**Uganda sectoral import programme.** Resp. Auth.: Ministry of Commerce. 15 mECU. Acquisition of agricultural machinery and inputs, repair of trunk and of feeder roads, acquisition of lorries and railway rolling stock, raw materials and packaging for soap production, yarn and dyestuffs for textile manufacture, chemicals and other raw materials for lead battery manufacture, steel flats and auxiliary materials for hoe production. T.A. and evaluation; supplies by int. tender. *Project in execution.* 6th EDF. EDF UG 6005 A1c

**Makere university renovation.** Resp. Auth.: University and National Authorising Officer. 8 mECU. Renovation of 9 faculties, staff housing, supply of printing and library equipment, supervision. Project on appraisal. *Date foreseen for financing December 87.* 6th EDF. EDF UG 6006 A6b

## VANUATU

**Fisheries extension service and training centre.** Resp. Auth.: Fisheries Dept. Estimated total cost 2.1 mECU. EDF 1.7 mECU, local 0.4 mECU. Work construction by acc. tender. Supplies by int. tender. T.A. *Date financing September 87.* 6th EDF. EDF VA 6002 A3d

**Smallholder cattle development project (phase II).** Resp. Auth.: Livestock Service of Ministry of Agriculture. 0.228 mECU. Supply of vehicles and training. *Date financing September 87.* 6th EDF. EDF VA 6003 A3a

## WESTERN SAMOA

**Afullo hydro power project.** Estimated total cost 18 mECU. EDF part 7.5 mECU. Construction of a dam, reservoir, penstock, 4 MW power station, 40 km transmission lines, T.A. and training. Cofinancing under discussion with EIB, IDA and Asian Dev. Bank. Project stage: identification. 6th EDF. EDF WSO 6001 A2a

## ZAIRE

**Kalemie port rehabilitation.** Resp. Auth.: Département des Transports et Communications. 5 mECU. Prequalification for int. tender launched in February 87. Works and supplies. Project on appraisal. *Date foreseen for financing decision 2nd half 87.* Regional project. 5th EDF. EDF REG 5215 A2d

**Goma-Beni high-voltage transmission line.** Technical study to be done. Short-list *already drawn up* Project on appraisal. 6th EDF. EDF ZR 0000 A2e

**2nd intervention Sysmin, Gécamines Working and SNCZ.** EDF part 41 mECU. Supply of mining equipment, machine-tools, engines. Int. tender for SNCZ launched in January 87. Project in execution. 5th EDF. EDF ZR-SYS 5001 A4a

**Kivu programme.** 40 mECU. Action for crops (coffee, corn, palm-tree, rice) environment (Parc de la Virunga), lines of credit. *Project in execution.* 6th EDF. EDF ZR 6002 A3a

**Kinshasa hinterland programme.** Estimated cost 35 mECU. To improve crop production. Project on appraisal. 6th EDF. EDF ZR 6003 A3a

**Oso-Osokari road.** Resp. Auth.: DG Travaux Publics et Administration Territoriale. Construction of an asphalted road, 74 km. Estimated total cost 49 mECU. EDF 29.5 mECU, KfW (D) 19.5 mECU. Int. tender (conditional) launched in April 87. Project on appraisal. *Date foreseen for financing December 87.* 6th EDF. EDF ZR 6004 A2d

**Matadi-Kinshasa-Kenge road.** Resp. Auth.: DG Travaux Publics et Adm. Territoriale. 22.5 mECU. Road rehabilitation and training for the staff of "Office des routes". *Project on appraisal. Date foreseen for financing December 87.* 6th EDF. EDF ZR 6006 A2d

## ZAMBIA

**Animal vaccine unit production.** Laboratory construction. Supply of equipment and T.A. Estimated cost 3.79 mECU. EDF 3 mECU, local 0.79 mECU. T.A.: Central Diergeneskundig (NL). 5th EDF. EDF ZA 5018 A3a

**Rehabilitation of 3 grain silos.** Resp. Auth.: Ministry of Agriculture. NAMBOARD. 9.6 mECU. Works, supplies and work supervision. Project on appraisal. *Date foreseen for financing decision November 87.* 6th EDF. EDF ZA 6007 A3f

**Zambia Centre for Accountancy Studies (ZCAS):** 4 mECU. Training and management. Project in execution. 6th EDF. EDF ZA 6001 A6a

**ZAMSTEP. Zambia Mathematics and Science Education Project.** 3.5 mECU. Supplies, training and management. T.A.: Short-list done for restr. tender. Project in execution. 6th EDF. EDF ZA 6002 A6a

**Agricultural inputs import support programme.** Resp. Auth.: Ministry of Finance and Nitrogen Chemicals of Zambia, 40 mECU. Procurement after int. tender of raw materials, catalysts and other chemicals required for the production of fertiliser by NCZ. Supply of agric. inputs, equipments and spare parts. 2 int. tenders for fertilizers launched in July 87. *Project in execution.* 5th and 6th EDF. EDF ZA 6003 A3a

**Smallholder development in copper belt province.** Resp. Auth. Ministry of Agriculture and water development. 12 mECU. Basic infrastructure by acc. tender. Supply of vehicles and materials by int. tender. T.A. *Project in execution.* 6th EDF. EDF ZA 6004 A3a

**Smallholder development in central province.** Resp. Auth.: Ministry of Agriculture and water development. 8 mECU. Basic infrastructure and social facilities. Works, supplies and T.A. Project stage identification. 6th EDF. EDF ZA 6005 A3a

**Batoka cross-breeding ranch. Phase II.** Resp. Auth.: Ministry of Agricultural and water department. Veterinary Dept. 1 mECU. Provision of further equipment and refurbishment and continued T.A. Project stage identification. 6th EDF. EDF ZA 6006 A3a

#### ZIMBABWE

**Small-holder Coffee and Fruit Development Programme.** Resp. Auth.: Ministry of Lands, Resettlement and Rural Development. EDF 4.2 mECU, local 1.85 mECU. T.A.: I.R.F.A. (F). Project in execution. 5th EDF. EDF ZIM 5006 A3a

**Mashonaland East Smallholder Fruit and Vegetable Programme.** Resp. Auth.: Agricultural and Rural Development Authority (ARDA). 2.9 mECU. Works, supply of equipment and materials, T.A. and credit line. T.A.: Short-list done for restr. tender. Project in execution. 5th EDF. EDF ZIM 5012 A3a

**Rural water supply in South Matabeleland.** Resp. Auth.: Ministry of Energy, Water Resources and Development (MEWRD). Boring wells, supply of hand pumps. 4.1 mECU. Project in execution. 5th EDF. EDF ZIM 5005 A2b

**Zimbabwe export development programme.** Resp. Auth.: Ministry of Trade and Commerce, Export Promotion Dept. Estimated total cost 6.3 mECU. EDF 4.4 mECU. Sector and market development, human resource development and institutional development and T.A. Project in execution. 6th EDF. EDF ZIM 6001 A4a

**Construction of Bulawayo grain silo complex.** Resp. Auth.: Grain Marketing Board (GMB). EDF 7.010 mECU. Works by acc. tender. Supply of T.A. and training. ★ *Project in execution.* 5th EDF. EDF ZIM 5017 A3a

**Land Use Project for Kanyati and Gatshe-Gatshe Communal Lands.** 3 mECU. Cultivation and development and proper utilisation of wildlife potential. Works, supply of vehicles and rural equipment and T.A. *Project on appraisal. Date foreseen for financing October 87.* 6th EDF. EDF ZIM 6004 A3a

**Assistance to the Agricultural Finance Corporation (AFC).** Resp. Auth.: A.F.C. Estimated cost 20 mECU. Line of credit (17 mECU), construction (infrastructures) and T.A. Project on appraisal. 6th EDF. EDF ZIM 6005 A3a

## Overseas Countries and Territories (OCT)

#### FRENCH POLYNESIA

**Tahiti hydro-electric rehabilitation.** Estimated total cost 13.7 mECU. EDF 1.8 mECU, France 2.6 mECU, EIB 4 mECU, local 3.1 mECU. SOPEP 2.2 mECU. EDF part: supply of pylons, cables and materials. ★ *Int. tender launched in June 87. Project in execution.* 5th EDF. EDF POF 5005 A2ai

#### NETHERLANDS ANTILLES

**Line of credit to the Aruba Dev. Bank to improve agriculture, livestock and fishery.** Resp. Auth.: Departement voor ontwikkelingsamenwerking. Estimated cost 0.3 mECU. Project on appraisal. 4th EDF. EDF NEA 4003 A5a

**Tourism improvement. Curaçao. Phase I. Otrobanda sewerage.** Resp. Auth.: Ministry of Public Works. 6 mECU. EDF. Sewage, road works, piping, supervision. Project on appraisal. 5th EDF. EDF NEA 5013 A5c

#### ARUBA

**Aruba Airport Extension.** Estimated cost EDF part 5 mECU. Supply of navigational aids, equipment and construction of a service road. *Int. tender (conditional) launched in August 87.* T.A. Project on appraisal. 5th EDF. EDF NEA 5014 A2d

#### MONTSERRAT

**Water Supply Project.** Resp. Auth.: Montserrat Water Authority and Ministry of Public Works. 0.966 mECU. Project planning: SCET *Int. (F).* Date financing July 87. 4th and 5th EDF. EDF MON 5001-4001 A2b

#### WALLIS AND FUTUNA

**Electrification of Futuna.** Resp. Auth.: Administration Supérieure de Wallis et Futuna. 1 mECU. Supply of cables and pylons for L.T. and M.T. *Project on appraisal.* 6th EDF. EDF WF 6001 A2a

## Regional Projects

#### MEMBER COUNTRIES OF CEDEAO

**Actions to inform and promote investments in West Africa.** (West Africa Industrial Forum, Dakar). 2.7 mECU. T.A. ★ *Project in execution.* 6th EDF. EDF REG 6103 A1a

#### GUYANA — SURINAME

**Guyana — Suriname ferry link.** Resp. Auth.: Ministry of Public Works and Minis-

terie van Openbare Werken. Link ferry on Corentine river. 12.1 mECU. T.A. for Phase II: Short-list done for restr. tender. Project in execution. 4th and 5th EDF. EDF REG 5602 - 4084 A2d

#### NIGER BASIN AUTHORITY

**Protection and reforestation in the "Haut Bassin Versant du fleuve Niger en Guinée".** Works, supplies and T.A. Estimated total cost 1.5 mECU. Project stage: identification. 5th EDF. EDF REG 5112 A8f

#### BURKINA — NIGER

**Timber development in the future reservoir of the Komienga Dam.** Resp. Auth.: Ministère de l'Environnement du Burkina. EDF 5.9 mECU. Timber trees recuperation and processing to obtain building and service timber, fuel-wood, charcoal for their commercialisation. Works, supply of equipment and T.A. *Project in execution.* 6th EDF. EDF REG 6102 A3c

#### ZAIRE — CONGO — GABON — SAO TOME AND PRINCIPE — EQUATORIAL GUINEA — CAMEROON

**Fishery development in the Gulf of Guinea.** Estimated cost 6.7 mECU. T.A. to prepare these projects: Short-list done. Project on appraisal. Date foreseen for financing October 87. 5th EDF. EDF REG 5206 A3d

#### SENEGAL — MAURITANIA — MALI — O.M.V.S.

**Dam construction in the right bank of the river Senegal delta.** Resp. Auth.: O.M.V.S. Estimated total cost 15 mECU. EDF 10 mECU, France 5 mECU. Works: *int. tender (conditional) launched in July 87.* Project on appraisal. 5th EDF. EDF REG 5157 A2a

#### PACIFIC ACP COUNTRIES

**Pacific Regional Aircommunications. Stage I.** Resp. Auth.: SPEC. 4.6 mECU. Buildings, runways and supply of navigational aids. Project in execution. 5th EDF. EDF REG 5717 A2d

#### MEMBER COUNTRIES OF CILSS

**Provisional survey of natural renewable resources in the Sahel.** Resp. Auth.: CILSS Secretariat. Setting up of an observation unit to forecast crop production. Remote sensing by satellite, air survey and ground control. Project in execution. T.A.: Sodeteg - (F). 5th EDF. EDF REG 5116 A8f

**Millet, maize, sorghum and niébé project.** Resp. Auth.: CILSS Secretariat. Estimated cost 2 mECU. To provide improved varieties for farmers. Local tests. Purchase of vehicles and equipment and to take charge of local test control staff. Project stage: identification. 5th EDF. EDF REG 5116 A3a

## MEMBER COUNTRIES OF U.A.P.T.

Satellite telecommunications project. Resp. Auth.: U.A.P.T. Secretariat in Brazzaville. R.P.C. Parametric study under way by national organisations of I, UK, F and D. Project stage: identification, 5th EDF. EDF REG 5307 A2c

## INDIAN OCEAN ACP COUNTRIES

Tuna fishing in the Indian Ocean. EDF 6.3 mECU. Determination of different methods of tuna fishing. Evaluation of resources and T.A. to the countries: Madagascar, Comoros and Mauritius to select models for development. Project in execution, 5th EDF. EDF REG 5504 A3d

Aircraft maintenance centre for Indian Ocean countries. EDF 3.2 mECU. Strengthening of the existing centre in Ivato (Madagascar). Works, supplies and training. Project in execution, 5th EDF. EDF REG 5508 A2d

## TANZANIA - ZAMBIA

Tazara Ten Year Development Plan (phase I). Resp. Auth.: Tanzania-Zambia Railway Authority. EDF part 13 mECU. Programme to improve maintenance of track and rolling stock, supply of equipment and T.A. Project in execution. *Int. tender for supplies launched in October 87.* 5th EDF. EDF REG 5026 A2d

## EAST AFRICAN COUNTRIES

Statistical training centre for Eastern Africa in Tanzania. Resp. Auth.: Secretariat of the centre. 2.0 mECU. Widening of the capacity. Construction of class-rooms, offices and housing. Project stage: identification, 5th EDF. EDF REG 5311 A6b

Migrant pest control in Eastern Africa. Phase II. Resp. Auth.: Desert Locust Control Organisation for Eastern Africa (DLCO-EA). Estimated total cost 6 mECU. EDF 4 mECU, DLCO-EA 2 mECU. Research rapid survey, control and spraying of insects. Date financing September 87, 5th EDF. EDF REG 5348 A3a

## BURUNDI - RWANDA - TANZANIA - UGANDA - ZAIRE - KENYA

T.A. to the Central Corridor. Estimated cost 13 mECU. Building of a rail-road terminal in Isaka, improve the traffic on the TRC and facilitate transit through the Kigoma, Kalemie and Bujumbura ports. Project on appraisal. *Works: int. tender (conditional) foreseen in November 87. Supplies of a crane: int. tender foreseen in November 87.* 5th EDF. EDF REG 5341 A2d

Northern Corridor: Masaka-Mbarare-Kabale Road Rehabilitation. 48.5 mECU. Reconstruction of 277 km of road including drainage work lime stabilised base course and double surface dressing. Supervision. Date financing September 87, 5th EDF. EDF REG 6304, (UG 0000) A2d

Northern corridor transport programme, Kenya. Resp. Auth.: Ministry of Transport and Communications, Kenya. 37 mECU. Works (rehabilitation) of 105 km. Supervision. *Project in execution.* 6th EDF. EDF REG 6303 (KE...) A2d

Central corridor (emergency programme for T.R.C.). Resp. Auth.: Tanzania Railway Corporation, T.R.C. 13 mECU. Supply of railway equipment. Wagons, locomotives, spare parts, T.A. Project on appraisal. Date foreseen for financing October 87, 6th EDF. EDF REG 6306 (TA 0000) A2d

## AFRICAN COUNTRIES

Campaign against rinderpest in African. Resp. Auth.: OUA and IBAR. Estimated total cost for 2 years 50 mECU. Supply of equipment T.A. vaccines and research. T.A.: Dr. Cheneau (F). Project in execution, 4th and 5th EDF. EDF REG 6007 - 4085 A3a

Fight against onchocercosis in Western Africa. EDF part 6 mECU. Project in execution, 5th EDF. EDF REG 5148 A3a

## SADCC

Maseru Container Terminal. Resp. Auth.: Government of Lesotho and SADCC. 1.350 mECU. Construction of container terminal and supply of containers, handling equipment. Study required; detailed design of works. Short-list already drawn up. Project on appraisal, 5th EDF. EDF REG 5421 A2d

## MALAWI - ZAMBIA - ZIMBABWE

Regional Tsetse and Trypanosomiasis Control Programme. Resp. Auth.: Technical and financing responsibility: Zimbabwe national authorising officer, 19.150 mECU. Works by direct labour. Vehicles, veterinary products, aerial spraying and equipment by int. tender, T.A. by direct agreement. Project in execution, 5th EDF. EDF REG 5420 A3a

## KENYA - TANZANIA - UGANDA

Victoria Lake. Fishery research. Resp. Auth.: Committee composed by Directors of National Research Institutes and/or by National Directors for fishery. 1.5 mECU. Supply of equipment and fishing gears, vessel, laboratory equipment, T.A. training and evaluation. Date financing September 87, 5th EDF. EDF REG 5316 A3d

## GHANA - KENYA - SOMALIA - UGANDA - ZAMBIA - ZIMBABWE

Qualified nationals reinstatement. Resp. Auth.: International Committee for Migration (ICM) Geneva. 7.3 mECU. *Date financing September 87.* 6th EDF. EDF REG 0000 A8b

## CARIBBEAN AND ACP COCOA PRODUCERS

Cocoa Research Unit (CRU). Phase II. Resp. Auth.: CRU in Trinidad. 2.624 mECU. Works, supply of equipment and agricultural inputs, T.A. and training. Study: I.R.C.C. (F). Project in execution, 5th EDF. EDF REG 5043 A3a

## ALL ACP COUNTRIES

Programme for the Control of AIDS. To provide technical and financial assistance to countries in implementing national AIDS control programmes modelled on the World Health Organisation's Special Programme on AIDS, initial assessment, public health intervention and education and information campaigns, control activities (surveillance systems) public health-operational research, T.A. and evaluation, 35 mECU. *Project in execution.* 5th EDF. INT/EDF 002 A7e

## MEDITERRANEAN COUNTRIES

### ALGERIA

Scientific cooperation programme with "Ministère de l'Enseignement Supérieur" (MES). Resp. Auth.: MES, EEC contribution 2.5 mECU. Supply of technical and scientific equipment, training and T.A. *Project in execution.* SEM AL A4g

Export training programme and assistance to the potentially exporting enterprises. Resp. Auth.: INC (Institut National du Commerce, ONAFEX (Office National des Foires et Expositions et Centre National du Commerce Extérieure). EEC contribution 2.2 mECU, T.A. and training. *Project in execution.* SEM AL A5d

Technical and scientific programme with HCR "Haut Commissariat à la Recherche". Resp. Auth.: H.C.R. EEC contribution 12.1 mECU, T.A., training and evaluation. Supply of equipment by int. tender: test micro steam power plant, pilot plant for desalination, solid waste treatment, biomass, wind energy, computers, solar and nuclear laboratory. *Project in execution.* SEM AL A4g

### CYPRUS

Sanitation in Nicosia. Phase II. Resp. Auth.: Sewage Board of Nicosia and the Department for Water, Geology and Mining. EEC part 2.4 mECU. Increase in capacity of the treatment plant. By local tender and by int. tender. Project in execution. SEM CY A2b

### EGYPT

Egyptian Renewable Energy Development Organization, EREDO. Resp. Auth.: Egyptian Government. EEC contribution

7.7 mECU. Construction and equipment for the centre. Works and supplies: int. tender with prequalification foreseen in 2nd half 87. T.A.: GET/KFA (D). Int. tender dossier: Phoebus (I).  
SEM EGT 1002 A2a

**Training Institute for Egyptian Labour Representatives. "Workers University".** EEC contribution 1.970 mECU. T.A. and supply of kitchen, cafeteria and laundry equipment by int. tender. Project in execution.  
SEM EGT A6d

**Sinal water resources Study - Phase II.** EEC contribution 3 mECU. Project on appraisal. *Date foreseen for financing December 87.*  
SEM EGT A3e

**Credit line to the Principal Bank for Development and Agricultural Credit, PBDAC.** Resp. Auth.: PBDAC. EEC contribution 45 mECU. Line of credit 43 mECU. *T.A. and training 2 mECU. Project in execution.*  
SEM EGT A3z

## LEBANON

**Lebanese University. Faculty of Medicine.** Resp. Auth.: Université du Liban. 0.500 mECU. Purchase of specialized equipment for the faculty by int. tender. Project on appraisal. *Date foreseen for financing September 87.*  
SEM LE 0000 A6b

## JORDAN

**Sheep improvement project: breeding unit.** Estimated total cost 4.018 mECU. EEC 2.1 mECU. Establishment of a breeding unit to provide improved species of the local breed, Awassi, to farmers. Project in execution. Int. tender for supplies launched in July 87.  
SEM JO 2004 A3a

**A.T. to the Royal Scientific Society-Phase II.** 2 mECU. Supply of equipment, training, scholarships and seminars. Project on appraisal.  
SEM JO 2006 A6a

**Upgrading Primary Health Care Services in Kerak Governorate.** Resp. Auth.: Ministry of Health (MOH). EEC Contribution 1 mECU. Project on appraisal. *Date foreseen for financing December 87.*  
SEM JO A7b

## SYRIA

**ISSAT. Institut Supérieur des Sciences Appliquées et de Technologie.** Resp. Auth.: State Planning Commission. Estimated total cost 70.3 mECU. EEC part: supply of teaching and training equipment for the institute and T.A.: 8.250 mECU. *Project in execution.*  
SEM SYR 2002 A6b

**Rural Water Supply Suweida Region.** Resp. Auth.: Ministry of Local Administration and Ministry of Housing and Utilities. EEC 3.8 mECU. Project in execution.  
SEM SYR 2001 A2b

## TUNISIA

**Date-palm plantations study project in Régime Maatoug.** Resp. Auth.: Banque Nationale de Dév. Agricole (B.N.D.A.). 1.9 mECU. Feasibility study, drillings and access roads. Works by direct labour. Study: Short-list done. Project in execution.  
SEM TUN 2001 A3a

**Water resources research and training study.** Resp. Auth.: Ministère de l'Agriculture. 1.0 mECU. Supply of soil equipment and data system. T.A. and training. T.A.: Short-list done for restr. tender. Project in execution.  
SEM TUN 2004 A2b

**Evaluation of soil resources and their liability to desertification in Southern Tunisia.** Resp. Auth.: Ministère de l'Agriculture. Estimated cost 1.2 mECU. EEC 0.400 mECU, local 0.800 mECU. T.A. and training. Supply of specialised equipment. T.A.: Short-list done for restr. tender. Project in execution.  
SEM TUN 2005 A3c

**Management improvement in the public irrigated areas in Tunisia.** Resp. Auth.: Ministère de l'Agriculture. EEC contribution 2.5 mECU. Rehabilitation of hydro-electric equipment, training and T.A. Project in execution.  
SEM TUN 2006 A3A

**T.A. to the "Unités Coopératives de Production Agricole (U.C.P.A.).** Resp. Auth.: B.N.D.A. 1.800 mECU. T.A., training and supply of equipment. Project in execution.  
SEM TUN 2007 A3a

## WEST BANK AND GAZA OCCUPIED TERRITORIES

**Assistance to the Palestinian population in the occupied territories.** EEC contribution 2.971 mECU. Various projects, lines of credit, supply of equipment, T.A. and training. *Project in execution. Int. tender for supplies launched in October 87.*  
SEM OT A8a, b, e

**Marine fisheries resources assessment.** Resp. Auth.: South-East Asian Fisheries Development Centre (SEAFDEC). EEC contribution 0.652 mECU. Supply of equipments and T.A. Project in execution.  
ALA ASN 8618 A3d

## BANGLADESH

**Rangpur. Rural Development Programme.** Resp. Auth.: Central Coordination Committee (CCC). Total cost 40 mECU. EEC 25.5 mECU, NL 7 mECU, local 6 mECU. Works by acc. tender. Supplies by int. tender or direct agreement. Project in execution.  
ALA BD A3a

**Cotton Development. Phase II.** Resp. Auth.: Central Coordination Committee (CCC) and Cotton Development Board (CDB). EEC 4.9 mECU. Supply of T.A. training and equipment. Int. tender for supplies launched in May 86. Project in execution.  
ALA BD 8504 A3a

**Flood control and drainage. IV.** Resp. Auth.: Ministry of Irrigation, Water Development and Flood Control (MOI) and Bangladesh Water Development Board (BWDB). EEC contribution 2.080 mECU for T.A. and studies. *Date financing October 87.*  
ALA BD 8702 A8g

**Cyclones protection project. Phase II.** Estimated cost 1.5 mECU. Project on appraisal. *Date foreseen for financing October 87.*  
ALA BD 8705 A8g

## BHUTAN

**Water supply.** Resp. Auth.: Inter dep. Commission on water and sanitation. Works by direct labour. 4.5 mECU. Supplies int. tender or direct agreement. T.A.: UNICEF. Project in execution.  
ALA BHU A2b

**T.A. programme to the Department of Agriculture.** Resp. Auth.: Ministry of Agriculture and Forests. 1.1 mECU. Two experts during 3 years. 1 rural development engineer and 1 agro-economist. Short-list already drawn up for restr. tender. Project in execution.  
ALA BHU 8513 A3a

## BOLIVIA

**Flood protection programme.** Santa Cruz. EEC 9 mECU, NL 1 mECU. Works, supply of equipment. T.A. for NL. Project in execution.  
ALA BO 8510 A8g

**Rural self-development programme.** Resp. Auth.: CORDEPO-CORDEOR. 20 mECU. Supply of equipment, materials, line of credit. T.A. Project in execution.  
ALA BO 8701 A3a

## CHINA (PEOPLE'S REP.)

**Gansu Sugar Beet Development.** Resp. Auth.: Gansu Province Department of Agriculture. EEC contribution 1 mECU. T.A., training and supply of equipment. Project in execution.  
ALA CHN 8517 A3a

# A.L.A. developing countries ASIA and LATIN AMERICA

## ASEAN

**Aquaculture development and coordination programme.** 6.77 mECU. Project in execution.  
ALA ASN 8604 A3d

**Industrial standards and quality control programme.** 5 mECU. Project in execution.  
ALA ASN 8609 A4a

**Strengthening of soil and water conservation measures in Sichuan Province.** 1.5 mECU. Supply of equipment, training and T.A. Project in execution.  
ALA CHN 8526 A3a

**Improvement of the rubber quality.** 0.900 mECU. Supply of equipment, training and T.A. Project in execution.  
ALA CHN 8527 A3a

**Pilot project to improve production from fish farming.** 2.1 mECU. Project in execution.  
ALA CHN 8528 A3d

**Study of rural water supply and technical strengthening of institutions.** Estimated total cost 3,080 mECU, EEC 1.1 mECU and 1.980 mECU locally. Study, T.A. and training in Europe. Project in execution.  
ALA CHN 8515 A2b

**Decentralised energising systems. Phase III.** Supply of services and equipment to develop, supply and install a set of wind-generators of 150 KVA and an operating system to exploit in an integrated way a mixed system of wind-generators/diesel sets. Development, supply and installation of a test centre for mixed systems of wind-generators/diesel sets. Development of mixed systems wind-generators/diesel sets susceptible for joint manufacturing operation and commercialisation in the People's Rep. of China and in the Pacific countries. Plans to extend use of these sets are envisaged and also training actions. Supply of a diesel generator set of 280 KW, an electric submarine cable of 10 KVA, 4 km length, supply and installation supervision of a television-satellite receiving station and several re-transmitting stations (powered by solar generators or by the grid). Estimated cost 2,180 mECU. Int. tender to prequalify services and int. ★ tender for supplies *launched in May and June 87. Project in execution.*  
ADE 933-87-01 A2ai

**Pilot project for fruit processing in the Hunan Province.** Resp. Auth.: Agricultural Research Institute of Hunan. EEC contribution 1,550 mECU. Supply of a laboratory and pilot processing plant 1.5 ton/hour capacity. T.A. and training. *Project in execution.*  
ALA CHN 8610 A3a

**Pilot project to develop irrigated sector in the Gansu Province.** Resp. Auth.: Water Resources Bureau of the Gansu Province. EEC contribution 3 mECU. Supply of equipment, T.A. training, evaluation. Supplies by int. tender. Date financing *October 87.*  
ALA CHN 8631 A3a

## COLOMBIA

**Reconstruction Programme.** Resp. Auth.: Corporation de Reconstrucción de Cauca. Total cost 5.9 mECU. EEC 3.9 mECU. EEC part: supply of materials and T.A. Project in execution.  
ALA CO 8403 A8a

**Microprojects programme in the pacific coastal.** Line of credit, T.A. and training. EEC contribution 4 mECU and supply of equipment. Project in execution.  
ALA CO 8516 A3a

## COSTA RICA

**Productive projects programme for refugees in Costa Rica.** T.A. and line of credit. 3.6 mECU. Project in execution.  
ALA CR 8501 A8b

**Integrated rural development of the region of OSA/GOLFITO.** Total cost 21,635 mECU, EEC 9.95 mECU. Supply of equipment, infrastructural works, maintenance, lines of credit and T.A. Project in execution.  
ALA CR 8506 A3a

## COSTA RICA — HONDURAS — NICARAGUA — PANAMA — DOMINICAN REPUBLIC

**Latin American qualified nationals reinstatement in 5 Central American countries.** Resp. Auth.: CIM (Comité Intergubernamental pour les migrations). 1.4 mECU. Reinstatement of 75 qualified nationals via CIM. Date foreseen for financing decision 2nd half 87.  
ALA CIM 8302 A8b

## ECUADOR

**Rural development in the region of the Chambo river.** Resp. Auth.: Institut Equatorien des Ressources Hydrauliques (INERHI). EEC 9 mECU, T.A. and training, irrigation works, line of credit, supply of equipment. Project in execution.  
ALA EC 8701 A3a

## EL SALVADOR

**Rehabilitation Programme.** University of El Salvador. Resp. Auth.: U.E.S. Total estimated cost 5 mECU. EEC 3.3 mECU. Italy 1.7 mECU. EEC part: supply of equipment, T.A. and training for Agronomics and partly for Electrotechnology. Italian part: supplies for Electrotechnology, Physics and Mechanics. T.A. and training. Project in execution.  
ALA ES 8519 A6c

**Programme for the Development of Handicrafts in deprived areas.** Resp. Auth.: Interministry Committee with the leadership of the Ministry of Culture and Communication. EEC 6 mECU. T.A., studies and supply of equipment and vehicles. *Project on appraisal. Date foreseen for financing November 87.*  
ALA ES 8710 A4d

## GUATEMALA

**Support to smallholder farmers.** 12 mECU. Supply of equipment, line of credit and T.A. Project in execution.  
ALA GU 8612 A3a

**Support to the rural diversification in the Pacific Region (Montellano and San Carlos Malaga).** EEC 5.5 mECU. Supply of equipment, infrastructural works, lines of credit, T.A. and training. *Project on appraisal. Date foreseen for financing November 87.*  
ALA GU 8707 A3a

## HONDURAS

**Rehabilitation and Maintenance of Feeder Roads in Coffee Producing Areas.** Resp. Auth.: Instituto Hondureño de Café (IHCAFE). EEC 2,750 mECU. Supply of T.A. and work construction equipment. Project in execution.  
ALA HO 8524 A3a

**Water supply, health in the rural sector.** Resp. Auth.: Consejo Directivo de Saneamiento (CODISA), and Ministerio de Salud Pública. EEC contribution 14.5 mECU. Supply of equipment, materials, vehicles, T.A. and training. Project in execution.  
ALA HO 8620 A8bc

## INDIA

**Development of Water Control Systems for diversification of crops in Maharashtra.** Resp. Auth.: Irrigation Department of the Government of Maharashtra. EEC contribution 15 mECU. Works, supplies, T.A. and training. Project in execution.  
ALA IN 8418 A3a

**Co-operative rural storage, Bihar.** 21.19 mECU. Project in execution.  
ALA IN 8607 A3f

**Stock-farming development in Tamil Nadu.** Resp. Auth.: Animal Husbandry Dept. of the Government of Tamil Nadu. EEC contribution 6.1 mECU. Works and supplies, T.A. and evaluation. Supplies by int. tender. ★ Date financing *October 87.*  
ALA IN 8704 A3a

**Coconut development, Kerala.** Resp. Auth.: Kerala Kera Karshaka Cooperative Federation (Kerafed). EEC 45 mECU. Supply of equipments, oil plants, T.A. and evaluation. *Project on appraisal.*  
ALA IN 8709 A3a

## INDONESIA

**Ball Irrigation Sector Project.** Resp. Auth.: Ministry of Public Works, DG for Water Resources Development. EEC 12 mECU. ADB ± 37 mECU. Local ± 56 mECU. Rehabilitation and expansion of 50 village-level irrigation schemes; establishment of a water-management training centre; and establishment of climatological stations. T.A. Works: acc. tender. Project in execution.  
ALA IND 8114 A3a

**Seed production and marketing.** EEC contribution 10 mECU. Project on appraisal. ★ Date foreseen for financing *December 87.*  
ALA IND 8621 A3a

## LAOS

**Rural micro-projects programme in the Luang Prabang Province.** Resp. Auth.: Administrative Committee of the Luang Prabang Province. EEC contribution 6 mECU. Infrastructure work, supply of equipment, vehicles, Bailey bridges, T.A. and training. ★ *Project in execution.*  
ALA LA 2623 A3a

## NEPAL

**Nepal Administrative Staff College, NASC.** Resp. Auth. NASC Secretariat. Estimated total cost 6.5 mECU. EEC 5 mECU, U.K. 1.5 mECU. Renovation and construction works; supply of equipment and training. Project in execution.  
ALA NEP 8407 A6b

**Soil and water conservation in Bagmati Watershed.** Special hunger programme, 5.5 mECU, T.A.: I.D.C. (D). Project in execution.  
958-NEP 8401 A3a

**Arjun Kuhola Irrigation Project.** 1,536 mECU. Project in execution.  
ALA NEP 8521 A3e

**Rural Development in Gulmi.** Resp. Auth.: Ministry of Panchayat and Local Development (MPLD). EEC 2,710 mECU. Works, supplies and T.A. Project on appraisal. Date foreseen for financing December 87.  
ALA NEP 8706 A3a

## NICARAGUA

**Rural integrated development in San Dionisio and La Meseta.** Estimated cost 8.5 mECU for the EEC contribution. Supply of equipment, vehicles, T.A. and training. Project on appraisal.  
ALA NI 8614 A3a

## PACTO ANDINO MEMBER COUNTRIES

**Regional programme for technical cooperation: food strategy.** Resp. Auth.: JUNAC. EEC contribution 7 mECU for European T.A. and supply of data-computerised equipment by int. tender. Project in execution.  
ALA JUN 8406 B1a

**Regional programme for technical cooperation: industry and sub-regional exchanges.** Resp. Auth.: JUNAC. EEC Contri-

bution 7 mECU. T.A. and supply of equipment. Project in execution.  
ALA JUN 8503 A4a

## PAKISTAN

**Talli irrigation project.** Dam construction and infrastructure. Supply of equipment and T.A. EEC contribution 7.8 mECU. Project in execution.  
ALA PK 8615 A3a, A9a

## PANAMA — COSTA RICA — NICARAGUA — HONDURAS — EL SALVADOR — GUATEMALA

**Regional programme of technical cooperation for food security.** Resp. Auth.: CADESCA (Comité de acción para el desarrollo económico y social de centroamérica - Panama). Total cost 9.07 mECU. EEC 4.82 mECU, France 0.350 mECU, local 3.9 mECU. T.A. training and supply of equipment. Project in execution.  
ALA REG 8505 A3a

**Regional programme for child survival in Central America.** EEC 16.5 mECU, Italy 16 mECU. Supply of T.A., training, equipment, medical equipment and medicines. Project in execution.  
ALA REG 8520 A7a

## EL SALVADOR — GUATEMALA — HONDURAS — NICARAGUA

**Regional programme to eliminate rabies in Central America.** Resp. Auth.: Pan-American Health Organisation (PAHO). EEC contribution 2.9 mECU. Supply of equipment and materials and T.A. Project in execution.  
ALA REG 8625 A8c

## PERU

**Lake Titicaca. Reconstruction-prevention programme.** Resp. Auth.: Corporación de Desarrollo de Puno (CORPUNO). EEC contribution 5 mECU. Studies, works and supplies. Project in execution.  
ALA PE 8603 A3a

## PHILIPPINES

**Integrated development project of the Aurora region.** Resp. Auth.: NACIAD. Total estimated cost 12.6 mECU, EEC 10.8 mECU. Irrigation works, feeder roads, reforestation, supply of equipment and T.A. Project in execution.  
ALA PHI 8525 A3a

**Cordillera development programme.** Resp. Auth.: Ministry of Agriculture and Food (MAF). EEC part 19.5 mECU. Rural micro-projects in the Northern Luzon. Irrigation, roads, bridges, water supplies; rural credit. Supply of equipment, T.A. and training. Project in execution.  
ALA PHI 8616 A3a

## SRI LANKA

**Integrated rural development of the Mahaweli right bank region. System B.** EEC contribution 25 mECU. Works and supplies. *Prequalification for works foreseen in December 87. Project in execution.*  
ALA CE 8703 A3a

## THAILAND

**Rural credit and rubber planting.** Resp. Auth.: Ministry of Agriculture and Cooperatives. 35 mECU. Supply of lines of credit, T.A., training, rural inputs, equipment. Project in execution.  
ALA TH 8509 A3a

**Hual-Mong. Phase II.** 5.6 mECU. Works and supplies. Project in execution.  
ALA TH 8613 A3a

## YEMEN — ARAB REPUBLIC

**Rehabilitation and maintenance of Al Mahwit road network.** Supply of equipment and materials by int. tender. T.A. and training. EEC contribution 7.5 mECU. Project in execution.  
ALA YAR 8611 A2d

## YEMEN — PEOPLE'S DEMOCRATIC REPUBLIC

**Rural development of Al Mahwir.** Estimated cost 6.5 mECU. Project on appraisal. Date foreseen for financing decision 2nd half 87.  
ALA YDR A3a

# INTERNATIONAL CALLS FOR TENDER

All international calls for tender (int. tenders) referred to in this Operational Summary are notified in due time in the Official Journal (O.J.) of the European Communities' «S» supplement. This information is also available by computer link via the "TED" data base.

Subscriptions to the O.J. «S» supplement should be addressed to the «Office for Official Publications of the European Communities», L-2985 Luxembourg, Tel.: 49 00 81, or contact Mr A. Boldrin (see box page II).



# DELEGATIONS OF THE COMMISSION

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J. ADNET, P. AGRASOT, J. GEV-ERS & J.P. HANNEQUART — **Développement et Environnement dans la Politique de la Communauté Européenne** (Development and Environment in European Community Policy). Centre de Recherches et d'Expérimentation Appropriées aux Réalités Environnementales (CREARE), 31 rue de Chaudfontaine, 4020 Liège, Belgique — BF 130

Initially, the future of the developing countries was designed in terms of catching up with the industrialised world. All that was required, it was thought, was to put capital and equipment where there was none and the Third World would rapidly improve and gradually achieve the wellbeing of the north of the planet.

Then it was realised that under-development (bad development as they called it) was the result of a much more complicated process from which long-term action was the only escape. Recognising the problem of the environment became the heart of the need to redefine the so-called development aid policy.

The CREARE report takes a systematic look at the positions taken by the main European institutions (the Commission, the European Parliament, the ACP-EEC Assembly and the Council of Ministers) on the environmental aspects of development. It also discusses how far environmental concerns have been integrated into the Community's development cooperation instruments and concludes that it is urgent to make a critical reappraisal of all the machinery of development in the light of environmental considerations and important to set up ministries for the environment in all the countries of the Third World.

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**Mai's Weltführer N° 3 — Nigeria** — by Eberhard STAHN. Mai's Reiseführer series, 1987 — D-6076 Dreieich (Germany), 317 pp. (In German)

As the foreword makes clear, this book is something of an anomaly in the Mai series, which is aimed at the leisured traveller who seeks to know, in greater than usual depth, something of the country to which he is a visitor. Eberhard Stahn, until recently the Commission's Delegate in Nigeria,

does not see, for the foreseeable future, Nigeria as a destination for beach-lovers and honeymoon couples. It is, however, a nation of such influence, power, fascination and diversity, that the 300 pages can barely do it justice.

The book is in two almost equal halves. The first is concerned with the physical, historical and political background, the economy, society and culture of Nigeria today, and—for the German-speaking readers, a pleasing touch—a short chapter on Nigeria's past and present contacts with Germans and German speakers. The second half of the book is a practical guide to the traveller, whether bent on business or pleasure. Easy to read and packed with over 100 photos and 9 maps, this book should find its way into the pockets of all German-speakers bound for Nigeria.

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Marie-Christine GUÉNEAU — **Afrique — Les petits projets de développement sont-ils efficaces?** (Africa — Are small development projects effective?) — Editions l'Harmattan, 7, rue de l'École Polytechnique, 75005 Paris, France — 223 pages

Common sense brought small projects into development. The peasant

knows exactly where the mountain stream, in spite for a mere few days a year each winter, flows. Put a dam in the right place and he has a supply of water for the herds and the vegetables that have just come to the village.

Market gardening is a fine idea. It is cheap to start, it uses hands made idle by the drought and it always makes a profit. And more. More than two thirds of the projects Ms Guéneau has investigated generate profits that are reinvested at once thanks to communal efforts and solidarity. That is not all. After showing the returns on small projects, she goes on to emphasise their social effectiveness too.

But most of these projects "also use imported goods". Which brings us straight into the field of economic cooperation that the experts have kept, out of habit and ignorance, for the sphere of inter-state relations. Small projects and the attendant movement that has swept them up to the altar of success, are taking their place at the table of North-South relations.

But the most difficult nut — getting the voice of the village heard — has yet to be cracked and here Ms Guéneau gives us new and irreplaceable arguments.

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### Change of address

*For administrative reasons, the editorial department of "The Courier", has moved temporarily to a new address. With effect from the end of July, it is located at:*

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*Visitors are, as always, welcome.  
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