

# *the* Courier

Africa - Caribbean - Pacific - European Union

**Dossier**  
Communication for  
development

**Country Reports**  
Mauritius  
Uganda  
St Kitts and Nevis



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## COUNTRY REPORT

### Mauritius

The fact that a country is seen as a 'model' of development does not necessarily mean that the next steps will be easy. Business in this small nation, which has a foot in both Africa and Asia, is still flourishing and new opportunities are being identified, but there are also indications of emerging problems in some key sectors. Is it right in any case to give so much emphasis to the economic aspects of the model which would be difficult to reproduce elsewhere? Arguably, Mauritius' main asset is its multicultural population.

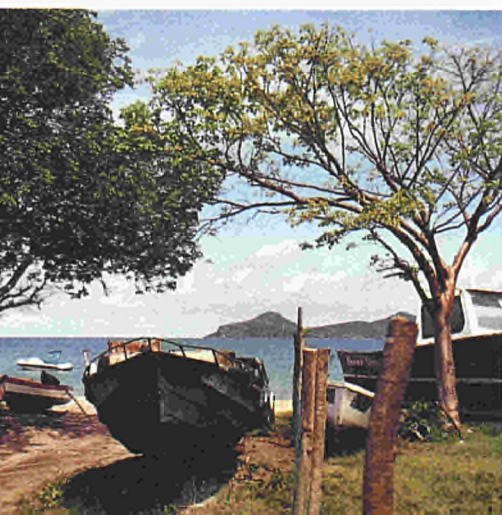
**pages 14 to 29**

## COUNTRY REPORT

### St Kitts and Nevis

The ACP group's second smallest country, St Kitts and Nevis is a stable democracy which enjoys steady growth and a relatively good standard of living. Yet if predictions are correct, it may be on the point of splitting in two. Nevis has the right to secede under the Constitution of the Federation and the people of the smaller island are due to vote soon on whether to 'go it alone'. In many countries, such a process would be destabilising and traumatic but people on both sides of 'the Narrows' – the short stretch of water that separates these two attractive Leeward Islands – seem to view the prospect with equanimity. The hope all round is that if this uneasy marriage is dissolved, the parties will remain 'good friends'.

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## COUNTRY REPORT

### Uganda

In the eyes of the international community, 'The Pearl of Africa' still shimmers. Economic reform continues to boost growth. The strategy includes liberalisation, attracting private investment and widening markets both regionally and internationally, exploiting Uganda's plentiful resources from minerals to maize. Yet, there is a lot of ground to make up on the social front. Two-thirds of the population lives in poverty and the health and education sectors, in particular, are lagging. Insurgency in the north is also a drain on the economy. Politically, a referendum in the year 2000 could decide whether party groupings can once more participate in Uganda's political scene.

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## DOSSIER

### Communication for development

Communication is a tool that is essential to human existence with a vital role in the evolution of societies. It serves different functions, is called on to help overcome many problems and, when deployed in the cause of economic and social progress, can have impressive results. It involves listening and understanding, and finding the most appropriate ways of raising awareness and informing people to enable them to improve their performance. A better mastery of communication would help home-grown development and the integration of the South into the global economy. But it will not be possible to reach these goals if the developing countries continue to lag behind in the field of information technology – which is evolving at a remarkable rate. This is the challenge that must be tackled.

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Fishing boats on Nevis with a view of St Kitts across 'the Narrows'.

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Agricultural landscape in the south-west of Uganda.

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### ENDPIECE

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## James Gustave Speth, Administrator of the United Nations Development Programme (UNDP)

### 'Rekindle the flame of support for development cooperation'

*James Gustave Speth has been UNDP Administrator since 1993. Prior to this, he worked in the NGO community, mostly in the development and environment areas. He founded a group in Washington called the World Resources Institute, and was its president until 1993. Earlier in his career, Mr Speth was based in the White House with the job of Senior Presidential Adviser to Jimmy Carter. The Courier spoke to him when he visited Brussels recently and he began by stressing that the three major development assistance partners – the UN, the EU and the IMF – should work together.*

– Overall, the EU manages between five and a half and six billion dollars-worth of development aid a year. This is about the same as the official development assistance managed by the UN and its specialised agencies. It is also similar to the ODA component of the World Bank and the IMF. Collectively, these three partners are responsible for about 30% of all development assistance. So the stronger the partnerships we can forge, the better the job we can do at country level. We can use our resources to create more synergies and to support countries and their people more efficiently in realising their development aims.

■ *Do these three development partners have similar philosophies? There is a lot of debate at the moment in the EU about the future direction of development policy.*

– In recent years we have had a revolution in the UNDP. We have totally reoriented the organi-

sation towards certain strategic objectives - and towards the poorest countries in particular. Of our unrestricted resources, 60% is allocated to least-developed countries and Africa gets about half of this. 90% of our funds go to lower-income countries, whose per capita income is less than \$750 a year. So just as the Maastricht Treaty made poverty eradication the overriding theme, we have made it the key priority of the UNDP.

Within that framework we are concentrating on four major areas. The first is sustainable livelihoods for the poor, which involves issues such as availability of micro-credits; access to land, training and other productive assets; and job creation. Second, there is a focus on good governance. This is the most rapidly growing portion of the UNDP programme. We are helping to build basic capacities in government to manage poverty programmes, and economic and political transitions. We support human rights and democratisation initiatives and measures to strengthen judicial systems. We are even involved in building legislative systems, and boosting parliamentary capacities. This approach includes training for journalists in some countries, to build an independent journalism profession, with access to international information sources through the Internet. Good governance initiatives now account for almost 40% of our spending. The third priority area is the advancement of women, and we have made a major effort to follow up on the Beijing Conference. UNIFLM is part of the UNDP family and is one of the areas I am responsible for as



The Courier

Administrator. We have a special commitment to promoting and supporting new legal frameworks on women's rights. Our fourth priority is sustaining the environmental resource base on which the poor depend.

Overall, it represents a dramatic refocusing of the UNDP programme – within an overall mandate on poverty – towards more specific areas. And within each of these areas we have identified special needs which we think we can help to meet. In each area there are about 20 specific development services which we want to concentrate on providing. There is a lot of overlap here with the priorities of the ACP countries themselves and the priorities of the European Commission. So we believe we have the basis for a very strong partnership.

■ *Has there been a fundamental change in development policy since the end of the Cold War?*

– There have been very fundamental changes in development thinking since the end of the Cold War though the process actually started earlier. Not long ago, many people in the development community, including some in the major international financial institutions, thought that the real question was simply one of aggregate economic performance. If you had economic growth, and perhaps a social safety net to take care of the losers in the growth process, you had done what the state should do. What we have

found is that a successful strategy against poverty is much more complicated. Yes, you have to have economic growth, but you also need major investments in social services for all – education, health (including reproductive health care), the advancement of women, employment programmes for the poor, and regeneration of the resource base that the poor depend on. All these things must be part of the strategy to end poverty. So we have moved from a simple economic equation to a basic political fact, which is that the empowerment of the poor is fundamental. That is a major reorientation in thinking.

Another transition has been the big economic and political shift towards marketisation, globalisation and privatisation. And it doesn't just apply to the former Soviet Union where you had a lot of central planning and state-run enterprises. The move to a more open market-based economy, combined with the trend towards constitutionalism and democracy, represents a huge sea-change.

The focus has also shifted in favour of people and capacities, as opposed to large infrastructure projects. Some think the move

away from infrastructure may have gone too far. You don't have to spend much time in the Democratic Republic of Congo to see that there are huge infrastructure investment needs. But in general, with declining resources, there has been this major shift.

■ *Is there perhaps too much emphasis on developing the private sector, to the detriment of fundamentals such as the infrastructure, which you have just mentioned?*

– That is another dimension of the change in development policy since the end of the Cold War. We must view development aid as a catalyst for the private sector – a building block that facilitates domestic and foreign investment, and trade opportunities. Direct foreign investment in the developing world is now five times greater than the total amount of development assistance. Aid should be seen as a forerunner, a stimulus, and a complement to private sector development, foreign investment and trade opportunities.

So it isn't a question of having too much of one and not enough of the other. The one complements the other. The problem is that today, I would guess

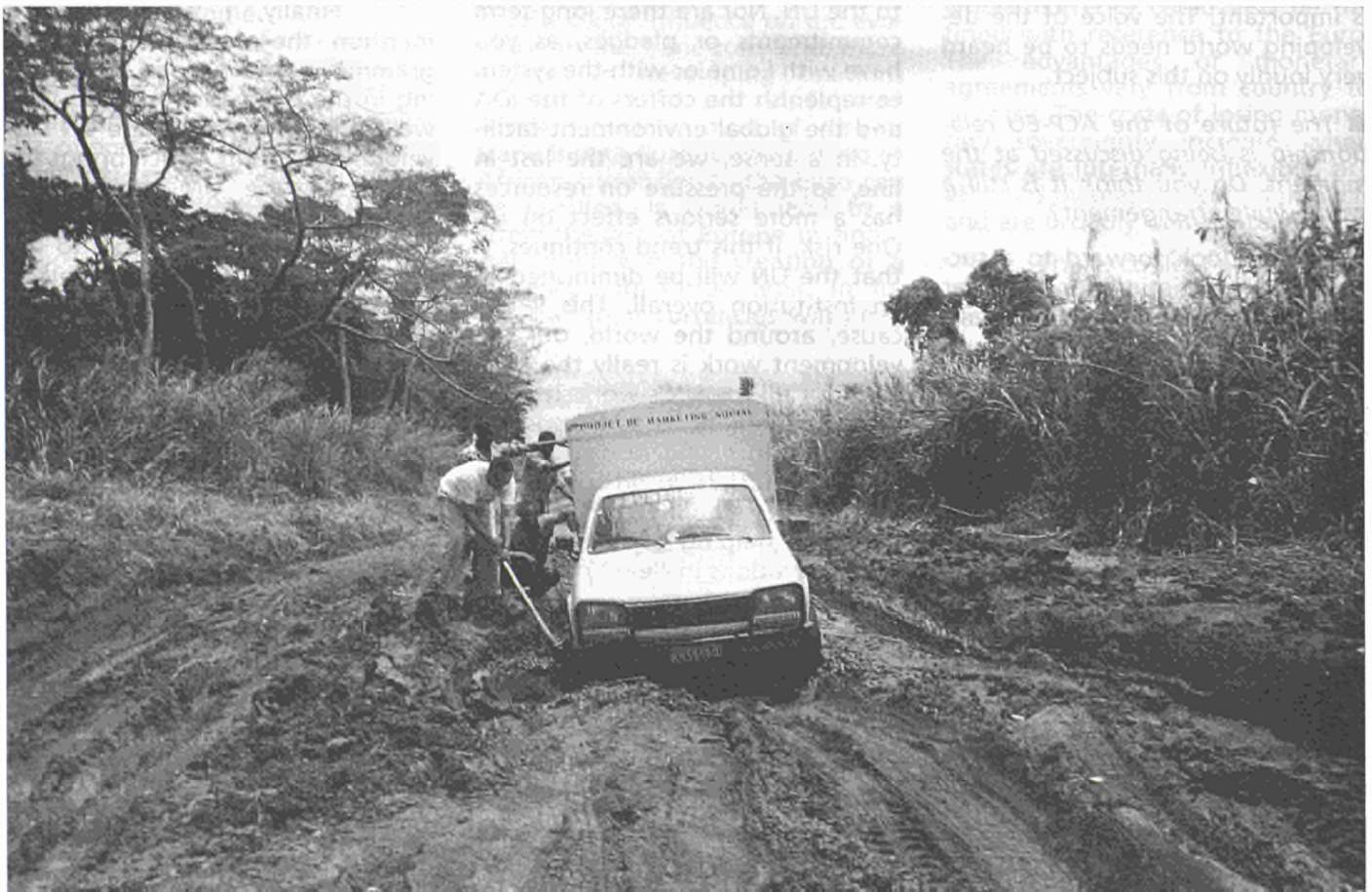
the ACP countries in general are getting only a very small share of the FDI. I don't know the precise figures, but I do know that for Africa, it is just a few percent. Indeed, the low income countries taken together – which have 90% of the world's absolute poverty – only receive about 10% of the FDI. Foreign investment at the moment is going overwhelmingly to middle-income developing countries and to China. So we have this terrible asymmetry between foreign investment and actual need. Development assistance can be used as a tool to try to alter this unfortunate pattern.

■ *There is a lot of talk about integrating the ACPs into the global economy. Is this realistic?*

Well, it's either sink or swim. ACP countries and other LDCs need special support to get into the global economy. The natural tendency in globalisation is for the rich to get richer and the poor to be left further behind, because those with the technology and capital to invest will benefit most unless we are very careful. So it is very important to integrate

Bogged down.

*'You don't have to spend much time in the Democratic Republic of Congo to see that there are huge infrastructure investment needs.'*



the ACP countries and others into the global economy. But I don't think it's going to happen naturally. You need specific trade measures, debt management and debt reduction schemes and other forms of special assistance. The UNDP has launched an initiative with UNCTAD, and we are also cooperating with the WTO, to identify the types of special measure we can support at the country level. We want to help countries take advantage of the new opportunities and prevent them being marginalised further by the forces of globalisation. But we need to be very aggressive. One of the great tragedies now is that development assistance is going down – even in Africa, where people know that it is badly needed. It is diminishing despite the promises by the donors that it would go up. And it is in decline just as the development assistance community has learned how to be much more effective. It has also happened just as we have been freed from the profoundly distorting effects of the Cold War on development assistance.

I think it is essential to rekindle the flame of support for development cooperation. The Lomé commitments are important in this respect and the advocacy of the ACP countries internationally, is important. The voice of the developing world needs to be heard very loudly on this subject.

■ *The future of the ACP-EU relationship is being discussed at the moment. Do you think it is still a worthwhile arrangement?*

– I look forward to a successful renegotiation for the year 2000. I think it is very important that the Lomé process continues and that there is a vigorous debate among the parties so that the underlying issues can be fully aired. From our side, we have had a decade of UN conferences in which the ACP countries have taken part. Indeed, they often led in formulating positions. These summits on population, social development, the advancement of women and so on, have led to the framing of a set of global objectives which are fundamental to the ACPs. Also, new resources were promised at each of the conferences, to help

fulfil the objectives. My hope is that the renegotiated ACP-EU Convention will put these objectives front and centre.

■ *What about the UN's own budgetary problems? The issue was highlighted by the private donation the organisation recently received from Ted Turner, the CNN boss.*

– We have a two-fold funding problem in the UN. First, the overall levels of development assistance are going down – this has been happening for the last three or four years. When that happens our resources diminish as well. So yes, we have fewer resources to do a bigger job. But that's only part of the problem, and your readers may as well know about the other part. Most donor governments put their overall development assistance under two sub-headings – the bilateral share and the multilateral one. And EU funds are regarded by European countries as multilateral. If, for example, Germany decides to allocate only a certain proportion of its resources for multilateral purposes – and the EC is a multilateral channel in their view – this puts additional pressure on the United Nations. We don't have any treaty that protects contributions to the UN. Nor are there long-term commitments or pledges, as you have with Lomé or with the system to replenish the coffers of the IDA and the global environment facility. In a sense, we are the last in line, so the pressure on resources has a more serious effect on us. One risk, if this trend continues, is that the UN will be diminished as an institution overall. This is because, around the world, our development work is really the platform for all the UN's work. It gives us the credibility to address issues of governance and human rights, and to negotiate in difficult situations. The credibility of the UN is based on helping people, not on its deliberations in New York.

■ *You recently visited the Great Lakes region in Africa. What was your impression of the situation in these countries?*

– There is a need for dramatically increased international

assistance. You can see that donor activity is resuming in Rwanda, but there is no support, other than from the UN, in Burundi. And the donor community effectively pulled out of the Democratic Republic of Congo under Mobutu – apart from the EC, the UN, and some Belgian assistance directed through NGOs. The others haven't come back yet. The result is that these countries face the most serious social, political and economic challenges imaginable – and the international community is not providing the assistance that is needed to ease the situation. I am particularly concerned about the deteriorating conditions in Burundi and the stance of the international community. There is also the fact that vital reconstruction resources for the Democratic Republic of Congo have failed to materialise. To those who believe in democratisation, reconciliation and good governance, I would say: Get involved in these countries with your development assistance programmes. Become a constructive partner in realising the goals of economic reconstruction and poverty alleviation. It is time for the international community to come back to the Great Lakes region of Africa and I would make that an urgent plea.

Finally, I would like to mention the major reform programme we have been undertaking in the UN, which is going very well. We have created the UN Development Group, which brings together all the UN agencies involved in the development field. Often, we want to be able to act in a concerted fashion. At other times, we need to be identified individually. What we have now is a model that allows us to be one when we need to be one, and different and distinct when we need that. We have made a lot of progress in strengthening coordination within the UN and establishing the resident coordinators who lead the country teams. Most importantly, we have progressed in building 'development assistance frameworks' – which is what we call our common UN programmes at the country level. ■

Interview by D.M.

## ACP-EU monetary cooperation

# Living with the Euro

by Philippe Hugon

*The advent of the Euro is stimulating a lot of debate in countries where the convertibility of the currency is 'guaranteed' by a European currency. With the date for European monetary union fast approaching, discussion is inevitably turning to the possible linking of the currencies of certain ACP countries to the new European money. While some experts try to conjecture what will happen, and speculation takes place on the parallel markets, Professor Philippe Hugon of the Development Economics Research and Study Centre at the University of Paris X has come forward with a concrete proposal. He advocates linking the CFA franc and other African currencies to the Euro. This is a subject of great interest to decision-makers in ACP states, particularly given that Lomé IV offers no comprehensive guidance on monetary cooperation.*

The Lomé Convention makes no mention of monetary cooperation between the EU and the ACP countries, so the current negotiations on EU-ACP relations are an opportunity to introduce this type of cooperation with these countries. European Monetary Union will have repercussions for



the monetary and financial environment of the developing nations and will certainly promote greater stability of both interest and exchange rates. The Euro will play a key role in attracting inward investment, particularly from Asia, because it will boost confidence, creating an integrated monetary area and a credible monetary policy.

Implementation of the Maastricht Treaty provisions will have a major influence on the evolution of the franc zone and, more widely, on developing relations between the EU and sub-Saharan Africa. Insofar as most of Africa's trade is with Europe, the linking of African currencies to the Euro can be justified. It would lead to a strengthening of Europe in financial terms and the creation of a currency-stabilisation area. In future, all local currencies will need

to be firmly based on trading currencies.

### What role for the EU?

Lomé and other EU-ACP agreements do not cover monetary cooperation, although this aspect is crucial in redefining the bases of future cooperation. It needs to be dovetailed with policy on commercial, financial and technical cooperation. A satisfactory exchange system is essential to establish competitiveness, create an attractive investment environment and promote stability.

Monetary cooperation within the ACP group and more particularly in Africa is, however, problematic. Several factors come into play, for instance the highly disparate nature of exchange systems and of 'anchor' currencies, and the fact that within regions, monetary unions and national currencies exist side by side. Nevertheless, the implementation of economic-stabilisation policies, the search for more realistic exchange rates and moves towards market convertibility all point in the direction of closer monetary cooperation.

The EU might set up mechanisms to guarantee and promote convertibility in return for acceptance of monetary and budgetary rules by African countries – including those outside the franc zone whose currency could also be defined with reference to the Euro. The advantages of monetary agreements vary from country to country. The costs of losing monetary sovereignty increase when states are internally inflexible, are affected by major external impacts and are broadly 'self-contained'.

There could be real merit in setting up regional mechanisms designed to reduce the instability

#### Founder countries of the Euro zone

Austria  
Belgium  
Finland  
France  
Germany  
Ireland  
Italy  
Luxembourg  
Netherlands  
Portugal  
Spain

#### Member States of the CFA franc zone (guaranteed by the French franc)

##### West Africa

Benin  
Burkina Faso  
Côte d'Ivoire  
Guinea Bissau  
Mali  
Niger  
Sénégal  
Togo

##### Central Africa

Cameroon  
Central African Republic  
Chad  
Congo  
Equatorial Guinea  
Gabon

of export income and financial flows. Such mechanisms would allow for agreements of varying flexibility depending on the individual country, with transition periods. They would support regional relationships that expand markets, thereby creating an interdependent environment and leading to convergence between national economies.

Even if jurisdiction in respect of the CFA franc is not to be transferred from the French exchequer to Community institutions, one could at least envisage progressive moves towards support for members of the franc zone - and for African countries that are outside it.

### Foreseeable reforms

Long-term reform of the franc zone is not possible if it does not include the countries in West and Central Africa that are not members. Europe can play an important role in promoting exchange stability by means of an externally guaranteed convertibility mechanism. In the medium term, exchange-stabilisation agreements supported by the EU could promote the 'smoothing-out' of economic fluctuations, damp down speculation and reduce the risks involved in commercial and financial transactions. Convergence could be a staged process with countries participating through individual monetary agreements. Several support mechanisms might be envisaged:

- An agreement of the 'advance account' type for countries outside the franc zone such as Cape Verde. This would stabilise the exchange situation in the event of speculative onslaughts;
- A monetary agreement like the one that existed between Portugal and Guinea Bissau before the latter's entry into the CFA franc zone. This involves a guaranteed limited-responsibility stabilisation fund with convertibility limited to a specific amount and programmed exchange depreciation;
- A stabilisation fund derived from various sources which would make it possible to smooth out fluctuations, deal with asymmetric and unsynchronised impacts and guarantee African currencies. Ideally, one should integrate the external credits of large countries such as Nigeria (currently under military rule), operating-account



*The single currency will be introduced on 1 January 1999 and from then it will be possible in the eleven participating Member States to hold a Euro account and to make payments in the new currency (using cheques or electronic transfer systems). Euro notes and coins will not be available until 1 January 2002. Before that date, national currencies will continue circulating, at fixed exchange rates vis-à-vis the Euro. For six months, it will be possible to use both new and old notes and coins within the Euro zone. The old currencies will finally be withdrawn on 1 July 2002.*

funds and contributions from donors (particularly European). A board of fund managers with multilateral powers of supervision would make it possible to stabilise rates and progress towards market convertibility. Parity would be fixed but adjustable as a function of basic circumstances.

The setting-up of a regional Stabex facility would allow improved convergence of economies and national policies, leading to regional stabilisation of the actual exchange determinants existing between countries. It would herald the advent of regional budgets. Such support would have a significant lever effect: the regional Stabex would be a positive response to the current dysfunctional nature of the facility, whilst inventing new regionally-based stabilising mechanisms.

In the long term, such agreements would reduce exchange instability between African countries, promote currency convertibility and strengthen regional integration within major economic unions. ECOWAS and ECCAS have anticipated the possibility of monetary agreements between member states within monetary unions, and countries with non-convertible currencies. In practice, clearing houses do not function properly owing to the diversity of exchange systems, the fact that countries are structurally in deficit or surplus,

and because of debts and unrealistic exchange rates. There are unofficial markets which allow countries with a non-convertible currency to gain access to convertibility through the CFA franc.

Monetary unions are in a better position to negotiate agreements with large countries such as Nigeria. With support from the international financial community, it should be possible to promote economic policy coordination, monetary agreements between clearing houses, exchange adjustments set up on a consultation basis, etc.

Community support could consist of:

- using the Euro as a unit of account,
- using the Euro as a settlement currency,
- releasing the reserves which creditor countries would hold at the clearing house. Debts would be balanced partly through external support. Monetary agreements are obviously easier to set up if the various economies implement rigorous and convergent policies and if the value of the currency reflects the actual bases underlying the economy. ■

P.H.



## Joint Assembly in Mauritius

# Haunted by the spectre of the WTO

'The Lomé Convention might become just a lot of hot air, with no substance, if the point of reference is always the World Trade Organisation'. With this statement, Francis Wurtz set the tone of the 26th Joint Assembly held in Mauritius in April. He was by no means alone in his view. Such soundbites bear witness to the uncertainty which surrounds the future of ACP-EU relations, particularly regarding trade aspects.

Despite the range of topics under discussion, trade was an ever-present backdrop.

This most recent meeting of ACP and European Parliament representatives could hardly have taken place in more beautiful surroundings, with Mauritius serving as a prime example of what can be achieved by partnership under the Lomé Convention. All those present at the formal opening ceremony could see that the island had successfully made the transition from a sugar-based monocrop economy to a diversified one taking in industry and tourism as well. And every day brings fresh opportunities, as exemplified by the activity in the free zone located just a short distance from the building that was the venue for the conference. It would, of course, be presumptuous to claim that the economic and social development of Mauritius is solely due to Lomé. But there is no doubt that the Convention, and the trade preference system in particular, have made a valuable contribution.

There are those who hold that Mauritius represents a perfect example of what could have grown out of Lomé – note the past tense. They complain about the threat hanging over the trade preferences claiming that these are being prepared for sacrifice on the high altar of the WTO. The

failure to hold the line on the banana regime is widely cited, and people speculate what might be next – perhaps sugar, or rum.

It is the rules of the WTO and ever-increasing trade liberalisation which are the crux of the issue. Is the global trade body really such an ogre and an obstacle to future partnership? Is it really an unstoppable force which is set to steamroller the economies of the ACP countries?

Mauritius did not go in for a lot of show and there was no pre-Assembly razzamatazz. Receptions and other cultural events were reserved for the evenings – a kind of reward for the hard work of Assembly members. In fact, the prevailing feeling was that there was no time to lose and that the meeting should get right down to business. After all, the expiry date for the Lomé Convention (February 2000) is fast approaching and negotiations on the next agreement are due to start in September. There was unanimity among those present at the *Sir Harilall Vaghjee Hall* in Port Louis that the ACP-EU partnership must survive beyond Lomé IV, that its political dimension must be strengthened and that the eradication of poverty should be its primary objective. Also, there was widespread acknowledgment of the fact that any future partnership should be adapted to promote the progressive integration of the ACP countries into the liberalised world trade system. Yet that is where the

*The revised version of Lomé IV entered into force on 1 June 1998 having finally been ratified by the 15 EU Member States. South Africa is the Convention's 71st ACP member.*

shoe pinches – it does not take a genius to work out that highly divergent positions will emerge when the time comes to formulate proposals for change. How will trade aspects be dealt with? The WTO rules stipulate that the free, protected and non-reciprocal access accorded to the ACP countries on European markets is discriminatory and must eventually be adapted. The preferential arrangements may have been given an exemption until the end of Lomé IV but what happens after that? Will the WTO rules simply be disregarded?

ACP-EU discussions on this contentious issue became more acrimonious when the European Commission expressed the view that, after a five-year transition period, free-trade agreements should progressively be set up with specific regions. This approach would apply, in particular, to those ACP countries that are not in the 'least developing' category (LDCs). It is worth pointing out that only LDCs are expected to benefit from special arrangements in the WTO framework. Clearly, a large number of ACPs fall under this heading (along with non-ACP states like Bangladesh and Afghanistan), but others are undoubtedly excluded. Among these *middle-income countries* are Botswana and Mauritius, and all the Caribbean states, with the exception of Haiti.

### Seeking a safety valve

From the opening session onwards, most ACP speakers stuck to the line agreed in their group's own Libreville Declaration. What they are broadly advocating is maintenance of the status quo. The agreement, they argued, should preserve its current form, which means that the trade preferences should be retained. This view was expressed both by the Prime Minister of Mauritius, *Navin Ramgoolam*, and by *David Mogami*, the new ACP co-President of the Assembly. According to Mr Ramgoolam, many African states are experiencing an economic boom and now, more than ever, need the trade preferences to avoid marginalisation. Mr Mogami noted the progress that had been achieved in ACP countries but



stressed much remained to be done. He added that if Lomé came to an end, there was a serious risk that past achievements would come to naught.

Later, *Jean Ping*, who is President-in-Office of the ACP Council of Ministers, called on the international community to adapt the WTO rules in order better to take account of the specific situation and needs of fragile LDC economies. The ACPs may not have presented a wholly united front on this issue, but many speakers rejected the free-trade agreements advanced by the Commission. One of these was Barbados, whose representative argued that the conclusion of separate regional trade agreements risked undermining ACP unity.

The widespread fears on the ACP side were echoed by many members of the European Parliament in the Assembly. *Lord Plumb* (EPP), the European co-President, pointed out that burdensome trade requirements could only lead to more poverty and an increase in debt. *Glenys Kinnock* (PES), rapporteur of the working group on the future of ACP-EU relations, called for caution, stating that there should not be a headlong rush into a trade partnership that might undermine the primary objective of furthering development in the ACP countries. Mrs Kinnock referred to the European Parliament's request for a ten-year exemption from WTO rules. She also expressed doubts as to whether certain ACP countries would have the capacity, in administrative terms, to conduct the kind of trade negotiations with the EU that were envisaged. On this subject, some speakers maintained that the proposed policy would amount to

Dancer at a cultural performance organised by the host government for Joint Assembly representatives.

penalising those countries which had been able to make good use of the Lomé Convention in the past. Others spoke of the 'WTO excuse', suggesting that the global rules had come on stream at just the right time for a European Union that, in fact, was keen to abolish the preference system.

'Let's not put the ACPs in a ghetto', was the response of Professor *João de Deus Pinheiro* for the Commission. 'It would be much easier for us', he argued, 'to stick with the *status quo* and then say afterwards that liberalisation was to blame. We should adopt a political dialogue and mature trade relations.' The Commissioner referred also to the fact that an exemption from WTO provisions needs a unanimous vote by its members – something which is easier said than done. In his view, maintaining the current system was not viable in the long term, and he was proposing the progressive establishment of free-trade zones as the best solution in the circumstances. The only alternative was unilateral application of the generalised system of preferences, a step the Commissioner could not support.

*Philip Lowe*, the Commission's Director-General for Development, spoke in a similar vein, stressing that exemptions were not envisaged beyond 2005. He added, however, that if problems arose, the EU and ACP countries could make joint proposals at the WTO. This statement complemented an earlier offering from the British Minister, *George Foulkes* (President-in-Office of the EU Council), to the effect that the WTO is not

## They said it...

### On development cooperation and the Lomé Convention

*Each pound sterling granted as aid has to be matched by three pounds sterling to pay off debt.*  
Lord Plumb (EPP, UK)

*Man does not live by bread alone.*  
Navin Ramgoolam, Prime Minister of Mauritius

*70% of the world's poorest people are women.*  
George Foulkes, President in Office of the Council of the European Union

*The Lomé Convention is not as generous as it might at first seem, particularly when it come to agricultural produce.*  
South African representative

*The asymmetry is such that our goods flood into Southern Africa, not the other way round.*  
Johanna Maij-Weggen (EPP, NL)

### On the Multilateral Investment Agreement (MIA)

*With the MIA, we are heading towards a new-look colonialism.*  
Paul Lannoye (Greens, B)

*There is no justification for the MIA, other than to benefit the rich countries.*  
Glenys Kinnock (PES, UK)

### On small island nations

*If there isn't urgent action, the most vulnerable small islands, like Tuvalu, could disappear altogether.*  
Samoan representative

### On the Great Lakes

*The EU Member States are taking advantage of the conflict in Burundi to sell arms to the various parties involved.*  
Rolf Berend (EPP, D)

*The international press is not impartial. It only reports the bad side of things, which suits the interests of the international community.*  
Representative from Ethiopia

### Miscellaneous

*The split ballot signals the gradual death of our Joint Assembly.*  
Ernesto Caccavale (UFE, I)

an independent government. It is therefore possible to seek to influence its decisions, although this entails achieving a consensus based on a genuine political will.

'A genuine political will'. This phrase recurred frequently in the Mauritius discussions – used in both the context of the EU institutions and of the ACP group.

Although a coming together of the various positions taken on the future of the trade rules in the EU-ACP relationship still appears distant, some delegates put forward far-sighted ideas. *Michel Rocard* (PES), for instance, while agreeing that the WTO provisions constituted a threat, pointed out that there were 86 ACP and EU states – a majority in the WTO. He suggested the time may have come to force a review of the organisation's rules. *Francis Wurtz* (EUL/NGL) supported this idea, maintaining that it was time to set sights higher and prepare an offensive action to defend the interests of the ACP countries. He later added, paraphrasing *President Mandela*, that discipline must be introduced into a global financial system usually associated with disorder and predation. *Konrad Schwaiger* (EPP) proposed, in preference to a free-trade zone, the establishment of a customs union to cover the entire African continent. *Luciano Vecchi* (PES) suggested that one of the most effective ways of dealing with the WTO challenge was to simplify Lomé procedures. Finally, *South Africa's* representative asserted that the new free-trade agreement could promote better access for goods from the ACP group to the European market, but that none of the

Member States currently offered a guarantee of this. He also mentioned the continuing 'stumbling block' of the Common Agricultural Policy and stressed that account must be taken of the costs of adaptation – which could have very serious consequences if they were in excess of the advantages gained.

### Democratic Republic of Congo in the spotlight

There were many other interesting discussions over the four days, particularly those relating to the proposed Multilateral Investment Agreement (MIA) and to intra-ACP cooperation. Space constraints here, however, mean that we have had to be selective. We have therefore focused on an agenda item which prompted a robust debate, namely the situation in the Democratic Republic of Congo (DRC). This discussion clearly illustrated the mission of the Joint Assembly, which is to act as a consultative body where all parties are entitled to express their views.

The DRC representative spoke of the progress his country had made in just one year, emphasising the establishment of the rule of law. He went on to claim that the Republic had been the subject of a media campaign of the worst sort and referred to resolutions, adopted following a seminar, on the importance of human rights in national reconstruction. This, he said, involved protecting minority rights and marginalised sections of the population, and promoting a partnership between the state and NGOs. He informed delegates that free and fair elections would be organised on schedule. The speak-

er from the former Zaire was non-committal, however, on the subject of alleged arbitrary arrests and detentions of opponents of *Laurent Kabila's* regime. On the subject of political parties, he confirmed that, although not banned, they were temporarily suspended. *Mr Tshisekedi* (a prominent opposition spokesman) meanwhile, was 'just another citizen' and was not 'above the law'. He was currently living, at liberty, in his home village, the DRC speaker intimated, because his presence in Kinshasa was felt to be a 'destabilising influence'.

It is perhaps not a surprise that this contribution, delivered in forthright tones, received a less than enthusiastic reaction from some MEPs – particularly in view of the fact that the UN fact-finding mission had only recently left the country. It was principally Belgian and French MEPs who voiced their opinions on this subject. *Raphaël Chanterie* (EPP) spoke first, stating that the Asado Association for the defence of human rights had been suppressed and that 250 political figures were to be excluded from the forthcoming elections. He asked pointedly whether the DRC authorities 'were capable of governing the country'. *Anne André-Léonard* (ELDR) put forward the view that Mr Kabila, by holding all the reins of power – executive, legislative and judicial – was effectively a 'dictator'. She added that the international community was responsible to some extent for this. *Dominique Souchet* (I-EN) was eager to point out that, within the Joint Assembly, the position still had to be properly assessed, but there was a good deal of uncertainty. He felt that it was in everyone's interests, and particularly those of the DRC's neighbours, that the situation in the Republic should be stabilised and that a spirit of national consultation should prevail. Finally, *Magda Aelvoet* (Greens) called on those present to ensure that past mistakes should not be repeated. She observed that while it was easy, nowadays, to criticise Mr Mobutu, this had been virtually impossible in the past. Similarly, it was now easier to draw a veil over the situation in the Congo and to keep

### Parliamentary group abbreviations

PES	Party of European Socialists
EPP	European People's Party
ELDR	European Liberal, Democrat and Reformist Party
ERA	European Radical Alliance
Greens	Greens
EUL-NGL	European United Left-Nordic Green Left
UFE	Union For Europe
EN	Europe of the Nations
I	Independent

## David Mogami, ACP co-President of the Joint Assembly

*The 26th Joint Assembly was particularly special for one of its members, David Mogami, who has represented Botswana at meetings for the last few years. He is the new ACP co-President of the Assembly, an appointment he describes as 'a challenge'. The Courier had the opportunity to speak to him about the Joint Assembly's work.*

– I am aware that many of my colleagues, particularly in the ACP countries, wonder just how far we can go to fulfil the expectations of our European colleagues. The reason is simple. We are currently embarking on a period of extremely difficult negotiations, and I suddenly find myself in a context where a number of things have to be taken into consideration. Obviously, there is the fact that I am a Botswanan which is a member of SADC. There are the negotiations between the EU and South Africa, as well as the talks on the successor to the Lomé Convention. But judging by the way everything is panning out, we will certainly be able to make progress and, given positive results, our credibility can only be strengthened.

■ *There has been a lot of discussion at this Assembly about the future of Lomé. If I were to put you on the spot and ask you for your conclusions, what would they be?*

– The speeches here have demonstrated that it is essential for us to learn all we can about the issues affecting us, so that we can harmonise our positions. We should not forget that we are not members of governments here, but the debate among the MEPs does seem to confirm a genuine will to reach a mutually beneficial agreement. I believe that several EU Member States have clearly indicated that they expect things to turn out well, irrespective of the discussions that lie ahead. There would be no point in denying that, as a group, the ACP countries were experiencing uncertainty and anxiety about Lomé's future. Now, however, we feel more confident, which is excellent.

■ *There is an impression that ACP governments suffer from a lack of coordination, and that this could be a major stumbling block. Would you agree?*

– A common will does exist, but you are quite right in saying that there is a lack of coordination. The group consists of 71 countries spread out over a vast area – the Pacific, the Caribbean and almost the entire continent of Africa. Coordination against such a background is very



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major resolutions to be dealt with during the debates, but we did not have what might be termed an in-depth discussion. We will have to come back to these matters, though there is never enough time.... Even with sufficient time, you have to bear in mind that the regions involved are very diverse. However, this shortcoming is offset by the fact that many European countries are used to regular contact with us based on traditional links – the fact that we used to be their colonies. Although we may be far away from each other, we have daily dealings with the EU nations, which helps.

■ *Might coordination on a regional basis be a good way to start?*

– Absolutely. We have high expectations of regional coordination, though even within regions, you have to recognise that considerable disparities exist. That said, if you take the example of the SADC, you will realise that a degree of coordination is possible despite the fact that our economies and political regimes differ. Irrespective of these differences, we work together, trade with one another and exchange points of view. I recently visited the Pacific where, despite the vast expanses of sea separating the islands from one another, I was impressed by the fact that they manage to work together very well. I would say that that region also has a real *raison d'être*.

■ *South Africa recently became the seventy first ACP member. What does that mean for Botswana, which shares a border with it?*

– We are proud to be South Africa's neighbour – it is a genuine partner, not a competitor.

quiet. Addressing the DRC representative directly, she suggested that for the Joint Assembly to have confidence in the Republic's government, as has been requested, that government had to have confidence in its own people.

ACP delegates were keen to show solidarity with their Congolese neighbour, and seemed to have reservations about a Europe which appeared to want to teach them a lesson. Ethiopia's representative said the current situation in the DRC was due largely to historical circumstances – the events of the colonial period and the Cold War – and argued that it was unjust for Community aid to the DRC to be delayed. He was supported

by colleagues from Rwanda and Mali in requesting a fact-finding mission, and for the country to be given more time. Mali's representative, however, added that democrats found it difficult to accept that Mr Tshisekedi had been 'invited' to return to his home village. He added, to widespread applause, that the Joint Assembly should not condemn the DRC but go to that country to tell the truth to the Congolese people.

A critical resolution on the DRC was rejected, unlike those on Sudan and Nigeria (all three were the subject of a separate, secret ballot). The Democratic Republic of Congo will presumably be discussed again at the next Joint As-

sembly, scheduled to take place in Brussels in September 1998 – unless, of course, the situation improves dramatically in the meantime.

At the end of the session, the European and ACP representatives vacated the Sir Harilall Vaghjee Hall to return home. Work immediately began on preparing the venue for the next big meeting – the fifteenth session of the Council of Ministers of the IOC (Indian Ocean Commission). Further demonstration, if it were needed, of Mauritius' 'model' status: barely does one conference end than another starts, becoming the next day's front-page news. ■ T.G.

## ACP-EU Council of Ministers

# Regionalisation for the next millennium

For a week in May, Bridgetown in Barbados was the focal point for Lomé Convention activities. The city hosted the 23rd session of the ACP-EU Council of Ministers on 7-8 May, and during the three preceding days, the ACP Council (without the EU side) staged its 67th session. The Barbadians seemed unfazed by the endless to-ing and fro-ing of official cars and continued to go about their daily activities, in their offices,

among the fishing nets or on the fine sandy beaches. At the Sherbourne Conference Centre, next to the residence of Prime Minister, *Owen Arthur*, the meetings proceeded at a brisk pace (with Cuba present as an observer).

The ACP-EU proceedings were co-chaired by Gabon's Planning and Tourism Minister, *Jean Ping* (outgoing President of the ACP Council), and *Claire Short*, British Secretary of State for International Development (President-in-Office of the EU Council).

Top of the ACPs' agenda was a review of the resolutions adopted at the meeting of ACP heads of state and government, held in Libreville in 1997. The discussion then moved on to an assessment of what exactly was meant by the phrase 'the establishment, strengthening and implementation of political dialogue' (one of the Europeans' *desiderata* in any future ACP-EU agreement). This was followed by a debate on the role of the private sector in regional development and cooperation.

Other subjects to be considered included the commercial aspects of the Lomé Convention, the generalised system of preferences (GSP), the situation with regard to bananas, sugar, cocoa and primary products, customs cooperation and the principle of differentiation in the context of the WTO rules on liberalisation.



Jean Ping.  
*The principle of 'positive differentiation' should not be used to discriminate against relatively better-off ACPs.*

### Adopting a common ACP position

Given that these were the last scheduled Council meetings involving the ACP side before the start of negotiations on a successor to Lomé IV, they were obviously of particular importance. Picking up on the topics first raised in the Commission's Green Paper, then re-examined in Libreville, the ACP Ministers reiterated their views on the future of the Convention, and insisted that this position should be common to all ACP countries. Owen Arthur stressed the need to take stock of the Convention's achievements without becoming complacent, and with a view to consolidating its foundations for the future. He also proposed forming a new partnership, possibly bringing other countries into the ACP group, in accordance with the Georgetown Agreements (which established the ACP as an entity).

In a similar vein, there was renewed emphasis on strengthening the solidarity, integrity and unity of the ACP group as a vital element in talks with the EU. Prime Minister Arthur underlined the need for ACP countries to ne-

gotiate with Europe as a single entity, while recognising the specific needs of each region. He referred to the 'cornerstone' of solidarity within the ACP family. This was very much in line with the views expressed by Jean Ping, who sees regionalisation in a very different way to that proposed by the EU. The latter's approach, he believes, would lead to a break-up of the group. The principle of 'positive differentiation' should not, he maintained, be used as a way of discriminating against and marginalising ACP countries whose *per capita* income is higher than the average. There were calls for the adoption of a common stance which could then be defended. The division of ACP countries into different regions of cooperation with the EU, he believed, need not be synonymous with their fragmentation.

The ACPs also set up a new structure to be headed by *Billie Miller*, Deputy Prime Minister of Barbados (who is also responsible for Foreign Affairs, Tourism and International Transport). The six countries chosen to represent the ACP regions under this arrangement were as follows: Barbados for the Caribbean, Cameroon for Central Africa, Mali for West Africa, Namibia for Southern Africa, Papua New Guinea for the Pacific, and Uganda for East Africa.

### Strengthening political dialogue

Commissioner *Pinheiro* was keen to reassure ACP representatives that the integrity of the ACP group would be safeguarded, adding that no-one – especially not the Commission – wanted to jeopardise the achievements of the Lomé Convention or the solidarity of the ACP group. However, he believed that the time had now come to strengthen ACP-EU political dialogue. It was not the EU's business, he continued, to allocate economic zones of cooperation for each of its partners. This was something the ACP countries had to do themselves. They should consult each

## Cuba, the surprise guest

The Republic of Cuba was a high-profile guest at the ACP-EU meeting in Barbados. The Caribbean nation, which has applied to join the ACP group, was strongly represented at both ministerial and media level - no fewer than six government representatives were in attendance including the Foreign Minister, *Roberto Robaina Gonzalez*, as well as five Cuban journalists. The delegation was admitted with observer status both to the ACP Council session and the subsequent ACP-EU gathering. Jean Ping warmly welcomed Cuba's representatives on behalf of the ACP and expressed the hope that the country would soon become the 72<sup>nd</sup> member of their Group. Support for Cuba's candidature also came from the head of the French delegation in Bridgetown. In an interview, *Charles Josselin*, France's Cooperation Minister, called on the 15 EU countries 'to speed up the application process' for Cuba so that the integration of the Caribbean countries in the system of cooperation with Europe could finally be completed. It is worth recalling that Cuba has been subject to sanctions imposed by the USA, notably through the Torricelli and Helms-Burton legislation. These measures, which



have attracted international criticism, involved an economic boycott of the Caribbean nation with resulting restrictions on free trade. There are, however, some signs that the United States may be about to soften their hardline stance towards their near-neighbour (the island lies only a short distance off the Miami coast).

other and come to their own decisions, based on political, economic and geographical similarities, as to which regional cooperation zones to set up. 'We are not saying that the ACP states should be divided into three, four or six regions', the Commissioner concluded.

Both the theory and practice of political dialogue are already to be found in the framework of the Lomé process. It is seen as a way of helping establish a suitable political, institutional and structural climate within ACP countries to ensure that the resources provided under the Convention are put to effective use. Following on from the decisions reached by the ACP leaders in Libreville, the Council examined the theme of 'intensifying political dialogue' for future ACP-EU relations. According to Jean Ping, this should not be viewed as a monologue or as a simple condition to be met, but as a means of promoting common values such as democracy, competent management of public affairs, a legitimate state and respect for human rights. It is vital that all parties concerned have a common understanding of concepts such as civil rights, sound government and democracy.

## Supporting the private sector

One piece of good news announced in Barbados was that the 8th European Development Fund would finally enter into force

on 1 June 1998, in accordance with the protocol annexed to the Lomé IV Convention, as revised in Mauritius. This latest Fund will concentrate particularly on the private sector, and a number of participants expressed the view that it could play a vital role in the fight against poverty and in the growth and economic and social development of ACP countries.

Commissioner Pinheiro emphasised the importance of small and medium-sized enterprises in the fight against poverty, and spoke in favour of establishing macroeconomic mechanisms - to be agreed between and respected by governments and the business community. These should be in a form that can be adapted at a local, regional and international level.

A major goal of future ACP-EU cooperation will be a special programme to benefit SMEs. Improvements foreseen at institutional level include better coordination between governments and donors, and a reduction in the amount of red tape involved in funding procedures.

The first obstacle that needs to be tackled is a lack of confidence among potential investors. The view was expressed that the Lomé support made available to enterprises should be implemented through credible reforms, and by creating a suitable climate for investment, governed by commercial legislation that is

acceptable to all parties. This would require the establishment of trade networks between governments and the private sector in order to foster a common understanding of the business environment. The EU will be available to help outline strategies, while the European Investment Bank (EIB) will, in this context, act as a catalyst, mobilising national and international forces to help the ACP private sector.

Mauritian representative, Mr *Purryag*, took the opportunity to reassert the role of the private sector as the very backbone of development policy. He observed that currently, the ACP-EU rela-

## Summary of the discussions

Among the themes discussed at the 23rd session of the ACP-EU Council of Ministers were the following:

- Gambia's request for exemption with respect to its exports of groundnuts to other ACP countries;
- trade cooperation, bananas and sugar;
- customs cooperation;
- cooperation for development funding;
- Somalia;
- South Africa;
- differential treatment of developing countries within the context of the WTO;
- enlargement.

tionship did not specifically provide a joint support mechanism for the private sector. The latter, he stressed, should become increasingly involved in the operation of the Convention. He called for the creation of an ACP-EU investors' forum, the planning of joint ventures, and for the EIB to be involved in ACP enterprises.

## Trade and the WTO

Many ACP representatives expressed concern about the reforms resulting from the establishment of the WTO and the costs involved, with discussion focusing on how best to ensure that the Lomé Convention conforms to the world trade rules. *Guy Alain Gauze*, Côte d'Ivoire's Minister for Raw Materials and co-chairman of the Ministerial Committee on 'basic products', spoke about the diminishing role of ACP states in the world trade arena, despite the preference system. In the light of this situation, he argued that the ACPs should be given an adaptation period of at least ten years before the WTO provisions are fully applied to their exports.

In reply, *Richard Eglin*, the WTO's External Relations Director (an observer at the Barbados meeting), said that nothing would



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Walking tall.  
Entertainment at a reception for Council delegates.

be achieved from the preference system if, in the long run, expectations of becoming genuinely competitive were not fulfilled. He claimed that, in practice, only about 50 products were covered

by the system. If it were to continue, the result would be an extremely high degree of specialisation in a small number of products preventing the proper exploitation of other sectors where the countries in question could enjoy a comparative advantage.

He said that the ACPs' integration into the global trade structure was inevitable, but pointed out that developments at regional level, and the creation of integrated zones backed by substantial overseas support, should enable them to rise to the new challenge. In the context of a new and more mature partnership, political dialogue should really come into its own, making it possible to help ACP countries become fully-fledged participants in the world economy without in any way undermining the concept of 'ownership'.

It is six months since the Commission drew up its draft negotiating mandate for the post-Lomé IV negotiations and these talks will soon be opened. The ministerial session will have helped both the EU and ACP groups to consolidate their positions on the key themes of cooperation, which include the political framework of the partnership, the new patterns of world trade, regional integration, differentiation and the role of the private sector.

In the new 'globalised' environment, exemplified by the WTO rules, there is considerable support for the view that future ACP-EU cooperation should emphasise the original aspects of the Lomé Convention while also reflecting the broad range of situations prevailing in the ACP area. The ultimate goal should be to promote cooperation that is more effective, based on a responsible partnership. In order to have more success in eradicating poverty in ACP countries, cooperation efforts will need to be more concentrated, and a multidimensional approach is needed to eliminate uncertainty and instability. Few would argue for a 'charity-based' aid policy. Instead, the focus is on 'encouraging initiatives capable of generating sustainable growth, and of supporting the democratisation process that is taking place in ACP countries'.

M.F.

## Quotes from the Council meeting

### Jean Ping, outgoing President of the ACP Council of Ministers

'The fight against poverty in ACP States should not come down to a charity-based aid policy but rather encourage the development of initiatives capable of generating sustainable economic growth. In keeping with this approach, trade and investment should play a major role in our future cooperation plans... Until now, the system of trade preferences has formed the basis of all trade cooperation between us. We ask that this system be retained for a sufficiently long period (at least ten years) to allow our economies to adapt more easily to full-scale free trade.'

### Commissioner João de Deus Pinheiro

'We think that subregional bodies should be formed among the ACP states. The EU is ready to help develop these zones of common interest between ACP countries, but it is not up to us to decide what type of regional groupings should be created. Assuming that these groups succeed in becoming free trade zones, we would be willing, in 20 years' time, to form a free trade zone with the regional areas set up within the ACP states. Such a move would not contravene WTO regulations.'

### Roberto Robaina Gonzalez, Cuban Minister for Foreign Affairs

'By asking that my country attend the preparatory meetings and the post-Lomé IV talks scheduled for next September in an observer capacity, Cuba hopes to gain experience and play some modest part in the development of discussions on the Lomé Convention. Moreover, future ACP-EU agreements will offer the opportunity to set up fair and effective mechanisms which should serve as a benchmark in relations between developed and developing countries, and be founded on human development and social justice, two vital elements for the survival and viability of our nations.'

# Mauritius



## An eclectic society

If Mauritius were a science, it would undoubtedly be chemistry, or at least the study of composite bodies. Much more than a model of economic success, Mauritius stands as an example to all those communities or peoples who have difficulty in getting along peacefully together. This is a rich island, with an extraordinary wealth of different cultures. Fortunately or unfortunately – it is difficult to decide one way or the other – there has been no real blurring of cultural distinctions. Ethnic, religious and linguistic allegiances survive. This means that the island's social fabric is not entirely free of tensions. While perhaps implied rather than stated, tensions are also increasingly to do with the 'conflict' between generations, and they can come to the fore when certain politicians seek to consolidate their power base.

One must accept that the purpose of a tourist guide is to encourage people to travel. But if you read the books on Mauritius, you are immediately struck by the

abundant use (abuse?) of superlatives offering you the holiday of your dreams. For page after page, irrespective of the region in question, the grandiloquent prose continues: descriptions of beautiful beaches, the splendour of nature, magnificent underwater fauna, friendly inhabitants, majestic mountain peaks, delicious food and so on. It was Mark Twain who said that, before creating the universe, God made paradise... and he made it in the image of Mauritius.

All this is undoubtedly true, despite the fact that many other countries could be described just as enthusiastically. On the other hand, few states can rival the amazing cultural diversity of Mauritius – a fact about which the tourist guides also wax lyrical. At a time when nationalism is on the rise, wars of religion tear societies apart and xenophobia rears its ugly head in many places across the world, the inhabitants of this island nation have made a success of multiculturalism.

Imagine a land of less than 2000 square kilometres where speakers of Creole, English, French, Bohjpur, Mandarin, Urdu, Arabic, Telegou, Bengali and even Cantonese are on familiar terms with one another. Imagine an island lost in the middle of a vast ocean where All Saints' Day, Chinese New Year, Aid-El-Fitr (the end of Ramadan), Cavadee (the most important Tamil festival) and May Day (Labour Day) are all official holidays. Imagine a country where, if you want, you can eat guavas from China and French-style croissants in the morning, samosas and a fish curry for lunch, and Peking duck with rum in the evening. Finally, imagine saffron-coloured saris and big straw hats moving to the beat when the night comes alive with afro-jazz music just after a staging of the sega, the national dance.

This remarkable cultural wealth, ever-present in daily life on Mauritius, is principally a result of the island's history.



## Land of immigration

Mauritius emerged from the waves some eight million years ago, but there are no records of it prior to the last millennium. Although some writers say the Phoenicians probably visited the island more than two thousand years ago, the earliest known reference is thought to come from the Arab navigator, Hassan ibn Ali, dating from 975. Leading a merchant fleet out of the Persian Gulf, he made a number of exploratory voyages to the Mascarene archipelago. The island was known as *Diva Mashriq*, which means 'Island in the East'.

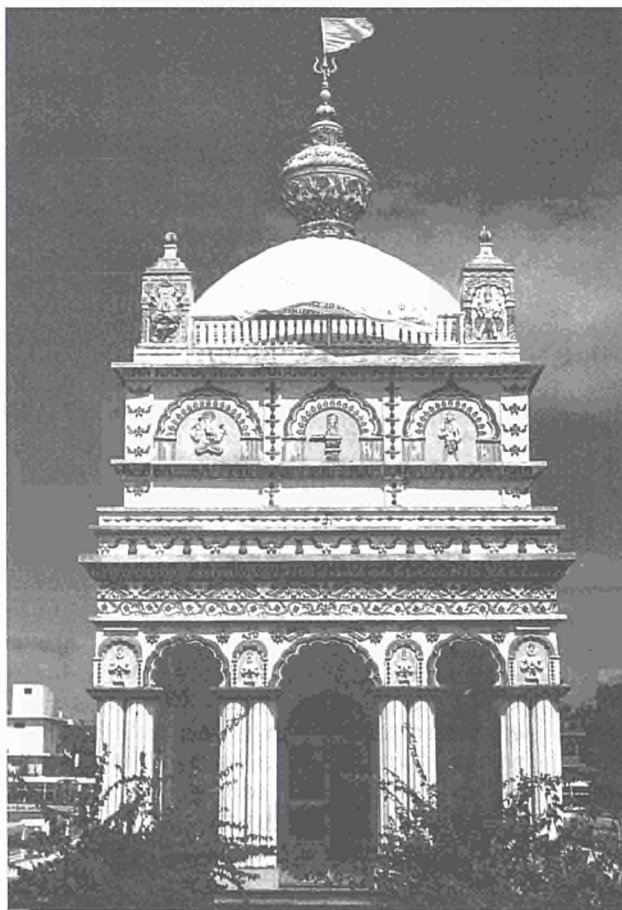
It was later given the name *Ilha do Cirne* (Island of the Swan) by 16th-century Portuguese sailors who put in to the island for provisions. As it was uninhabited, it held no interest for traders or missionaries.

It was sailors from the Netherlands, dispatched by the Dutch East India Company, who were the first to establish a foothold on the island in 1610. They called it Mauritius, in honour of their sovereign, Maurits, Prince of Orange and Count of Nassau. It was they who are said to have sealed the fate of the dodo, that marvellous, flightless bird, which is now the country's emblem. They didn't do this by eating it – the historical records suggest that it was not a particularly popular dish – but by introducing other animals which ate the dodo chicks and eggs. The dodo was last seen on Mauritius in 1672.

The Dutch did not lay claim to the island until 1638, doing so only to ensure they had a supply base and to provide protection for their Indian Ocean sea route. It was thus almost by accident rather than design that the first colonists began to exploit the land, hitherto deemed unsuitable for farming. They imported a number of products, including sugar cane, and

brought with them slaves from Madagascar and convicts from Batavia (today's Indonesia). The population mix was already coming into being.

In 1710, Mauritius became a French colony and was given the



The Maheswarnath Hindu temple at Triolet. There are 87 recognised religions and religious organisations on Mauritius.

name Ile de France, but it was not until 1735, with the arrival of a new governor, *Captain Bertrand-François Mahé*, Count of La Bourdonnais, that the island's fortunes really began to take off. This period saw the construction of the first major ports, sugar mills, roads, grand residences, and towns, and the establishment of the first laws. As the years went by, the island's prosperity grew, as did the population which was a mixture of colonists from neighbouring islands, slaves from West Africa, Madagascar and Mozambique, mercenaries, and pirates of all types. Trade flourished, thanks, in particular, to the raids which the inhabitants mounted (with the

blessing of the local authorities) against British-flag vessels. Some of these corsairs, such as the celebrated Robert Surcouf, were to become legends. Two other figures struck fame for rather different reasons as a result of their experience in the waters around Mauritius. In 1744, the *St Géran* was shipwrecked off Ile d'Ambre. On board were two young people whose romantic story would be recounted in *Paul et Virginie*, a novel by Bernardin de Saint Pierre.

The Ile de France reverted to its Dutch name when British forces invaded in 1810. Significantly, the new arrivals undertook to respect the laws of the island, its languages, religions and private property – so most of the French colonists stayed. The early 19th century was also important in that it marked the end of slavery. As freed slaves left the plantations to farm hitherto unexploited (and very infertile) land, moving on to crafts and fishing, the sugar-plantation owners experienced severe manpower shortages. The solution to their problem came from British-ruled India. Between 1830 and 1909, about half a million Indians were brought to Mauritius to work as indentured labourers – on near starvation wages. During the 19th century and the first half of the 20th century, other Asian immigrants arrived including Chinese, who specialised in commerce (mainly fabrics, but also cereals).

## 'Communalism', a typically Mauritian term

Although this highly potent history of the various waves of immigration into Mauritius explains the diversity of its population, it also helps us to understand the relationships that prevailed in the country on the eve of independence in 1969. It would not be exaggerating to say that Mauritian society had achieved a kind of job-

## Names that tell a story

*The political map of Mauritius is a testament to the island's history. The names of villages, towns, rivers and localities speak volumes about the various colonisers and the different communities which came to Mauritius.*

*Take Grand Baie, for example. The Dutch gave it two names: Bongt Zonder Einde ('Endless Bay') and Varekens Baay (Bay of Pigs). After the French arrived, the name became Baye (Bay) Profonde, then Grand Baie from the mid-18th century onwards. Similarly, Flic en Flac is said by some to owe its name to Friedland Flac, from Friesland, a province in the north of the Netherlands. It appears on a French map of 1765 as Fri Lan Flac, later corrupted to Flic en Flac. The Mauritian poet Robert Edward Hart, however, suggests that the name is purely onomatopoeic, giving an impression of the characteristic noise one makes when wading through a swamp.*

*The British also left their mark on the maps of the island when they took control. Black River used to be known as Rivière Noire and before that Zwarte Rivier, reflecting the changing fortunes of the European powers. The quintessentially English 'Goodlands' takes its name from a large sugar-cane plantation established in the early days of British rule.*

*The various immigrants to the island, who arrived either willingly or by force, have had their impact too.*

*Grand Gaube, for example, comes from the Creole gaube, which means a bay or a cove, while Riambel is derived from the Malagasy word Ariembelo, meaning 'sunny beach'. Lalmatie meanwhile, is 'red earth' in one of the Indian languages.*

*Famous people in Mauritian history have been immortalised in local place names. Chamarel owes its name to Antoine de Chamarel, a former captain in the French army who bought land here in the 18th century to grow vanilla, coffee and pepper. Péreybère comes from Charles Péreybère, an important nineteenth century landowner. Curepipe is said to be the legacy of another landowner who wanted to commemorate the name of the village in South West France where he was born. Another perhaps more plausible derivation has been suggested, however. In the early days of colonisation, soldiers are said to have stopped at this place to rest, clean their pipes and re-fill them.*

*Finally, there are the names based on the geological structure of the site. One of the most evocative in this category is Roche qui pleure (weeping rock) – a black basalt promontory over which streams of seawater cascade.*

sharing arrangement in which everyone had his or her 'rightful' place. Although a gross generalisation, Indians were the farmers, Creoles were the artisans, Chinese were the traders, and 'whites' the major landowners. It was a situation which had a certain equilibrium: a kind of 'peace by default' based on mutual tolerance.

So at one time, 'mixing' was not the norm and after independence, there was even an official system of classification known as 'communalism'. This typically Mauritian concept entailed a definition of communities on the basis, not of work but of ethnic and religious allegiance. 'Divide and rule' is a proven strategy, and four communities were decreed: Hindus, Muslims, Sino-Mauritians and one described as the *general population*, which grouped together the 'whites' and Creoles. The four communities currently represent about 52%, 17%, 3% and 30% (including less than 1% for the 'whites') of the total population, respectively.

This division of Mauritian society might lead one to assume there was a complete absence of

relationships between the communities – that this was a confederation of clans living peacefully, but very separately, side by side. This is certainly not the case today. The reality is much more complex and certainly not as rigid as the above description might suggest.

Among the many reasons for the complexity, the most important is almost certainly linguistic. A wide range of languages, mostly originating from the Indian sub-continent, are in daily use, but three in particular have, as it were, 'broken through' communal barriers in everyday life on Mauritius. English is the official tongue which everyone learns at school. It is thus the language of administration and justice. French is the language of the printed media and particularly of the capital's major daily newspapers. It could also be said to be the language of 'society' and culture. Next, ahead of all the others, comes Creole, the country's unofficial national tongue. This is the everyday medium of communication which is used in the street. It is, one might say, the language of intimacy, and, better than a common tongue, it has become a

genuine unifying factor on Mauritius.

A second reason is the fact that the distribution of tasks within society quickly became blurred after independence. Apart, perhaps, from certain well-defined sectors (for example, the 'league' of fourteen major white 'sugar families'), and apart from certain beliefs, it now seems that communities mix without difficulty across all sectors of the economy. This process has been aided by the process of economic modernisation and the existence of close business contacts with other countries. The public sector too, has become more representative of the various groups in the population, something that is due, at least in part, to the fact that education is free and available to everyone.

Another element is the country's small size and high population density. Arguably, living cheek by jowl with one's neighbours promotes contact. Other than in a few rare districts or villages, the different communities do not live apart from one another. They use the same shops, take

the same buses, and their children sit beside each other at school.

Tourism is another factor that has contributed to changes in outlook, particularly in rural regions, which are otherwise less exposed to the 'modernity' of the towns and cities.

Finally, a key aspect is the influence of the younger generations who no longer recognise communal divisions but describe themselves first and foremost as Mauritians. These are the people who travel and who study abroad. Some have had the opportunity to return to the country of their ancestry – where they have found the everyday situation very different from what they are used to on Mauritius. Indeed, the 'generation-gap' has sometimes been a dividing factor in the country, leaving its mark on the political landscape.

## Unity in diversity

Gilbert Ahnee, Editor-in-Chief of the independent daily *Le Mauricien*, explained to us how in the 1970s, the Mauritian Militant Movement (MMM) had adopted the slogan 'Replace the racial struggle with the class struggle'. The party was founded by the *Generation of '68* with a heavy emphasis on youth. Its slogan reflected the fact that there had been communal tensions, notably in the transition period leading up to independence. Conflict broke out in 1965 and again in 1968, particularly between Creoles and Muslims. The MMM formed a front against this and influenced other parties to do the same. According

to Mr Ahnee, for a decade or more after that, communalism was out of fashion though the 1983 elections saw it swing back into favour.

Even today, the relationships between communities can be a sensitive issue. Indeed, it is something of a taboo subject, and caution is required when discussing matters such as the caste system. Politicians are aware of this and, in the past, some have been willing to play the communal card, seeing it as a way of consolidating their electoral base. The point was made in a recent editorial in *L'Express*, the other major daily on Mauritius: 'Electoral history has demonstrated that there are two criteria that condition the choice of the Mauritian elector. First, his individual and family situation, then major ethnic issues.' While most parties have members from each community, the ethnic factor is still relevant for a considerable proportion of the population – though attempts to raise the issue publicly for political ends are likely to be roundly condemned.

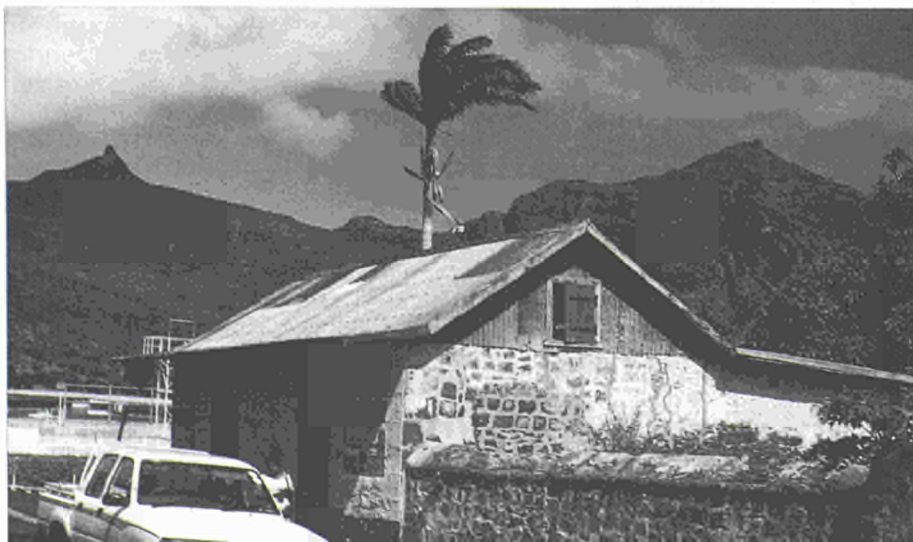
Against this background, a number of parties seek to portray themselves as representatives of the whole nation, not merely the mouthpiece of one community. From this position, they feel able to denounce opponents who are keen supporters of communalism. *Unity in diversity* is, in fact, the Government's official line, and the ruling Labour Party is the example *par excellence* of this trend. According to Gilbert Ahnee, *Navin Ramgoolam* (the Prime Minister) is trying to break down barriers and please everyone, targeting the 18

to 40-year-olds rather than any specific community. This was reflected in a speech the Prime Minister delivered on May Day, when he referred to his party's victory in April's partial elections. He argued that 'the Labour Party has demonstrated it is the only truly national party. It wishes to unite the people of Mauritius and they have fully understood the message. The Party's victory has been one of good over evil'.

## Food and drink

So does cultural intermixing now exist? This is a very difficult question to answer because, although most of the society's components still keep their cultural traditions alive (particularly in terms of language and religion), it is also obvious that for a growing number of people, the 'communal' criterion is now not nearly so important. This does not apply to everyone, of course, and 'group' instincts have not completely disappeared. Mixed marriages, for example, though they exist, are not the norm, particularly in rural areas. However, any problems such marriages might generate are now rather the result of conflict between the generations than of communal sentiment. Censorship, or, more accurately, self-censorship is still alive and well, particularly when such issues are addressed outside closed circles.

So, we cannot begrudge Mauritian society its wide cultural diversity. Any communal tension that remains is minimal and it does not disrupt the country's peaceful climate. That much, at least, is already well known. ■ T.G.



The Courier

## A changing economy

'The showcase of Africa', 'a model of development', 'the Mauritian example' – all phrases which have entered the global cooperation glossary. They are part of the seemingly inexhaustible praise heaped on this small Indian Ocean state. It is said that one need only walk along the streets (and not just in the capital) to see with one's own eyes the amazing changes that have occurred in barely two decades. These changes are a great deal more than cosmetic, but having said this, a closer scrutiny reveals that some parts of the economic engine are beginning to show signs of wear and tear. The country faces another difficult phase in the process of diversification, and a number of new – though perhaps not entirely novel – ideas are being considered.

'Our main concern is to consolidate the sugar industry. In practice this entails lowering production costs... and hoping that the price of sugar does not drop too sharply in the near future. But if that does happen, then we have to go with it.' This is the realistic outlook of *Jean-Luc Harel*, estate manager at FUEL, one of the country's biggest sugar plantations, and it sums up the situation now confronting a major sector of the Mauritian economy.

Three decades ago, Mauritius was wholly dependent on sugar cane. The island built its subsequent development on the preferential access to the European market granted under the Lomé Convention's sugar protocol. Profits were invested in tourism and in an industrial free zone whose performance was boosted by the Multifibre Arrangement (preferential access for textiles to the European and US markets). The result has been annual growth in excess of 5% for more than a decade, a *per-capita* GDP which has quadrupled since 1970, full employment until recently, and an upward trend in social indicators. Unfortu-

nately, development has left some by the wayside, but at least everyone has access to free education and health care.

The wind, however, looks set to change in the near future, and the expectation is that the days of the preferential trade system are numbered. In the new global environment, in which the WTO is gradually expanding the boundaries of free trade, both the Sugar Protocol and the MFA are up for revision (in 2000 and 2004, respectively). The assumption is that prices and quotas will both come under pressure in the process. To guarantee its productivity and competitive edge, the only choice for the Mauritian economy is to diversify into new sectors. This will involve both pluses and minuses.

## Sugar still on top

Sugar cane still occupies 90% of arable land and represents 6% of the country's GDP. In order to halt a likely drop in export revenue due to lower production, and despite the island's climate (which is not exactly ideal), some plantations are diversifying. Cabbages, carrots, ginger, strawberries, papaya and other crops are yielding encouraging results, though this does not mean that the future is completely rosy. Apart from the tourist industry, which requires quality produce, the domestic market is still very small and there is strong competition in the regional export market. Comparative advantages therefore have to be developed, and this cannot take place overnight. As far as agriculture is concerned, the main emphasis must be on diversifying within the sugar sector.

Finding the right road for sugar.  
A future in processing cane by-products?



The Courier

There was an excellent sugar harvest in 1997. Production reached 620,000 tonnes, a figure not achieved for a number of years. The big crop was due both to advantageous weather conditions during the year and to recent investments in irrigation and diversification of varieties. The latter measures were taken mainly to offset the effects on yield caused by mechanisation which has been introduced to most plantations. But despite the relative dynamism of the sugar sector, it still needs some time to adapt further.

Is the success of the 1997 season a good omen? The answer is probably both 'yes' and 'no'. No for the reasons stated earlier, yes because other prospects look promising. One option, for example, is the further processing of certain sugar cane by-products, such as bagasse (left-over fibrous material) which is used as a fuel in power stations. The FUEL plantation has a power-generating plan – the first of its kind – which covers its own electricity needs and then sells its surplus to the grid, meeting almost a third of the electricity demand in the locality. The Chamber of Agriculture estimates that by 2000, the sugar industry will be supplying 40% of domestic electricity on Mauritius, which is quite something when one considers that, up to now, almost all the island's energy has been imported.

Another source of optimism for the sugar industry is the prospect of investing in the wider region. As *Jean Li Yuen Fong*, Diversification Officer at the Chamber of Agriculture explained, 'the local market in Mozambique is more than 100,000 tonnes of sugar a year, and the country currently produces only 15,000 to 20,000 tonnes. A number of sugar factories there are being overhauled at the moment and there is a market ripe for the taking!' Our interviewee stressed that production costs are much lower in Mozambique than on Mauritius. Some of the island's plantations have plans to move into sugar in Mozambique and are submitting bids. On the other hand, life has been made more difficult by the emergence of new competition, particularly from South Africa.

## Fashion garments rather than T-shirts

Regional expansion is also a phrase that crops up regularly in the vocabulary of the textile industry, although a more precise term might perhaps be 'relocation'. The Mauritian Textile Company (CMT), which is one of the biggest in the sector, will be moving part of its production (the bottom of the range) to Madagascar during 1999. 'It is purely a question of capacity', *Heba Jangeerkhan*, the company's human resources manager, assured us. 'We currently produce 1.5 million garments a month while in Madagascar we can make double that amount'. Another reason – surely the most important when all is said and done – is that labour is markedly cheaper. Just as for sugar, the current balance sheets are favourable in the textile sector, but there is a widespread view that the industry now needs to be addressing the issue of its own conversion – in other words, switching production from T-shirts to fashion clothing.

In terms of production and employment, 80% of Export Processing Zone activity involves textiles. This makes it the first pillar of the Mauritian economy, generating about 13% of GDP. Set up in 1973 to offset the effects of increasing unemployment caused by population growth, the EPZ is a free-zone concept with no geographical limits. The enterprises which have EPZ status are legal entities which can be located anywhere on Mauritius. They receive statutory and tax benefits. The main condition is that their operation must be geared towards exports. Over the 25 years, many companies have knocked on the country's door (some 500 currently, employing more than 80,000 people). Apart from the conditions specific to any free zone, Mauritius has been able to offer some distinct advantages: geographical location, a multilingual society, political stability, cooperation between public and private sectors, good infrastructures, an attractive setting and (in the past) cheap labour.

As most textile quotas relate to lower priced clothing, the

EPZ is highly vulnerable to fluctuations on the international market, and the good results recorded recently (5.2% growth in 1997) could easily be reversed. The strategy within the wider manufacturing sector has changed, and the focus is now turning to 'top-of-the-range' items which have a high added value. The prediction is that mass production will shift to other regions. The concept may be straightforward but the reality is rather more complicated. A number of SMEs in the textile sector have gone bankrupt while conversion to other products is not bringing the expected results and modernisation is behind schedule. The main reason for this is that Mauritius has been unable to attract the inward investment it has been hoping for in sectors such as jewellery and electronics. 'The concept of the EPZ was relatively new in 1973 but it has now spread to the four corners of the globe,' observed *Marc Kwai Pun*, Financial Analyst for the Export Processing Zones Development Authority, a publicly-funded institution that acts as a consultancy office. He continued: 'The main problem, however, is that we no longer have abundant, cheap labour, as we had the past. And we are unable to offer qualified workers as cheaply as other countries'.

Wages on Mauritius naturally increased as a result of full employment, and they are markedly higher than those in competing locations in Asia. In addition, the Mauritian education system – which is free and open to everyone – has not adapted sufficiently speedily to the opening-up of frontiers. More and more young people are said to be coming on to the job market without the required qualifications. It is a problem which essentially concerns industry, but restructuring of sugar production has not helped. The Chamber of Agriculture confirms that there is no prospect of job creation in that sector; in fact, quite the contrary. On the plantations, workers who retire are generally not being replaced, and there have even been some redundancies. The era of full employment on Mauritius seems to be over and unemployment is rearing its ugly head.

The current jobless rate is about 6%, and the more pessimistic analysts believe that the figure could reach 10% over the next two years.

### Feet in the water and faces to the sun

It may be that the future for some of the unemployed lies in the SMEs, hitherto a poor relation

in the economy but now, at last, a government priority. Others may be redeployed in tourism, the third pillar of the economy (5% of GDP), which has really taken off. 540,000 tourists, mainly from France and the UK, visited the island in 1997, a 10% increase over 1996. Nearly 16,000 people are directly em-

Tourism has really taken off, although the country could soon exceed its 'tolerance threshold' for visitors.

ployed in this sector in hotels, restaurants and travel agencies, and to this figure should be added all those peripheral activities such as taxi-driving and selling souvenirs in shops. European and American tourism operators are queueing up to invest in the country – so the trend appears set to continue. Fortunately, given that this is a very 'exclusive' destination, we are not talking about people who want to cover the entire coastline with high-rise concrete structures. The shoreline is being invaded instead by bungalows, thatched restaurants and splendid swimming pools which are a magnet for sun-worshippers.

Jacques Chasteau de Baylon, the Minister for Tourism, explained that a study of the tourism sector had been initiated in January 1997 and that it was about to be published. One of its conclusions, which the minister broadly accepted, is that the island's 'tolerance threshold' is about 750,000 visitors, a figure which could be reached as early as 2000. 78% of the available rooms were occupied in 1997, with 100%-occupancy peaks recorded during the high season. From these figures, it is clear that new hotel and catering infrastructures will be needed. This presents additional problems which are not just environmental (the minister stressed that all construction projects are closely scrutinised in this respect) but also social. For example, the hotels are taking over stretches of the shoreline to create private beaches reserved for their guests, and the public beaches are rapidly disappearing as a result. But for many Mauritians the beach has long been the chosen place of relaxation.

Interestingly, agro-tourism has now made an appearance on the island. A pioneer in the field is the *Domaine du Chasseur*, in the east of the island. It welcomes visitors who prefer, for a few days, to experience horizons other than the blue of the sea. Its 1000 hectares of forest are a refuge for stags, wild boar, kestrels, monkeys and other animals. Although such tourism is only in its infancy on Mauritius, a number of sugar plan-



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## Rodrigues, an alternative Mauritian reality

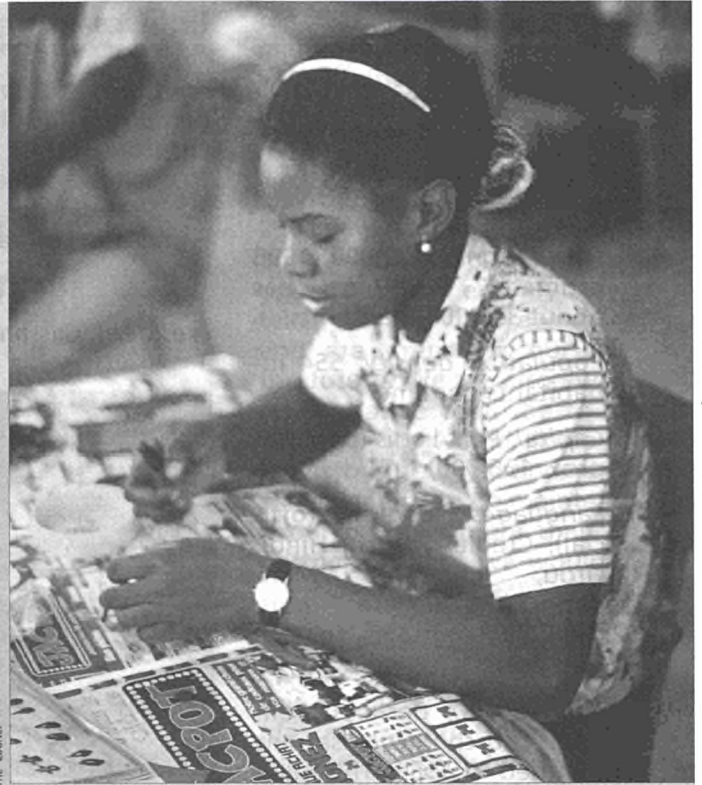
Rodrigues, the second island in the Mauritian state is nothing like its big sister. The 35,000 people who live on its 108 square kilometres are, with rare exceptions, Creoles and Catholics. Nor is the island's economic situation anything like that of Mauritius.

There is no sugar, no genuinely professional farmers, and little industry (what there is, is on a very small scale), and no modern buildings even in the capital.

More than a third of the working population is employed in the public sector but at the same time, everyone here is involved in agriculture, stock rearing and crafts. 90% of the land belongs to the state, the principal produce being maize for local consumption and, for export to Mauritius, onions, garlic and peppers. Agriculture, however, is undoubtedly changing. Although the island used largely to consume what it produced (maize, sweet potato and manioc), the people have developed a taste for rice which is imported. The main source of export revenue is still stock rearing.

According to *Jean-Claude Pierre Louis*, assistant to the island's Secretary, Rodrigues' priorities are to facilitate job creation and production in all sectors. Tourism, which has been increasing slowly on the island over the last decade, is seen as the ideal catalyst. 'It will give us the necessary boost, both as regards produce and employment', he maintains. In order to address the issue of the small local market and the distance between Rodrigues and Mauritius (more than 600 kilometres), further processing of produce locally before export is also envisaged.

In addition to these two priority areas, we came across another rather unusual economic activity which brings in revenue. The NGO Craft Aid set up an operation on Rodrigues in 1989 (seven years after Mauritius), with the aim of providing paid employment for young and mainly disabled



Craft Aid employs 35 young people, most of them disabled.

people. 35 employees are currently working making jewellery based on coconuts, and producing honey. The NGO, which is supported by the EU, also runs a training centre for hard-of-hearing and visually handicapped children. 'They have a real place in society', explained *Paul Draper*, Craft Aid's Director, 'and are able to learn to live normally, with dignity'.

tations – including FUEL – are now looking at converting part of their property, and at setting up trails, golf facilities and amenities for small-game hunting.

## Bridge between Africa and Asia?

The economy now has other irons in the fire which should help reduce its vulnerability to international fluctuations. Off-shore financial services have been developed and in 1997, almost 5000 banks, insurance companies and finance houses were registered on the island.

The free port attracts even more attention. This facility for the transshipment of goods was set up in 1992, as an extension of the free zone. Goods are imported from many parts of Asia and the majority are then re-exported, after processing, to Africa. As is the case in other sectors of the economy, the

free port benefits from real complementarity between public and private sectors. It is enjoying unprecedented development, with services and facilities now offered by private companies.

In fact, the expansion of the free port operation has been remarkable. Between 1996 and 1997, the number of transactions almost tripled in value from \$90m to \$240m. Trade is expected to increase by a further 10% over the next few years and this will require considerable expansion. A new container terminal with sophisticated facilities is to be built. The complex will include huge conventional and refrigerated warehouses, a processing zone and an office building for operators. Work to be carried out within the port includes construction of a passenger terminal and a building for the customs authorities. By investing in such facilities, Mauritius is making no secret of the fact that it wants to become the region's biggest

transshipment centre and the regular stopping off point on the sea routes between Africa, Asia and Australia.

More than in most countries, the future of Mauritius is tied up with the wider region in which it is situated. The country is stepping up its international contacts, and is now a member of SADC, COMESA and the Indian Ocean Commission (IOC). *Manou Bheennick*, the country's Minister for Economic Development and Regional Cooperation put it bluntly when he told us: 'We have no choice but to open up more to the outside'.

T.G.

# Profile

## General information

**Area:** Mauritius 1,865 km<sup>2</sup>, Rodrigues 108 km<sup>2</sup>

**Population:** 1,129,000 (1996 estimate). Rodrigues has about 35,000 inhabitants.

**Population density:** 554 inhabitants per km<sup>2</sup>

**Capital:** Port Louis (pop. approx. 136,000)

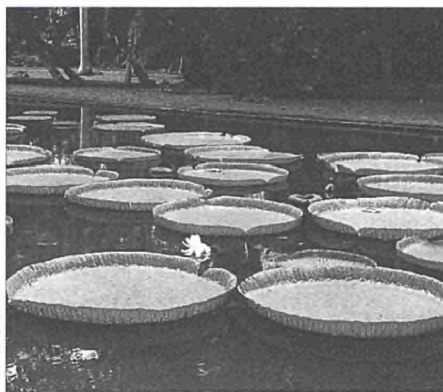
**Languages:** English (official), Creole, French, Hindi, Urdu, Bhojpuri, Mandarin... (there are more than 20 languages in current use).

**Religion:** 87 declared religions and church organisations were identified in 1983. The main ones are Christianity, Hinduism, Islam and Buddhism.

## Politics

**Political system:** Parliamentary democracy. Multiparty legislative elections, based on universal suffrage, take place every five years. The President is nominated by the Prime Minister, also for a five-year term.

**President:** Cassam Uteem



Giant lilypads in the Pamplemousse botanic garden.

**Prime Minister:** Navin Ramgoolam (since 1995)

**Party Representation in the National Assembly (66 seats):**

Labour Party 35, Mauritian Militant Movement 25, Mauritius Social Democratic Party 1, Organisation of the Rodrigues People 2, Rodrigues Movement 2, Hizbullah Party 1.

The last legislative elections were in December 1995.

## Economy

**Currency:** the Mauritian rupee. ECU 1 = approx. MR 26 (May 1998).

**External debt:** \$1.8 billion (1995)

**Annual GDP per inhabitant:** \$3,150 (1994)

**GDP growth:** 5.6% (1995)

**Inflation rate:** 6% (1995)

**Main exports:** sugar, molasses, products from the Export Processing Zone (mainly textiles), cut flowers.

**Main imports:** food products, hydrocarbons, machinery and equipment.

**Balance of payments:** deficit of about \$440 million (1996)

## Social indicators

**Life expectancy:** 71 years (1994)

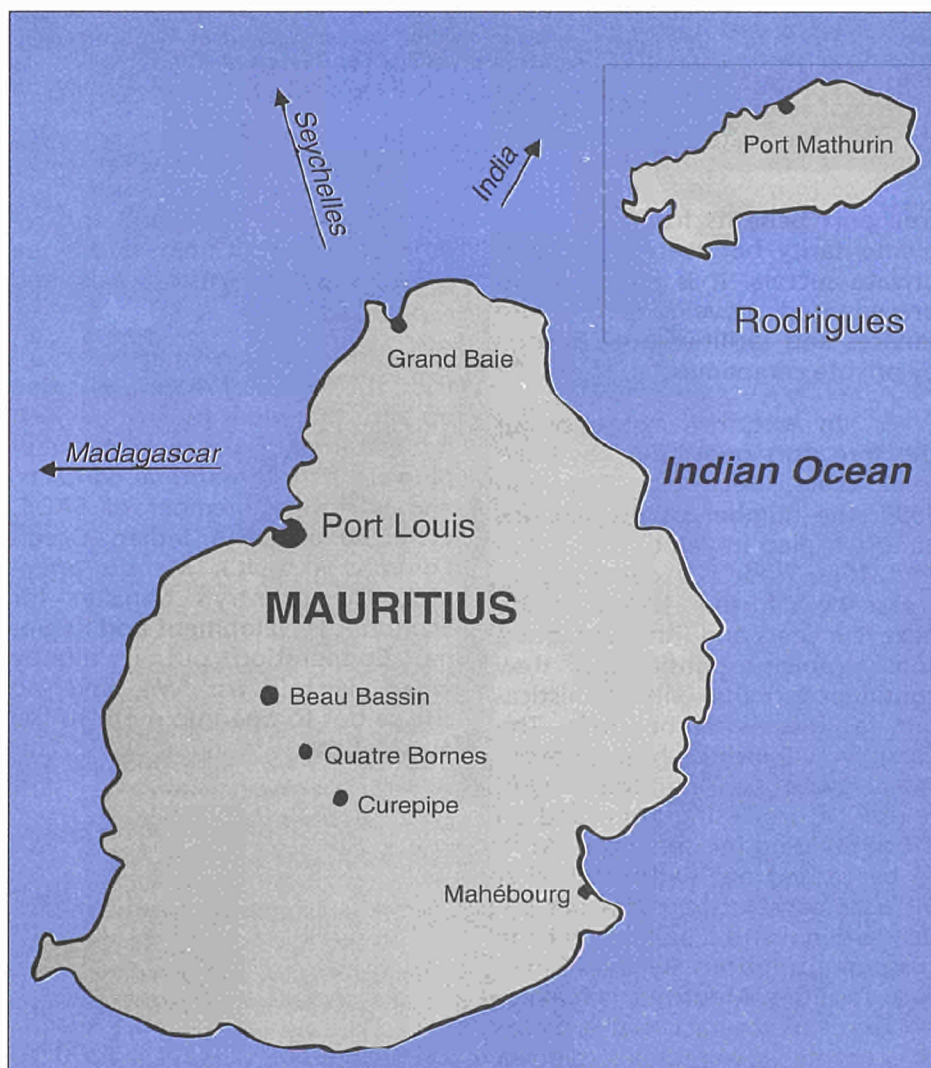
**Adult literacy:** 82% (87% for men, 78% for women – 1994 figure)

**Population with access to clean water:** 99%

**Population growth rate:** 1.1% (estimate for 1994-2000)

**Infant mortality:** 17% (1994)

**Human Development Index Rating:** 0.831 (61st out of 175)



Sources: Economic Intelligence Unit, UNDP Human Development Report (1997).



## Sathiamoorthy Sunassee, Trade and Industry Minister

### 'Diversification has not been as rapid as we expected'

*Mauritius gained independence in March 1968 and became a republic in 1992. It is a multi-party democracy which has had various coalition governments and changes in political management (in 1982 and 1990). Legislative elections in 1995 led to power changing hands again. The Labour Party (PTr) and the Mauritian Militant Movement (MMM), both previously in opposition, won 60 seats between them (35 and 25, respectively) in the 66-member National Assembly. The coalition did not last long, however, and the PTr is now in power on its own, with Navin Ramgoolam as Prime Minister. Under the Constitution, the next election is scheduled for 2000. There is a lot of activity on the political front with all sides jockeying for position, discussion and rumour about possible future coalitions and reported 'behind-the-scenes' deals. Despite this, the government still has much to do in the two years that remain before the people go to the polls again. Some observers believe that certain sectors, particularly the textile industry, may be running out of steam. The Courier asked Mr Sunassee for his views.*

– Mauritian industry generally runs very smoothly, and all the indicators are positive despite strong competition and changes at international level. The situation is satisfactory in terms of exports and jobs. Employment is now increasing again, after a temporary dip, thanks to last year's growth in the Export Processing Zone (EPZ). Major reforms have been implemented in a number of sectors, together with considerable modernisation, particularly within the EPZ, SMEs and local industries. Our ob-



jective is to keep our place in the global economy.

■ *Nevertheless, a number of factors are having an impact on industry, in particular on the textile sector. I am referring here to the probable revision of the Multifibre Agreement (MFA), as well as the fact that certain Asian countries are in a much more advantageous position in terms of production costs.*

– The textile industry has always been subject to change. This an inherent characteristic of the sector. For many years, we enjoyed a highly favourable commercial position, and this enabled us to set up and develop textile production and to make it an essential component of the Mauritian economy.

The Multifibre arrangements are both an advantage and a disadvantage for us. It is true that we have been able to develop privileged trade relations with cer-

tain countries, allowing us, in many ways, to get ahead of those who are not covered by the MFA. On the other hand, this situation means that certain countries impose quotas on us. That's just the way things are. Between now and 2004, the MFA will be dismantled and Mauritius will then be able to operate in an entirely new context. We are fully aware of this and are preparing ourselves for the future. We are also aware that rapid change could be to our advantage. We would like our privileged business relations and past achievements to be maintained – it is our partners more than a trade partnership that we would like to keep.

I have nothing against the concept of free trade, nor do I think that those who push this idea are wrong. However, I would support those who favour equitable as well as free trade.

■ *What would you say to those who claim that industrial diversification has been a long time coming in Mauritius, or that it is at least proving problematic?*

– Whenever anything new is brought in, it's bound to have a few teething problems, whatever the sector. What is important is to take this into account and to attempt to evaluate it in terms of a new approach. Admittedly, diversification has not been as rapid as we had hoped, but we are taking this on board and are continuing with our efforts. But whilst I am aware that certain sectors are reacting better than others, I would emphasise again that the broad indicators are favourable. Our policy is to examine and study the inherent features and special problems of each individual sector. We are seeking to develop a macro-economic overview of the situation so that we can tackle the problems specific to the individual components. At least, that is the approach we have adopted so far. Obviously, such a process cannot be completed overnight.

I should add that, as part of this exercise – leaving aside the so-called 'new' sectors – we have been concentrating a great deal recently on small and medium-

sized enterprises. This is the first time this has been done on Mauritius. From now on, SMEs will be dealt with as a whole and we have every intention of making them a government policy priority.

■ *You seem to accept that SMEs have traditionally been the 'poor relation' in the Mauritian economy, but what exactly do you mean by 'priority'?*

– On Mauritius, SMEs have been neglected for too long, particularly when you consider the important impact they have had elsewhere, for example in France or Japan. There is no reason why the kind of success that has been achieved by SMEs in other countries cannot be emulated here on Mauritius. We have already shown this to be possible with the textile industry. Admittedly, we have had other priorities, such as the setting-up of the EPZ and ensuring it had a good start. We also wanted to develop new, 'priority' sectors, but we have never before applied this to SMEs. It is not a question of producing 'carbon copies' of what has gone before. On the contrary, we recognise that SMEs have contributed to the creation of a good many jobs and that they have played a part in bringing stability to the industrial sectors – with all the advantages that generates for society as a whole. What we are aiming at is a change in approach so that small investors are also catered for.

Don't forget that, though education here is free, many people are unable to continue on to university (*access is reserved for 'high flyers' – Ed.*) Youngsters who come on to the job market must be given the chance to have some control over their own future. We believe that SMEs can give them such a chance by promoting both jobs and training. Initial results have been very encouraging, and this is, more than ever, one of my priorities. In this connection, together with those who run the various semi-public bodies that work with my department, we are encouraging people to develop this type of enterprise. We are also organising meetings with officials from other countries to explain to them exactly what we are doing.



The Courier

A textile enterprise in Port Louis. 'SMEs have been neglected for too long'.

■ *Do you think this strategy will be enough to provide work for the growing numbers of unemployed, particularly those who have lost their jobs as a result of the restructuring of the textile industry and sugar plantations?*

– Unemployment is not a problem that is new to Mauritius, although we did have a long period of full employment. The problem resurfaced around 1992 and got worse up until 1995. Then there was a fall in the jobless totals and today, the rate has stabilised. In certain sectors, including the EPZ, job creation has actually increased over the last year.

But there is certainly a great deal that needs to be done on the job-creation front. Work on this has already begun in the field of education and training and in investment promotion, not only with regard to SMEs and the free zone but also in new sectors, such as finance and services. The tourism industry is also developing very well. So I am not too concerned about the issue.

What has to be recognised is that we rested on our laurels for too long as far as full employment was concerned, and unfortunately training was neglected. At the moment we are seeking solutions to problems which need not have become so serious had they been dealt with five, six or even ten years ago. The formula is not difficult to understand -no training, no job! The WTO rules did not come into being overnight, and it was possible to predict in broad terms what would happen at the Uruguay Round. Clearly, at that point, we should have prepared young people on Mauritius to face up to the new challenge.

■ *One cornerstone of the country's economy is clearly the fact that the private and public sectors work closely together. But how would you describe this relationship at present? There have been some signs of tensions developing, particularly in connection with preparations for the next budget?*

– Relationships are perfectly normal. The public and private sectors meet on a regular basis, both officially and unofficially. My department listens both to organisations and citizens in the private sector, so there is no tension and therefore no problem. These relationships are built on the basis of our long history as a mixed economy. I am not saying that disagreements don't arise from time to time, but that's only normal, isn't it? We discuss, exchange points of view and either agree or disagree with one another. That is not important. What is important is that we then cooperate.

■ *What are your views on negotiations between Mauritius and South Africa, particularly within the SADC?*

– We belong to the same geographical region, we are both members of the SADC, the region's economic system, we are neighbours and we have a relationship of many years' standing. It is therefore quite normal for us to work together in the mutual interest of our two countries and of the region as a whole. We are expecting a great deal from current and future negotiations, which we hope will lead to genuine regional cooperation. ■

Interview by T.G.

## Paul Bérenger, leader of the opposition

### 'The government is in the process of messing up our next stage of development'

*Paul Bérenger is certainly a key figure on the Mauritian political scene. He returned from France in 1969, still fresh from the 'events' of May 1968, founded a new party – the MMM (Mauritian Militant Movement) – and became a national political figure at the age of 23, or, as he would put it, 'an extremist idealist' leader. 30 years, and a number of trades unions and governments later, he is still his party's leader. Although the MMM has evolved over time, Mr Bérenger maintains that it remains essentially the same party. Many observers expected it to emerge victorious from the partial elections of early April. As it turned out, the party was defeated.*

– I would say that it was more than a defeat - we were actually given a real hiding! But we are not going to allow ourselves to be discouraged, for four reasons.

First, Mauritius is a parliamentary democracy, a genuine one although a far from ideal one. These legislative elections were anything but 'free and fair'. There was unbelievable and often unprecedented abuse of the system, by which I mean improper usage of the radio and TV monopoly, which was employed for propaganda purposes, corrupt use of the state security police, influence of every kind... Democracy was violated. Second, these were partial elections, and, in a small country like Mauritius, if you do not support the government line, you and the circles in which you move will be penalised. This kind of thing does not happen in national elections. Third, it emerged towards the end of the campaign that the entire poll would be determined by the contest between Jugnauth (the former Prime Minister) and the government candidate. A number of electors, including some from our party, opted for a tactical vote against the government. Finally, the national alliance, as we presented it to those campaigning, on our behalf did not come about.

■ *What lessons can you draw from this? Is a new alliance already on the cards?*

– Directly after the results, Jugnauth announced major political changes. His party, the MSM, desperately wants to ally itself with the MMM. We, on the other hand, withdrew from the front line, as it were, to lick our wounds, examine where we went wrong, regroup and work out new campaign strategies. We intend to take our time



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consolidating our party and our voting strength. We are certainly not going to rush into things as far as the next elections are concerned.

■ *What is your reaction when Mr Ramgoolam announces that national unity has won the day?*

– I only wish he were right. I am a patriot first and a politician second, and I would very much like there to be a genuine Labour Party again. I did think that Mr Ramgoolam, who is effectively *the* party because it cannot exist without him – was heading down that road. But, despite his alleged unifying rhetoric during the partial elections, he simultaneously dispatched a number of teams to campaign locally on a racist ticket. It was quite appalling, in my view! Everyone in Mauritius is aware of this, but there is a great deal of hypocrisy, and many editors who allow their writing to be influenced by those who hold power. That is no way to build national unity. If the Labour Party were to re-emerge, I would be the first to celebrate, but given what I saw go on during the 18 months I was in the government, what has happened since then and particularly what went on during the partial elections,

my fear is that the Labour Party, buoyed by victory, will progressively lose control of the situation, which is unfortunate for the country.

■ *Many people take pleasure in asserting that Mauritius is Africa's showcase, although some would say that the economic miracle is running out of steam. What are your feelings on this?*

– It's not only the EU which holds Mauritius up as a model, but also the World Bank and the IMF. Yet it is perhaps my duty to say that it is dishonest to do so, because to present Mauritius as something which can be constructed or reconstructed elsewhere, under totally different circumstances, is irresponsible and, more to the point, dangerous. Mauritius has been very lucky, the people have worked very hard and, since 1982, the various finance ministers have implemented basically the same policy. Then there is the Lomé Convention, and the size of the country. No one takes any notice of little Mauritius with its one million inhabitants when our textile exports increase ten-, a hundred-, or even a thousand-fold. If this was Nigeria, Indonesia or Bangladesh, however, it would be quite a different story! Also, the term 'economic miracle' is perhaps a little strong. At any rate, as the high priest of the miracle, I am delighted.

It is true that the miracle is running out of steam, and my feeling is that we are now at a turning point, as we were in 1982. We have achieved a certain level of development and certain fundamental reforms are needed if the next stage is to be a success. In fact, the current government looks set to miss the boat. For starters, there is our education system, which is still bound by the constraints of an earlier era. We

are training people for jobs that no longer exist. Moreover, there are files detailing the Prime Minister's lack of competence. He has been in government for two and a half years now and for all that time, we have been calling for greater fuel-storage capacity at the airport. On many occasions, we have had to instruct planes to refuel on Réunion or in the Seychelles, because we don't have enough stored here!

The enormous file on the Port-Louis light metro system is another example. Everyone agrees that the problem of the internal transport bottleneck has to be solved, but is this the way to do it? According to a World Bank report, the scheme will cost the country between 6 billion and 10 billion rupees. Any expert worth his or her salt will tell you that this is not viable, given the likely number of passengers at this stage and for the next 10, 20 or 30 years. The government, of course, is digging in its heels, refusing to come clean. It risks mortgaging the country's economic future to a dangerous degree.

■ *How does the depreciation in the value of the rupee come into all this?*

– We are heading for a serious credibility crisis. In the past, no-one really questioned the figures issued by the Central Statistical Office, but things began to take a serious turn when the rupee fell against the dollar and pound sterling. I have my suspicions. The government froze a number of prices prior to the partial elections, but is now in the process of minutely examining the files on 'cement', 'water supplies', 'electricity prices' and so on. Although there has been a marked depreciation in the value of the rupee recently, which is very bad news as far as inflation is concerned, there has also been a serious deterioration in our trade-balance and in our current account. This means that our foreign currency reserves are falling. The government denies this, but it is now the time for them to tell the truth. I fear that all this will lead to a grave crisis of confidence. You only have to look at the example of major players such as Indonesia and South Korea who are on their knees after a similar crisis. Little Mauritius had better watch out!

More than facts and figures, it is actually the government's attitude which frightens me. I was still Foreign Minister on 9 June last year when the budget was presented. I



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The problem of the internal transport bottleneck has to be solved, but is the Metro system the right way to go about it?

listened to what was said and straightaway went to the see the Prime Minister to tell him that, as a patriot, I felt guilty – first, because we were giving our people the impression that there was no problem, when difficult reforms were needed. I felt we were betraying the country. Second, I deplored all the creative accountancy. Everyone knows what is going on, and official documents confirm that we are heading for disaster. For example, more than ever we have an aging population. The government will soon be unable to pay for the old-age pensions at the existing levels. Yet the Ramgoolam government maintains that everything is rosy.

■ *Is there any justification for people's fears about the introduction of VAT?*

– Customs tariffs will have to come down in the wake of the WTO agreements. We also have different regional cooperation arrangements, and any post-Lomé IV agreement – whatever form it takes – means that we will no longer be able to depend on customs tariffs to finance the state budget. We therefore have to expand our fiscal base. But do we do this by reforming the sales tax or by introducing VAT in some form or other? The problem that we are pointing out to the government is that VAT will be perceived as a new tax. This generates bad feeling; it is a worrying sign. Changing the sales tax into VAT, as it were, from within, would not have the same effect, but some say that this cannot be done. I am not at all convinced.

What concerns me far more is that the Labour Government seems to be suffering from 'budgetary bulimia'. It strongly resembles the government of those awful years between 1968 and 1982 when the Labour Party led us to economic disaster. They taxed everyone and spent the proceeds, wasting increasingly large amounts of money. This spiral has started again and now people are objecting to VAT because they feel it will be introduced in order to allow the government to go on a spending spree. We do not see any need to increase revenue or fiscal pressures through VAT or an expanded sales tax.

■ *Will social issues be a determining factor in the forthcoming elections?*

– Absolutely. Mauritius is lucky enough to have very active, intelligent and positive NGOs. I was shocked to read reports on their recent activities, which warned that the country was on the verge of a social explosion in quite a large number of particularly deprived regions. Unacceptable pockets of poverty on our island are just time-bombs waiting to go off. We are talking here not just about people in the towns and cities, but also those in the small villages who have been passed over by development and live in terrible conditions. For example, we have serious drainage problems. Either there is no mains drainage, or it floods people's houses as soon as it rains. The people who suffer from this watch TV and can see what things are like elsewhere. In addition to poverty, there is serious injustice, too. This is why, when it was in government, my party insisted on 500 million rupees being set aside to help the most deprived regions.

A balance has to be struck between the economic and social aspects. I am quite proud of the fact that in 1982, when we went cap in hand to the IMF and the World Bank, I came to an agreement with these institutions over a number of difficult reforms, by introducing unemployment benefit. I got them to accept the social dimension (social solidarity, greater efforts to help the deprived and so on). I would have liked the current budget to be of more benefit to those whom development has passed over. But, given what is currently going on, it is once again the weakest in society who will have to cough up. ■

Interview by T.G.

## Defining Mauritian art: a losing battle?

One might expect that Mauritian painting, indeed visual art in general, should reflect this country's wealth of cultural diversity but this is only partly true. One does not find Indian ink in use here, or the pigments and other natural materials characteristic of the Mumbai region, though the works that are produced, being primarily representational, do illustrate everyday life on Mauritius and thus the diverse nature of the society. The question is, does it add up to something that typically and uniquely Mauritian?

The 'Royal Road' which runs along the coast between the Pointe aux Piments and Grand Baie, in the north of the country, is a treat for any aficionado of model boats and water-sports equipment. It is also where, just over a decade ago, *Hélène de Senneville* opened an art gallery. The front room is the shop, its walls adorned with pictures, posters and postcard reproductions, as well as a variety of scriptural works. The colours of the paintings call to mind the Mauritian sun. The office is reached via a labyrinth of canvasses which are arranged in piles, awaiting framing. It is here that she received us, her French accent tinged with a 'tropical' lilt.

*Hélène de Senneville* proudly explained how she was the first person to open a commercial gallery on Mauritius. Previously, there had

only been the occasional exhibition where artists could sell their works, staged at venues such as the town hall or the *Alliance Française*. She described her project as having been 'a bit of a mad idea', because although each artist had his or her own limited network of connections, they had not envisaged forming a group or getting together to stage a joint exhibition in an organised space. *Hélène de Senneville* put her proposals to all the painters on Mauritius with whom she was interested in working, and an overwhelming majority responded positively. She added: 'Actually, the pool of painters here was quite large, because there has always been what you might call a craving for paper and pencils. Some artists had already acquired a certain reputation – like *Malcolm de Chazal* and *Hervé Masson* who are both, sadly, no longer with us'. In the early years, she did not limit her activity to the sale of paintings. She also felt the obligation to 'educate' artists, encouraging them to improve themselves in their work, and to explain to people the richness of Mauritian painting.

Ten years on, many contemporary Mauritian artists, such as *Danielle Hitié*, *Bernard Debergh*, *Dominique Masabot* and *Serge Constantin*, have had an opportunity to exhibit their works at her gallery. What she finds strange and also a pity is that there are now large numbers of local artists – but a certain lack of quality of work. She recognises, however, that this may be in-

*The family*, a painting by Karo Mandron.

evitable. Her own quality benchmarks are higher than they used to be, but everyone paints just to sell.

Another curious aspect is that works by Mauritian artists have remained largely representational, essentially water colours or acrylics. *Hélène de Senneville* explained that while a number of artists did do more contemporary work, the overall picture was fairly conservative. 'This is logical I suppose', she added, pointing out that there was still no art school in the country. 'The *Mahatma Gandhi Institute* offers a two-year art course, and the teachers are pretty good, but it is not what one would really call a school of art.' She continued: 'There is also a serious lack of art museums on Mauritius, so we almost never have travelling exhibitions of works by foreign artists. The only points of reference are the street, nature, or life on Mauritius itself. Fortunately, this is a beautiful country and its landscapes and scenes of everyday life make an attractive subject'.

Can one, therefore, speak of typically Mauritian representational art? Certainly not, according to *Hélène de Senneville*. She compares painting on Mauritius with the range of dishes available in a large restaurant. On canvas, you find Indian women in saris, images of the Port Louis Chinese quarter, and Europeans on the beaches – all the symbols and the configurations of a varied cuisine. But she thinks it would be wrong to attribute Mauritian art to a single school or trend. She added: 'In any case, it would be an aberration to seek something intrinsically Mauritian, whatever the cost. We share a country and we share the same aspirations, but we each have our own cultural origins. We can share our economic boom, our know-how and our outgoing nature, but it would be arrogant and, indeed, sad to try to define an exclusively Mauritian trend in art. As far as I'm concerned, the wealth of Mauritian culture comes from its being a melting pot. To try to achieve anything more would be to fight a losing battle'. ■ T.G.



## Mauritius-EU cooperation

# Emphasis shifts to human resources and the private sector

by Gerd Jarchow\*

Cooperation between the EU and Mauritius is wide-ranging encompassing project aid and special trade preferences under the Lomé Convention - including special undertakings on sugar (both under the sugar protocol and the Special Sugar Commercial Agreement). Additionally, the European Investment Bank (EIB) provides concessional loans and the country benefits from regional cooperation for the Indian Ocean.

The Sugar Protocol allows the Mauritian sugar industry to sell 507,000 tonnes of raw sugar to the EU markets at guaranteed prices. In 1997, the guaranteed price (ECU 523.7 per tonne) was, on average, more than twice the level of that of the world market which is a residual market. The new mechanism of the Special Sugar Commercial Agreement (June 1995) offered Mauritius an additional sugar export quota of about 73,000 tonnes for 1997. Other trade preferences are of a more general nature notably; special derogations for 500 tonnes per year of non-originating canned tuna under an automatic derogation and 200 tonnes per annum for tuna loins. A bilateral agreement in the fishing sector gives Mauritius ECU 1,746,750 for the period 1996/1999 in return for fish caught by EU vessels in the country's Exclusive Economic Zone (EEZ). This accord also includes technical and scientific fisheries cooperation and training programmes for Mauritian nationals.

The EIB's intervention spans both the public and private sectors. In the public sector, funds

have been primarily oriented to sewage, energy, transport (ports and airport), water and telecommunications. In the private sector, industry and commerce, textiles, agro-industries, small and medium-scale enterprises have all benefited from loans.

The Centre for the Development of Industry (CDI), aims to support the creation, extension and restructuring of industrial companies (mainly in manufacturing and agro-industry). CDI activities in Mauritius are carried out in conjunction with the Export Processing Zone Development Agency, the Venture Capital Fund and the Chamber of Commerce, CDI's local contact organisation.

### Project aid

Taking a closer look at project aid, more than two-thirds of the Lomé I NIP were used for infrastructure, whereas Lomé II focused on economic and social infrastructure (hospitals, health centres and roads) and on agriculture. The main objective of Lomé III was to fight unemployment. 80% of the NIP was targeted at the focal areas of agricultural diversification and industrial promotion, including training and development of small-scale industries. The remaining funds were allocated chiefly to infrastructure projects. The first financial protocol of Lomé IV channelled around 75% of funds to two focal areas: agricultural diversification and environmental protection. Infrastructure (particularly roads) and human resources development were the non focal areas.

In the agricultural sector, there are two irrigation schemes. The Magenta land rehabilitation project (ECU 5m), completed in 1996, is now fully operational. The

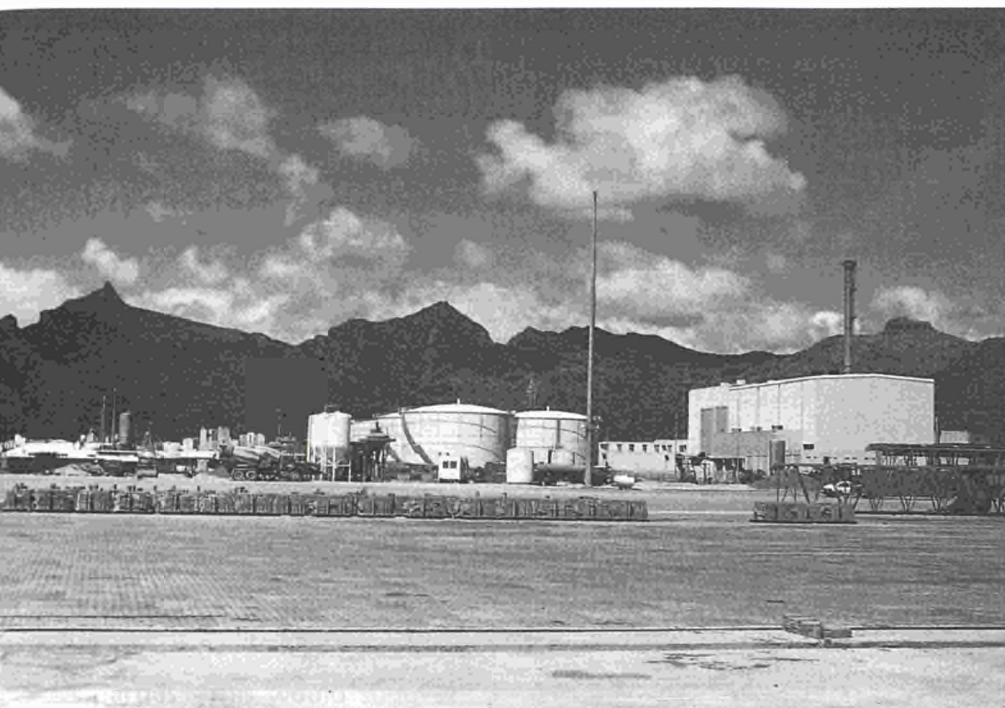
Northern Plains irrigation project (ECU 9m) aims mainly at improving the welfare of small planters in the region by making available reliable quantities of irrigation water and by assisting in the diversification of agriculture. The project will restore full irrigation to existing cultivated areas of about 1920 hectares and extend irrigation to 3500 hectares in new areas. Furthermore, a national fruit fly control project (ECU 1.7m), which is experimenting with environmentally-friendly methods of fruit fly control, is almost completed.

In Rodrigues island, two agricultural projects funded under the Lomé II and III Conventions (ECU 2.08m) concerning the sustainable development of natural resources are almost completed.

Agricultural diversification and commercialisation are to be promoted through the reconstruction of the Mahebourg market, a focal point of socio-economic activities on the south coast of Mauritius. A feasibility study (ECU 40,000), got underway in August 1997.

In the area of Human Resource Development (HRD), the EU supports the Mauritian Government's aim of enhancing public sector management through the Mauritius Institute of Public Administration and Management (MIPAM). Support has consisted of training for executives and to MIPAM trainers along with the financing of equipment and training material (ECU 1.2m). Also in the HRD sector, a project to train police officials was launched in 1998 to back the reform of the Mauritius Police Force (ECU 550,000). This project aims at assisting the police management and

\* Head of EC Delegation in Mauritius.



The Freeport in Port Louis.  
*Part and parcel of government policy is to diversify and expand the country's economic base.*

government in developing and implementing a training programme for police officers, to meet the needs of a modern, democratic society.

## Infrastructure

In the light of the country's economic growth, there has been a major shift of emphasis away from support for economic infrastructure. Such aspects of the country's development are increasingly catered for by loans. Nonetheless, the upgrading of the Phoenix-Nouvelle France Road to full dual carriageway standard, thereby completing the North-South road link, is a pressing need. This is vital to improve transport links to and from the island's only airport. A 16 km stretch of the road is to be financed with ECU 4m from the 7th EDF NIP, covering works supervision and a share of the costs of the construction contract.

## The 8th EDF

The 8th EDF's National Indicative Programme (NIP), signed in February 1997, earmarks a total of ECU 39.5m. In the main, it concentrates on the environment (approximately 50%) and private sector/human resource development (approximately 30%). Some 20% will go to non focal sectors, including poverty alleviation.

In the environment sector, the St. Martin Sewage Treatment Plant project is part of a major Government programme to reverse the pollution of coastal waters and the resulting degradation of the barrier reefs, as well as of the aquifers that are the source of drinking water for a large proportion of the population. The works are likely to be phased, in line with increases in sewage flow. This, in turn depends largely on the rate of connection of existing households to the sewage system. The 8th EDF has earmarked ECU 6.7m as a contribution to the first phase - costed overall at ECU 31.2m.

For Rodrigues, a specific anti-erosion programme amounting to ECU 3.3m has also been identified, following up a natural and agricultural resources management project completed at the end of 1997.

EU support for private sector development has been further strengthened. A study was launched to identify areas of the private sector that should be assisted. The conclusion was that small and medium-sized enterprises were the most needy candidates. Contributions of ECU 7m from the 8th EDF and ECU 1m from the gov-

ernment have been earmarked for the project which aims at improving access to credit, capacity-building and technology transfer. The idea is to enable companies to cope with increasing trade liberalisation and stiffer competition on both domestic and international markets.

The development of the Mauritius Freeport is part and parcel of the government's policy to diversify and expand the country's economic base. The main issues identified as crucial to its development are; development of local expertise; establishment of strategic links for distribution; and promotion of Freeport facilities and services. An ECU 1.9m project for enhancing the competitiveness of the Freeport is planned. This includes implementation of ISO standards and quality management systems in Freeport trading companies, the setting up of a training centre to carry out studies in the area of transshipment and logistics, and the establishment of an integrated management information system, linking up all parties engaged in Freeport activities.

For the clothing and textiles industry, which plays a key role in the island's economy, the need for a body to ensure proper transfer of technology was identified. The objective of setting up a Clothing Technology Centre is to improve the quality of items manufactured both in Mauritius and in the wider region. The Centre will be geared towards changes in three specific areas; improved technology application; technical know-how; and quality of processes in enterprises.

Outside the focal area, ECU 4m has been earmarked for a Micro Project Programme (MPP) focused on poverty alleviation. This will be implemented in the framework of decentralised cooperation, in accordance with Art. 251 bis of the revised Lomé IV Convention. Finally, the EU will contribute up to ECU 4m for the rehabilitation and upgrading of sewage systems in high-density housing areas of Mauritius. ■ G.J.

# Uganda – on the ascent



View over Kampala.

Uganda has come to symbolise the new optimism in Africa, and its President since 1986, *Yoweri Museveni*, is cited by Western politicians as an example of a new school of African leader. The reasons are obvious: good economic growth, social progress and political stability after 20 turbulent years. The priority now is to maintain the right formula to continue with that growth. The country's progress towards economic liberalisation, both domestically and within the region, and the issue of privatisation are dealt with in a subsequent article.

But there is quite a steep hill to climb in other respects. Two-thirds of the population still live in poverty (defined as less than a dollar a day) and the 10 year-long insurgency in the North goes on. There are also questions about the nature of the political system. Some inside Uganda say that President Museveni's 'movement' system of government does not allow full participation by the people and is a breeding ground for political patronage. This debate is likely to gain momentum in the run up to the referendum due to take place in 2000. The people will then be expected to choose which political system they prefer.

Party politics are disallowed in the country and the National Resistance Movement (NRM) of President Museveni dominates

the Constituent Assembly (Parliament). The alleged shortcomings of this type of representation are vigorously voiced by the multipartyists. These include leaders of the old political groupings who still use a party tag like *Paul Ssemogerere*, head of the Democratic Party (who stood against President Museveni in the 1996 Presidential election) and *Yona Kanyomozi* of the Uganda People's Congress (UPC), as well as independent-minded personalities. The election of millionaire businessman, *Nasser Sebbagala*, as mayor of Kampala in recent local polls was hailed by the multipartyists as a major coup. 'He fought the whole system and got elected,' commented his Democratic Party colleague, Paul Ssemogerere.

## Checks and balances

The staging of the local elections is part and parcel of the government's commitment to implement 'checks and balances' in

the administration, argued *James Wapakhabulo*, Speaker of the Parliament. He explained to us that the 1995 Constitution, which had been seven years in drafting, had not only augmented local powers, but also involved a reallocation of authority among the judiciary, executive and legislature. More powers were granted to the Parliament which now has a greater say in the appointment of ministers and ambassadors, and extra clout through its committee system in scrutinising the government's performance and the annual budget. Parliament, the Speaker told us, had amended important legislation on taxation and local government. This 'new working relationship' entailed the staging of special seminars for members of the house with little parliamentary experience. 100 of the 279 deputies elected last time were political newcomers.

But are such checks and balances steps on the road towards multipartyism? In his 1996 autobiography, 'Sowing the Mustard Seed', President Museveni argued the proposition that Uganda was not ripe for multipartyism and criticised the pressure put on him by some international donors to convert to this form of government. This pressure reached a peak in the run-up to the 1996 elec-

Speaker of the House, James Wapakhabulo.  
Checks and balances have been brought in.





tions. In his final chapter, 'Building a Democratic Future,' the President commented: 'In Western democracies, parties have usually been founded on some sort of class basis – parties for the middle class, parties for the workers, and so on. On what basis would parties in Uganda be formed, since Ugandans are overwhelmingly of one class, peasants?'

His fear is that tribalism and sectarianism would flourish as a result. 'What is crucial for Uganda now is to have a system that ensures democratic participation until such time as we get, through economic development, especially industrialisation, the crystallisation of socio-economic groups upon which we can then base healthy political parties'. This would suggest a reluctance to move to a system of formal political parties in the short term – which offers a pointer for the referendum in two years time. However, the exact date of the poll and the nature of the question to be put to the people have not yet been determined.

Others, mainly from intellectual circles, argue the case for multipartyism. These include DP and UPC sympathisers as well as some with no affiliation to old parties (see interview with Norbert Mao).

Paul Ssemogerere told us he was considering a legal challenge to the movement system in the Constitutional Court ahead of the 2000 referendum. He argues that the freedoms of association and assembly are written into the Constitution. These are 'inherent rights', he stressed, but 'as long as the movement system is in place, I can't organise a delegates' conference, have party branch meetings, hold public rallies or sponsor candidates. In fact, I can't do anything that is deemed to interfere with the current structure.' He claims that the 'movement system is more or less seen as interchangeable with the state'. He also believes that if a multiparty election were to be held tomorrow,

the DP would gain between 30% and 50% of the votes, the UPC about the same, and others about 5%.

Not surprisingly, the UPC's Yona Kanyomozi, also advocates a return to multiparty politics. 'Anything monopolistic stops free thinking', he insisted. 'It doesn't allow the population to have options, programmes and policies. If the person at the top does wrong, there is nobody to correct him.' He said that he did not know the exact number of UPC sympathisers in Parliament, adding that 'they are fearful of being identified.'



Statue of Kabaka, Ronald Mutebi, (King of Buganda) outside the Bagandan Parliament.

## Free media

Others suspect that a referendum would simply be a rubber stamp for President Museveni's government. One journalist told us that, in his view; 'if there were an election today, it would not be won by a multipartyist, but by the movement.' There are suggestions that the movement system is not all that different from a single party one with the implication that the opposition is being silenced. (The fact that *The Courier*

could speak freely with identified 'opposition' figures casts some doubt on the accuracy of this comparison). Another striking thing about Uganda is its lively media. Even the government daily *New Vision* prints articles questioning official policy. The independent *Monitor* is, as one might expect, even more critical and its cartoon satires are the talk of the town – particularly among the chattering classes. We spoke with a broad range of journalists all of whom confirmed that there was little censorship by the government. According to one, however: 'you are mindful of who your employer is and who you are writing for'. This statement will doubtless strike a chord with journalists in parts of the British press, where media 'barons' have a major influence.

One topical issue that features prominently in the media is land reform. A representative from the Farmers' Union explained to us that if tackled correctly, the outcome could be an improvement in the viability of the land. Although Uganda's many terraced hills give a superficial appearance of carefully husbanded and productive terrain, the reality is rather different. Only 30% of cultivable land is farmed, and soil fertility in many areas has suffered due to over-cultivation.

Although most political power is concentrated in the central government, the historic kingdoms of Uganda have their own structures. Suppressed during the long years of internal conflict, these poles of traditional authority are back in the game. In 1993, Ronald Mutebi was crowned King (Kabaka) of Buganda, perhaps the most famous of the Ugandan kingdoms and since the coronation, the government has actually handed Bagandan property. We spoke to his 'Prime Minister' who applauded the authorities for this, but is also angry about the current land reform plan. He fears this might mean 'us having to relinquish what is rightfully Bagandan'.

## Ely Tumwine – army officer, Member of Parliament... and artist!

Major General Ely Tumwine cuts an unusual figure. One of 10 army representatives in the Constituent Assembly, he is also an artist and fashion guru (he was dressed in one of his own mustard-coloured designs for our meeting). He told us that the loss of an eye in the bush war, accounts for the sombre portrayals in his paintings. He uses a lot of dark green, amber and brown. One of his works, entitled 'Foresight', he explained, is a sort of surreal self-portrait, conveying a universal theme. It portrays a face with an eye in the centre of the forehead. 'It is not what the eye sees, but what is behind the eyes, in the mind, that matters'.

Other paintings in the same style take up more political themes. One depicts hands stretching upwards to the flag of Uganda. 'This work galvanises people into feeling one.' And switching from artist to politician, he continued: 'This picture is probably more significant now than when I painted it in 1992. In Uganda we have the freedom to vote without the coercion of a tribe, party or religion. What purpose is served by acquiring power? Politicians here are elected on individual merit.' Another of his haunting images is called 'Africa 2000'. It depicts two oversized heads of hungry people hovering over a globe – which seems almost like a crystal ball – on which the map of Africa looms large. The 'trouble spots' are highlighted with red marks – Sudan, Somalia, Rwanda, Angola.

The major-general's paintings are hung at the 'Nommo' studio in Central Kampala. The studio also displays works of other local artists, some of whom handle lighter themes such as lush fruits and vegetables – inspired by the bounty of Uganda!



Part of Ely Tumwine's painting, Africa 2000.

The Courier

ed back parcels of Speaking to *The Courier* at the Bagandan Parliament (until recently, the building was the headquarters of the Ugandan army), the Prime Minister said he would eventually like to see a Federation of the Kingdoms. He argued that since each Kingdom had its own common ancestry, culture and education, a federal approach based on these units would make it much easier to govern the country.

### Northern insurgency

Many press column inches are also devoted to finding a solution to the situation in the North, where the Lord's Resistance Army (LRA) is still battling with government troops. In the past three years, it is estimated that between 5000 and 8000 children have been abducted to fight for the LRA, which is led by Joseph Kony. He is

an Acholi, the main ethnic group in northern Uganda. It is said that he receives weapons from the fundamentalist Muslim regime in Khartoum in return for providing LRA assistance in attacks on the Sudanese 'own' rebels in the south of that troubled country. Acholis dominated the Ugandan army until Yoweri Museveni took power in 1986. The situation in the North is destabilising for President Museveni and represents a constant drain on resources. Since 1996, the Army's policy has been to round up people in the affected areas and place them in safe villages 'for protection'. But many in the North complain of the destruction of their former villages. There are also claims that the new settlements are little more than refugees camps, that conditions in them are poor, and that the residents suffer harassment.

The European Commission's Head of Delegation, Bernard Ryelandt recently visited northern Uganda along with the British High Commissioner, Michael Cook, to see what could be done to assist. They visited trauma centres set up for children who had previously been abducted, including the one run by Gusco, a branch of Save the Children. Here, there was a presentation of evocative pictures drawn by the abductees. These troubling sketches recall the children's memories of being dragged away by the Kony Rebels, eventually being released by Ugandan troops and in some cases, their subsequent mistreatment at the hands of Ugandan soldiers after being taken to the protected villages. Mr Cook commented: 'There is growing donor pressure for a political, social and economic solution here in parallel with the military one'. If there can be some guarantee of stability, he believes donors would be keen to sponsor a support package for the region to help it back on its feet.

### East African Cooperation

Nowadays, relations are less fraught with Kenya and Tanzania, following the establishment of East African Cooperation in 1996. Rebecca Kadaga, Minister of State for Foreign Affairs, told us that great store is being placed on building and improving infrastructure to move goods and assist trade and people. The grouping is currently seeking support, in particular, for road improvements. A sizeable ECU 185 million has already been earmarked under the 8th EDF to upgrade routes and consolidate links with the country's neighbours. Mrs. Kadaga said that following the failure of the earlier East Africa Community, which focused on the development of common services, the emphasis this time was on 'people-centred cooperation'. A common passport is expected to be introduced shortly. She added that investment in the three member states was increasing. One practical sign of this was the decision by the Kenyan Ports Authority and Tanzania's National Shipping Company to open offices in Kampala. ■

D.P.

## 'Priorities for government'

Since coming to power in 1986, President *Yoweri Kaguta Museveni* has been praised both within and outside Uganda for turning the country round after two decades of strife. We were unable to arrange a meeting with him during our short stay in the country at the end of April. The President has a busy schedule, his good offices frequently being called upon to help deal with problems in the Great Lakes region. He also has to deal with the insurgency in the north of Uganda. His colleagues reveal that he is something of a 'nomad', frequently paying visits to different parts of the country... and pursuing an interest in farming when time permits.

It was in 1971 that Yoweri Museveni began his fight against the rule of *Idi Amin* (overthrown in 1979). He and his National Resistance Army (NRA) then took up cudgels against *Milton Obote*, who assumed office following highly suspect elections in December 1980. The NRA took power in 1986. In the Presidential poll of 1996, Mr Museveni took 75% of the vote. On the economic front, he has pushed through major economic reforms and the process is still underway. When it comes to politics, he extols the virtues of the 'movement' system of government, which does not involve political parties.

For an insight into government thinking on key economic and social issues, we spoke with a number of Ugandan ministers, as well dipping into the President's autobiography published in 1996 entitled 'Sowing the Mustard Seed'. All the ministers we interviewed believe that Uganda is on course for economic growth, fuelled by the policies of economic liberalisation and privatisation. They also say that they are striving to improve social conditions, with a particular emphasis on health and education. Politically, the next big event is expected to be a referendum, scheduled for 2000, which will give all Ugandans a chance to have their say on what kind of government system they want.

Planning Minister, *Matthew Rukikaire*, is pleased with the country's economic progress but believes that it could do even better. 'We need to strengthen our industrial base and farm production', he stressed. 'The structure of our pro-

duction system is so weak that we have not been able to take advantage of Lomé's trade clauses.' The minister argued that more research is needed into improving yields from crops, such as coffee and tea, and from livestock. As he pointed out: 'With the highest rainfall in the region we should be able to do better with cattle. Look at Namibia. It is virtually a desert yet it exports large quantities of beef. Here a single animal needs four acres for grazing - there, it must have 20 to 30 acres.'

### Modern farming

President Museveni stresses the importance of modernising the farm sector in his autobiography. 'In agriculture, you must get rid of the subsistence economy because in that situation, a peasant tries to be jack of all trades and master of none. He tries to build his own house, collect his water from the well, cultivate all the food he eats, look after his own cows, and become an informal teaching instructor for his children. This means that he is overstretched: he

Rebecca Kadaga.  
Enthusiastic for East African Cooperation.



does not specialise and cannot, therefore, become an expert in any one of these fields.'

The President details how he wants to see monetisation of the sector, with farmers concentrating on market-oriented production that earns them hard cash and enables them to buy goods. This, in turn, would boost the retail sector. He also believes that improved agricultural techniques are another 'must' - 'whether aided by chemicals, tractors, organic fertilisation or improved feeds.'

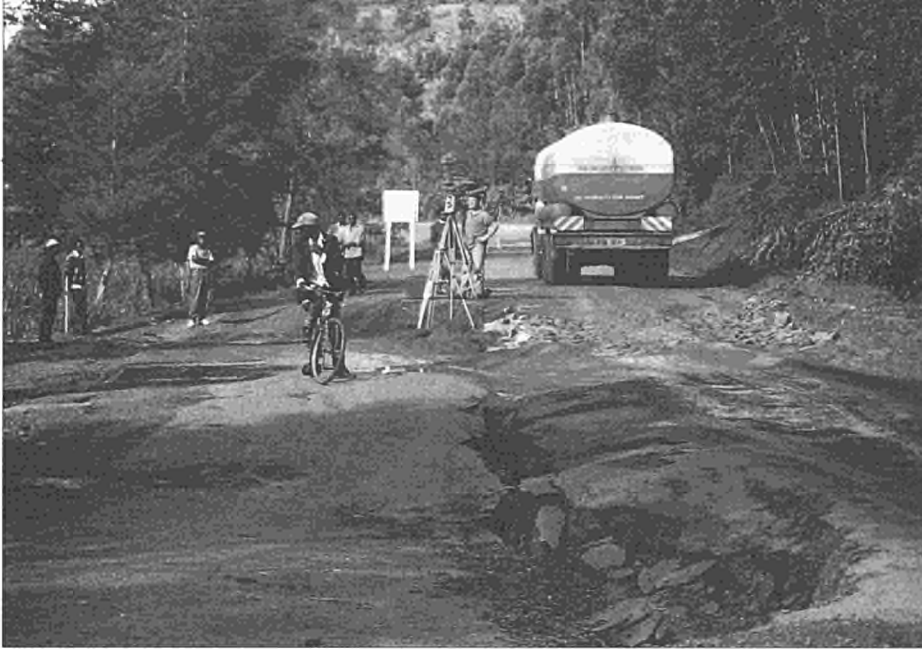
'At the lower end of the scale, there are really poor people who are poor, not because of the land, or the overall economic situation... but because of backward farming practices.' The President suggests that smaller farmers, for example, those occupying less than 10 acres, should specialise in high value items such as spices, special nuts, fruits and medicinal plants. Larger farms should focus on bulk crops like maize, cotton and bananas, or on forestry.

### East African Cooperation

Another priority identified by the President in his book is closer East African Cooperation. He writes: 'We should even form an East African Union, or a federation... which shares some activities such as defence and foreign affairs. There would be improvement in efficiency if we shared some of these things. An East African currency, for example, would create an internationally powerful market.'

Permanent Secretary to the Treasury, *Emmanuel Tumusiime-Mutebile*, is also convinced of the economic benefits of cooperation with Tanzania and Kenya. 'If non-tariff barriers were removed', he says, 'growth in Uganda would increase by about one percentage point.'

*Rebecca Kadaga*, Minister of State for Regional Cooperation is the one in the driving seat in this policy area. She spoke to us about Uganda's membership of regional groupings - IGAD, COMESA and, in particular, East African Cooperation. The working relationship between Uganda and Kenya dates back to the beginning of this century when a customs union was established involving a



The Courier

The Kabale-Katuna road, due to be upgraded with EDF assistance. Rehabilitation of roads is a government priority.

common external tariff and internal free trade. Tanganyika (later to become Tanzania) joined after the First World War and a common market was established with shared services (notably the railway system). The East Africa Community was set up in 1967, but it collapsed within 10 years. This was due to differing political philosophies, the minister explained, as well as a lack of participation by civil society and the private sector. The cooperation was revived in 1993 when the three countries joined in a Permanent Tripartite Commission, and in 1996, a Secretariat was established in Arusha. It has been suggested that Rwanda could also join the system in due course.

East African Cooperation has a clear agenda – fast track regional integration including the easing of border controls, free movement of capital, harmonisation of fiscal and monetary policies, sharing of energy supplies and meeting together the technological challenges of the 21st century. It covers cooperation in the economic and social spheres as well as on legal and judicial questions. 'But we are not going to begin by co-owning anything', stressed Rebecca Kadaga, pinpointing one of the problems that dogged the previous integration attempt.

In May, international donors met in Arusha under the auspices of the World Bank and the European Commission to discuss the East African roads network. This gathering resulted in initial pledges of more than \$1 billion for five regional transport 'corridors' – although it is estimated that \$4.6 billion is required if the region's rehabilitation targets are to be fully met. Some of the road sections in question will be funded with money allocated to Uganda

under the Eighth European Development Fund (EDF). The government sees improvements, both to the domestic road network and the regional axes that are vital for trade with neighbouring countries, as essential to alleviating poverty. Works to be funded by national and regional Lomé funds include the construction of the Kampala by-pass, and upgrading of four important sections of road. These are Kampala to Katuna (part of the Northern Corridor), Jinja to Bujiri, Kyotera to Mutukula (on the border with Tanzania) and Ntungamo to Isasha (on the border with the Democratic Republic of Congo). A sum has also been earmarked to rehabilitate the feeder roads. Overall, ECU 185m has been pledged from the EDF to improve Uganda's road system over the next five years.

Minister of Works and Transport, *John Nasisira*, stressed the importance of developing the road network in this landlocked country. 'Roads meet 80% of our transport needs', he pointed out, 'and there has been a backlog of work since the 1950s.' He added that the government plans to have a 'Roads Agency' in place by 2001. This will be a self-financing body responsible for the upkeep of the network.

Other government priorities backed by the EU include its strategic education programme which aims at achieving universal primary education. Lomé assistance will be provided for certain components of this. Human resource training in the health sector, forestry conservation and management, wildlife protection

and tourism also feature, together with private sector development. There is additional money for structural adjustment, with conditions attached – notably the fulfilment of universal primary education targets.

'The most difficult challenge this year is to shift more money to education, health and feeder roads,' spelt out Tumusiime Mutebile. It is unlikely that new taxes will be raised however for this purpose. Problems were encountered when the country tried to bring in Value Added Tax (VAT). In July 1996, this was introduced at a rate of 17%. Protests from some traders led to a rethink of the system and, as a result, an exemption was granted to companies with a turnover of less than 50m/-.

Mr Mutebile commented: 'I know there are those who think the tax-GDP ratio is low in Uganda compared to elsewhere in sub-Saharan Africa and that we should increase taxes. I feel this would be a mistake. 44% of the economy is agriculture and 70% of that is food. There is no way that you can collect taxes on food.'

Returning to the subject of the referendum scheduled for 2000, Speaker of the House, *James Wapakhabulo*, told us that this will be preceded by a year of debate across all sectors of society on what arrangements are most suitable for Uganda. From his autobiography, it is not difficult to judge which way President Museveni is leaning. He argues trenchantly against party-based politics, claiming that this will lead to polarisation. As he puts it: 'Tribe A will join party A, tribe B party B, and so on.' He continues: 'Western democracies criticise our system of government, but we ignore them. Their opinion is not our concern and they themselves are not perfect. They do not even research the Ugandan situation properly, but would just have their own system imposed on Uganda. I consider it arrogant to say that the whole world must be managed the same way.'

D.P.

## Profile

### General information

Area: 236,000 km<sup>2</sup>

Population: 20.4 million

Population density: 86 per km<sup>2</sup>

Capital: Kampala

Languages: English (official), Luganda, Swahili, Bantu and Nilotic languages.

### Politics

*System of government:* Non-party 'movement'. The National Resistance Movement is the ruling authority. Parliament has 276 members of whom 214 are elected by universal suffrage. The remainder are chosen by electoral colleges (indirectly elected) with seats reserved for women, army representatives, the disabled, youth and trade unions. Legislative elections are held every five years and the last poll took place in June 1996. The NRM is believed to 'hold' about 156 seats. Presidential elections are also held every five years.

*President:* Yoweri Kaguta Museveni. Last election held on May 9 1996.

*Prime Minister:* Kintu Musoke.

### Economy

*Currency:* Ugandan shilling (/-). ECU 1 = 1,294/-(May 1998)

*GDP:* \$6.3 billion

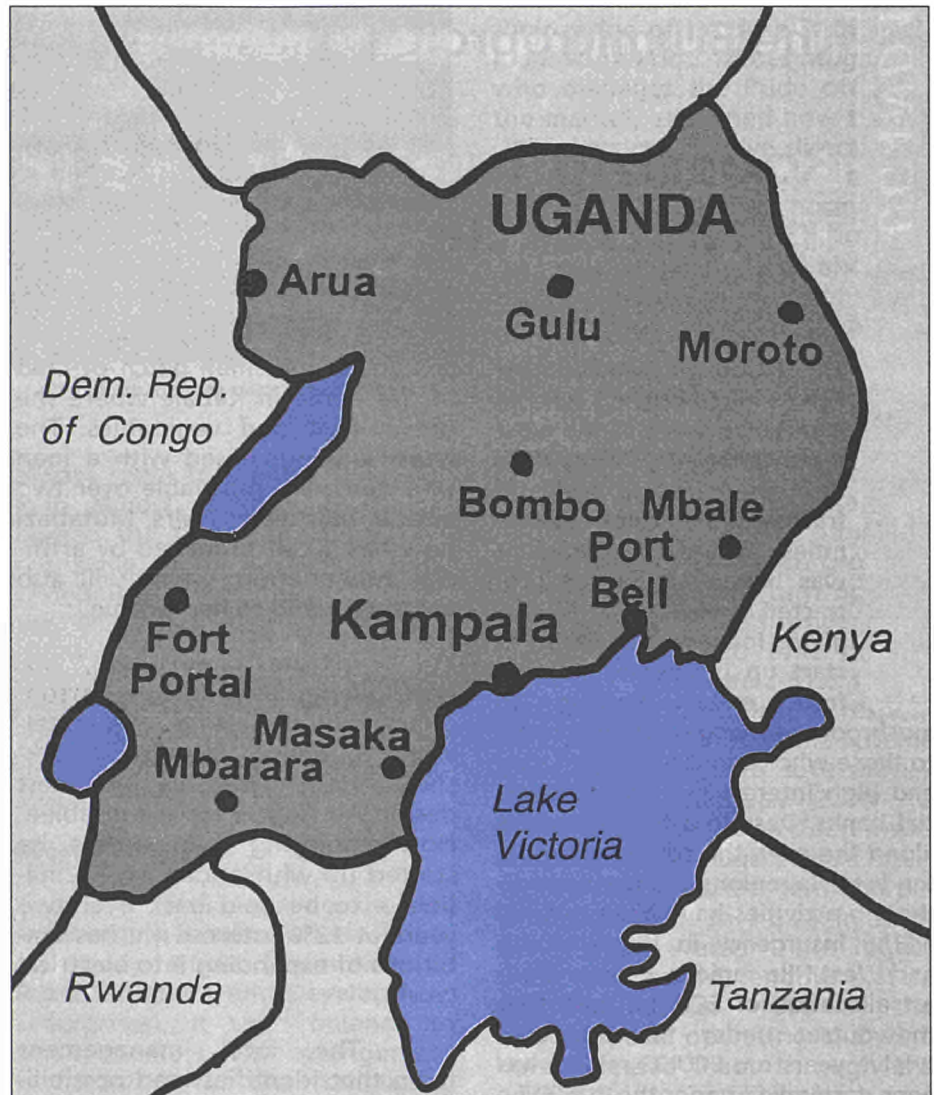
*GNP per capita:* \$293

*Annual growth rate:* 5% (1996-1997). The average growth rate for 1986-1997 was 6%

*Inflation:* 10% (December 1997)

*Public sector external debt:* \$3.6 billion (prior to the initiative for the Highly Indebted Poor Countries 'HIPC')

*Main exports:* coffee, gold and gold compounds, fish and fish products, cotton, tea.



*Main imports:* Road vehicles, petroleum, pharmaceuticals, iron and steel.

*Main destination of exports:* Spain, France, Germany, Netherlands, Italy.

*Main origin of imports:* Kenya, United Kingdom, India, Japan, Germany.

*Visible trade balance:* Deficit of \$575 million (1997 estimate).

### Social indicators

*Life expectancy:* 40.2 years (1994)

*Adult literacy:* 61.1% (1994)

*Population with access to clean water:* 38%

*Population growth rate:* 2.94% (1995)

*Enrolment in education (all levels):* 34% (1994)

*Infant mortality:* 121‰ (1994)

*Human Development Index rating:* 0.328 (159th out of 175)

Sources: Ministry of Finance, Kampala. Ugandan Investment Authority. Economist Intelligence Unit, Africa South of the Sahara Yearbook. 'EU-ACP Cooperation in 1996, European Commission DG VIII.

## The EU microprojects scheme

# Boosting business and installing infrastructure

The European Development Fund's micro-projects scheme is reaching some of the most disadvantaged Ugandans through grants to build infrastructure in rural communities where development was hampered by the protracted civil war. It is also giving loans to individuals to start up businesses ranging from metal working to mushroom growing – offering credit to those who cannot meet the terms and high interest rates of commercial banks. Despite a few hiccoughs along the way, the scheme now extends to six regions country-wide although activities have been restricted by insurgency in the Northern and West Nile regions. From a modest allocation of ECU 1.4 million at the outset under the 5th EDF, twelve years on, ECU 23 million has been earmarked under the 7th EDF.

We visited some of those who are benefiting from the scheme in and around Kampala, and in the south west where development has also been slowed by the conflict in neighbouring Rwanda.

In the south-west, there are currently 194 income-generating operations and 28 infrastructure ones. We found that the projects are boosting people's earnings, providing jobs, fostering personal pride and fuelling ambitions to go on to bigger things. They are also providing much-needed schools and hospitals.

### 'Zero grazing'

Some 56 so-called 'zero-grazing' (smallholder) loans have enabled people to buy a cow which helps provide a livelihood. Mrs. Mutabazi's cow produces 14 litres of milk a day which are sold to the local dairy, fetching 350/- a litre. And the manure produced is

spread on the small patch of land at her home in Kabale where she grows fruit and vegetables. The beast was purchased with a loan of 1 million/- repayable over two and a half years. Mrs Mutabazi now has a calf produced by artificial insemination, which will also eventually add to her income.

In the same town, Mr. Amutuhairé has fulfilled a personal ambition by setting up a metal-work business, 'Amuja's workshop'. He showed us his latest design – a tricycle for the disabled. Now employing three others, he started up with a loan of 1.4 million/- to be paid back over two years at 12% interest. He has ambitions of expanding into electrical work.

The local management team that identifies loan possibilities through the office in Kabale provides close monitoring of the scheme and reports back to headquarters in Kampala. Local manager, Charity Busingye, says that there is growing demand for loans and a thorough vetting of applicants: 'We look at their skills and past experience, as well as the sustainability of the project. We consider aspects such as market access, availability of inputs, job creation and income-generating potential. A project must be economically and socially viable.' The scheme also positively discriminates in favour of women. Most, she says, are good payers, although she recognises that there is room for improvement in the loan recovery rate, which is currently around 80%.

A chicken-rearing project, which has got off the ground in Ntungamo with a small loan, now has 150 adult birds which lay around 300 eggs a day raising around 100/- per egg. The owner



Rose Kagina in one of her rooms at the 'Katuna Inn'.

explained that there is a good market for his product across the border in the Democratic Republic of Congo – although there must be some wastage on the bumpy ride to the frontier!

Rose Kagina is fulfilling a bigger ambition. With a loan from the scheme, she has established the 15-room Katuna Inn which provides accommodation for travellers. She received her first credit of 23 million/- in August 1996. 'It was not easy to start up,' she recalled, 'because of the swamp which made building the inn very difficult.' But it is a prime spot nonetheless, just a stone's throw from the busy border with Rwanda. Ms Kagina's loan is on soft terms – repayable over three years



Fresh from the ovens of the 'Fine Bread' bakery.

at 9.75% interest. This is much more affordable than the typical six-month loan at 23% that might be expected from a commercial bank. She admits that she sometimes has difficulties meeting the monthly repayments, but reports that the business is doing nicely. She charges between 4000/- and 12,000/- per room per night and has hopes of expanding. 'I would like to build two self contained units to serve the upper end of the market,' she revealed.

Another budding businesswoman benefiting from the scheme is *Beatrice Orisinga* who has been able to expand her bakery on the outskirts of Kampala with the loan of 15.3 million/-. The money has been used to help upgrade machinery, and provide working capital. The 'Fine Bread' bakery sells its bread mainly to schools and colleges, and the enterprise is now branching out into cakes which can be supplied for special occasions. The company currently employs 50. At present, the ovens are fired by wood, but this is costly and Ms Orisinga would like to seek additional credit to buy an electric oven. But those running the scheme prefer the initial loan to be paid off before a second is secured. *Seravio Begumisa*, who runs a 'posho' mill just outside Kampala (producing one of Uganda's staple foods), is also aiming for expansion. He has successfully developed his business with a loan of 8.8 million/- which was used to purchase the maize mill and equipment.

'There is a poor credit culture in Uganda', stresses *Priscilla Serukka*, credit manager at the EDF project. One difficulty is that 'some people think it's free money'. She also says there is a difference between men and women participating in the scheme. 'Men

always seem to want a follow-up loan almost as soon as they've agreed the first', she says with a wry smile. There have been some criticisms that the cheap EDF loans, are 'distorting the credit market', acknowledges *Joan Kakwenzire*, who runs the scheme's Kampala office. She recognises that the 12-13% interest rates on offer are substantially lower than those available from the banks.

## Pride

At the same time, the EDF is extending loans to a local financial body, Pride (Promotion of Rural Initiatives and Development Enterprises). It then onlends to small investors. This arrangement is modelled on the trailblazing Grameen bank in Bangladesh, giving credit, in particular, to women without the formal education to approach banks. To date, the EDF has lent Pride around 220 million/-, which it pays back at an interest rate of 13.25%.

We visited traders in the Owino market, Kampala, many of whom have been able to expand

Owino market in Kampala, where 1600 traders have obtained 'Pride' loans.



their range of produce with small loans from Pride. *Moses Mugarura*, who manages the Pride office at the market, explained how the facility does not involve direct lending to individuals. Instead, traders have to club together, normally in groups of five. These are, in turn, part of a wider circle of about 50 traders who are all more or less in the same business. If a trader defaults on repayments one week, then it is up to his colleagues in the group to come up with the funds. If a whole five-member group can't meet the repayments, then the 'market enterprise committee' representing the 50 is consulted. Members of each group of five are expected to turn up with repayments at Pride's office in the market, at a fixed time on the same day each week. The system thus depends on collective responsibility. Beneficiaries of the scheme are also expected to save money with Pride (perhaps 2200/- a week). This is a kind of 'loan insurance fund'. Although Pride's interest rates on the short term loans – which are often paid back in as little as eight weeks – are higher than the straight lending system described earlier, 1600 of the 12,000 traders operating in Owino have accessed loans through the system. Pride's activities have also grown in other parts of the country and it now has about 15 branches including six in rural areas.

## Infrastructure

The other prong of the EDF microprojects scheme involves grants to build schools or hospitals in rural areas. A grant of 35 million/- is typical. The accent is on 'participatory development' with

the local workforce providing the labour and some of the building materials. The beneficiary community typically meets around 25% of the project's costs. *Nikita Stampa*, an administrator at the EDF micro-projects headquarters in Kampala, explained that once a decision is taken to proceed with a project, a 'memorandum of understanding' is drawn up with the local community to decide who does what. Among the challenges are to ensure that local authorities can equip and supply the buildings, and that teaching and medical staff are available. Even if the money for salaries is provided, it is sometimes difficult to attract staff to the more remote areas. The EU is also trying to help strengthen rural health services under a separate EDF rural health programme. This is designed to improve management, ensure supplies and provide training, and thereby build capacity at the district level.

### The future

Despite some early management difficulties, the overall scheme appears to have flourished. Charity Busingye explains that she receives many more applications for grants and loans than can currently be provided. But she, and others running the programme, also recognise that there is room for improvement. Before any more funds are pledged to the scheme, some 'design faults' are to be corrected. There is ongoing discussion about separating loans and grants to eliminate any confusion among beneficiaries. Another problem is that the system is 'demand driven' which means that there needs to be careful selection of applicants. And there is room for improvement in the recovery rate for loans and interest payments.

Among the programme's other ambitions are to link up more with local financial institutions thus helping to build their capacity, and to extend operations in the North of Uganda where development is 'currently lagging'. ■

D.P.

## UGANDA

# Plans to rebuild tourism

by Shaun Mann

*The EU is currently supporting a 'Tourism and Wildlife Sector' development programme in Uganda. The tourism component of this project is aimed at increasing tourist numbers visiting the country. Here, the EU's product and development adviser to the Uganda Tourist Board, looks at the prospects.*

Historically, tourism was Uganda's number two 'export', after coffee. Uganda could in fact claim to be the original East African tourist spot, having been the first country in the region to market itself as a holiday and safari destination. The advertising slogan of the 1930s was as a 'winter home for aristocrats and sportsmen'. In 1910, Winston Churchill lusciously described Uganda as 'Regents Park Zoo and Kew Gardens combined' in his book 'My African Journey'.

The highest number of foreign visitors to a Protected Area in Uganda was 102,000 recorded for Murchison Falls National Park in 1970. That contrasts with 5800 foreign visitors recorded in 1996 for the same park. Tourism has fallen to somewhere between ninth and twelfth in the list of export earnings contributors, depending on whose analysis you read. It is an unhappy coincidence that the drop in tourist volumes – approximately 95% – mirrors the percentage drop in key large mammal populations in Protected Areas. Elephants, for example, used to number well over 20,000 in Murchison Falls. Today, there are fewer than a thousand. Uganda is clearly no longer the wildlife spectacle it once was.

In the mass market travel industry, sub-Saharan Africa is synonymous with safaris, roving herds of wildebeest and images from the film 'Out of Africa'. But when one thinks of Uganda as a holiday destination, it is the legacy of Idi Amin which springs to mind. No wonder the country struggles to attract tourists.

The government and people of Uganda are keen to revive the tourist industry. Support programmes featuring tourism involve a variety of donors, including the World Bank, USAID, the German Government, UNDP and the European Union. All but the last of these are directed at product and infrastructure development. The EU programme, however, has been developed on the premise that unless visitor numbers increase dramatically – say between 300% and 400% – product and infrastructure developments may not be sustainable. It is tourist revenue that will support the industry and the Protected Areas in the long run.

### An image problem

Since 1993, Uganda has been competing in the African market with countries such as Kenya, Tanzania, Zimbabwe, Botswana and Namibia. So far, 'gorilla tourism' is the only niche where it has a competitive edge and this, in turn, has resulted in a monolithic and unimaginative approach towards market development. Uganda is only marketed using the standard gorilla image and tours to the country include a gorilla viewing permit in the package. But there are only about 4,000 permits available annually, and this has effectively put a ceiling on the industry. The gorillas themselves are an extremely fragile 'commodity'. Susceptible to disease and social fragmentation, they may in fact move away from tourist areas. Indeed, two groups which used to be on the itinerary recently crossed into Congo, forcing a reduction in the number of permits available for tourists. This is very frustrating if you are a tour





The Courier

operator who has pre-purchased and committed the permits!

If Uganda is to attract more leisure visitors, the gorilla permit bottleneck needs to be relieved. The strategy under the EU programme is also to identify and develop other viable products, match them with potential markets, and promote them. The modest resources available – human, financial and ecological – dictate that there must be significant focus on the products and markets being considered, as well as full participation by the private sector.

### Involving the private sector

Given the low numbers of tours being sold and the fact that the revival of tourism in Uganda is a recent phenomenon, the private sector is understandably weak. Private sector capacity needs to be built in virtually all aspects of product development and delivery, destination promotion and marketing. This will obviously happen – to a certain extent it is already taking place – over a period of time. Where a government agency

like the Tourist Board can help is in seeking to structure and quantify activities. One component of the EU programme focuses on ensuring that the private sector buys into the strategies and activities, the hope being that this will contribute to their sustainability

Bird watching (avitourism) has considerable potential in Uganda. On the product side, the country is second to none in Africa in terms of the variety of birds that can actually be seen during a two to three week stay. The problem is that neither the bird-watching world nor the private sector is aware of this. A key challenge is to involve private enterprise in promoting the product in a targeted market. The product must be packaged to satisfy its potential market, and capacity needs to be built (for example guide training) to ensure that product delivery meets up to the promotion promises.

Other countries seen as bird-watching destinations, such as Columbia, Brazil and Indonesia, get more than 20,000 avitourists annually. Uganda had fewer than a hundred in 1996. With targeted

Mount Muhavara, south west Uganda, home to one of the world's last remaining gorilla populations.

promotion and the various product development activities that are planned, the hope is Uganda can boost this figure to more than 3000 avitourists by the year 2000. This may appear a modest objective but in the context of the current situation, it would, alone, represent a 50% increase in tourist volumes. With similar targeted developments in areas such as mountaineering, sport fishing, white water rafting, ecotourism, cultural and community-based tourism and primate viewing, the numbers could very easily be expanded further.

Promoting niche products in their corresponding markets and the wider exposure generated using multi-media resources (for example, nature films and magazines, adventure tourism films and an attractive website) should help to overcome the negative perceptions and boost the brand image of Uganda as a country worth visiting. ■

S.M.

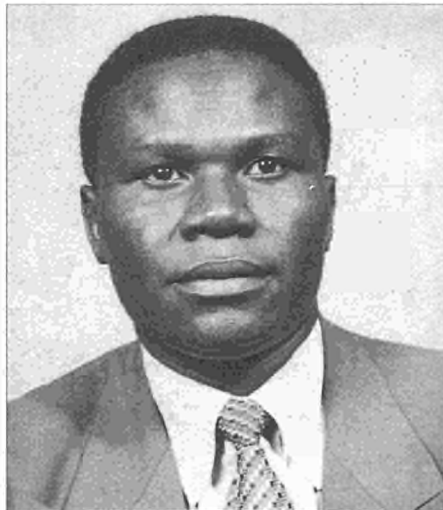
## Interview with Norbert Mao, Parliamentarian

# 'It is politically incorrect to say you are multipartyist'

*In this Country Report, we do not feature our traditional interview with the Leader of the Opposition since political parties are banned under the Ugandan Constitution. Politicians are elected as individuals, although most support President Museveni's NRM 'movement' (see main article). Norbert Mao, a Member of Parliament from the Northern district of Gulu, outlines some of the arguments of those who are lobbying for a multiparty system. His political career began with his election as President of the Makerere University students' guild in 1990. At the age of 26, he went on to contest (unsuccessfully) a parliamentary seat. This was during the period when the country's Constitution was being rewritten. 'It was a very exciting time', he told us. 'We all had a vision of what we wanted in the new system'. A qualified advocate since 1994, he encouraged the Ugandan Law Society to set up a legal aid office in Gulu which provides services free to women and other marginalised groups. He entered Parliament in 1996. In addition to arguing vigorously for a multiparty system, he is keen to sound the 'agony cry' of Northern Uganda.*

■ *Political parties are not allowed in Uganda, but would you become a member of one of the former political parties if they were to be re-established?*

– The Constitution has restricted political party activities so much that party tags have almost become superfluous. Consider parties as buses. When President Museveni came to power in 1986, he removed the wheels. So engines can start, but they can't go anywhere. You can open the door, get



in and make noises, but not actually move. Because political parties have no right under the Constitution to compete for political power, most young people like myself have decided not to get on the buses. We want to fix the wheels first.

I believe in political parties and think that they can be revamped to make a major contribution to our democratic process. It is true that in the past, the multiparty system had militarism superimposed on it, but that is no reason to abolish them. Ideally, they could be a powerful vehicle for democracy.

■ *Do others in Parliament hold similar views?*

– Multipartyists are a minority in Parliament. There are perhaps no more than 20 MPs who take this view out of 280. It is very costly to declare that you are multipartyist. You risk being ridiculed and alienated, because all Uganda's past problems have been blamed on political parties. In short, it is politically incorrect in Uganda today to say that you are

'multipartyist'. By contrast, it is politically correct to say you are 'movementist', or 'independent'. Most young people are forced to sit on the fence. They are aware of the weaknesses of the 'movement' system but cannot proclaim the virtues of parties because of the political cost. So, there are very few people who openly share my opinion. And the majority of these are outside Parliament, having decided not to contest the elections.

■ *So are you advocating Western style multiparty democracy for Uganda?*

– We are lobbying for constitutional reform. We don't want to be accused of attempting to transplant something that is American or British to Uganda. But we believe that President Museveni has breached his contract with the people. He was supposed to preside over a period of transition but instead, an alternative to multiparty politics has been proclaimed. To me, that's fraudulent. From 1986 to 1989, Uganda was a casualty and did not need the stress of full-blown multiparty activity. I sympathise with the President's efforts, and admire the courage he showed in taking up arms to push out the dictators. But in 1989, Parliament was coerced into extending the transition period for another five years, without an election. The reason given was that President Museveni needed time to put in place a durable Constitution and to pacify the country. When the text of the new Constitution was published in 1995, some of us felt it was time for the President to be more explicit. We do not acknowledge that the NRM, or the movement system in general, is an alternative to full-blown multiparty politics. It can only be a transitional arrangement.

We also believe that the Constitutional provision requiring a referendum before we move to multiparty democracy is based on a false premise. It is justified on the grounds that all power belongs to the people, but if this is true, then why has the privatisation programme not been put to the people? I have challenged the government on this and haven't received an answer. The NRM has

campaigned on the issue for so long that the referendum, when it comes, will just be a rubber stamp. At the end of the day, I don't think people will be debating the respective merits of the multiparty and movement systems. It is more likely to be a vote on President Museveni's record and performance. You know how he has become a 'larger than life' personality.

We believe that the referendum scheduled for the year 2000 is likely to be a means to perpetuate Mr Museveni and his group in power - a sabotage of the democratic process. There should be dialogue between all political party groups and other centres of opinion to find a way of moving to multiparty democracy. Rather than subjecting Uganda to the tensions of a referendum, what we need is a time frame. What will happen if the multipartyists lose? We are likely to return to chaos. President Museveni should not undo what has taken so long to build by subjecting the nation to the stresses of a referendum. We would prefer a transitional arrangement, hammered out through inter-party dialogue.

■ *But is there really much chance of that happening?*

- President Museveni has said that his hands are tied by the Constitution. But this document is not set in granite. It was written by us and can be changed if the will is there. It will save money for the country if we don't have the referendum. If there is a vote against multiparty democracy, the political arena will shrink so much that Uganda will be even less democratic than at present and the NRM will have an unhealthy monopoly of power. The DP and the UPC have already been strangled. The government has virtually locked them out of the political process.

■ *Do you have any views about the way the government is handling the economy?*

- President Museveni has been one of the boldest African leaders - mainly because, for a long time, he has not been subject to elections. He has handled macro-economic policy very well and inflation has been reduced. Our economy is now one of the

most liberal in the world. The biggest problem has been to translate the macro-economic benefits to the micro-level. Beyond all the government rhetoric, people want more spending power, access to health and education services, better housing and more food on their tables. These things haven't yet happened. There seems to be a contradiction here and I would identify two reasons for it. First, there is a lot of corruption, which means that the macro-level gains do not always filter down to the lower levels. Second, everything is done on an *ad hoc* basis. It is crisis management without any formal policy plan. This is why President Museveni is now drawing up his 'Vision 2025' programme. But up to now, the economy has been run on a short term basis - which effectively amounts to mismanagement.

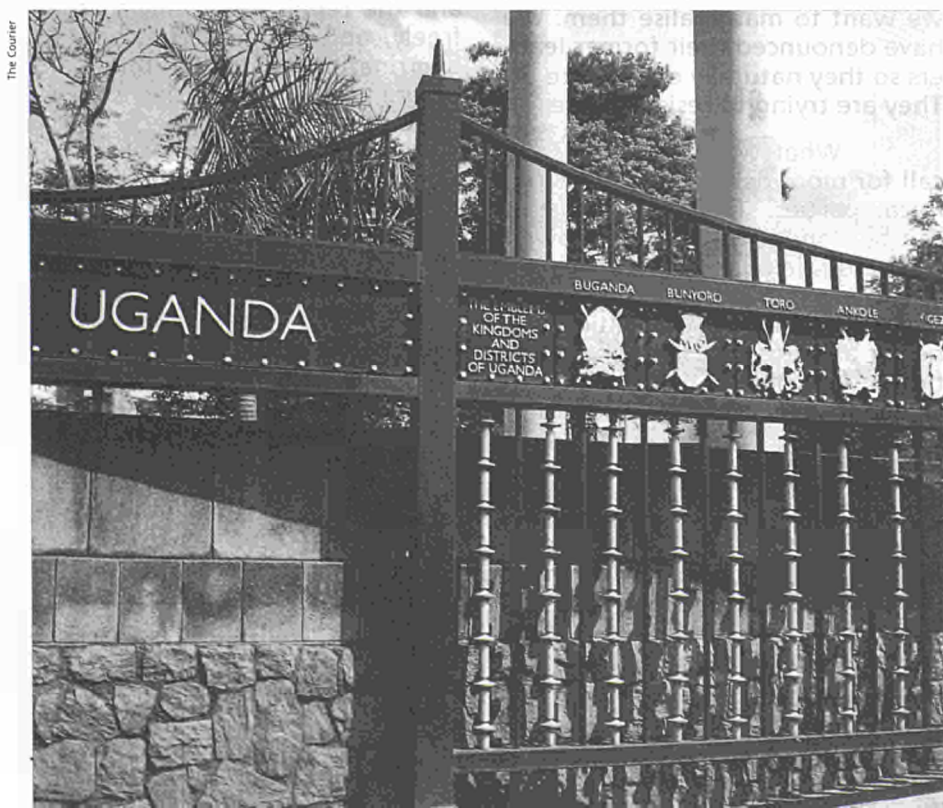
■ *What sort of corruption are you referring to?*

- First, there is the problem of sub-standard services. Let me give you an example. When a road is being resurfaced, you may well find that somebody 'steals' five inches on either side. The road is then 10 inches narrower than planned which means a lot less tarmac is used. It all adds up to hundreds of thousands of stolen dollars! So there is corruption, in particular, in the area of procurement. I can give you other exam-

ples. Uniforms were ordered for the army which turned out to be no good. Someone went to Spain and struck a deal for poor quality vehicles which were distributed to all government departments. They consumed a lot of fuel and the engines soon broke down. In his last address to Parliament, President Museveni actually admitted that \$400,000 was being stolen every month from the Ministry of Defence. And there are 'ghost' soldiers on the war front who only exist on paper.

It is true that Mr Museveni has set up organs to try and check corruption. The Inspector-General of Government is a kind of ombudsman - but he has never sent anyone to prison. In fact, he is a kind of paper tiger. Another watchdog is the Auditor General, who has succeeded in exposing corruption. The third is the Public Accounts Committee of Parliament, but this is chaired by a very strong supporter of the President. A strong Parliament is one of the best vehicles for fighting corruption. But in a true democracy, you would expect the Public Accounts Committee to be chaired by a member of the opposition. You need a real and disinterested watchdog.

The gates to the Parliament building in Kampala. Norbert Mao would like political parties to be allowed past the threshold.



I believe that liberal politics offer the best guarantees. Otherwise, you will have an Indonesian-type situation where the economy is freed, but not the politics. You end up with a pseudo-feudal system with the President's relatives running key businesses. You can already see here that most of the business interests are close to the President and his associates. The President's brother is one of the richest men in the country. He has taken over most of the airport and airline industry.

■ *What is your view of the former political parties, the DP and UPC?*

– I am very cautious in my dealings with them. I have been a major critic of the UPC and the DP, for not caring about the chaos which our country suffered in the past. But having said this, the NRM has exaggerated the 'crimes' of the political parties. We should always remember that they fought for the independence of the country. Indeed, Museveni supported the UPC before he decided to form his own political party in 1980. When he lost the election, he decided to go to the bush.

No-one really wants a political system where only one organisation holds all the levers of power. We need diversity and the only guarantee of this is a multi-party system.

The DP and UPC are also cautious with us, because they feel we want to marginalise them. We have denounced their former leaders so they naturally do not like us. They are trying to resist change.

What we have done is to call for more democracy in the political parties. The only way this can be done is if they are allowed to hold delegates' conferences, but the Constitution does not allow this. We are in a political *cul-de-sac* and it is an unhealthy situation. I wish people would come to Uganda and study the situation here closely. They would learn how heavy-handed the 'movement' system is. We do not want to discount President Museveni's achievements, but want them to be carefully measured.

■ *What do you think about government policy regarding the insurgency taking place in the north?*

– The members of the so-called 'Lord's Resistance Army' are remnants of former rebel groups that fought President Museveni. Most are abducted conscript soldiers. They certainly don't speak for us. Somehow they have trapped the entire region in a web of violence. In 1988, there was a peace accord and a good many were absorbed into the army and the government. The current situation is more complex though because of the Sudanese connection. They accuse the Ugandan government of supporting the SPLA in southern Sudan. Uganda denies any involvement in the fighting.

The challenge that President Museveni faces is to guarantee security for the civilian majority in the North. The Government has not been able to ensure security in Gulu and Kitgum. There are two reasons for this. First, the size of the army was cut under World Bank pressure. Demobilisation was a condition for their support. Second, the terrain is so bad that it makes it difficult to move troops around.

But we also feel that the government does not care sufficiently about the lives and property of our people in this region. At the last election, President Museveni, got less than 4% of the votes in Gulu and Kitgum. The people are not outlaws and they wonder why the government is unable to protect them. It is a very big area and the rebels seem able to roam freely, abducting children and indoctrinating them. So the major failure of the authorities is to defend the life and property of the Acholi.

The second aspect relates to human rights. There has been a problem with army discipline in the North. The government says there is no impunity, which is largely true. But a few officers have committed atrocities without any action being taken against them. There have also been cases of arbitrary arrest, where a whole village has been rounded up. Some killings have been due to army carelessness. Very recently, they opened fire on a group of abductees, taking them for rebels. There was an attempt to cover up this incident. So the government's human rights record has been marred by certain activities in the north.

Another issue is the humanitarian crisis. The government has forced some people into camps to give themselves a clear space to confront their enemies. Of course, no army wants to have civilians caught up in an area of conflict. But the evacuation zones lack basic necessities and living conditions are horrible.

■ *What can be done to help the North?*

– There was a Parliamentary enquiry but its recommendations have not been acted upon. A number of measures should be taken. First, there should be a law to guarantee amnesty to the rebels. Fighting them means, in effect, killing abducted children. The rebel leader, *Joseph Kony*, is like a snake coiled around an egg. Second, the government should talk with the Sudanese. The rebels appear to be puppets of the Khartoum regime and they have shown to the Acholi people that they are only in the bush to commit atrocities. Third, there should be an economic 'Marshall Plan' for northern Uganda drawn up by donors such as the European Union. We need plans to build new infrastructure. Fourth, there should be a human rights enquiry.

You know the expression 'when two elephants fight, the ground suffers'. At the moment, Museveni and Kony are the elephants and the people on the ground are the victims. There were attempts to talk with the rebels in 1994 and the process was almost successful. There should now be a second attempt. President Museveni says he doesn't speak to murderers, but for me, reconciliation means you have to talk. And you can't just talk to 'nice' people. Our community has been traumatised and is finding it difficult to build consensus so we have to ask how it can be rehabilitated. If President Museveni wants to secure prosperity for the country, he should think seriously about what is happening in northern Uganda. A discontented north is a threat to the country's tranquillity, stability and development. ■

Interview by D.P.

## Maintaining the momentum

Uganda's glowing economic results, the fruits of economic reform, have been rewarded with donor aid, debt relief and bigger cash flows into the economy. At the same time, the ongoing privatisation programme promises to boost growth further and increase investment in this country of rich natural resources – which can offer opportunities from mining to manufacturing.

On the flip side, there are questions over whether this macro-economic success has, in fact, aided the poorest in society and directed resources where they are most needed – in health and education. This year's heavy rains, attributed to the *El Nino* effect, have hit agriculture, the mainstay of the economy. This has cast doubts over whether recent high growth rates can be sustained. Development is also trailing in the north because of insurgency, and defence spending is a drain on the budget. We take stock of the ups and downs in the economy.

The macro-economic statistics shine. In February 1998, total GDP was \$6.3 billion. Annual growth over the past decade averaged 6%. And from 1993 to 1997, the average inflation rate was just 5.6%. According to *Emmanuel Tumusiime Mutebile*, who is Permanent Secretary to the Treasury, the economy did particularly well in 1995-96, the year of the 'coffee boom', with growth reaching an impressive 10%.

Yet Mr Mutebile acknowledged that the rate of economic expansion could drop to around 5% this year. This is confirmed in a paper by one of the EU's consultants on the Ugandan economy, Professor *Paul Collier* (Director of the Centre for the Study of African Economies, Oxford, UK). He agrees that it might be in for a lacklustre performance. He cites the adverse

weather, which has rendered roads impassable and created difficulties in drying coffee, a product which accounts for 69% of the country's export revenue. This, in turn, could impact adversely on the government's poverty plan which aims to reduce the proportion of Ugandans living below the poverty line from its current two-thirds to 10% by the year 2017. This involves concentrating on improvements to feeder roads, health services and water supplies, implementing land reform, and making rural credits and agricultural inputs available. The World Bank has calculated that the country must average 6% growth if the anti-poverty target is to be met.

### Universal primary education

Part of the EU's assistance to Uganda is an ECU 51m package to support the country's structural adjustment. The funds will be drawn from the seventh and

eighth European Development Funds, and their deployment depends on general good economic housekeeping, as well as a number of more specific conditions. When *The Courier* went to press, there was talk of disbursing an initial tranche of ECU 15 million this year, but this hinges on approval by the Ugandan authorities of an implementation plan for universal primary education. Launched by the government in December 1996, this ambitious scheme aims to improve literacy levels, with a government pledge to pay fees at the primary school level (6-13 year olds) for up to four children per family – with the objective of free primary education for all by the year 2000. Permanent Secretary Mutebile assured us that the government was on course, although he acknowledged that some money put into education had gone astray. In a tracking study, as much as 30% of the resources disbursed was said not to have reached the schools.

### Investors sought

The government is seeking to give domestic investors a leg up,

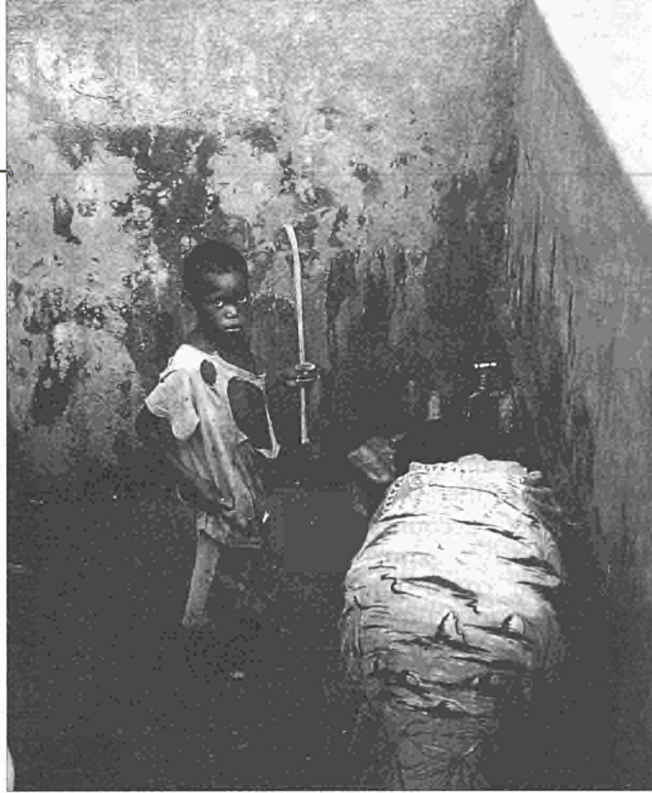
Sacks of tea at a factory in Bushenyi (south-west). EDF funds are helping to rehabilitate the processing operation.



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as well as to attract foreign investors. *James Mulwana* is a well-known Ugandan entrepreneur who chairs the Uganda Manufacturers Association. His own diverse business interests include plastics, batteries and cut flowers. He emphasised to us the potential for developing the three 'C's (cobalt, coffee and copper) together with the three 'T's (tea, tobacco and tourism). The EU is active in a number of these areas. EDF funds have been used to help rehabilitate and privatise tea growing and processing, while the European Investment Bank (EIB) has invested in the exploitation of cobalt at Kasese in south Uganda. New areas of the economy are also looking promising, said Mr Mulwana, notably fish and cut flowers (in which he himself has business interests). Although floriculture faces competition from neighbouring Kenya, Mr Mulwana told us that sales of Ugandan flowers had taken root in Germany and were now spreading to the Far Eastern markets. The trade brings in \$100 million annually. The EU is also trying to help private investors. An illustration of this is the two separate loans of ECU 15m and ECU 25m, provided by the EIB for small and medium-sized enterprises.

Mr Mulwana said he was keen on developing a market in neighbouring Kenya and Tanzania for his various products. In fact, this prominent entrepreneur chairs a forum which brings together businesspeople from the three countries involved in East African Cooperation. He has also set his sights on markets in Rwanda, Burundi and the Democratic Republic of Congo. Kenya, he accepts, 'is very well industrialised' but he believes that Uganda could have a regional comparative advantage in maize and other agricultural products. For this to become a reality, he said, further effort was needed to develop infrastructure and adopt more sophisticated technologies. Mr Mulwana also expressed his fears about an 'over-



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Collecting water.  
*Is economic growth helping the poorest?*

hasty removal' of EU trade preferences at the end of Lomé IV. 'Africa is only just waking up to development', he insisted, 'and needs a period of time to adjust.'

The Uganda Investment Authority (UIA) was set up in 1991 as a kind of 'one-stop-shop' to cut red tape for private and foreign investors. *Patrick Nyaika*, its acting Executive Director, also drew attention to the rich natural resources and investment perks (including the possibility of 'tax holidays' of three to five years). The future for tourism, he believes, is particularly bright. The attractions of this verdant and scenic country are obvious – gorilla tracking in the south west, and a visit to the source of the Nile at Jinja, are just two of the better-known possibilities. A little more off the beaten track, there are the mysterious hot springs of Kitagata in the south west.

Mr Nyaika summed up what he regarded as Uganda's selling points: 'political stability, macro-economic stability, a government commitment to private enterprise and a sound infrastructure, trainable labour, and access to domestic and foreign markets.' And the message seems to be getting across. Foreign investment increased from \$851m in 1996 to \$1.56bn dollars in 1997, according to the UIA annual report. Beverage companies have been particu-

larly active with Coca Cola pledging \$50m of investment over the next 10 years and Pepsi committing a similar sum. Mr. Nyaika counters the criticism that there is too much foreign interest in Uganda to the detriment of local people. He believes that outside investment contributes to employment and the physical development of Uganda, as well as generating tax revenue and making products available to local people at affordable prices.

He suggested that mining, quarrying, education and health services, packaging and paper, financial services, metal products and the livestock sector all offered good prospects. Of the projects licensed by the UIA between 1991 and 1997, 38% were domestic investments, 38% were foreign-owned and 24% were joint ventures. By sector, the percentage breakdown was: manufacturing 27%, agriculture 24%, tourism 11%, financial services 9% and 'other' 29%.

Many foreign investors are interested in getting a stake in the companies being privatised. Planning Minister, *Matthew Rukikaire*, told us that the privatisation programme established in 1993, was broadly on track. 80% of the entities identified for divestment had already been privatised with a 90% target by the end of 1999. A Malaysian concern had bought a controlling stake in the Uganda Commercial Bank (UCB). Over the next five years, privatisation will be concentrated on the utility sector, he told us. Uganda Telecommunication Limited is the company most recently put out to tender with 51% of the shares up for sale. Mr Rukikaire reflected on the success of attracting investment. 'The image of Idi Amin is finally receding', he noted with satisfaction.

But there is also criticism about the way the economy is being managed. *Paul Ssemogerere*, General Secretary of the Democratic Party, is one such critic. He urged us to 'go and look at the economy of the ordinary household – it is far below that of

## Fishing scales new heights... but hyacinths threaten!

Fish are rapidly developing into one of Uganda's fastest growing exports - notably the tasty Nile perch and tilapia that are caught in Lake Victoria, the world's second biggest body of fresh water. As this report was being prepared, the government was anxiously awaiting news on whether a European ban on imports of fresh fish from the region, imposed in the middle of January 1998 following a cholera outbreak, would be lifted. It is not the first ban of this kind. One was imposed earlier after an outbreak of salmonella.



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According to the latest figures, fish bring in between \$40m and \$60m a year. The rapid growth of this sector is particularly due to private investor interest. The cholera problem aside, the government is keen to know whether its production meets the EU's hygiene standards allowing it to continue exporting fish to the Union after July 1 1998. The situation is currently under review, following inspections of processing centres by European Commission staff working with the Uganda Bureau of National Standards. The Commission says it is willing to help the government improve hygiene standards in the processing facilities, if necessary.

Another problem threatening fishing is the rampant growth of the water hyacinth on Lake Victoria. This has curtailed all kinds of activity and has led to oxygen-depletion. While donors investigate ways of tackling the problem in the most environmentally-friendly way, some enterprising individuals have turned the situation to their advantage. The hyacinths are tough and can be used in making furniture. Meanwhile, the dried flower can form the centrepiece of an attractive and original greetings card! ■

Kenya and Zimbabwe. Last year we had cholera here. Is this a reflection of the state of the economy?', he asked pointedly.

Another politician, Yona Kanyomozi of the Uganda People's Congress, criticised the sale of the 'family silver' at what he views as cut-price rates. 'I support privatisation, but have a problem with implementation,' he told us. He said that the government could have raised the price of the UCB. 'I would be happier if it were sold in phases with Ugandans invited to participate.' He claimed that privatisation was not benefiting the people of the country. 'People will tell you that many small hotels have been sold to Ugandans. But these are in the hands of very few people. The macro-economic statistics are impressive but *per capita* income is still very low and the wealth has not trickled down.'

Citing macro-economic statistics, Mr Kanyomozi sought to draw unfavourable comparisons with the situation a decade and a half ago. In 1982, he claimed, *per capita* GDP was \$159. By 1995-96, it was just \$170. There was a trade surplus of \$221m in 1982, but a deficit of \$114m in 1995-96. And the social indicators were also discouraging, he insisted. Two decades ago, life expectancy was 50.1 years. The prediction is that the figure will fall to just 39.6 years for the period 1996-2000.

Yona Kanyomozi is particularly critical of the amount being spent on defence, which is still the largest item of government expenditure. 'In 1990-91, more than 36% of the budget was allocated to this area and the proportion had only fallen to 28.7% by 1996.' Education's share, he said, had declined from 13.7% in 1990-91 to just 7.7% in 1995-96, and the picture was similar for agriculture and health spending. He added: 'Ten years ago, this country had a public debt of \$1.2bn. Today it stands at \$3.6bn'.

### The HIPC initiative

Despite the negative interpretation of the figures by the government's political opponents, the World Bank and IMF are up-

beat about the management of the economy and have acknowledged this by making Uganda the first recipient under the 'Highly Indebted Poor Countries' (HIPC) initiative. At the time of writing, Uganda was due to receive a commitment involving \$700m-worth of debt relief and financial support (representing 19% of its debt). The initial disbursement will go mainly to improve health and education. But according to Permanent Secretary Mutebile, the relief package could have been better. 'The annual payments are actually very small. The original proposal was that Uganda should receive \$30m annually over the first five years. We complained about this and the World Bank subsequently 'front-loaded' the payments for this period to increase it to \$40m per annum. The remainder will come in payments staggered over 25 years. What we are saying is that if you want to help our country why not give the debt relief now. That would allow us to emerge from our poverty straightaway, rather than having to wait 30 years'.

The debt burden undoubtedly places a question mark over the sustainability of the economy. The ingredients for sustainability suggested by Paul Collier and others are: continued donor backing for reform; private inward investment; and the removal of bottlenecks to investment and donor finance. Various measures are advocated including judicial reforms, greater government rigour in improving accountability where aid is involved, and more willingness to prosecute those involved in corruption.' This is not forgetting the call for further debt relief. 'A dollar in debt relief is worth more than a dollar in aid', stressed Mr Mutebile. ■ ; D.P.

## A future for forestry?

Lomé funds have gone into the protection and management of Uganda's forests. But the country needs further help and investment if the requirements of its expanding economy are to be met.

Between 1988 and 1995, the European Development Fund (EDF) disbursed some ECU 8.5m for the management of Uganda's natural forests. This figure was topped up for the 1995-1998 period with a pledge of ECU 4.6m from Stabex funds. The aid has gone into various forestry-related activities including a survey of conservation schemes, some replanting and support for the Forest

Department (FD) – whose responsibilities include general forest management, biological surveys and the development of eco-tourism. The FD is now branching out with plans to develop certification systems to encourage sustainable harvesting of timber and other forest products. As regards tourism, some 7000 hectares in Budongo (home to many chimpanzees) and Mabira in north west Uganda, are now generating income from visitors with an interest in the forest environment.

But the forests are under strain, according to *Dr Tony Finch*, the EU's consultant working with the FD. Uganda currently has 4.9 million hectares under trees (tropical high forests and woodland) providing the 20 million inhabitants with 90% of their energy requirements and most of their food and shelter. Some 3.7 million hectares are in private hands. About 50% of the tropical high forest consists of government-owned nature reserves and non-timber buffer zones, which cannot be exploited.

To encourage more sustainable management of the extensive tree-covered areas under private and communal control, the FD, with assistance from the EDF, has drafted a revised Forests Bill. This is expected to be passed this year along with the Land Bill. It requires owners of private forests to adopt management practices designed to ensure sustainable use. Under the

proposals, if the tree cover is natural, it cannot be changed without written permission from the head of the country's forestry service, although the fruits of the trees belong to the landowner. In addition, all forest produce will have to be fully certified by the government agency responsible for forests prior to entering the formal market. Only produce from sustainably managed forests, whether private, government or communal, will be certified.

Dr Finch also stresses the need to replant in both government-owned and private forest areas, to keep up with economic development. He offers a few figures to put the problem into perspective. Woody biomass supplies about 30 times as much energy as petroleum and electricity combined, and demand is growing. The commercial and industrial sectors get almost 80% of their energy requirements from this source and if substitute fuels were used instead, Uganda's annual import bill would rise by \$280m. Industries like tea, sugar, bricks, tiles, tobacco and food processing are all heavily dependent on woody biomass. On the production side, sawn wood, pan-

elling and other processed products are worth more than \$40m a year to the country in export income. Then there is the construction industry – growing by 10%-20% annually – which uses wood for roofs, doors, beams, scaffolding and fencing. According to Dr Finch; 'the quality of life of every person in Uganda depends on the output of the forest sector.' He adds: 'There is still enough time for farmers and other private sector investors to avoid a future energy crisis – which would destroy a large part of the forest that remains.'

What is urgently needed, he believes, are fast-growing tree plantations. The alternative will be to depend on imported timber. He recommends in the first instance, the replanting of 20,000 hectares as 'compensatory plantations.' If all the demand for sawn wood is to be met, then at least 100,000 hectares will have to be grown within the next 20 years. The long civil war – and the ongoing insurgency in the north – are both factors that help to explain why Uganda lags behind in forest redevelopment. But there are other challenges, familiar to many developing countries with substantial forest areas. These are the pressure of encroachment as the population expands, over-exploitation and inadequate control mechanisms. Together, 'they pose a grave threat to the sustainability of most of Uganda's forests', says the EC expert.

Dr Finch hopes that aid and investment will flow from both private and public sources, including international donors. There is already some replanting by a local private company and foreign concerns (from Norway, Germany and Saudi Arabia). A number of other local enterprises have concluded negotiations with the FD and are ready to start tree-planting. And at the micro-level, more than 100 individuals and households have invested in small plantations (up to five hectares).

But there is obviously still a long way to go. As Dr Finch emphasises, 'intensively grown plantations are needed to ensure sufficient supplies of logs, poles and woody biomass. Never before have the pressures been so great.' ■ D.P.

A wood-fired baking oven. Uganda depends heavily on woody biomass to meet its energy needs.





## Kampala and its hinterland

### The green city

Kampala had been spruced up with a lick of paint, and piles of rubbish had been collected, we were told, for the visit of President Clinton, who stopped off in Uganda at the end of March during his African tour. It is now a bustling city of 1.4 million people. A walkabout revealed that it was indeed clean with many pleasant surprises. It isn't on the normal tourist map since travellers are frequently whisked directly from Entebbe airport to the south west to view the gorillas, but there were many business visitors in town, reflecting the country's growing economy.

The capital is one of those places which, nestling between hills, offers some striking views – especially from the surrounding heights. But the centre also has some secrets worth revealing. The name, Kampala, means 'hill of the impala' (a type of antelope) in the Luganda language. And it is easy to see why it is famous as the 'green city' of Africa – with its many grassy and planted areas. Close to the Speke gate, for example, groups of friends can be found relaxing at lunchtime or after work, on the grassy slopes with their shrubs and flowers, while the surrounding hills cast their different shades of green on the town. The foliage is particularly verdant this year, reputedly due to the effects of 'El Nino'. This meteorological phenomenon, originating in the Pacific Ocean has been invoked, rightly or wrongly, to explain unusual weather pat-

terns in many parts of the world. It may or may not be the culprit here, but there is no doubt that the entire East African region has experienced unusually high rainfall recently. And adding to its appeal as a green city, what other capital can boast a golf course almost in the middle of town?

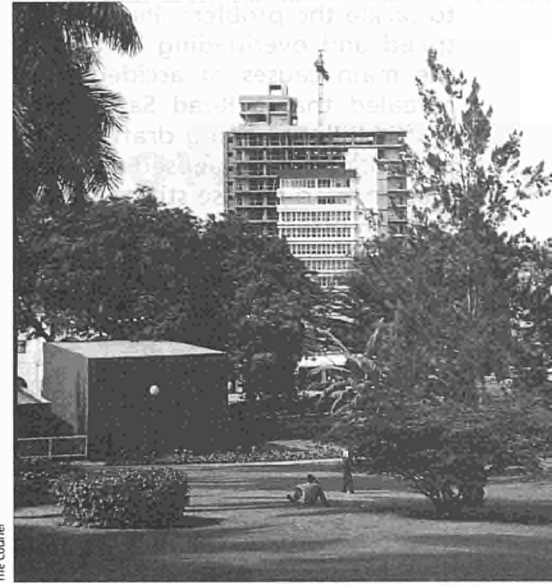
Every twist and turn, or rather up and down, seems to reveal a new surprise – from the modern-looking Parliament, constructed to mark the country's independence in 1962, to buildings with mock classical facades, many of which are now occupied by small businesses. It is worth stopping to take a look at the railway station, built during the colonial period. The Hindu temple in the middle of a downtown street near the matatu station is also an unexpected architectural pleasure.

If you are in search of religious buildings, climb the hills, and you will find the Rubaga and Namirembe cathedrals for the Catholic and Protestant religions respectively. On another summit, the site of the Kibuli mosque offers magnificent views across the town. All these edifices reflect the past and present religious and cultural diversity of Kampala and Uganda. And wherever you go, you must remember to sign the visitors' book and add your comments!

#### The city's problems

Of course, Kampala has many of the problems that one as-

Mock-classical facades.



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sociates with major conurbations in developing (and indeed, developed) countries. The newly-elected mayor, *Nasser Sebbagala*, has vowed to tackle these. His election pledges include eliminating corruption in the city council, and making the capital a clean and pleasant place to live. Another plank of his programme – to 'protect' African businessmen against their Asian competitors – reveals that old tensions and suspicions still exist. About 70,000 Ugandans of Asian origin were expelled during the period of Amin rule but a number have since returned, resuming their business activities, particularly in the retail trade.

The cleanliness of the city is quite a big issue. Marabou, birds with an enormous wingspan, swoop across the sky and perch on the tops of buildings. They appear menacing but some argue that they do a useful job. Satirical cartoons in *The Monitor*, an independent daily newspaper, have highlighted the important role of these birds in the administration of the city – as unofficial (and, of course, unpaid) rubbish collectors!

A tragic event which occurred during one of Mr Sebbagala's election victory gatherings drove home the need to improve road safety. A lorry ran out of control killing several people in the crowd. Serious road accidents are sadly, a regular occurrence in both urban and rural areas. *John Nasisira*, the Transport Minister, told us of the government's intentions



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to tackle the problem. Pinpointing speed and overloading as two of the main causes of accidents, he revealed that a Road Safety and Traffic Bill was being drafted. The plan, under the proposed new legislation, is to impose stiff penalties on both offences, as well as clamping down on drunk driving.

In fact, a lot of Kampalans cycle and many people with goods to trade have developed innovative ways of transporting themselves and their bundles on just two wheels (peddling in more ways than one!) Some owners have fitted their cycles with specially constructed extensions, such as wooden platforms, over the back wheel. Others pile their loads vertically. It is quite common to see four or five stacks of bananas attached to one machine! In short, everything *including* the kitchen sink, gets carried by bike although cyclists often appear to expend more effort pushing than riding, given the hilliness of the terrain.

Fish are sometimes transported in an even more original way – dangling over the front radiator of a bus. Whether this is because of the smell, or for some other, less obvious, reason, we were unable to discover. Vendors who sell their catches on the roadside outside Kampala have developed a sales trick to encourage people to buy their not-so-fresh fish. They waggle it up and down in the hope that prospective buyers might think it has just come

A brighter future for these youthful footballers?



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out of the water... and is still wriggling!

Almost every village one passes through on the Entebbe-Kampala road sells its own handicrafts or produce which are its particular 'specialities'. Items on sale range from woven mats to strange 'vegetable' sponges that actually grow on trees.

### Recalling the Amin period

We spoke to a number of people in Kampala who were willing to recount their own, still vivid, experiences, including some harrowing recollections, of life under *Idi Amin*; of fathers and uncles who had suddenly disappeared and of their efforts to discover what had happened to their loved-ones. Amin seized power in 1971, and during his reign, some 300,000 Ugandans are believed to have been killed by two notorious bodies with innocent-sounding names that he set up – the 'Public Safety Unit' and the 'Bureau of State Research'. Some detainees were tortured at the army base in Kampala. Others, we were told, were thrown into rivers or lakes. The scale of the disappearances is described by British journalist, Patrick Marnham, in his book 'Fantastic Invasion: Dispatches from Contemporary Africa'. One chapter is entitled: 'You still exist!' – an echo of the common exclamation by people encountering old acquaintances in the street, in the period after Idi Amin was ousted. Meeting with relatives of the victims of this period provided us with a stark reminder of this country's unhappy past, and underscored the high value that Ugandans attach to peace and stability.

Some of our encounters were at the Speke Hotel, a popular refreshment spot in central Kampala where a lot of business is done over a Nile beer or a fresh passion-fruit juice – the latter being another very pleasant 'discovery'. Numerous locations in Uganda, from roads to hostleries, have been named after *John Han-ning Speke*, who was the first European to set eyes on the source of the Nile (on July 28, 1862). The source of the great river is actually at Jinja, to the east of Kampala. A

monument there bears the inscription: 'This spot marks the point where the Nile starts its journey of 6400 kilometres through Sudan and Egypt to the Mediterranean Sea.'

As for the Speke hotel in Kampala, the terrace was perhaps less full than one might have expected, when we visited at the end of April. A few days before our arrival, there had been a bomb attack in the capital. Those responsible had not been found by the time we left, but most people assumed that it was the work of one of the insurgency groups that are currently trying to destabilise the government.

### Kasubi tombs

The Kasubi tombs are also worth a visit. Just five kilometres from the centre of Kampala, these are the traditional burial sites of the former kings of Buganda, starting with Muteesa I who died in 1884. The widows of the most recent Kings are in permanent residence. Another landmark of the Kingdom of Buganda is the Kabaka's (King's) lake. Different tribes of Bagandans take their turn to clean an allocated portion of the lake for the Kabaka.

Just a short ride from Kampala, there are other unexpected sights. Outside the world famous Namugongo shrine, we came upon a busy group of people mowing the long grass and clearing the ground in preparation for the commemoration, on June 3, of the burning of the Christian martyrs. The shrine is a permanent memorial to 22 believers who were immolated on the orders of Kabaka Mwanga in 1886 – apparently following provocation by over-zealous missionaries.

On the grass near the shrine, some children had employed an imaginative form of recycling to play football – the ball having been fashioned from the floppy plastic of an empty milk carton. Uganda too is refashioning itself and the result, one must hope, will be a brighter future for this young generation. ■ D.P.

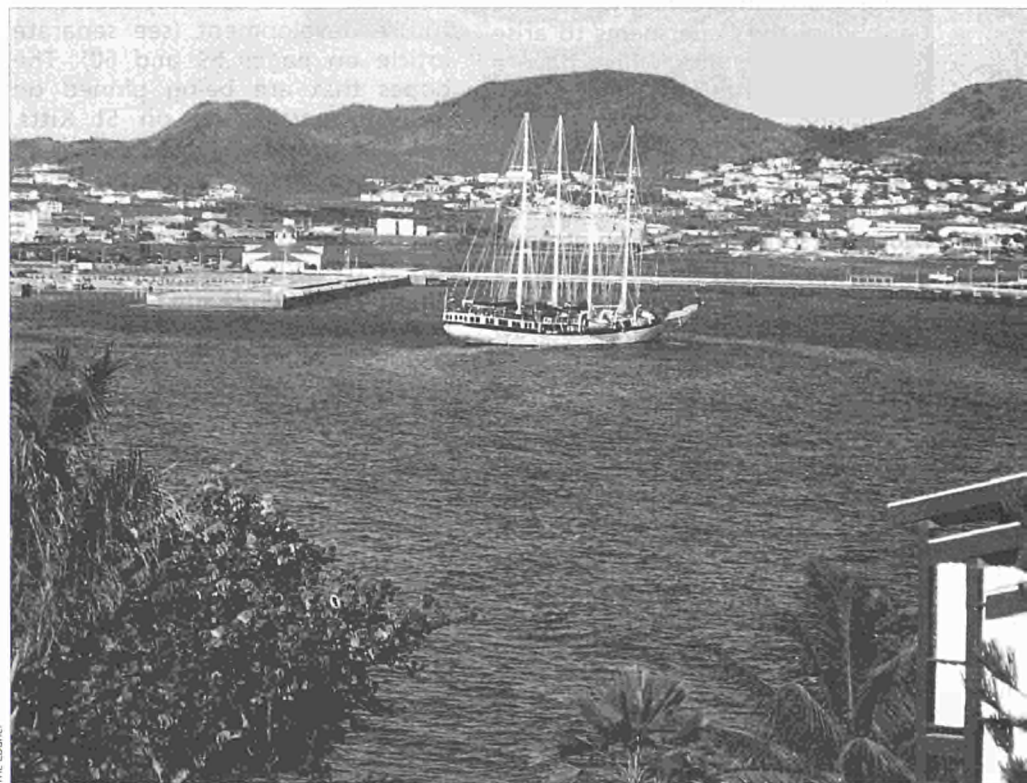
## St Kitts and Nevis

# 'The wind of change is blowing'

'I say in the words of Harold Macmillan<sup>1</sup>, *the wind of change is blowing...* Get on board and be part of the positive change that is sweeping this nation proudly and prosperously into the 21st century.' When the Prime Minister of St Kitts and Nevis, *Denzil Douglas*, made this rousing appeal in his budget address to the National Assembly last December, he was no doubt thinking of the rapid transformation of the global environment – from the new computer technologies that allow information to travel instantaneously around the world to the challenges of economic liberalisation that regularly feature in this magazine. But St Kitts and Nevis may soon experience a wind coming from another direction. For this twin-island Federation could be about to split in two. It all depends on the verdict of the Nevis voters in a referendum (the date of which had not been fixed at the time of going to press).

Located in the Leeward Islands north-west of Antigua, St Kitts and Nevis is the second smallest ACP state (only Tuvalu has fewer inhabitants). The country gained independence from Britain in 1983 having obtained internal self-government 16 years previously, and from the start, the political relationship between the two islands has been an uneasy one. Originally, the plan was for the Federation to include Anguilla but the residents of that island forcefully objected to the idea in the late 1960s and as a result, it remains an overseas territory of the UK.

The possibility that Nevis, with a population of between 9000 and 11,000 (depending on who you talk to), might choose to go it



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View over the bay in Basseterre.

alone, has long been foreseen. At the insistence of Nevisian representatives in the independence talks, provisions were put into the Constitution setting out a procedure to be followed for secession – a two-thirds majority in the local House of Assembly (meaning in practice that at least four of the five members must vote in favour) and a similar margin of support in a subsequent referendum. At the time of the Courier's visit, the island's assembly had already voted to break away. It is now up to the Nevis electorate to decide whether they should cut their constitutional ties with St Kitts (short for St Christopher).

This situation prompts an obvious question – why? Why should two islands with a combined population of just 44,000, and separated by a narrow stretch of water, go their separate ways. This is not an easy question to answer. It is difficult, for example, to identify any major cultural distinctions. Both populations are predominantly of African descent and English-speaking. Indeed, St Kitts has many

inhabitants who can claim strong links with Nevis. The economic indicators do not provide much help either. This is an upper middle-income country and it is estimated that annual *per capita* GDP on Nevis is about 10% higher than on St Kitts. It is difficult for the smaller island to argue that it is the 'poor relation' in these circumstances (as Slovakia did with the Czech Republic) but, conversely, the income gap does not seem sufficiently wide to create a situation of 'economic' alienation (as expressed, for instance by some Northern Italians *vis-à-vis* the *Mezzogiorno*).

We are left with less definable reasons which have to do with a sense of community. 'Nationalism' is perhaps too strong a word – after all, the current population of the Caribbean has been there for four centuries or less – but island societies often develop a particularly strong feeling of their own identity. Self-reliance becomes a virtue, albeit born of past necessity when

<sup>1</sup> Prime Minister of Britain, 1957-63.

contact with the outside world was limited. Insularity (the term is employed here in its literal sense, not pejoratively) is undoubtedly a phenomenon that has an impact on political attitudes and relationships. One only has to look at British ambivalence on questions of European integration. Interestingly, in the Caribbean, the issue seems to arise most often in states which have a main island containing most of the population, and one or more smaller islands (Antigua-Barbuda, Trinidad-Tobago, and perhaps even Grenada-Carriacou). The smaller territories may not always be arguing for full independence but their island identity is generally crucial to their relations with the central government.

There doesn't seem to be any particularly bad blood between Kittitians and Nevisians as the moment of decision approaches. On St Kitts, it is accepted that Nevis has the right to go its own way assuming the proper constitutional procedures are followed – although some appeared perplexed that they should be contemplating such a step and others were irritated that the issue was being given so much prominence. On Nevis, official circles were keen to stress the underlying friendship between the two islands but there was also a sense of anticipation. The Nevisians already have their own elected administration and substantial local autonomy.

## Economic profile

There are many similarities between the economy of St Kitts – Nevis and those of its island neighbours in the Caribbean. Tourism is already important in terms of jobs and foreign exchange and it has been identified as a key sector for future development (see separate article on pages 59 and 60). The hopes that are being pinned on tourism, particularly on St Kitts, need to be seen in the context of the other main area of economic activity, sugar production. Cane sugar is no longer grown on Nevis but it remains the dominant crop on the larger island, reportedly providing jobs for between 30% and 45% of the total workforce. This level of dependence on a single agricultural commodity makes the country vulnerable to outside forces. The banana producers of the Windward Islands may occupy the front-line in the ACPs' battle to maintain preferential trading links with the European Union, but St Kitts and other beneficiaries of the sugar protocol (not to mention the rum and beef arrangement) are crouched nervously in the reserve trenches, awaiting the unwelcome attentions of the WTO artillery.

The big issue now is not so much whether the protection will end – this is seen as inevitable at

Railway used to transport the harvested sugar cane to the factory on St Kitts. The authorities believe that the crop can have a long-term future.

some stage – but how much time can be won before the front has to be abandoned. Here, as elsewhere, the government argues that a lot more breathing space must be provided for the sugar industry to adapt and other economic sectors to develop. It was emphasised to us that St Kitts has a deep historic attachment to sugar-growing that dates back hundreds of years, a view which may be somewhat over-romanticised given that the plantations were founded on slave labour. Nonetheless, there is a strong commitment to keeping sugar going, and the authorities believe that the crop can have a long-term future assuming there is investment in new methods and equipment. Sugar production is currently controlled by the state-owned St Kitts Sugar Manufacturing Company (SSMC). Privatisation of this enterprise, while not ruled out, is not currently on the agenda, but restructuring is taking place. And even if cane production and processing does continue in the longer term, it is reasonable to assume there will be a 'downsizing' of sugar-related employment as more modern and less labour-intensive operations are introduced. This means that new sources of jobs need to be found – hence the efforts to boost tourism.

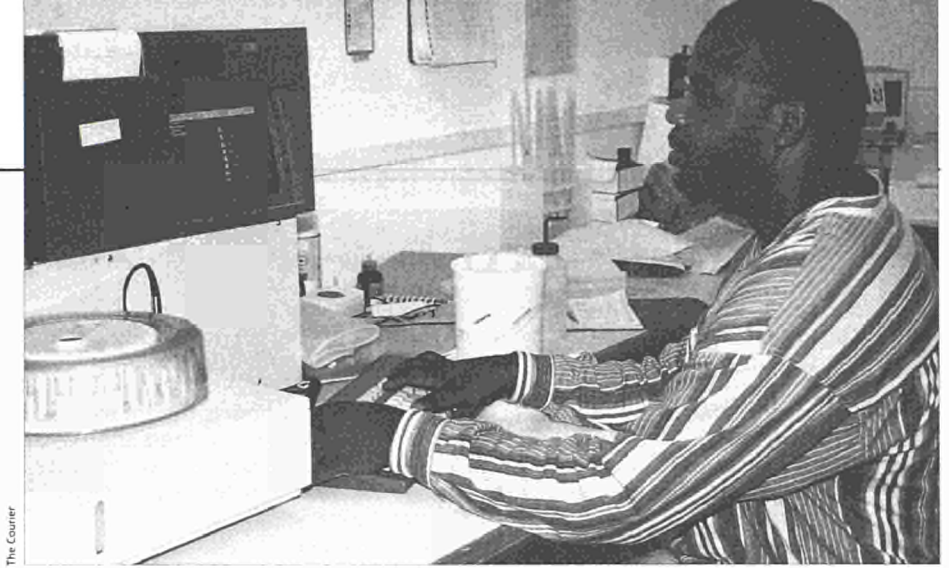
Large-scale manufacturing is clearly not a feasible alternative but St Kitts has already had some success in attracting smaller production facilities, notably in the area of electronic assembly. A policy designed to attract light manufacturing was adopted in the 1970s because the government recognised then that the country's overwhelming dependence on sugar was unhealthy. St Kitts has two electronics companies both of which have taken on extra staff over the last 18 months, as well as a number of other small-scale production companies. More recently, the country's manufacturing profile has broadened with the establishment of information technology (IT) and computer operations. More than 100 people are employed in this sub-sector and the authorities expect the figure to rise substantially.

Efforts are also being made to diversify agriculture, mainly to



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serve the local market. Production of tomatoes, cabbages, pineapples, potatoes and peanuts has risen significantly although onions – which the country used to export – have been seriously hit by the appearance of the pink mealybug. New exotic fruits have also been developed. The local fishing industry has recovered from a low point in 1995 when the sector was badly affected by tropical storms.



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Another economic sector often associated with small island states and territories is offshore finance. Here, it is Nevis that has taken the lead, although St Kitts is keen to get a slice of the action. In fact, the Nevis operation at present focuses almost exclusively on company registration. We spoke with *Leta Manners*, the assistant registrar for offshore companies at her office in Charlestown. She explained that a company could be registered in Nevis for a start-up fee of US\$210 and a subsequent annual charge of US\$200. Under the legislation, there was no requirement for the authorities to know the clients' names. Registrations were channelled through one of thirty or so local agents ('service-providers'), mainly qualified attorneys. The Offshore Registry, shortly to be renamed the 'Financial Services Centre', is responsible for doing background checks on the service providers and they, in turn, have the task of monitoring their clients' *bona fides*. What, we asked, would happen, if a company was found to be doing something illegal – perhaps in connection with the drugs trade? In such a situation, Ms Manners stressed, the company would automatically be struck from the register. In recent years, registrations have increased from less than 3000 to more than 10,000. This represents an annual revenue for Nevis of about US\$2m. In the words of *Elvin Bailey*, Permanent Secretary in the Nevis Island Administration: 'We are about the fastest growing offshore destination in the Caribbean.' Although the island enacted legislation in 1996 aimed at attracting offshore banks, none had been established on Nevis at the time of *The Courier's* visit. St Kitts has also passed legislation in the hope of becoming an active financial centre.

In macro-economic terms, St Kitts-Nevis has done well with consistent positive growth, inflation which is not unduly high, and a healthy *per capita* GDP. Nor is unemployment a major concern – indeed, the problem is often finding people to do the jobs that need done. Workers from other parts of the Caribbean, notably Guyana and the Dominican Republic, have been employed in construction works.

### Social challenges

While St Kitts and Nevis enjoys a relatively comfortable economic situation, this nation nonetheless faces certain social challenges, a number of which are linked to its small size. Education and health services do not come cheap and economies of scale are not always possible. Thus, while there are 29 primary and eight secondary schools (state and private) on the two islands, there is no university and only one institution providing tertiary-level education. Students wishing to do full degrees have to go abroad. The education minister, *Rupert Herbert*, told us, however, that the country had made big strides in achieving near-universal primary and secondary schooling. The aim now was 'to produce multi-skilled people who can meet the needs of the 21st century.' Steps were being taken to provide computer facilities for school children, beginning with the secondary schools. The minister acknowledged that the islands had traditionally suffered a 'brain drain' – he himself had spent 14 years abroad – but there were signs of a trend in the other direction as well, with Kittitians and Nevisians coming back to enjoy the familiarity and pleasant living environment of their homeland. There were teacher shortages in some subjects such as physics, geography and

Lab technician at the Alexandra Hospital in Charlestown, Nevis.

business management. The main problem, according to Mr Herbert, was that skilled people tended to be attracted to the private sector, where salary levels were higher. The government had responded to this by offering allowances on top of the normal civil service scale to attract well-qualified applicants.

The importance of bringing St Kitts and Nevis 'up to speed' with new information technologies was also stressed when *The Courier* met with four officials in the country's Planning Unit (attached to the Finance Ministry). One of our interlocutors believed that IT skills would soon 'underpin the whole productive process' and that in future, 'a country's comparative advantage in the economic sphere will be based largely on the quality of its human resources'. All the more reason for St Kitts and Nevis to strive for a computer-literate society – although another of our informants suggested that the country had quite a lot of catching up to do.

In the health sphere, the small size of the islands makes it difficult to offer fully comprehensive treatment, but the coverage is more extensive than one might expect. *Douglas Wattley*, who is the acting Permanent Secretary for Health (for St Kitts only), explained that a major effort had gone into primary health care and that the island now had a network of 11 health centres. As a result, no-one was more than three miles from a medical facility. The 150-bed main hospital in Basseterre, shortly to be upgraded with EU assistance, offered a wide range of surgical and other services and if treatment was not possible, patients could be

## Head-to-head

*Despite their small size, St Kitts and Nevis each have two newspapers. Those on Nevis are said to have no clear party affiliation but on St Kitts, the situation is very different. The twice-weekly Labour Spokesman is linked to the governing St Kitts and Nevis Labour Party (SKNLP) and The Democrat, which hits the streets every seven days, supports the opposition People's Action Movement (PAM). Purists might argue that newspapers should never align themselves in advance with particular political viewpoints or parties, since this clashes with the basic principles of journalism, but in real life, it happens all the time, even in democracies. In St Kitts, however, the process does seem to have been taken rather to extremes. For example, the main headline in The Democrat of May 2 was 'In times like these, PAM is our only hope'. This was followed by a piece excoriating 'Douglas and his destructive tribe' (a reference to the Prime Minister and the SKNLP) peppered with words such as 'thug', 'smear', 'hypocritical' and 'sordid'. On the same day, The Labour Spokesman's second headline read, 'The Democrat's folly and lies exposed'. Again, the language was robust to say the least, the previous PAM regime of Dr Kennedy Simmonds being dubbed as 'obsolete, insensitive and callous'.*

*Apparently, the two journals are engaged in a permanent battle, on behalf of their respective parties, for the hearts and minds of the Kittitian voter - and no holds are barred.*

*On the other hand, when it comes to local news items or features, the editorial content of the rival papers is very similar. Indeed, in their May 2 issues, they carried the same 'thinkpiece' written by a medical doctor entitled 'Crime and violence start at home'.*

*No-one can dispute that the press is alive (and kicking) on St Kitts but obtaining a balanced picture of the political scene is not so easy. Perhaps the best advice is to buy the two newspapers (both priced at EC\$1.50) - and then do your best to read between the lines!*

transferred to Barbados, Martinique or Trinidad. The hospital did have radiographers (the people who take the X-ray photos) but no radiologist for diagnosis - and had come up with an imaginative solution to this problem. Using the so-called 'tele-health' system, consultation services are provided by radiologists at Dalhousie University in Canada who examine the X-rays sent from Basseterre. One can immediately see the potential for developing this, with the help of computer imaging and the Internet. Limited access to health care has always been one of the most serious disadvantages of living in isolated communities (whether islands or remote rural areas), and while the microchip may not be able to bring a doctor physically to your bedside, it could extend health care delivery - and diagnosis in particular - to parts that used to be difficult to reach.

As for Nevis, it was Permanent Secretary Bailey who remarked to us that, 'here, everybody has to learn a little bit of everything.' This seemed particularly apposite when we visited the Alexandra Hospital in Charlestown. Dr Dwayne Thwaites, a New York-edu-

cated Nevisian who is one of two surgeons working in this 52-bed facility explained that they had to be ready for almost anything. The previous week, he had successfully operated to remove a massive tumour from the abdomen of a woman in her thirties - the first such operation he had been called on to perform. The Alexandra Hospital has been upgraded with EU assistance and there may be further EU funding in the pipeline.

Joslyn Liburd, the hospital's administrator, explained that most health care costs were borne by the government and that treatment for over-62s and under-16s was entirely free. Those in between had to pay a small contribution. She doubted whether such generous provision could be sustained, however, believing that more 'cost-recovery' would have to be introduced to ensure that services could be maintained and developed.

The health problems of Kittitians and Nevisians tend to be more those of the affluent North than the developing South - with the possible exception of mosquito-borne dengue fever. According to Douglas Wattle, hypertension and diabetes create a heavy burden

while drug abuse and psychological ailments are emerging challenges. AIDS, he added, is a 'huge problem'.

One issue which people seemed reluctant to talk about was crime and policing. St Kitts, in particular, has had a problem of violent crime, often related to the drug trade, and there are conflicting views about how far the situation has improved in recent times. The government has certainly taken steps to deal with the situation, notably by a major reform of the police. About three years ago, concerns about failings in the service prompted the government to seek help from the UK - as a recent official press release put it - 'with a view to the depoliticisation and the return of professionalism to the rank and file of the force'. The programme included the appointment of a British Acting Commissioner of Police who has recently completed his two-year term and been replaced by a local appointee. He is, however, staying on for a further year as an adviser.

## Looking to the future

The wind of change that Prime Minister Douglas referred to is certainly beginning to blow around St Kitts and Nevis but no-one can safely predict its effects. Will it be like one of the hurricanes that periodically batters this region, knocking down entire structures, or will it be a gentle breeze that simply fills the economic sails and carries the ship of state safely into new and more promising waters?

And what of the wind sweeping up the Narrows, that could split the Federation in two? Can there really be a velvet divorce? Kittitians and Nevisians both seem to think so. There is a widespread belief that the islands have the potential to boost their development and living standards - irrespective of whether they are partners or 'just good friends'!

## Prime Minister Denzil Douglas

# 'The rest of the world is coming together'

*It is said that politicians today need to be good at 'spin-doctoring' (a modern concept that involves getting the 'right' message over in the media). In St Kitts and Nevis, they seem to go for the genuine article. Prime Minister Denzil Douglas studied surgery and medicine at the University of West Indies and was a practitioner in St Kitts for three years before entering Parliament. His predecessor, Kennedy Simmonds, was*

*also a medical man and the current Governor-General, Sir Cuthbert Sebastian, used to be an obstetrician. Perhaps it is something to do with the fact that physicians and political leaders both have to diagnose problems and propose remedies.*

*Denzil Douglas was one of two successful Labour Party (SKNLP) candidates in the 1989 election and he immediately became Leader of the Opposition. Four years later, he led his party to a dead-heat with the governing People's Action Movement (PAM) and after a period of political instability, with the PAM forming a minority government, the country went back to the polls in July 1995. The outcome was a decisive victory for Denzil Douglas and the SKNLP.*

*In a comprehensive interview with The Courier in May 1998, Prime Minister Douglas began by describing the key elements of his government's economic policy.*

– The focus is to build the economy on diversified agriculture, to continue developing a small industrial sector (electronic components, garments and agro-based industries), and to increase tourism – which we have identified as a key vehicle for economic development. We are also looking to expand the financial services sub-sector. These are really the main planks of the economy.



As regards agriculture, we are trying to diversify away from the traditional sugar sector. We are very conscious of the difficulties in the sugar industry and our aim is to develop a small farmer group that can get involved in livestock, poultry, fishing and crop production.

■ *Talking of sugar, figures as recent as 1996 suggest that one in three of the workforce relies directly or indirectly on this sector. We have already seen the Caribbean banana industry coming under pressure from World Trade Organisation rules. Sugar looks vulnerable for the same reasons. Do you think realistically that sugar has a future?*

– We have recognised that the quota system we have with the European Union could eventually come under attack, in the light of the basic principles and regulations of the WTO. Until then, we must recognise that sugar is an important economic subsector, providing jobs for a large proportion of the working population. We need to make the industry as cost effective as possible. But we cannot ignore the social effects if it were allowed to collapse altogether.

■ *You talk about making it more efficient. Does that mean that when the crunch comes, and the preferences disappear under the WTO rules, you believe it will be*

*possible to maintain some sugar production here?*

– Yes. We do not see ourselves immediately closing down the sugar industry. There are too many jobs at stake. But we have to ensure it is managed as efficiently as possible.

■ *Have you had any ideas about privatising the sugar sector, in line with international trends?*

– We are willing to look at various possibilities. I think it would be extremely premature to say that we will totally privatise it. But we are looking at the options suggested by experts who are examining the industry. Only recently, we had the benefit of a World Bank study which looked at the implications if sugar were to disappear altogether. This identified a series of ecological, environmental and socio-political implications. So, we are looking at what the experts are saying and are very conscious of what is happening in the wider world. What we are trying to do is reach a balanced situation in which sugar continues to make a tangible contribution to the economy.

■ *Looking at the overall economic situation, St Kitts and Nevis has enjoyed consistent growth for a number of years. Do you expect that to continue?*

– Yes, and mainly because we have established very sound economic foundations. What we are now seeking to do is develop strategies to sustain the development we have seen in recent years. I have already mentioned our policy of boosting new sectors like financial services and more investment in tourism. These will be the main focal points for our continued growth.

■ *Turning to social issues, you spoke in your New Year message about mounting a sustained attack on poverty in the Federation. What are the key problems here, and what steps are you proposing or taking in this area?*

– I think we have first to look at employment, especially for our young people. We must ensure they have the adequate foundation for their education. We have

therefore embarked on a policy of giving students the opportunity to study computer science and technology. That is available in the secondary schools at the moment and we hope to start at the primary level from September of this year. The aim is that even those who are not academically-minded should leave school with basic computer skills. That means they can move into the industrial sector, not just involved in producing components for the electronics industry, but also working at the lower end of the informatics industry – perhaps doing data-inputting. This involves them in the global information revolution.

This is part of our sustained attack on poverty and unemployment among our young people. Another aspect is the continuing development of the Clarence Fitzroy Bryant College, our tertiary institution. We have put a great deal of emphasis on the college's technical vocational division, again aimed at ensuring that less academic students can learn a skill that equips them for the world of work. This is far better than having them idle on the streets.

In housing, which is one of our critical areas of social deprivation, we have embarked on a very successful programme, helping those who cannot afford to build their own homes. The government has tackled this on two fronts. First, we have introduced the 'Village Lands Act' which has especially benefited people involved in the sugar industry living on estate lands. They now have the right, if they have lived there since 1967, to receive title to the property they occupy. They do not have to pay the government for the land. All they have to do is to pay the legal and survey costs associated with the transfer. If we can provide the very poor in our communities with this important tool, they can go to the financial institutions and borrow money to improve their living conditions. Some should be able to start their own businesses at home – perhaps a small grocery or a hairdresser's. Another piece of legislation has resulted in the establishment of the national housing corporation. This

is a statutory body that is now responsible for providing affordable homes. In the first year of the programme, which was set up in 1997, we built no fewer than 320 affordable homes. That is almost unprecedented in the world, if you consider the size of this country. And these are not prefabricated buildings – they are houses made from traditional stone and concrete. They have become the pride and joy of groups in this community who have been marginalised for many years.

Another scheme, carried out in collaboration with the Caribbean Development Bank, is called the 'Shelter Development Programme'. This helps people, both industrial and farm workers, who do have homes but who lack basic facilities – bathrooms, proper kitchens, running water and so on. Through the CDB, these people can obtain about EC\$40,000 to improve their basic living conditions.

Overall, as you see, we are making a frontal assault on poverty, which can only be of benefit to our society.

■ *This sounds an impressive programme, but obviously it must cost money. How do you balance the budget in these circumstances?*

– One must give credit to the technocrats, for example, those working in the Finance Ministry and the Ministry of Economic and Development Planning. They deserve to be complimented for ensuring that the social programmes are fully on target, while, at the same time, balancing the budget. We do it by fiscal prudence, eliminating waste and improving the mechanisms in our inland revenue department. We are extremely grateful to the Canadian government which has been running a pilot programme on fis-

Student on a computer course at the Community College.



cal reform in St Kitts and Nevis. We have followed their advice to the letter, and that is why I believe we have been successful.

You should be aware that we have lost the benefit of financial assistance over the last few years: we have been 'graduated'. We can no longer obtain concessional loans or grants and if we want money, we have to borrow it on the open market at the prevailing rate. That has been a severe blow to us.

■ *But surely it is also an indication of your success?*

– Yes, but why should we be penalised for this? There should have been a further period to sustain and consolidate our success. To some extent, the new situation has created problems for us in terms of balancing the budget. Nevertheless, we have adopted some very successful policies and will continue to rely on these to ensure that there is continued growth in the country.

■ *If I can turn now to the most burning political issue, and ask a straightforward question. Do you think that Nevis will secede?*

– The question is not whether I think they will secede. What I contemplate more is what will happen *if* they secede. The Constitution, for good or ill, has given the people of Nevis the right to move towards independence, and that is a prospect I take very seriously. As a Caribbean leader, I wonder if it is the right way to go – for our Federation, or indeed for the Caribbean as a whole. The rest of the world is coming together. Two weeks ago, I attended the second Summit of the Americas in Chile. We talked about bringing our economies more in line, developing common policies and principles, and dismantling trade barriers so as to create a Free Trade Area of the Americas by the year 2005. Looked at from this context, I question whether Nevis is moving in the right direction.

■ *But isn't that the curse of the Caribbean? Islands seem to have a lot of difficulty working together on the political level – as exemplified by the failure of past attempts at Caribbean federation. In a simi-*



lar vein, there was the decision by St Kitts & Nevis, St Lucia, and St Vincent & the Grenadines to revert to having separate High Commissioners in London.

– I don't think it is specifically a Caribbean problem. My own view is that the early attempts at federation may have been premature. The people should have been educated about this first. In short, the idea was excellent, but maybe it was tried before its time.

As for the present situation, it should be emphasised that we work extremely well as a Caribbean grouping: perhaps not in terms of achieving political union, but definitely when it comes to economic and social integration. That concept has been sold to the people in this region. Take the OECS. I think we have demonstrated to the wider Caricom region – and indeed to the rest of the world, including the EU – that we can function successfully as a small group of countries. We have our single currency. We also have our common central bank which is highly respected. This has been a leading force in enhancing greater economic cooperation and integration. To a large extent, we now have a single development strategy and unified economic space.

As for our joint representation in London, it is unfortunate that matters have taken a different turn. But I must emphasise that we will continue to share the same building and the same common facilities. All we are planning to do is appoint three separate High Commissioners because, having studied the situation, we are now convinced that having a single representative for all three countries, each with its developing economy, cannot work.

■ *Going back to the Nevis question, you have an asymmetric system of government. In other words, there is one assembly and administration for St Kitts and Nevis, and another for Nevis alone. Is that not inherently unstable?*

– Let me be frank with you. The experts have clearly said that it is a recipe for disharmony.

We now have a Constitutional Review Commission looking at this very question. They are considering how we can enhance matters to arrive at a workable institution for the people of both islands. Should there, for example, be an additional local government structure in St Kitts. Kittitians, after all, are demanding equality in the relationship. It is not right for Nevis to have its own local government when the people of St Kitts do not have that possibility.

■ *The three Nevis MPs have the same voting rights as the eight St Kitts MPs in the Federation's Assembly. This means they can vote on issues like education and health in St Kitts but not in Nevis, unless they also happen to be members of that island's Assembly. Meanwhile the Kittitian MPs have no say on these issues in Nevis.*

– That really is a problem and it has prompted a great deal of debate among the Kittitians. They feel unfairly treated. Also, while the Constitution allows Nevis to secede from the relationship, it doesn't give St Kitts the same right. Not that we would want to take that backward step, but it is another point of contention. This is why the constitutional experts on our side say that it is a recipe for disharmony – if not disaster!

■ *What will happen if Nevis votes by more than 50%, but by less than two thirds, in favour of independence?*

– It wouldn't give me any problem. I recognise the right of the people of Nevis to secede. That is enshrined in the Constitution, which says that there must be a two-thirds majority in favour in the Nevis Assembly and then again in a plebiscite on the island. If they do not achieve what the Constitution requires I have no difficulty with that. I always respect the Constitution.

■ *When you say you have no difficulty, I presume you mean that the secession could not take place. Wouldn't that create problems in Nevis. They would surely say: 'but we voted for it'?*

– I don't think so. I think they understand the Constitution and know what it stipulates.

■ *Finally, what is your view of relations between St. Kitts-Nevis and the EU, and what should be the key elements of any future relationship?*

– I should put on record that the EU has been extremely helpful to the development of my country, and of the ACP group. In fact, the economic successes and social measures we talked about earlier could not have been achieved without the EU. I mentioned the College. That was funded by European money. Assistance has been and will be provided for health care and other social development programmes. So, what we have achieved under the Lomé arrangements has been tremendous. That is why, in my view, the relationship must not be dismantled.

I am particularly disturbed to hear all the talk of a new relationship which does not allow for that kind of assistance. And I do not subscribe to the view that we should lose our trade preferences.

■ *But isn't that inevitable in the longer term, given the impact of the WTO?*

– It may be inevitable but it doesn't have to be inevitable now. We are asking for a transition period that allows us to find alternative economic strategies and to diversify away from the sugar and banana 'monocrops' that are so important to our economies. Let us have enough time to put new diversification strategies in place, to modernise, and to improve the efficiency of our sugar and banana industries.

As for reciprocity, we do not believe that a new arrangement with the EU should be based on this principle, or that regionalisation should become the basis for the EU's relationship with the ACPs. We want to remain as one group, not to become three or six separate groups.

I would reiterate that we have benefited a lot from the Lomé relationship, and the quality of life of our people here in the Caribbean has been enhanced. I hope to God that this does not change in future. ■

## Malcolm Guishard, Minister in the Nevis Island Administration

### 'Nevis will be able to pay its own way'

When the *Courier* visited Nevis in early May, the Premier, Vance Amory, was unfortunately 'off-island' but we had an opportunity to speak with his 'second-in-command' Malcolm Guishard. His ministerial portfolios in the Nevis administration include communications, works, public utilities, agriculture, land, housing and tourism. Mr Guishard is one of three CCM (Concerned Citizens' Movement) members in the five-member Nevis Assembly and represents his party alongside Mr Amory, in the Federal legislature.

Much of our discussion focused on the threatened secession of Nevis from the Federation (we also spoke about economic and social issues which are covered elsewhere in this report). Under the country's Constitution, Nevis is entitled to sever the link with St Kitts, but only after votes to this effect in the island Assembly and among the electorate at large - with a two-thirds majority needed in both cases. The Assembly vote has already taken place and all that remains is for the people to ratify (or reject) this decision in a plebiscite. When, we asked, would the poll be held?

- We have not yet fixed a date. We will be meeting shortly to decide when it will be held.

■ How likely is it that there will be a vote for secession?

- It is very likely.

■ What if there is a majority vote that doesn't meet the two-thirds requirement? Isn't that the worst possible scenario?



- My personal feeling is that we will far exceed the two-thirds majority needed. I might be wrong... but I don't think I am.

■ An outsider might be perplexed to find a country with only 44,000 people on the point of splitting up. How can Nevis, with only 9000 people, manage for example to maintain a presence on the international scene? You would be the smallest ACP country.

- Our population is actually nearer 11,000.

■ That would make it slightly bigger than Tuvalu?

- So that would make us the second smallest... and in any case, somebody has to be the smallest. Nevis already manages its own internal affairs. We raise our own revenue and meet our ex-

penses. It is true that foreign affairs, and missions overseas, are controlled by the Federal Government. But we have had a financial analysis done and this shows that Nevis will be able to pay its own way. We will be in a position to determine which international institutions we will immediately become members of. Back in 1983, when St Kitts-Nevis became an independent nation, the choice was made to join certain bodies and over time, we acceded to these institutions. The plan of our administration is to follow the same route.

If we are talking about viability, I would suggest that size is not wholly relevant. If you think about it, there are a lot of big countries that are not really viable. By contrast, we in Nevis enjoy a very healthy standard of living.

■ Would you accept, in the event of a secession, and given the relative sizes of the two islands, that St Kitts would be the successor state in international law, and that you would effectively be a new country?

- I don't accept that. We have a Federation which is a member of various international organisations. When we secede, it will no longer exist and we will have two separate entities.

■ Are you convinced that you have international precedent on your side? When the Soviet Union broke up, Russia was treated as the successor state. It did not have to reapply for membership of any international organisations but the other republics did. The same is true for Ethiopia when Eritrea broke away.

- That might well be, and the international institutions may look at it like that. We are not going to fight over the issue. It is just my personal feeling that once the secession vote has taken place, the Federation ceases to exist. But it won't hinder us in any way, because it is our intention to reapply to various bodies. And it would be very surprising if the international community decided to make things difficult for us - given that we are splitting up in a fully demo-



The Courier

Caribbean unity never seems to get very far. Indeed, a break-up of St Kitts-Nevis appears to be a move in the opposite direction.

– Let's be honest with ourselves. There will never be a political union in the Caribbean, or of nations in the world. It cannot happen, although you will have economic unions.

■ *Is that really the case? Take, for example, just the English-speaking Caribbean. One can understand that island communities might have their own internal governments, but surely it isn't so inconceivable to have, for example, a joint foreign policy?*

– You can have that, but each country will have its own separate government, making decisions for that country. That is all Nevis is asking for. We would like to become a part of the OECS and Caricom. We want to be able to lend our voice to those institutions. We can become part of that economic union, but the point is that there will never ever be a political union. It won't happen in a million years. No leader will give up his right, having been elected by the people, to make decisions in his country.

■ *Hasn't that already happened in the EU to some extent? National governments are still very important of course, but in a number of key areas, the power has been transferred to quasi-federal institutions, including an elected Parliament.*

– Yes, but that is still only based on economic integration. Political unification is a very different matter and we must stop kidding ourselves that this can happen. Politicians in the Caribbean believe that we should come together for economic purposes. But we have tried a Federation already and it didn't work. ■

cratic way and in accordance with the Constitution. The Prime Minister himself has described it as a 'scientific' process. There is no conflict involved.

■ *How do you think St Kitts would handle a secession?*

– My personal view is that they have mixed feelings about it. For economic reasons, they would like to see Nevis stay; for political reasons, they would like to see us go. It all depends on which is more important to them.

In the meantime, we have a Constitution that we must respect. My feeling is that once a referendum is successful, the Administration in Nevis and the Government in St Kitts will be able to get round the table and have a civilised discussion about the issues relating to our final separation. The Prime Minister has said he will be willing to sit down with the Government of Nevis and we can negotiate treaties of understanding and then proceed from there. I

Looking for a parking space in Charlestown, the capital of Nevis.

*'We enjoy a very healthy standard of living'.*

don't anticipate a big fall out. In fact, I would envisage a closer relationship between the governments in Nevis and St Kitts, because we will be able to treat each other as equals. There will also be a better relationship between the people.

■ *What about the Nevisians, or at least those able to claim some link with Nevis, who live on St Kitts? They will presumably have to decide which nationality to take?*

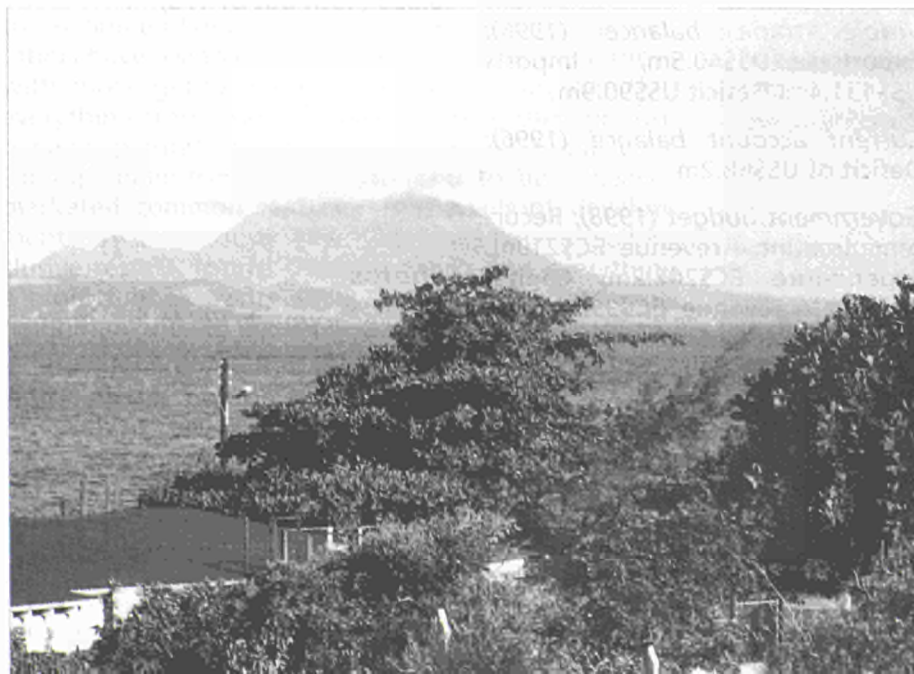
– Yes and that will be their personal choice. There shouldn't be any problems because we still envisage free movement of people.

■ *In Europe, nations are coming together, but attempts at*

Nevis seen from St. Kitts.

*'For economic reasons they would like to see us stay; for political reasons they would like to see us go.'*

The Courier



## Profile

### General information

**Area:** 269 km<sup>2</sup> (St Kitts 176 km<sup>2</sup>, Nevis 93 km<sup>2</sup>)

**Population:** 44,000 (St Kitts 35,000, Nevis 9000)

**Population density:** 164 inhabitants per km<sup>2</sup> (St Kitts 199, Nevis 97)

**Capital:** Basseterre (St Kitts). The main town on Nevis is Charlestown.

**Language:** English.

### Politics

**Head of State:** Queen Elizabeth, represented by a Governor-General (currently, Sir Cuthbert Sebastian)

**Prime Minister:** Denzil Douglas (SKNLP)

**Leader of the Opposition:** Hugh Heyliger (PAM)

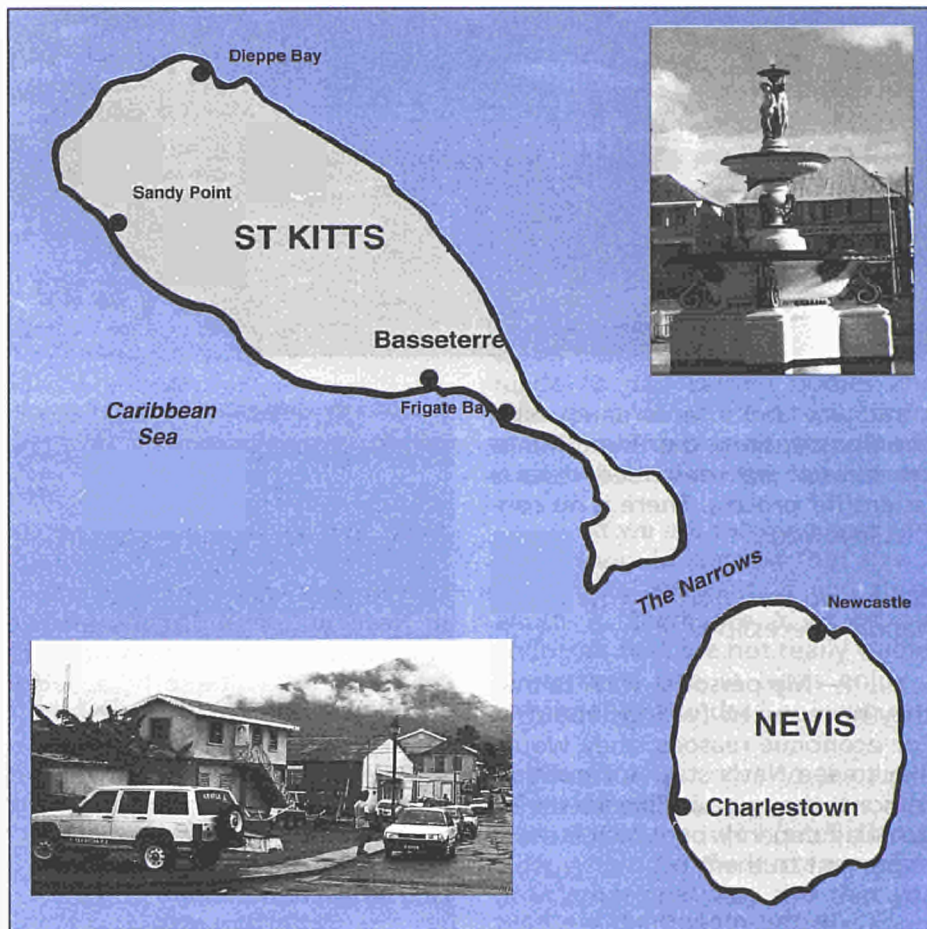
**Nevis Premier:** Vance Amory (CCM)

**System of government.** Federation with a parliamentary system which is asymmetric. There is a 14-member Federal House of Assembly, 11 of whose members are elected for single-member constituencies (eight in St Kitts and three in Nevis). The other three are nominated, two on the advice of the Prime Minister and one on the advice of the Leader of the Opposition. There is no upper house. Nevis has its own five-member House of Assembly and administration with substantial domestic powers.

**Political parties:** St-Kitts-Nevis Labour Party (SKNLP), Concerned Citizens' Movement (CCM), People's Action Movement (PAM), Nevis Reformation Party (NRP)

#### Party representation:

Federal House of Assembly  
SKNLP – 7 (all from St Kitts)  
CCM – 2 (both from Nevis)  
PAM – 1 (from St Kitts)  
NRP – 1 (from Nevis)  
Nevis House of Assembly  
CCM – 3, NRP – 2



### Economy

(1997 figures and estimates unless otherwise indicated)

**Currency:** Eastern Caribbean dollar. 1 ECU = EC\$2.96 (May 1998)

**GDP:** EC\$720m

**GDP per capita:** US\$5640

**Annual growth rate:** 3%

**Inflation:** 8.3%

**Visible trade balance (1996):** Exports US\$40.5m, Imports US\$131.4m, Deficit US\$90.9m.

**Current account balance (1996):** Deficit of US\$68.2m

**Government budget (1998):** Recurrent account – revenue EC\$210m, expenditure EC\$202.2m. Capital account – revenue EC\$99.5m, expenditure EC\$91.8m.

**Public external debt (1996):** US\$50m. The debt service ratio is 5.3%.

**Main economic sectors:** sugar (31,000 tonnes produced in 1997), tourism, light manufacturing, financial services.

### Social indicators

**Life expectancy:** 69 years (women 71, men 66)

**Adult literacy:** 95%

**Population growth:** (roughly static)

**Unemployment rate:** about 3%

**Enrolment in education (all levels ages 6-23):** 78%

**Human Development Index rating:** 0.853 (49th out of 175)

### Photos

Above, fountain in Independence Square, Basseterre.

Below, Charlestown street scene with Nevis Peak in the background

Sources: Economic Intelligence Unit, UNDP Human Development Report (1997), 1998 Budget Address to the National Assembly by Prime Minister Denzil Douglas.

## Tourism

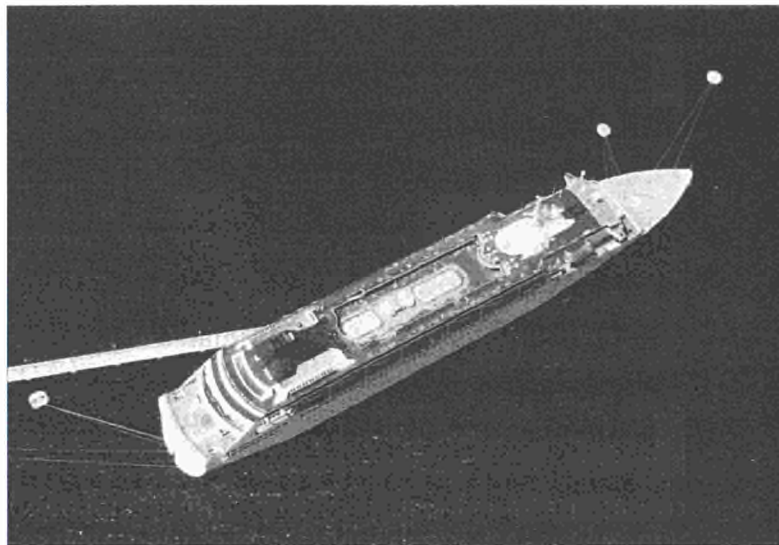
# A distinctive product in a crowded market

There may be significant differences in the economic structure of the two islands which form the Federation of St Kitts and Nevis, but one thing they have in common (along with almost all other Caribbean nations) is tourism. The country participates in pan-Caribbean efforts to attract international visitors to the region, but there must inevitably be some competition between the various islands. The popular destinations of Antigua, Martinique and Guadeloupe lie just to the south of St Kitts and Nevis while the Franco-Dutch territory of St Martin is not far north – and all of these places have more developed air links including direct scheduled services to Europe. This means that the Federation needs to work especially hard to get a reasonable slice of the tourist cake.

Those promoting tourism in St Kitts and Nevis do not see it as a 'head-to-head' contest, however, arguing that their twin-island state has something distinctive to offer. One happy consequence of the region's chequered history – in particular the rivalries of European powers who fought on and off for centuries to maintain their foothold in the sun – is that each Caribbean island has its own unique cultural characteristics. Geographically too, there are some striking differences. A person unfamiliar with the area might be forgiven for assuming that the Leeward and Windward isles must all be very similar. After all, they appear on a large-scale map in a neat arc, stretching from Puerto Rico to Trinidad (with only Barbados breaking the symmetry). But nature and humanity have also played a part in 'individualising' these territories. Some islands have impressive mountain ranges, others have a single volcanic peak and there are those with more gentle rolling landscapes. You can find everything from original tropical forest, through lush banana plantations to wide fields of sugar cane (though palm-fringed beaches tend to be a heavily marketed common feature). And levels of development vary enormously. One island may have big all-inclusive resorts, tourist shopping malls and everything a nightclubber wants while, just over the water, its neighbour tries to seduce you with 'unspoilt' scenery, uncrowded beaches and the occasional heritage tour.

### Focus on heritage

Neither St Kitts nor Nevis are in the business of mass tourism (and neither has plans to go down this route), though both have the sector high on their list of development priorities – with an eye firmly on the higher spending visitor. St Kitts has a number of



Cruiseship moored at Port Zante, St Kitts.

good beaches, and there are now some associated resort developments, but the focus is more on heritage. The huge fortress at Brimstone Hill, dubbed the 'Gibraltar of the West Indies', is usually top of the itinerary while Basseterre has well-preserved colonial architecture and some fine public buildings and spaces which are a particular attraction for visitors. The capital also receives regular influxes of cruise-ship passengers, and a new facility which can handle two large vessels at the same time has been constructed on reclaimed land at Port Zante, a short distance from the town centre. This has boosted retail activity and there is a variety of shops selling souvenirs, craft work and the colourful local batik fabric. While little trace remains of the original Carib population of St Kitts, what has survived – the rock drawings or *petroglyphs* (believed to have religious significance) – are a notable draw for visitors interested in history. As elsewhere in the region, there are opportunities for a range of water sports while golfers are catered for with an 18-hole course at Frigate Bay.

### Selected tourism statistics

	1995	1996
<b>Stayover visitors</b>	<b>78,868</b>	<b>84,175</b>
– USA	36,454	36,640
– Canada	9,081	9,346
– UK	6,729	29,097
– Other	26,604	29,097
Average nights spent	9.1	9.1
Total spending	EC\$166.0m	EC\$172.9m
<b>Cruise passengers*</b>	<b>121,405</b>	<b>78,529</b>
Total spending	EC\$9.4m	EC\$6.2m
<b>Total visitors</b>	<b>203,028</b>	<b>164,702</b>
(figures include a small number of excursionists)		
Total spending	EC\$175.8m	EC\$179.3m

\* Cruise ship arrivals dropped sharply in 1996 but there has been a big resurgence more recently.

## st kitts and nevis

Golf and water pursuits are also available on Nevis, together with some interesting historical locations, including the site where British Admiral Lord Nelson was married (though sadly, nothing remains of the original house). On the smaller island, the emphasis is somewhat more on relaxing beach holidays.

In addition to a reasonable selection of beach hotels, both St Kitts and Nevis offer something special in the accommodation line in the shape of the 'plantation inns' – formerly the great houses of the islands' sugar barons. These tend to be situated inland and offer luxury facilities in spectacular settings.

For the citizens of the Federation, tourism is clearly important in generating both jobs and foreign exchange. Visitor arrival figures are closely followed and the news that records had been broken in the first three months of 1998 hit the headlines in the local press (94,700 arrivals from January to March). In an average year, the country would expect to welcome between 160,000 and 210,000 visitors. While the overall figures are of interest, the breakdown between 'stayovers' and cruiseship passengers is more significant, the former being responsible for the lion's share of tourist spending (see table).

For an insider's view of how the tourist sector is faring, we spoke with *Andrew Zephirin* who is General Manager of the Ocean Terrace Inn in Basseterre. He explained that airlinks were the single most important concern of small hoteliers in St Kitts. He defined 'small' as fewer than 75 rooms – which applies to most hotels on the islands. In particular, what was needed was a direct scheduled service from the eastern seaboard of the United States. It is the 'chicken and egg' situation which many smaller holiday destinations face – the airlines say there are not enough rooms to justify the flights and potential hotel in-



Watersports figure prominently on the country's tourist menu.

vestors want to be sure of decent transport connections before they commit their money. He approves of government efforts to boost the number of rooms available although, like the authorities, he firmly rules out mass tourism. One doesn't often find an entrepreneur actively encouraging competing businesses to set up shop, but if this leads to new air services, the General Manager pointed out, the overall tourist 'pot' will be bigger and everybody can benefit.

Mr Zephirin is broadly happy with the government's commitment to tourism, as exemplified by its decision to place the June to September proceeds of the 7% room tax in a marketing fund controlled by the local Hotel and Tourism Association. On the other hand, he pointed out an 'anomaly' in the rules whereby hotels with more than 150 rooms are allowed to import food duty-free. In fact, St Kitts has only one establishment sufficiently large to benefit from this tax-break!

While Kittitian hoteliers are worried about air links, their island at least has a runway – and a brand-new terminal building – capable of dealing with large jets and several hundred passengers at a time. Those who take the seven-minute flight from St Kitts to Nevis encounter a very different situation on the smaller island. The runway at Newcastle Airport is too short for even medium-sized turboprops and can thus only be used by very small aircraft. Meanwhile, the terminal is a tiny and ramshackle building which looks crowded if the number of waiting passengers reaches double figures. Arriving there, one has a sense of stepping back to a time when air travel was still the esoteric pursuit of the well-heeled and adventurous. All this is in the process of changing, however, with help from the EU. The runway is being lengthened and a brand new terminal is to be built. Locals will no doubt appreciate the upgraded facilities, and they should give a boost to the local economy, but there will surely be some Nevis *habitués* who feel a pang of regret at the march of progress.

In a world where comparative advantage is everything, tourism seems destined to play a growing economic role in St Kitts and Nevis. It is likely to be of particular importance on the larger island where a cloud hangs over the long-term future of the sugar industry. The new investments in infrastructure should help make both destinations more accessible (as well as making travel easier for the Kittitians and Nevisians). With imaginative marketing and the right commitment to delivering a high quality product, the prospects for the sector should be bright. ■

The airports on St Kitts (above) and Nevis (below).



## A brief survey of cooperation with the EU

The links between St Kitts & Nevis and the EU date back to 1976, when the islands were included in the arrangements for association with the Overseas Countries and Territories (OCT). In 1984, the year after independence, the Federation became a full member of the Lomé Convention. ECU 3m has been earmarked under the second financial protocol of Lomé IV for the St Kitts and Nevis National Indicative Programme (NIP) while the country also benefits from other Lomé provisions, notably the regional development programme and the Sugar Protocol.

The social sectors feature prominently in NIP funding with health topping the list. The main hospitals on both St Kitts and Nevis have been targeted for extension and rehabilitation. In previous programmes, there was a strong focus on educational facilities, notably primary school construction.

Education has also been an important element in regional programmes with a direct impact on St Kitts and Nevis. The Community College in Basseterre has recently been expanded and modernised (see box). On Nevis, regional funds are being used to improve the transport infrastructure with work currently under way on upgrading the island's airport. The planned improvements include new terminal facilities and lengthening of the runway. Financing for this pro-

ject has also been provided by the European Investment Bank (EIB).

A number of other regional programmes implemented across the wider Caribbean have had an impact on St Kitts and Nevis. These include the Caribbean University Level Programme, support for the Caribbean Examinations Council, provision of student accommodation at University of the West Indies (UWI) campuses, and various schemes designed to boost tourism.

In financial terms, the most significant aspect of the ACP-EU relationship for St Kitts and Nevis relates to its trade in sugar. Under the Lomé Sugar Protocol, and the special preferential import quota system established separately in 1995, the country is able to export a substantial amount of cane sugar to the EU at highly preferential terms. In 1996, when 16,120 tons were exported to Europe, the value of this arrangement to St Kitts and Nevis was estimated at ECU 8.35m.

St Kitts and Nevis has also received EIB funds in the past to support the country's Development Bank while the Centre for Industrial Development (CDI) recently provided assistance to improve the technical capacities of a woodworking company.

Outwith the Lomé Convention, this twin-island Federation is a signatory to the Regional Plan of Action aimed at controlling drug-trafficking. The EU is supporting the implementation of this plan to the tune of ECU 20m (over a five-year period).

A wing of the Clarence Fitzroy Bryant college.



### A four-course menu at the Community College

*'This is a multi-disciplinary institution – it has to be given the size of our population', explained Dr Bertram Ross, as he showed me around the new classrooms and laboratories of the Clarence Fitzroy Bryant college in Basseterre. The Community College, which has received significant support from the EDF, is in fact the only tertiary seat of learning on St Kitts and it has to cater for a diverse range of interests. There are four divisions – Arts and Science, Technical, Nursing and Teaching – catering for 425 full-time and more than 750 part-time students.*

*The student body is due to expand in the 1998-99 academic year when, for the first time, the College will offer '1st level' arts and science courses at degree level. Up to now, Kittitian and Nevisian students have had to go overseas to pursue degree studies. This is an expensive option even though the government pays a substantial proportion of the fees for its nationals at the University of the West Indies. While it will still be necessary to complete one's studies abroad, the upgrading of the College in Basseterre should make higher education more accessible by reducing the overall cost to the student.*

*The college's focus is not just on the academic stream, however. With its new computer facilities, it aims to ensure that St Kitts and Nevis can pick up speed on the information superhighway. The task is to produce people with the right skills so that new business opportunities associated with the micro-chip revolution can be exploited in future.*

*Above all, Dr Ross was keen to emphasise to us the importance of technical education – often the poor relation of academically-oriented education systems. He has a point. It is all very well having people who can split the atom or devise complicated computer programmes, but development won't get very far if there is no one to instal the plumbing!*

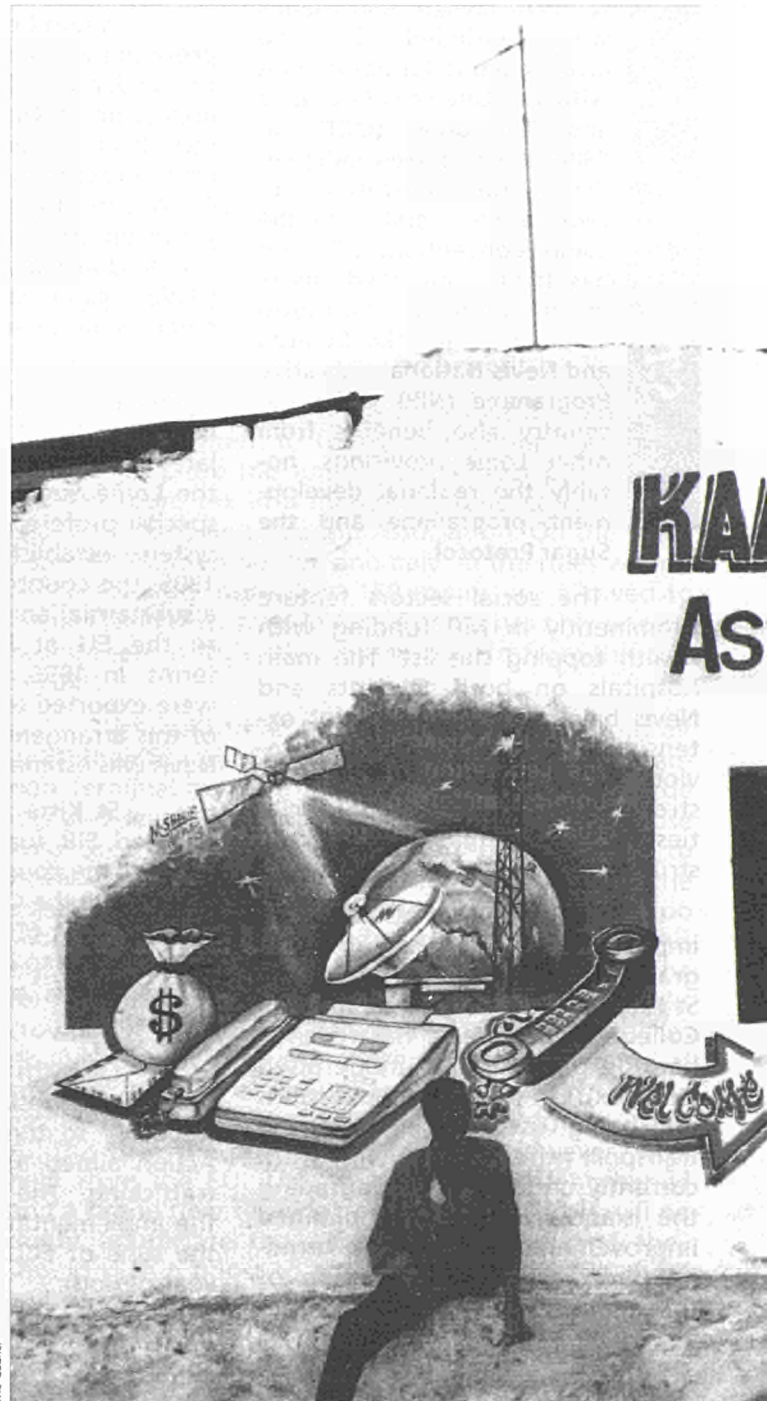
# Communication for development

Whether one defines 'communication' in a broad or a narrow sense, there is no doubt that it is an aspect of our lives that has changed dramatically in the closing years of the twentieth century. Since the human race first appeared on earth, one of its key characteristics has been its ability to communicate – and find new ways of doing so – allowing it to convey or receive the information needed for its wider development. Recent achievements in the field of communications have given a big boost to the economies of the industrialised countries, and all the signs are that more spectacular changes are yet to come. Most countries in the South have remained on the margins of this process and it is a sad fact that this circumstance may seriously compromise their future progress. Appropriate methods of communication are needed to get people more involved – an aspect nowadays regarded as essential for genuine development. In this Dossier, we look at how communication tools can promote greater awareness, and offer an overview of the relationship between the 'information society' and the developing countries.

## Using communication to win people over

'Development' requires a more in-depth explanation than mere statistical indicators or economic theory. It also (and primarily) involves better understanding and better management of behaviour, customs and thought processes. These are sometimes deeply rooted; one might even say *imposed* by the prevailing culture or socio-economic constraints within a country. It is not easy to induce profound changes in attitudes, which may be required to improve the situation of the developing countries, without drastically undermining a state of equilibrium which may be centuries old.

The methods used to transmit messages effectively, mobilising rural or urban populations to make them more aware of what is involved in promoting their well-being, must, therefore, be chosen with care. They should fulfil the requirements of *information, education and communication* (known as IEC for short). In the development field, stories abound of projects that have collapsed because the parties involved did not communicate enough, and sometimes not even at all. There must be few involved in cooperation who have not, at least once, heard tell that a project in a developing country has failed miserably because no-one thought to identify the real needs of the population or, at the very least, to solicit their support. Nowadays, the explanation for such disappointments is that they occurred at a time when the socio-cultural dimension



Mural advertising the services of a telecommunications company in Mogadishu (Somalia).  
Countries in the South need to act speedily to make up for their lack of telecom infrastructures.

was rarely taken into account in programmes, and we have certainly come a long way since then. The talk is very much nowadays of involving people more in their own development by boosting their awareness and consolidating their skills. Having said this, there is still a long way to go and the road ahead is potentially treacherous.



Using information to break down the barriers of resistance is not necessarily easy. For attitudes to be changed significantly, the information needs to be skilfully presented and those involved must devise a variety of ways to trigger the change. Africa, with its diversity of languages, ethnic backgrounds and cultures, needs a particularly flexible approach to communication which takes account of sociological parameters. A number of experiments have already been attempted, and some of the results are promising. Programmes dealing with the environment, health, agriculture and democracy/human rights are an obvious focus of attention. No one now doubts their importance to the development process, and it is generally in such programmes that success depends on altering established behaviour significantly.

Of the many communication tools in use, radio is the most popular. It is able to reach a wide audience, even in the most remote areas. Its other big advantage is that it involves the spoken word, the 'baseline' of human contact, to pass on information and increase awareness about specific issues. Low literacy levels, and the high cost of other methods of information delivery, give radio a head start. In the Dossier, we report on a number of experiments involving support for local radio stations. The press is also expanding rapidly in the developing countries. This is an extremely promising phenomenon which we look at more closely (readers may recall that we published a Dossier entitled '*Communication and the media*' in issue 158 of *The Courier*).

Other techniques, based on traditional methods of expression and communication specific to certain societies, have also been tried. These involve a relaxed and pragmatic approach that allows the messages being disseminated to be absorbed gradually by the target groups. Theatre, folklore, music and dance can all be used as channels to put information across. One scheme which involves this technique is PACIPE (Assistance Programme for Communication and Information on Environmental Protection), supported by the EU in six West-African countries. The approach involves making optimum use of audience receptiveness to messages from presenters and performers. Those watching can often identify more easily with the situations portrayed, even if they are fictitious. The real and imaginary worlds are not necessarily that far removed from each other! Audiences, clearly, contain people with different sensitivities and outlooks – women may see things differently from men; the perspective of the elderly is unlikely to be the same as that of the young. These elements all have to be taken into consideration in deciding how best to deliver a message.

The communication 'toolbox' also contains film shows and advertising slots. These can be very effective in conveying messages and have had a proven impact on changing attitudes in a number of cases.

### Another form of marginalisation?

Although simple, imaginative and appropriate interactive methods of communication are extremely useful in directly raising people's awareness of development issues, the huge new opportunities offered by ever-advancing technologies must not be neglected. As the century draws to a close, information has almost become a 'currency' in its own right. There is widespread agreement that the developing countries could derive very real benefits from the progress that has occurred in information technology – and that they deserve the opportunity to take part in this exciting new field.

But it is not as easy as it sounds. One serious problem for developing countries is that they suffer from a serious lack of both telecommunications infrastructures and trained human resources. If nothing is done at these two levels, the gulf between them and the rich nations looks set to widen. Technology in this area is moving forward at an incredible speed. Increasingly high-performance tools are regularly coming on to the market – rendering obsolete those which, only a short time before, were at the leading edge of development. This means that the countries of the South must act, and act quickly.

Already, a number look as if they are being left behind. In most developing nations, few people have Internet access – indeed large numbers do not even have a telephone connection. There are some signs of progress but, by and large, the computer sector is still in its infancy. Some countries, such as South Africa, have been quick to assess the situation and are doing their best to avoid being left behind. They have understood the importance of the information superhighway and have decided to become part of it – though there is a high price to pay. Access to technology has become one of the principal indicators by which to measure and promote development.

Initiatives abound at international level. Conferences on the subject have been organised and programmes are beginning to be implemented. Towards the end of the Dossier, we look at some of issues raised by the rapidly-emerging information society that are important for developing countries, and at the problems still to be addressed. ■ K.K.

# Serving listeners with local radio

by Pascal Berqué\*

The media has become much freer in West Africa since the beginning of the 1990s, and this applies in particular to radio. The increase in the number of local FM radio stations enables a greater number of listeners to receive information and to communicate in their own languages and within their own cultures, with all that this entails for local development.

Over 70 West African radio operations responded to invitations to the first festival of African radio stations entitled 'Waves of Freedom', held in Bamako from 19 to 21 June 1997. Participants included private, association-based, commercial, religious, and public (regional and national) radio stations from 10 countries in the region – clear evidence of the dynamism and variety of the sector in West Africa, and of the increasing importance of new local media outlets.

At the beginning of 1998, 93 private radio stations were officially broadcasting in FM throughout Mali, including about 15 in the capital alone. Mali is at the cutting edge but Burkina Faso and Ghana are also highly active, having licensed around 20 and 12 private broadcasters respectively over the past few years. And new stations are still coming on to the airwaves. After several years of hesitation, Benin has just licensed some 10 private stations while Côte d'Ivoire has announced that it will authorise 52 radio stations across the country. This progress in allowing freedom of expression should not be allowed to obscure the fact that there are still problems in some places: for example, the monolithic control of radio broadcasting in Guinea and Mauritania, heavy-handed repression in Niger, and

*The Media Programme for a Democratic West Africa, organised by the Panos Institute in Paris, aims to encourage the plurality of information in West Africa. It operates from its three stations in the region (Dakar, Bamako, Accra) and from Paris. Since its inception, the programme has received significant support from Denmark, the Netherlands, Sweden, Canada, Norway, the Ford and Rockefeller foundations and the European Union. The first phase of the programme ran from 1994 to 1997. A second stage, up to the year 2000, is in the course of completion.*

the conflicts that have prevented the emergence of operators in countries such as Sierra Leone and Liberia.

## A growing range of programmes

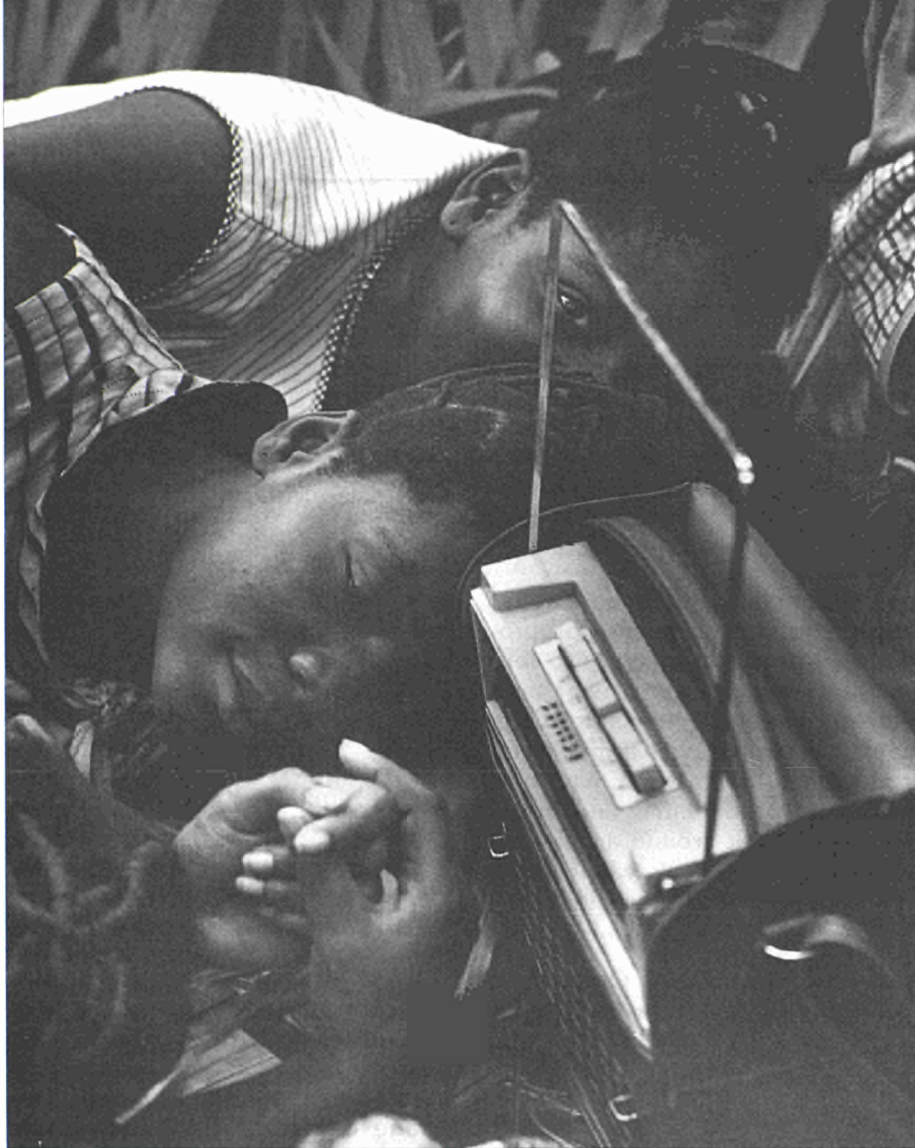
It is undeniable that, having once been condemned to listen to the wearisome monologues of the state radio stations that monopolised the supply of information for many years, audiences today have a wider-than-ever choice of radio listening. The establishment of private radio stations allows many who used to have little or no access to radio in their national languages finally to receive programmes produced in their own villages and regions, that are broadcast at convenient times. One example is *Radio Vive le Paysan* in Burkina Faso which broadcasts locally for four hours a day between

18.00 and 22.00. During the 'monopoly' period, national radio broadcasts were limited to just one network, whose output consisted of a single 10-minute news bulletin disseminated throughout the country in the 17 national languages. These bulletins were the only radio broadcasts available to many listeners in their own languages. The sector was confined within very narrow limits and the flow was in one direction only. Now, according to André Eugène Ilboudo, of *Radio Vive le Paysan*: 'whether they concern health, rural life or culture, the programmes broadcast by our local station deal with the everyday lives of its listeners, in their everyday language. Some recordings are broadcast at length, without editing, in order to inspire confidence'.

## Helping reinforce civil society

Apart from being used to broadcast technical 'messages' to specific audiences on subjects such as rural life, health and education, freedom of the airwaves is helping to reinforce a sense of citizenship. This is emphasised in the case of Mali by Abdoulaye Traoré in a study carried out for the Panos Institute. He noted: 'Democracy and freedom – the benefits which came from the events of March 1991 – fell like manna from heaven. But such benefits involve clearly defined concepts, rules and objectives. These had to be made accessible to the great mass of the people, 80% of whom were illiterate. They needed to be explained and made ready for consumption. The radio stations played a part in reinforcing the democracy that had just been born. There was a need to translate, find the right words, use pleasing and appropriate literary forms, inform, and raise awareness with humour and style. This could only be done by taking the traditions and needs of the various sociological groups as a basis. What was acceptable to a *soninké* or *bambara* would not necessarily be tolerated among the *sonraï* or *boua*.' Radio reviews of the press, in national languages, are very well received. Examples include *Kunafoni Mpalan* and *Gafewku nafoni*. The former is a news round-up in Bambara that is broadcast by the *Bamakan* radio station, while the

\* Coordinator of the Media Programme for a Democratic West Africa, Panos Institute.



(Olivier UNIVERS)

latter comes from the *Jekafo* radio station. There are other flourishing programmes that give illiterate people indirect access to the printed media.

### Essential to know your audience

Local stations are not simply concerned with passing on a message. They must also meet the expectations of their audiences, listen to them and answer their questions. To achieve this, they need to offer programmes based on audience studies. Such studies are complicated and usually expensive to conduct, and because of this, they are not feasible for radio stations with insufficient technical and human resources. Up to now, programming decisions have been based on little more than the anecdotal experience of those most directly involved. The director of the *Nioro* radio station, in rural Mali, explained that for programming purposes, his stations 'simply rely on the experience of those on the station management committee.' The inadequacy of this approach has been recognised, leading inter-

Local stations are not simply concerned with passing on a message. They must also meet the expectations of their audiences.

national agencies such as the CTA to give more attention to the subject.

Extending the range of available radio broadcasting will make audiences 'less captive'. In Mali, some listeners can already choose between several programmes in their own languages. A certain amount of competition is emerging, prompting public radio stations to set up their own localised operations. Once the pluralisation process is underway, one has to consider how to ensure that an increase in the number of media outlets actually guarantees a genuine variety of information. In other words, it must allow for the expression of a variety of views and opinions. There are other important needs that also still have to be met – notably as regards management, training of technical, journalistic and other staff, and ethical questions. It is essential to deal with these needs if there is to be a genuine exchange of information with the public. ■ P.B

## Festival of the airwaves, Bamako 19-21 June 1997

### Waves of Freedom

The first festival of African radio stations, 'Waves of Freedom' was held as a result of cooperation between the Mali Ministry of Culture and Communication, the Mali Association of Free Radio and Television Broadcasters (URTEL) and the Panos Institute. The Festival, the first of its kind in Africa, was attended by representatives of more than 70 radio stations (association-based, commercial and religious) from 10 West African countries and Madagascar. It benefited from considerable support from, among others, the government of Mali, the French embassy and government, Usaid, Unicef, Urtna and Air Mali.

Four types of event were held during the three-day Festival:

- \* A cultural and radio event. *Radio Mosaïque*, the festival radio station, broadcast 43 hours of programmes including festival information bulletins produced by journalists from Benin, Guinea and Mali. Also featured were items produced by the participating radio stations and radio programmes held in the 'bank' of the Panos Institute.

- \* Three conferences on the themes of: *radio, culture and democracy; radio as a provider of culture; and new information technologies.*

- \* A radio programme exchange: no fewer than 147 programmes were proposed, resulting in 186 programme duplications by 43 radio stations.

- \* A radio competition: 35 programmes were entered, leading to the following awards:

- The '26th of March Prize' (FCFA 2m and audio equipment), awarded to Radio Anfani of Niger for '*Le Tambour*'.

- The prize for originality, awarded to Radio Palabre of Burkina Faso for '*Democracy African-style*'.

- The creativity prize, which went to ORTM, Mali's public radio station, for '*Female circumcision and female sexual mutilation in Mali*'.

- The incentive prize, won by Radio Evangile Développement of Burkina Faso for '*The radio station for more democracy*'.

The second festival is scheduled for 1999.

## Rural radio stations

# Listening to the people of the countryside

by Jacques Sultan\*

The radio station is the information and communication medium that is most suitable for the countryside. The need remains for programmes broadcast by radio stations operating in rural areas to conform to the requirements, listening habits and expectations of their audiences. To help producers create programmes relevant to the problems of agricultural development, a workshop was arranged by the CTA with the technical support of the GRET. This event, which attracted 18 participants, was held from 3 to 21 November 1997 in Bamako (Mali) as well as 'in the field'. It was built around a full-scale survey of Mali's diverse rural life and of the country's varied radio broadcasting landscape, carried out at three representative sites.

*The quantitative part of the survey cast light, in particular, on certain previously unknown aspects of audience behaviour: for example, the fact that most women find it difficult to find time to listen to the radio during the day. If programmes intended for them are really to reach their target, they must be broadcast after eight p.m. Most radio programming schedules do not take account of this fact, and broadcast for women during the morning.*

*The qualitative part of the survey was based on individual or collective interviews with specific groups of listeners. It provided a better insight into what listeners expect of a radio station, the role played by radio in everyday life and the changes in subject-matter or broadcasting formats that are necessary.*

### Mali, a laboratory of local radio broadcasting

Mali is a special case in the African media landscape. More than 70 radio stations have been established there at all levels (national, regional and local) by public authorities, private individuals, associations, local communities and commercial, religious and po-

litical organisations. Operations have been set up at the request of local groups, farmers' associations, NGOs, development projects, commercial operators, religious bodies and individuals. The exceptional vitality of the Mali radio landscape reflects a genuine desire on the

part of the public authorities to encourage media freedom and variety, as well as the Malians' own fondness for radio.

Such radio stations offer considerable potential for communication within society in areas where public services (in the social, health, education, transport, communication and agricultural fields) are either extremely limited or relatively ineffective. If they are to perform a useful function in all these fields, the stations must broadcast programmes that respond to listener demand – which means that they must be able to identify what the demand is. This, in turn, implies a mastery of audience research tools and methods.

### What lessons can be drawn?

Among the lessons drawn from the survey, it was noted that listeners frequently regard a radio station as 'their property' and therefore tend to use the language of the 'stakeholder' when talking about the subject. In the village of Sogossin in the Bankass region, the three categories of

### CTA: Information and Communication for Development

*CTA's activities are organised in pursuit of two broad objectives. The first is to improve access to information on agricultural and rural development. This is achieved by promoting contact and exchanges of experience among CTA's partners in rural development through, for example, seminars and workshops, and by providing information on demand through the Centre's publishing activities. The second broad aim is to strengthen the ACPs' capacity to manage information and communication needs in the agricultural and rural development sector. This is achieved by strengthening information facilities in the national agricultural systems of CTA's ACP partners through, for example, training and the mass media, and by developing appropriate strategies for improving agricultural information services.*

*The work of the departments which carry out these activities is currently being described in a series of articles in the CTA-Bulletin which is to be found elsewhere in The Courier. Part of the work of CTA's Information and Capacity Development Department (see the CTA-Bulletin in this issue) is to help ensure that rural radio is increasingly used to strengthen ties between researchers, extension workers, farmers, and managers of information and communication services. The department does this, partly by providing resource packs to producers and presenters working in rural radio stations, and partly by supporting the activities of its rural radio network.*

\* Programme manager, GRET (Groupe de Recherche et d'Echanges Technologiques).

## Managing information to alleviate poverty

*In most ACP countries, agricultural and rural development has the potential to play a central role in poverty alleviation. It can help achieve this in the following ways:*

- by boosting rural prosperity (employment and income creation, improvement in living standards and reduction of urban migration) thereby easing demographic pressures;
- by improving food security, thus enhancing nutrition and health; and,
- by promoting environmental protection and hence contributing to sustainable development.

*The Libreville Declaration which emerged from the first Summit of the ACP Heads of State and Government (1997) noted the key role played by the agricultural sector in the reduction of poverty. Recognising the importance of improving access to the relevant technologies, the Declaration referred specifically to the need to strengthen and reinforce the role of CTA in the field of information management.*

people surveyed, (men, women and young people) all saw the radio station as the best tool for raising awareness, and for training and education purposes although they felt that the amount of time the station broadcast was insufficient. There was a strong feeling that it should be on the air for longer, and this sentiment was expressed as a 'claim' reflecting the villagers' proprietorial interest in the operation – they contribute financially to its running costs through subscriptions. They would also like the station to devote more time to their specific concerns.

Radio stations are also regarded as tools for mediating between villagers and their external partners and as an effective way of expressing the needs of rural communities. In Sogossin, according to the survey conclusions, the villagers complained that they did not have partners to assist in their socio-economic development. They see the radio station as the best form of mediation with partners outside the village. The women asserted that they were mainly concerned with a lack of equipment or structures that would enable them to improve their everyday lives. They need a well with a pump, a mill, a health centre (the village is 37km from Bankass and

only linked to the latter by a poor-quality track), a school and a maternity centre.

For the inhabitants of Kodialanida in the Sikasso region, the main concerns common to all three groups questioned in the village were as follows: access to drinking water, a lack of available cultivable land (the village having reached the limits of its land), the high cost of inputs and agricultural equipment, and a lack of social and health infrastructures.

Radio stations are also viewed as tools for reinforcing cohesion and solidarity within villages. According to a listener from Kodialanida, *'the radio station brought about a genuine change in the everyday lives of villagers. It prompted a qualitative change in farming techniques (selection of the best varieties of seed, cotton processing, following the farming calendar). It brought about a change in attitudes: individualism gave way to a community spirit and the popularity of home improvements was increased as a result of programmes broadcast on this subject. The radio station was also a great help to those striving to master water purification and treatment methods. And it increased enthusiasm for literacy. Generally speaking, it greatly helped to raise awareness.'*

The women of Kodialanida made the point that *'the station has helped us understand the importance of literacy for our commercial activities. It has encouraged the women to devote more time to this. To begin with, we worked separately, but, as a result of listening to radio programmes, we had the idea of coming together in an association. Other women have done the same and have been successful. They have listened to the advice given by radio stations that have sought to be accessible and have been open to questions from their listeners.'*

Despite this positive view of the radio's role, listeners appear to take a critical view of programmes, scheduling and formats. They would like programmes to reflect their concerns more closely and to deal with matters relevant to their problems, at times when they are able to listen. They would also like the radio station to move between villages to produce a dialogue, take their specific requirements into account and broadcast their points of view. According to a listener from the village of Seriwala, *'Programmes intended for country people are rare. If it genuinely is a radio station for the rural population, then eight hours out of ten should be devoted to subjects like agriculture, stock-raising or fishing. We have a real need to learn more in these areas. As the rainy season approaches, country people ought to be reminded to begin preparing their fields, and at the start of the rainy season, they should be advised when to start sowing, when to spread fertiliser on their fields and what farming methods are most likely to increase yields.'*

These comments suggest that when it comes to these important subjects, radio stations need to change their scheduling, programming and production methods. Adapting programmes to meet the needs of listeners is essential for radio to have a positive impact on agricultural development. ■ J.S.

# La Voix du paysan

## Sounding the reveille for rural communities in Central Africa

by Bernard Njonga

*Africa is largely a rural continent and in many places, major efforts are needed to optimise agricultural, human and cultural resources. But how can this be achieved without a minimum flow of information and regular exchanges among those involved? This need has been identified in Cameroon, where initiatives aimed at enabling communications to serve rural people are gradually being developed. One such initiative is the monthly journal 'La Voix du Paysan', created to pass on information and stimulate dialogue about rural concerns. In this article, the journal's editor tells us something about its mission.*

The first issue of La Voix du Paysan came out in November 1988. Its primary function is to provide a link between local development initiatives, so the first few issues were devoted essentially to small farmers' experiences, the work of the rural development organisations being set up at the time, a presentation of NGOs, and farming tips. The initiative itself grew out of an exchange visit made by Cameroon peasant farmers to Burkina Faso. This led to the establishment of a framework enabling them to share their experiences – first with each other, and then with those in their community who had been unable to make the trip.

The editorial committee has always included small farmers representing Cameroon's main agricultural regions. This meant that, from an early stage, it was possible to identify ordinary people's concerns, thereby influencing the journal's objectives and content, as well as its editorial line. With the involvement of peasant farmers in discussions over what should be featured, and in the actual production of articles, the paper has developed into a forum for exchange on a wide range of topics. It has also enabled technicians in different fields – such as researchers and development agents – to have a dialogue with farmers. All these objectives are reflected in the English-language version, which appeared for the first time in August 1995 in response to requests from the country's English-speaking population.

Both the English and French versions of La Voix du Paysan are characterised by their individuality, with an editorial line and objectives that set them apart from other publications. The paper, which is a monthly, prides itself on its 'holy trinity' of political, denominational and tribal (or racial) neutrality. Its two key objectives are to provide small farmers with information about each other, and to keep other parts of society informed about what is happening in the sector. La Voix du Paysan also goes beyond theoretical concepts. It is, in fact, a practical training tool for rural communities, and anyone interested in initiating new agro-pastoral projects or improving existing ones. The journal achieves its aim of providing training, and being a forum for exchange and information, through articles on technical matters, and by re-



Logo of 'La voix du paysan'

porting on the experiences of producers including their successful initiatives.

The journal publishes current prices for foodstuffs and basic products, as well as practical advice on environmental management, and health information (for example, on effective 'alternative' remedies that can be used in communities where there is no doctor). As such, it fulfils the objective of offering readers useful practical knowledge – enabling them to make informed decisions, optimise the use of their environment, and so on.

As mentioned earlier, La Voix du Paysan is proud of its neutral stance. However, it should be stressed that neutrality does not mean indifference. While the journal does not involve itself in the polemics of current political debate, it does not lose sight of its essential role, which is to provide a platform for the objective and fair discussion of agricultural and environmental issues – including such matters as decisions that affect rural communities and current prices paid to producers. Nor is La Voix du Paysan the exclusive preserve of the peasant farmer – its columns are open to other sectors of society. This is seen as an effective way of making town and city dwellers more aware of rural issues. The advantage of the approach is that it involves an exchange between urban and rural populations, thereby stimulating the dialogue which is needed to influence decision-makers – who are invariably to be found in the towns and cities. There is also dialogue among the peasant farmers, which helps strengthen the democratic operation of their organisations. In pursuit of genuine democracy, the journal provides valuable information on such subjects as rights and duties, helping farmers to look critically at what they themselves are doing and to preempt criticisms from outside.

A poll conducted recently in seven provinces in Cameroon reveals a highly satisfied readership, particularly as regards the practical information contained in the paper (health, technical articles, economic information, etc). The journal's postbag offers an important indicator of its impact and of the type of people who read it. The editor's desk receives an average of 100 letters a month – a demonstration that readers see La Voix du Paysan as a confidant to be entrusted with their technical (and sometimes even their health-related) problems. According to one farmer who wrote recently, 'La Voix du Paysan is the doctor we pay CFAF 200 to consult each month' (CFAF 200 is the price of an issue). Voluntary contributions to topical discussions come from all sections of the population, highlighting the paper's growing readership across Cameroon and in the wider sub-region. Indeed, La Voix du Paysan has become essential reading material for NGOs and authorities in Gabon and Chad and are now on the subscription list. Its credibility is well-established and it has become the leading 'development' publication in central Africa.

In order to provide a better service to its expanding readership, the journal has, for the past year, been publishing two French-language editions – one targeted at the Sahelian zone (North Cameroon and Chad) and the other at the sub-Saharan region. ■

B.N.

# No longer 'the farmer's wife'!

## Gender and development communication

by Jo Brew\*

With increasing numbers of women participating in development projects and programmes, the language traditionally used by development agencies is coming to reflect a more gender-sensitive approach. Until recently, an African woman in a field would most probably have been described as the farmer's wife. Today, we know she is most likely the farmer - African women produce an estimated two-thirds of the continent's agricultural output. The assumption that men go out to work and their dependent wives take care of the domestic sphere is becoming less and less applicable to the real world, and with this realisation, the language of development cooperation is changing. It is accepted now that women are equal partners with men in achieving the objectives of development.

Recognition of the importance of women's work brings new forms of communication. Project participants are no longer automatically assumed to be male and officials are no longer always referred to as 'he'. Women are emerging from men's shadows and becoming visible in their own right. The increasing use of sex-disaggregated statistics helps this process.

Women are also learning to speak out - to voice their own desires. This was most noticeable at the 1995 Beijing World Women's Conference which was attended by over 30,000 women, including many from the South. The Beijing Platform for Action made specific recommendations regarding communication. Strategic Objective J states: 'Women should be empow-

ered by enhancing their skills, knowledge and access to information technology.'

However, only a minority of women have access to information technology. Perhaps the biggest barrier to effective communication in development projects aimed at women is illiteracy, another area mentioned by the Platform for Action. Nearly two thirds of the billion people who cannot read and write are women (Joni Seager in *The State of Women in the World Atlas, 1997*). High rates of female as compared to male illiteracy reflect discrimination against women and restricted opportunities. In many countries, more effort is made to educate boys than girls. In some cases, women experience lack of support from men who fear losing power if women become literate. Illiteracy increases their dependence on men and diminishes their ability to control their own property, wealth and health.

At project level, women's illiteracy is a barrier to development. In simple terms, women's capacity is limited by not being able to read

**WIDE (Network Women in Development Europe) is a European network of individuals and representatives from European development NGOs and academic institutions, who share an active interest in promoting the integration of the gender perspective into the European Union and Member States' development cooperation and external policies.**



Harvesting corn on the family plot. African women produce about two-thirds of the continent's farm output.

and write and this restricts their overall development.

Women's organisations working on diffusion of the Beijing Platform for Action got around this problem by using meetings, workshops, training sessions, radio, video or dramatisation. Radio programmes spreading the message of Beijing were broadcast by TANGO (The Association of Non-Governmental Organisations) in Gambia in two major local languages. The National Association of Women's Organisations in Uganda used a radio drama serial to disseminate the message.

Appropriate communication, which aims at women's as well as men's development, should be directed at empowering women to design and implement their own projects, driven by their own needs. Good communication should result in the utilisation of women's knowledge and expertise and lead to progress for society as a whole. ■

J.B.

\* Wide Programme Officer, European Union Policy.

## PACIPE

# At the cutting edge of environmental information

by Francisco Baretto de Carvalho\*

Guinea-Bissau is one of six West African countries covered by the Technical Assistance Programme for Communication and Information on Environmental Protection (PACIPE), financed by the EU under the seventh EDF. Operational in Guinea-Bissau since January 1997, PACIPE's field activities have comprised three major projects: support for the country's community media activities in the area of environmental protection, raising awareness of environmental problems in Bissau and promoting environmental protection activities.

The main *raison d'être* of the PACIPE is to counter the 'environmental threat' by remedying the lack of communication and information from which sustainable development initiatives have suffered up to now. It is therefore intended to raise people's awareness of the ecological problems facing them in order to bring about a real change in behaviour and improve the use of natural resources. In short, the Programme motto could be said to be: 'Better information leads to better environmental protection'.

This aim is pursued by interactive communication across all sectors designed to raise awareness among a series of target groups in all participating countries. Those targeted include decision-makers and implementers, rural and urban communities, schoolchildren, students, businesspeople and other social groups (for example, women and young people). In designing, implementing, assessing and reorienting

PACIPE projects, a lot of emphasis is placed on the aspirations of the target groups and on their active participation in projects.

The anthropological and geographical features of Guinea-Bissau mean that one has to proceed with caution when it comes to environmental protection. Given its ethnic and cultural diversity, the long distances between rural settlements and a high level of illiteracy, Guinea-Bissau is an interesting mosaic. Because of these circumstances, PACIPE uses various forms of communication activity, taking into account cultural factors relating to the target group in question.

Broadly speaking, the most important information and communication tools are language and gesture. This is particularly the case for groups that have a high proportion of people who cannot read or write. They may be targeted with short plays and presenta-

tions about environmental activity using local languages where necessary (peulh, maninke, balante, creole, etc.).

Communication (particularly of the 'made-to-measure' variety) is clearly vital in implementing environmental projects in Guinea-Bissau. In an oral society where traditional cultural roots remain important, direct, interactive communication is still the only possible way of successfully educating and raising the awareness of the population on matters affecting their customs.

Meetings staged in 'tabancas' (villages) to enable young people, women, religious leaders and the elderly to swap experiences fall into this category. This kind of event, where anyone is free to speak without suffering discrimi-

Countering the 'environmental threat' by remedying the lack of communication and information.



\* Director of the PACIPE Programme in Guinea-Bissau. This text describes the situation before the recent outbreak of fighting.





Cultural events are a way of spreading the environmental message.

nation, produces an almost spontaneous awareness of the need for conservation and the rational use of natural resources.

Another approach that has proved to be surprisingly effective involves the use of community radio stations – producing specific broadcasts and training young radio journalists. A significant proportion of the population of Guinea-Bissau has access to a radio and this is therefore a good medium to use in order to get messages over to the target groups.

### The Carnival '98 experiment

This year, PACIPE Guinea-Bissau carried out an experiment that is probably unique in the region. For the first time, the environmental message was communicated through the Carnival – which is the best-attended event in the country's cultural calendar. For two weeks, the whole nation joins in the fun regardless of age, sex or religion. Thousands take to the streets wearing masks and other disguises, and there are performances of song, dance and storytelling. It is genuinely a people's festival staged in honour of mother Earth.

This experiment is an illustration of how PACIPE prefers to obtain the active participation of the target groups in its efforts to raise awareness and draw attention to environmental matters. The projects that have been devised, and the resulting activities, reflect local aspirations that have been identified either directly by the Programme, or indirectly using other channels (such as NGOs and other PACIPE partners in the field).

To gain a better understanding of Guinea-Bissau and the thinking behind PACIPE's activities, it is important to be aware of the ethnographic and cultural make-up of this small country. Its 36,125 square kilometres are inhabited by about 18 ethnic groups, each with its own language. Ethnic and cultural diversity is obviously not peculiar to Guinea-Bissau – it is something that is found throughout Africa. When such diversity is accompanied by high illiteracy levels and a wide range of very differing religious beliefs, any actions proposed, or efforts to change people's behaviour, need to be undertaken with great caution. Where problems are encountered, these are generally due to this very same

diversity of languages and beliefs (aggravated by illiteracy). The circumstances make it impossible to transmit a message in several local languages on the same frequency simultaneously.

PACIPE has tried to overcome the resistance that can, on occasion, be encountered during the implementation of its projects by adopting low-profile methods in support of individual and group initiatives to protect the natural environment. It is not PACIPE's task to 'lay down the law' or replace existing structures in any way (or indeed create new ones). What the Programme does is strive, by example and encouragement, to help spread awareness of successful experiments, and new ideas on efficient resource management and environmental conservation that have emerged in the region.

In general, if environmental problems are highlighted in short discussions or simple plays produced and staged in local languages, in accordance with local ways and customs, things proceed much more smoothly and the message is grasped simply and responsibly.

PACIPE has been operational in Guinea-Bissau for just over a year and the results have been promising. Even the inhabitants of the most distant villages have now heard about the Programme that lets the people speak about how they perceive environmental problems and gives them an opportunity to discuss appropriate solutions. ■

F.B.C.

# The EU and the information society in developing countries

by Henri Martin\* and Jean François Soupizet \*\*

Recent rapid technological developments in digitisation and electronic data processing have made it possible to transmit text, sound and images via the same medium. In the early 1990s, this gave rise to the concept of information highways, a new way of exchanging data. At the place where telecommunications, information technology and audio-visual engineering meet, there are now communication networks that are multimedia vehicles and interfaces, ways of accessing information and know-how, and means of expression, all at the same time. The system has developed at an amazing speed over the past few years.

Parallel to this, numerous reports and analyses have been prepared by organisations and individuals with different preoccupations, assessing the prospects for, and impact on, society of this 'revolution'. Some have reached the speedy conclusion that the new knowledge networks are destined to replace the existing power hierarchies. The questions and arguments are legion. The enthusiasm of some is matched by disquiet among many others. In a 1996 article entitled 'Ecstasy and Dread', *Le Monde Diplomatique* highlighted these differing expectations about what the future held. But there can be no doubt that the behaviour of individuals and the way that societies function will be affected by the information revolution.

The changes leading to what has been dubbed 'the information and communication society' have an impact on most human activities. Anyone involved in learning, com-

municating, working, shopping or leisure activities now has the potential to be a transmitter and a receiver, and can be turned from a consumer into a producer. In more general terms, this revolution, which is changing our concepts of time and space, gives new impetus to the globalisation of social, economic, cultural and political activities. The complexity of the issues involved is reflected in the current debate about, and search for national and international rules to govern the information and communication economy.

All nations face a big challenge in mastering this changing environment. Developing countries, in particular, cannot afford to remain aloof from the process. To do so would be to risk further marginalisation.

In 1983, the under-equipment of developing countries in the telecommunications sector was highlighted in the *Maitland* report, published by the International Telecommunications Union (ITU). This referred to the gulf separating the 'over-communicators of the North' from the 'under-communicators of the South'. At the G7 Conference on the Information Society, held in Brussels in February 1995, the participants expressed a wish to prevent a widening of this gulf between industrialised and developing countries – also described as the 'information rich' and the 'information poor'. They called for a 'shared vision of human enrichment that can only become a reality through cooperation'. 'Our actions,' they continued 'must help integrate all countries in a drive that embraces the whole planet. Countries in transition and in the course of development must feel that they are able to participate fully in this process, which must create a basis for technological leaps forward and stimulate social and economic development.'

A Conference on the Information Society and Development was held in May 1996 in South Africa, at the invitation of President Mandela. More than 50 countries and international organisations attended. The focus here was on identifying the specific needs of developing countries and on demonstrating the potential offered by new technologies. It provided an opportunity to reflect on possible common rules, ways of cooperating in the construction of a global information society, and development priorities more generally.

The most recent gathering of a similar nature was the Conference on 'World Knowledge', held under the auspices of the World Bank and Canada, in June 1997. This concentrated on 'knowledge at the service of development, and the fight against poverty' and attached great importance to information and communication technologies. These three major conferences have led to follow-up efforts, and there has been some genuine progress in introducing the new technologies to developing countries. But it has to be acknowledged that the progress has been slower than many hoped, and people's expectations have not yet been fulfilled.

The European Commission issued its own communication entitled *The Information Society and Development: the Role of the EU*. This set in train a discussion of ways in which the EU's relationship with the world's main developing regions might be modernised. Steps were taken to encourage the inclusion of information society aspects in this wider discussion. Developing countries, it was felt, must be given the chance to participate in the information society, not just as consumers, but also as initiators, and their integration in the world economy needs to be facilitated. The new technologies should also be employed as tools for increasing the effectiveness of sectoral policies, projects and programmes aimed at reducing inequalities between and within countries. And a frame of reference needs to be created – to ensure policy coherence, encourage the exploitation of possible synergies between the various policies, and coordinate with the activities of EU countries and the relevant international organisations that are active in this area.

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## Vital for development

The availability of a wide range of unprecedentedly powerful new tools may, under certain conditions, enable developing countries to make technological leaps forward -bypassing the intermediate stages that the industrialised countries had to go through. A good example is the mobile telephone, which can fill the gaps left by fixed networks. Satellite telecom systems are particularly well-suited for remote rural areas while telematic and transmission networks allow easier access to information, facilitate its exchange and serve as vehicles for a wide range of private or public sector activities. Similarly, the information supplied by satellites that observe the earth from orbit is an effective aid to decision-making in many sectors.

When it comes to the application of modern technologies, developing countries are presented with new opportunities in many different areas, for example:

- Education and training. Distance and multimedia learning and training technologies make it possible to provide much wider coverage;
- Commerce. The competitiveness of traders in the agro-foodstuffs area can be greatly increased with the help of market information systems, while communication networks can boost efficiency in the banking, tourism and transport sectors;
- Small and medium-sized enterprises. Their performance can be improved by more effective management and by access to commercial information and training;
- Town and country planning and natural resource management. Efficiency will be enhanced by the installation of geographical and environmental information systems;
- Transport. Satellite location technology will improve the safety of air navigation and the efficiency of international land and sea transport;
- Research, and scientific and technical cooperation. Databases can be set up in sectors that are socially and economically important to developing countries (agriculture, fisheries, water, ecosystems). The potential for research will be reinforced thanks to the development of networks within a stronger North-South partnership framework.

- The media. Information and communication technologies can extend the range of direct democracy and diversify forms of expression, thereby reinforcing cultural identity and the role of civil society;

- Culture. Industries will develop as the arts and public events become more popular, and as the cultural heritage is promoted and developed.

Current technologies can also provide an effective way of promoting social and economic cohesion, and regional integration. As such, they have considerable potential for use in the service of development, and in the competitiveness strategies of developing countries. This said, the technologies in themselves will not deliver the desired results. To benefit from them properly, countries must prepare the right framework.

## A threefold challenge for developing countries

To create such a favourable environment, the developing countries must accept a threefold challenge:

- To ensure the necessary development of human resources. A change in the direction of an information society generally requires highly-developed adaptability. The technologies will not be fully effective unless the societies using them succeed in making them their own. To achieve this, you need information professionals - staff who are trained in telecom and information technology.
- To ensure that the networks and equipment, the way they are kept up-to-date, and the links between them via networks such as the Internet, are adapted to local needs. Accordingly, it is necessary to ensure that social and environmental aspects are taken into account and not just the economic function of the changes.
- To ensure that the public authorities play a full part, in particular by drawing up regulations that encourage the development of enterprises. This must include measures aimed at removing obstacles to the development of new communication networks and services, and the introduction of an effective market regulation system.

## The EU contribution

Initially confined to developing and modernising telecom infrastructures, the activities of the EU in this field have expanded, though they remain relatively unambitious. They now cover the development of new technologies and their applications in areas such as trade, the environment and the management of natural resources. These activities have been carried out in the framework of the economic, financial and technological cooperation foreseen in the Lomé Convention and the EU's agreements with Mediterranean countries. They cover activities supported by grants from the Commission and loans from the European Investment Bank (EIB). Other support has been channelled through international scientific cooperation, and its associated research and development programmes, and under a number of budget lines managed by the Commission.

These activities supplement those of individual EU member states and multilateral bodies such as the Commonwealth Secretariat, the French-speaking community, the Hispano-American association of telecom research centres, and the World Bank.

A systematic review of the relevant aspects of cooperation projects, highlighting the strategic importance of integrating the developing countries into the information society, will be necessary in future. Such a process is currently starting to emerge, though it has not yet acquired a concrete form in the Community or in the developing states. What it already reveals, however, is a significant difference of opinion between development managers and specialists on the one hand, and engineers and industrialists on the other, about the benefits that can realistically be expected from such integration. The former are not entirely convinced and wish to avoid a useless or even harmful imposition of unsuitable technologies, promoted purely on the basis of industrial and commercial criteria.

It is necessary at the outset to eliminate, or at the very least reduce, this difference of opinion by dialogue between the two groups of managers - before moving on to evaluate and define the optimum conditions under which such integra-



Thomas Dorn (Commission)

Bridging the gulf between the over-communicators of the north and the under-communicators of the south.

tion might take place. Ways in which the EU could provide financial and technical support, and the objectives of such support, currently appear to be as follows.

In the first instance, in those states where the public sector is best able to manage the change and to prevent the emergence of imbalances between citizens and geographical regions within the country, support should be provided to the authorities. The latter should be helped to perform their regulatory function and provide an effective counterweight to the power of the private sector – which is also a key actor in the process. Thought must be given to establishing a regulatory framework appropriate for the development of infrastructures and to help the developing countries meet their commitments to the World Trade Organisation. This would also make it possible to come to terms with the consequences of reforming the international system. It should, in addition, facilitate the creation of links between networks and the adoption of standards permitting such links. Consideration should be given to measures allowing the establishment of a commercial partnership between private operators in the EU and in the developing countries, and a reinforcement of scientific and technological cooperation for the benefit of the public sectors and industries of the countries concerned.

Finally, the development of basic infrastructures and human resources within these countries are clearly the two priority objectives. They are essential for developing any kind of information society, and for the success of concrete projects targeted in the sectors supported by the EU. The objectives can be mixed and matched – in other words adapted to take account of the specificities of the different developing regions where the EU is involved, and the various cooperation tools it

has at its disposal. Four main regions can be identified:

– The 71 ACP countries that are signatories to the Lomé Convention. The relationship is about to be renegotiated and the EU's proposals will include strengthening economic cooperation, in the interests of all parties, based on the objectives of integration into the world economy and development of the private sector. One aim will be to broaden cooperation in the field of scientific and technological research, and the information society. There will also be an emphasis on the need to reinforce the social aspects. Different cooperation arrangements and priorities are likely to be applied to this very varied group of countries, with differentiation between and within regions (A, C and P) – in order to adapt the activity to each partner's level of development, needs and long-term development strategy. To give a practical example, when it comes to using new technologies, countries with more advanced economies have opted largely for 'individual' modes of use. In less developed states, community models, such as telecentres may be more appropriate. The shortage of infrastructure and equipment in many developing countries must be remedied, and priority must also go to solving the specific problems of remote rural areas.

– The Mediterranean, where EC cooperation is covered by the 1995 Barcelona Declaration (the Europe-Mediterranean partnership). The plan of action drawn up foresees, among other things, cooperation in information and communication technologies. Provision is also made to support the restructuring of the telecoms sector, training, dialogue within a 'Forum' framework and pilot projects in health, electronic

commerce, satellite technology applications, and research and education networks.

– The countries of Latin America, linked to the EU through bilateral agreements, and sub-regional agreements with the Andean Pact and MERCOSUR. These agreements refer to cooperation in connection with information society technologies. Most of the countries involved have either already restructured their telecoms sectors and developed their infrastructures with the active participation of European economic operators, or have embarked on this process. Cooperation in the mutual interests of both parties should relate, in particular, to industry, research and applications.

– The countries of Asia, already established as both consumers and producers of information society equipment. The crisis they currently face will certainly undermine the dynamism of the sector, but it seems likely that the outlook for cooperation will remain good especially within the framework that has been set up for relations with the EU. This includes industrial partnership with the ASEAN countries, India and China, and assistance for deregulation and the introduction of standards. In the case of more disadvantaged countries, such as Vietnam, the priority should be to support the development of infrastructures and basic information and communication services.

To conclude, rather than changing course, the EC must, where appropriate, incorporate the 'information and communication' dimension into its sectoral development policies, at the implementation stage. This should boost the profile of official development assistance – which is increasingly being judged from the efficiency standpoint – but is also regarded as an important factor, both in attracting direct external investment, and in mitigating the impact of globalisation on the developing countries. ■

H.M

## Development cooperation

# Using the Internet to mobilise Europe

by Sophie Le Rue\*

Europe has a growing passion for the information superhighway. How can the Internet be best used to help people understand what development cooperation is all about... and to convince them of its importance?

### Consolidating public support

European cooperation with developing countries faces a 'crisis of legitimacy'. On the side of the donors, budgets allocated by EU Member States to bilateral or multilateral cooperation are diminishing. As for the ordinary citizen, though many Europeans support development aid in principle, there is a general lack of awareness of development issues and cooperation programmes, and considerable scepticism about the effectiveness of aid. In short, public opinion is fickle. For example, when asked 'Does the EU help people in poor countries to develop?', one in four Europeans polled said that they did not know. Among those replying in the affirmative, one in three overestimated the European multilateral-aid budget. Moreover, although the EU and its Member States contribute more than of half of development aid worldwide, very few people, when asked, are able to state who, out of the EU, Japan and the US, are top of the league in this field. European aid obviously has too low a profile.

In addition, now that integration is being stepped up and the EU is set to expand eastwards, people have other concerns, such as social exclusion and unemployment, which they regard as more

urgent. Given this context, the revitalisation of European development cooperation – as espoused by Commissioner *João de Deus Pinheiro* – must involve an effort to ensure that Europe's citizens are more aware of the policy. The Commission's Green Paper acknowledges the fact that the motivation behind and circumstances of a new cooperation relationship between the EU and the ACPs raise issues that are essential for the EU and its citizens.

Encouragingly, however, despite the lack of awareness noted earlier, nine out of ten citizens would like to be better informed. Top of the list of issues about which they would like further information are the causes of underdevelopment, initiatives implemented by the people concerned to boost development in their own country, and actions by Europeans to help them. The information society has been challenged to provide an answer to their questions.

### Is the Internet the mass medium of the new millennium?

The written media and TV are currently the European public's main sources of information on developing countries. However, if current trends continue, the Internet could easily become a source of essential information on this and other issues affecting society. One Internet user in five in the UK, France and Germany already watches less television, this activity having been replaced by travels in cyberspace. One in four British and one in three French Internet surfers are reported to read the press online. In the USA, it is thought that the Internet will have overtaken the written press as the

primary source of information by the year 2000. Europe could follow the same trend.


Only 6% of Europeans currently have access to the Internet, but there has been an explosion in supply and demand and the development potential is huge. The numbers going 'online' are growing exponentially. As far as Europe is concerned, Internet subscriptions have doubled in the Netherlands and France in the space of a year, and a similar picture is emerging in Germany. Meanwhile, a new website is put on to the worldwide web every four seconds. *Europa*, the web platform developed by the European Commission, attracts half a million visitors daily. All these developments augur well for this new means of communication.

At present, Europe is divided into two halves, with a 'cyber-cultural abyss' between countries in the north, where provision is better, and those in the south, which have been slower to connect up to the global network. Also, the typical European surfer is a young male with a higher-education qualification and a well-paid job. However, such cultural and social contrasts in Internet use look set to become increasingly blurred.

Now that the information society is with us, does the Internet have a specific role to fulfil in informing, educating and influencing European opinion regarding development cooperation? What advantages does it offer over other media? Can it be used to fulfil the information requirements of an unenthusiastic European audience or is it aimed primarily at certain target groups?

Given that access to the Internet remains uneven throughout the population, information available until very recently was clearly targeted at a specialist audience: researchers and students, decision-makers and those holding political office, the media and other public opinion leaders. However, as the system develops and becomes more 'democratic', its content is evolving and the number of sites intended for the general public and young people in particular is increasing. An example one could

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**General Secretariat  
of the African, Caribbean  
and Pacific Group of States  
(ACP Group)**  
English version

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**Secrétariat général  
du groupe des Etats d'Afrique,  
des Caraïbes et du Pacifique  
(Groupe ACP)**  
Version française

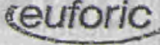






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E-mail: [info@acpsec.org](mailto:info@acpsec.org)

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World Wide Web Address : [www.oneworld.org/acpsec](http://www.oneworld.org/acpsec)

Some Useful Links	<a href="#">CDI Bank</a> <a href="#">CTA</a> <a href="#">OAU</a> <a href="#">Caricom</a> <a href="#">Eurodicautom</a> <a href="#">SADC</a>	<a href="#">Forum</a> <a href="#">Euforic</a> <a href="#">ECDPM</a> <a href="#">DG VIII</a>  <a href="#">CIA Publications</a>	<a href="#">Oneworld</a>  <a href="#">Europa</a> <a href="#">WTO</a> <a href="#">United Nations</a>  <a href="#">European Parliament</a>	<a href="#">World</a>  <a href="#">UNDP</a> <a href="#">IMF</a>	Some Useful Links
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mention in this category is the European anti-racism site recently created by a group of European NGOs with Commission support.

**Information leads to understanding... leading to action**

How can the Internet help in the evolution of public opinion from a 'superficial' judgment to an 'informed' attitude? Looking at the bodies responsible for managing and promoting European development cooperation, one can ob-

serve contrasting approaches in terms of exploiting the Internet. Strategies generally vary according to the nature and mandate of the organisation, its communication policy, its message and its audience. Obviously, the website style is influenced by whether or not the primary purpose is to inform, increase awareness or stimulate action. It is interesting to study and analyse the different approaches as a function of these three purposes.

The Internet's informative role is evident on the websites of

The ACP group website.

bilateral and multilateral aid agencies, such as Member State foreign or cooperation ministries, and the European Commission (DG VIII). In such cases, the site generally provides a description of the institution, its activities, programmes and target countries, together with policy principles and objectives. With the exception of Nordic countries, such as Denmark with Danida, it is rare to find an aid agency offering evaluations of its

cooperation programmes. In an effort to answer legitimate questions from the public, DG VIII offers *20 questions and answers on the Lomé Convention*. And in an endeavour to be transparent, it also provides a list of invitations to tender for its cooperation programmes with the ACP countries. The site contains guidance on sectors of multilateral cooperation, instruments and policies. It is worth mentioning that it is possible to download data published on the DG VIII site.

Organisations or individuals involved in production, consumer affairs and intensive data processing, such as researchers or documentation centres, can be kept informed by the Internet, in real time, about one another's work or resources, and can undertake joint and complementary activities, thereby avoiding unnecessary overlaps. The EADI (European Association of Development Research and Training Institutes) recently decided to develop an Internet interface publicising details of catalogues and bibliographical references. Depending on the paying or non-paying nature of the publications produced, these can be found in either their full version or in summary form. Also, the ECDPM (European Centre for Development Policy Management) in the Netherlands systematically puts all its publications on its website. The UK's ODI (Overseas Development Institute) now makes its briefing papers freely available on the Internet.

European cooperation organisations using the Internet as a tool, for heightening public awareness, see it as a way of disseminating their ideas and supporting certain causes at low cost. This is particularly true of the NGOs or their representative platforms in Brussels, such as the Development NGO Liaison Committee at the EU, Aprodev, Cidse and Eurostep. These groups regularly use their websites to provide details of the position taken by their members on issues such as the future of the Lomé Convention. There are also specialised groups that focus on particular topics such as Wide (on the role of women in development) and Eurodad (on the debt question). Using the net allows these NGO organisations to keep each other informed of their actions and to identify where these actions may or may not complement one another, with a view to increasing collaboration.

Oxfam, the British NGO, has considerable resources in the field of development education aimed at schools, and, in disseminating this teaching material, the Internet is not far behind. Teachers can locate the resource catalogue online, together with a questionnaire intended to test their own knowledge about development cooperation. There is a reading exercise, using Oxfam's televised slot, intended for class discussion. Final-

The style of the website is influenced by whether its primary purpose is to inform, raise awareness or stimulate action.

ly, campaigns to make children more aware of trade issues (bananas, coffee or chocolate) are presented in game form.

When the Internet is used as a mobilisation instrument, some campaigns seeking to influence European development cooperation begin to adopt more interactive techniques. During the UK Presidency of the EU, some British NGOs coordinated their efforts and actions to redirect European policies on a number of subjects, such as the adoption of a European code of conduct on arms exports and the future of the banana industry in the Caribbean.

Similarly, on the eve of the European Parliament's adoption of the 'Life Directive', an association of doctors and researchers opposed to genetically modified foodstuffs attempted, as a last resort, to mobilise European opinion through the Internet. Their aim was to alert the public to the dangers of genetic manipulation, the implications of which are still poorly understood, and to issue a warning about 'biopirating'. Providing an in-depth scientific dossier on the issue, it invited Europeans to support its action by signing a multilingual, on-line petition.

Although it is sometimes difficult to assess the impact of such Internet campaigns, it seems likely that they will become more common. A Canadian journal reported as early as last April that the Multilateral Investment Agreement, based on secret deals among OECD governments, had been criticised and finally deferred thanks to a global-scale mobilisation by NGOs on the Internet.

## Collective web platforms

Joint strategies, involving the grouping together of organisations with similar principles and objectives in the field of development cooperation, have been proposed by certain operators. In this way *OneWorld* and *Euforic* give their members a higher profile on their web platforms. The number and reputation of those participating ensures a minimum 'critical mass'.



Thomas Durnik/Commission

## A selection of ACP-EU cooperation websites

Directorate-General for Development (DGVIII) of the European Commission

<http://europa.eu.int/comm/dg08>

ACP Secretariat

<http://www.oneworld.org/acpsec>

Technical Centre for Agricultural and Rural Cooperation (CTA)

<http://www.cta.nl>

Euforic, joint resource on EU-ACP cooperation management and policies

<http://www.euforic.org>



European NGO groups

<http://www.oneworld.org/liaison>

<http://www.oneworld.org/eurostep>

<http://www.oneworld.org/aprodev>

<http://www.oneworld.org/eurodad>

Documentary data banks

<http://www.ids.ac.uk>

<http://www.ibiscus.fr>

European perspectives on the issues of sustainable development, human rights and international solidarity

<http://www.oneworld.org/europe>

<http://www.fight-racism.org>

OneWorld is an Internet server that groups together in a single area, almost 200 websites specialising in human rights, sustainable development and international solidarity. This is currently clocking up more 250,000 visitors a month. To enhance its partners' sites, OneWorld offers subject-specific and current-affairs magazines and also guides and spaces for reflection. The easily located information is supplemented by a vast range of graphic and audible elements. A section specialising in mobilisation campaigns enables citizens to become more actively involved in these, and a new OneWorld section, offering multilingual European views on similar topics, is currently being developed.

Euforic is a cooperative platform specialising in European development aid management

and policies *vis-à-vis* third countries. It addresses topics such as the effectiveness of aid, consistency and complementarity, decentralised cooperation and the future of ACP-EU relations. Thirty or so organisations contribute to Euforic, representing a huge range of institutions – European and southern-hemisphere NGO networks, ACP institutions, research institutes and consultancy companies. This makes Euforic a valuable source of information presenting a wide variety of points of view.

Among the European information and documentation centres on development, mention ought to be made of the English-language *Eldis* and French-language *Ibiscus* initiatives which endeavour to give a global insight into available documentary resources. In addition to bibliographical references of printed or electronic resources in the field of development and the environment, both sites offer lists of institutions, subject-specific guides and practical details. The full text of certain documents is even made available, together with high-performance research systems. The EADI initiative, allowing on-line consultation of all the catalogues of European institutes, is another facility that deserves highlighting.

These web platforms assist one, to some extent, to navigate the Internet 'jungle', where information abounds. It is clear that such strategies are necessary to cope with the spectacular increase in the number of users. Given the disorder that characterises the Internet at present, work is needed to filter and structure information so that it can fulfil users' requirements in their search for subject-specific information.

### Future prospects

European development cooperation deserves more than a series of decisions taken at a high level and behind closed doors by just a handful of specialists. The Green Paper has prompted a wide-ranging debate with European citizens on the objectives, results and new context of European aid. This dialogue process should be continued.

Donors must be aware of the need for information that has been expressed by Europe's citizens, and of the issues which are of interest to them. Capitalising on people's favourable attitude towards European cooperation, they should endeavour to be more open with taxpayers about the programmes they run and the results achieved. This is all part of the effort to eliminate preconceived ideas and boost support. Aware of the existing and future advantages of using information superhighways, they could promote dialogue through this medium to inform and educate the public. Better informed of the current aid situation and what it involves, Europeans could participate more fully in the partnership with developing countries. Those responsible for sites devoted to development cooperation issues should make optimum use of the Internet's interactive potential, encouraging responsible citizens and organised groups to take part in discussions. This can be done via E-mail, within discussion forums, or by means of electronic conferences. In this way, on the eve of the twenty-first century, the Internet could well become the new focus of truly decentralised cooperation between societies, making it the era when European citizens gain new insight into the world of those living in the southern hemisphere.

Finally, with a view to creating a dialogue about European cooperation policies, surely it would be useful to encourage the development of websites by our partners in the southern hemisphere, thereby enabling the European public to become better acquainted with the point of view of the main players in development cooperation? Institutions, such as the ACP Secretariat and the CTA, have already launched their own websites. Surely this is an opportunity for the information superhighway to open up new channels of communication for renewed ACP-EU dialogue. ■

S.L.R

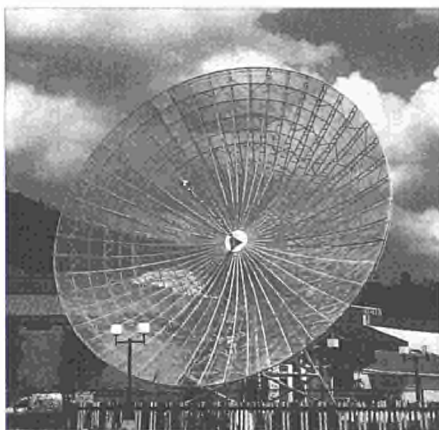


# Communication challenges in ACP countries

by Reinhard Keune\*

The volcano had not yet erupted, to cover everything with ashes, when I visited Montserrat many years ago, but this Caribbean island was already subject to another kind of precipitation. The owner of the local supermarket (there was only one deserving of the name) complained that he could never order the new cereal brands advertised on American satellite channels quickly enough. Clients thought he was lazy, and a bad businessman, and the man was desperate. But there was no way out – because cereals always travel at a slower pace than satellite signals! Studies by *Carimac* in Jamaica, and other research institutes, have shown that up to 97% of TV programmes received on the smaller Caribbean islands are of US origin. They descend via satellite in a barrage of signals. In these circumstances, is there any point in trying to start up and maintain a local TV system as a 'mirror' of some form of national and cultural identity in these islands? Would such a project not be doomed to fail?

In March 1998, the Council of the *International Programme for the Development of Communication* (IPDC) at UNESCO had a lengthy discussion about a project proposal from the South Pacific. The suggestion was that the next instalment of several hundred thousand dollars should go to TV stations in the region. Without this support, it was said, local networks would no longer be able to produce documentaries. This raises the question as to whether any kind



Satellite dish in the Caribbean, where TV broadcasting is dominated by programmes beamed in from the USA.

of local production in the Pacific region can function without being 'fed' from outside.

In 1990, 12 national broadcasters in Africa began their own daily TV news exchanges via satellite, after years of careful planning, extensive training and technical preparation in close cooperation with the German *Friedrich Ebert Foundation*. For a while, *Afro-Vision* gathered momentum, and everyone praised it as a true African source providing news for the continent. Today it is practically moribund. The new TV news providers for Africa are again the old ones: France Inter, BBC TV World Service, Deutsche Welle, CNN and the newsfilm agencies in the North. There are a number of other examples of attempts at media development in Africa which have led to disappointment.

## Swamped by global forces?

So has modern media and communication development in the ACP regions fallen at the first hurdle? Have most countries in these regions failed to meet the challenges

of the new technologies? Are global market forces swamping local initiatives, national identities and regional cooperation? There is considerable evidence to suggest this is the case. But there are also some more positive signals which point in the opposite direction. In a process genuinely aimed at 'learning the lessons', we should look at both the failures and the success stories, focusing particularly on the latter.

In spite of the overwhelming influence of US satellite television, the Caribbean Broadcasting Union (CBU) and its members have been able to develop their own successful system of news exchange (*Caribvision*). They have also initiated a highly popular regional TV magazine called *Caribscope*, offering joint coverage of events such as the Small Islands summit and local Heads of State gatherings. A start has even been made on cultural and feature film co-productions. There was outside support, again mainly from the Friedrich Ebert Foundation, but it has been possible to scale this down very significantly without reducing the scope of joint broadcasting activities in the region. Positive contributions to media development in the Caribbean have also been made by UNESCO and the EU.

In the Pacific, radio has taken on the key role in disseminating information – including at the regional level – through a project called *Pacific Broadcasting Training and Development* (PacBroad). 15 island radio stations across the region set up a news exchange called *PacNews* using fax messages and, more recently, e-mails. Through this exchange, all the participants have gained access to new and exciting news material from elsewhere in the Pacific area, and the audience response has been positive. Daily news packages are also sold to clients outside the region, generating funds which cover a significant proportion of the exchange's daily expenses.

In Africa, the most ambitious regional schemes have a tendency to fail, but there are some highly successful national and subregional initiatives that have not fallen prey to commercialisation and outside influence. Among the older ones is the National Film Training Institute (NAFTI) in Ghana, one of a small number of film and TV training institutions on the continent with a high professional rating. In Southern

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Africa, the Media Institute of Southern Africa (MISA), and the Southern African Broadcasting Association (SABA) successfully run cooperative efforts at a subregional level. There are other examples that could be cited to show that successful media development is possible.

### Vital for democratisation

It is also necessary, above all, to consolidate the democratisation that is occurring in many African countries. This involves strengthening free and independent media outlets. Many European politicians advocate this enthusiastically... but at the same time argue that media systems in Africa should be left to market forces. They should know, from the experience of their own countries, that the latter is not possible without legal frameworks and an approach that balances the economic and participatory aspects. They call for national and global good governance, but do not seem to want to apply the same ground rules to the media in developing countries. According to *Trevor Gordon-Somers* of UNDP, a system of sound governance must be 'participatory, transparent, accountable, effective and equitable, and it must promote the rule of law.' None of these criteria can be fulfilled, whether at national or global level, without free and interactive systems for information and communication.

Those systems do not come into existence automatically – especially in Africa. There is a need for help in terms of consultancy services, management and skills training, designing legal frameworks, technical support, and confidence-building between governments, independent journalists and audiences. In addition, the *bona fide* media in Africa should become much more involved in an international network of solidarity and exchange.

In many African countries, donor agencies can now count on new actors on the media scene – the national media commissions or councils. These could become important allies in the process of diversifying and empowering national media systems. Some are little more than extensions of the information ministry but others can already claim a remarkable amount of independence. They fulfil an 'ombudsman' function

between government and media, or between the media and their audiences. They grant licenses for newspapers, journals and electronic media on the basis of a legal framework, and allocate broadcast frequencies within a national frequency allocation plan. There are those that can punish journalists for malpractice or protect journalists from unlawful government intervention. Most have several such instruments at their disposal.

It goes without saying that the commissions could play a key role in democratising the media and in strengthening communication as a prerequisite for developing civil society. Efforts are underway, with EU assistance, to support the establishment of a regional network of these media commissions in different African countries. Using e-mail and a common Website, the national members should be able to exchange legal and procedural models, discuss experiences and recommend reform tools for the reshaping of national media and communication systems. A founding meeting of media and press commissions from across Africa is scheduled for mid-1998. Besides the EU, a wide range of national donor agencies and foundations are involved in this exercise – which could have a huge impact on the African media scene.

Media commissions are not the only new actors. Small independent newspapers and, above all, rural community radio stations are mushrooming in those places where the framework enabling them to do so is already in place. Many are not (or, at least not predominantly) driven by commercial goals, being run by NGOs or civil society groups whose paramount aim is dialogue with the public. They can be ideal partners in the struggle for pluralism within society, but their success is by no means guaranteed. Many African community and rural radio operators are already members of a new international association called AMARC. This brings together grassroots radio stations (and TV operators, where these have already developed, for example, in some Latin American countries).

### Community radio faces opposition

As newcomers, these small stations face opposition and hard-

ship wherever they appear. Governments may be unhappy with them if they become too 'pluralistic'. Established broadcasting networks, themselves attempting to loosen the grip of their national authorities, do not like the competition. And commercial broadcasters, where they already exist, detest the tiny community operations that take a slice of what is inevitably a small national advertising cake. Aware of this difficult situation, AMARC has launched a campaign aimed at having a resolution passed by the UN Commission on Human Rights. This would draw special attention to the small radio stations, setting out their right to access information worldwide and to broadcast information wherever possible.

European countries have given some initial thought to this draft resolution, but, so far, none has embraced the initiative wholeheartedly. The move is one which deserves to be supported because it would bring hundreds of small, but influential radio stations across Africa into dialogue with European partners and supporters. They need support, but they are also self-confident enough to tell their friends in Europe what their priorities are.

Another reason for offering continued support to media development in Africa is the emergence of 'hate radios'. These are deplorable operations that should be halted in their tracks as soon as possible, and replaced by more constructive media outlets. Until recently, they were unknown in the history of broadcasting, but a number have been established in the Great Lakes region (Rwanda, Burundi) and in Somalia, with only one purpose in mind – to spread hatred against a people, a tribe, or an ethnic group.

Hate radios have proved a serious impediment to peace-keeping or peace-restoring in crisis-ridden areas. This is why UNESCO has developed a project kit to assist in the setting-up of 'anti-hatred media' in the affected regions. The Department for Peacekeeping Operations of the United Nations (UNDPKO) has also closely studied the role of information and communication in peace-keeping missions. Secretary-General *Kofi Annan*, in his previous capacity as head of DPKO, set up a 'Lessons Learned Unit' in 1995 whose task is to analyse previous 'Blue Helmet' missions and draw useful con-

clusions for the UN's future activities.

The Unit soon discovered that information and communication played an important role in previous missions, both in a positive and a negative way. In Somalia for example, the absence of an authorised press speaker, and the conviction of UN officials that no UN Radio involvement was necessary, intensified the information chaos surrounding this mission, and thus contributed to its sad outcome. This was despite the fact that earlier, the UN had achieved very good results through the extensive use of radio in Cambodia, informing the people about its activities, helping to build confidence between the different factions, and encouraging voters to cast their ballots in the democratic elections.

The 'Lessons Learned Unit' also drew up a handbook for all members of future or ongoing peacekeeping missions which contains important advice for the best use of media in crisis management. It describes how to cooperate with local media, how to use the UN's own potential in communication and information and how to keep an international public informed. But the 'Blue Helmets' usually only stay for a limited period and their mandate is generally too limited in terms of both time and resources. When they depart, they often leave behind a vacuum that needs to be filled with peace-building, confidence-building, and social and economic development. This includes restructuring and rehabilitating local media systems, and it is a task that needs assistance and support from outside.

Europe's own involvement in peacekeeping in Bosnia will help people to understand these communication and information needs in crisis management. It should also be recognised that needs are greater in Africa – which has numerous crises and very limited resources. It would be cynical indeed to suggest to Africans in strife-torn regions that the market will meet their media infrastructure requirements, and that help from the outside is not necessary.

## Digital revolution

But Africa is a lot more than merely a continent of crises, war and

economic catastrophe. The Washington-based company, *Worldspace*, founded by an Ethiopian national, recognises this. It wants to bring Africa to the forefront of technology in electronic communication. Digital radio and satellite transmissions are the suggested means for this quantum leap into the future.

The underlying idea is simple and excellent. Africa (and later, other regions of the developing world) will be put under the 'footprint' of an audio satellite offering many channels for digital radio. This digitalisation will do away with the traditional disadvantages of short-wave broadcasting – such as fading and poor sound quality – and will offer instead, CD sound quality even to the remotest village. Aware of this quality leap into the 21st century, a number of national short-wave providers such as *Radio Nederland* have lined up to join *Worldspace*, ready for the moment when this technology is available in Africa.

There is, however, a bottleneck which is proving difficult to overcome. Digital satellite signals also require digital radio receivers which are not yet available on the market. The traditional analog short-wave set cannot decode digital signals. *Worldspace* has commissioned renowned research institutes to develop a digital chip which would function in a radio set as well as in a computer. In terms of the technology, there is no insurmountable reason why such a chip should not be developed. But what would it cost? And will an average African peasant be able to afford it? Price estimates for the chip vary enormously. Some speak of \$100, while there were earlier suggestions of a heavily subsidised figure as low as \$5.

The unsolved receiver problem has not prevented *Worldspace* from concluding agreements with African governments and media entities about the joint use of the digital satellite once it becomes available. If the hurdle can be surmounted and the new system made feasible for Africa, donors will be confronted with a vital question. Should they support this technological progress in the interests of development or will the continent be left lagging behind as it does already in so many other fields.

To sum up, in this short survey on some of the communication problems and challenges for the ACP regions, we have tried to demonstrate that there are both defeats and success stories. Everywhere, the possibility is there to make better use of media and communications in the interests of democracy and civil society. But in many cases, change for the better will not happen automatically, or as a result of the smooth operation of market forces. Donor support is required at much higher levels than is currently available, and for a longer timescale than was first envisaged when the Cold War ended.

Despite this, many countries have reduced their support budgets in the media and communication field, and some have even abandoned the sector completely. The EU stepped in at the right time and has partially filled the breach but this should not be used by national donors as a pretext for opting out. The right answer is to have a flexible scheme of cooperation encompassing the EU, the relevant UN agencies, national technical aid agencies, NGOs and foundations from EU countries. This would help meet the many needs that still exist in the ACPs. We must recognise the importance of media, communication and information for these regions, whether in the context of democratisation, peace-keeping, crisis-management, confidence-building or rehabilitation. Technology, and political and social change have opened up broad new vistas of choice – which includes the scope to make more mistakes. Let us give priority to the good things. ■ R.K.

# In the service of democracy

by Michelle Ndiaye Ntab\*

The blossoming of communication media has led to a situation in which the nations of the Northern and Southern hemispheres now have broadly the same expectations and aspirations concerning freedom of information. Is this good or bad? Long confined in a restrictive monolithic system, information networks in Africa seemed to be condemned to echo the statements of the ruling parties, which were frequently the only parties in a political landscape that owed nothing to democracy. But these nations were awakened from their slumber when the Soviet empire collapsed, the Cold War ended – and the news was spread across the world by the media. As well as leading to greater openness, the changes have prompted a crisis in political thinking in Africa that goes hand in hand with the ‘pluralisation’ of information. A media revolution has been encouraged by increased openness to flows of information coming from the North (foreign radio and television stations). This has worked very much in favour of the democratisation processes that have been unleashed throughout the continent. The explosion in the number of private radio stations in Africa has greatly helped in the propagation of democratic values.

## A vehicle for democratic development

In Africa, the press has always been seen as a propaganda tool at the disposal of the single parties that came to power after independence. It was felt that a stable and secure framework had to be created before the press could expand and fulfil its function of promoting human rights and democratic ideals. As they engage in the complex task of democratisation on the eve of the third millennium, the new African

democracies need the support and assistance of the media now more than ever.

The reinforcement of a sense of citizenship has now become an essential requirement for developing the democracy to which the people of Africa aspire. And this must be provided as a matter of urgency. It is hardly necessary to point out that information is essential if this process is to work. For it is only on the basis of information that public opinion can be better informed and more closely involved in public administration.

There is clearly progress in Africa, but the role of the press should not be limited to a mission to inform. It must permeate all areas of public life on a daily basis. Whether they are simply producing short news items or covering debates in national assemblies, journalists must be aware of the impact of their words on readers. They must work at all times for the assimilation and protection of human rights and to increase awareness of these rights.

The liberalisation of the African media that has occurred over the past few years has resulted in some very beneficial changes. It has enabled the much sought-after exchange of ideas to happen. Political parties, and opposition groups in particular that have long been estranged from the *medja*, have discovered that radio stations are very effective tools for improving communication with their activists.

The use of radio and, more notably, the very rapid increase in interactive broadcasts, have made it possible to strengthen the provision of information, education and communication (IEC). Media development has enabled a great many potential actors to enter the socio-political arena. This is particularly true for those belonging to groups that for a long time were inhibited from expressing their views – groups such as human rights organisations or consumers’ associations that seemed permanently locked in a cycle of fruitless protest. The

media must act as an intermediary and a partner helping to promote the development of democracy for all the organisations that make up civil society.

Another factor of equal importance is the impact that the media has on specific sections of the population. Radio is the most widespread medium in Africa, as it is available to the illiterate and to those with relatively few means. As a result, it has become Africa’s IEC tool par excellence. Of course, there are other media tools available as well.

## A wide range of options for those with a message

In the early 1990s, it was noted that the general population made little contribution to political debate. The discussion needed to be broadened and deepened in order to boost the involvement of the wider public in the process of democratisation that had already started. The media provides channels through which awareness can genuinely be raised, especially as the pluralisation of information has become a reality. This has greatly helped the move towards democracy, especially in West Africa. It also helps in awareness-raising in the sense that it gives an opportunity for employing a wide range of tools, accessible to everyone, for the dissemination of useful information.

A project developed by the African Institute for Democracy (AID), in partnership with the European Union, is seeking to provide all the elements needed in assessing the media’s impact on the construction of a democratic society. This is entitled the ‘Media in a Democracy’ programme, and it is an original experiment in joint production involving the ‘*Sud Communication*’ group based in Dakar, eight local radio stations and eight local newspapers. One of the key aims of the programme is to enable the public to become better informed through the provision of more and better information about issues such as the

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The Courier

acquisition and exercise of power, and the effectiveness of human rights. The underlying goal is to encourage the emergence of a civil society in which citizens recognize each other's rights and become politically active, while at the same time controlling the actions of public authorities by exercising their right to vote. Two main media tools are used to pass on messages concerning democracy and human rights: radio and the printed word.

Radio has been chosen because, as mentioned earlier, it is the most popular of the media in Africa, reaching more of the target population than any other form of communication. A radio 'magazine' format is used as a tool to pass on messages. The magazine, which lasts forty-three minutes, is broadcast at the same time each month by the participating radio stations. The first part of the programme – a mini-bulletin of 13 minutes – is devoted to current

The press and radio are two of the main vehicles for the transmission of messages about democracy and human rights.

affairs, democracy and human rights in various countries and is made up of contributions sent in by the radio stations. The second part, the magazine proper, consists of features on subjects prepared and centrally coordinated by the regional coordination unit, with the agreement of the radio station responsible for producing that month's magazine. Once the station has put this second part together, it is sent to the regional coordination unit which adds the news items for the mini-bulletin and offers comments and criticisms. It then returns the programme to the radio station to make the necessary adjustments. The final version then goes back to the regional coordination unit, which has the job of copying it and sending it out to the other radio stations that will broadcast it at the same time.

The second option for passing on messages is the print media, and here, use is made of four-page supplements in tabloid format, to be inserted in the middle of newspapers. These are prepared once a quarter, using the same procedure as that adopted for the radio magazine. The newspapers' editorial contributions are of two types: a 'news' part covering all events associated with democracy and human rights, and a feature section containing in-depth articles on a subject chosen with the agreement of the regional coordination unit. All the articles are centrally organised by the coordination unit, and are then processed and laid out. A standard layout is therefore sent to the participating newspapers, which all publish the supplement on the same day.

The democratic process in Africa is highly complex. This is why it is necessary to provide information on a regular basis and in a way that

is widely accessible. The aforementioned radio broadcasts and articles published in the print media summarise what is going on, help to ensure a continuous exchange of information and fulfil an educational function.

## Impact and assimilation of messages

In the case of both the radio and print media, the simultaneous appearance of the magazines makes it possible to reach a much larger population, including those living in very remote areas. In parts of Africa where cities are in relatively close proximity, it is possible to pick up radio broadcasts from neighbouring countries. And there is no doubt that radio is having more of an impact than the press, principally due to low literacy rates. Each radio set is listened to by a significant number of people and the monthly broadcasts reach between 60% and 70% of the population of the countries concerned.

Other long-term multiplier effects can be expected. One excellent way of increasing the impact on the general public is to include the contents of broadcasts in popular discussions arranged by community associations, or in adult training classes in both rural and urban areas.

At the time of writing, six 'issues' of the radio magazine had been broadcast and there is no doubt that a lot of work has been put into ensuring the quality of information supplied to the listeners. The impact of the broadcasts is measured on the basis of daily variations in the number of listeners for a particular locality and the timeslot reserved for them by each radio station. From this, it has emerged that they have a high IEC value. The informal reactions of listeners are also used to measure impact. Through the regional coordination unit in Dakar, we have been able to assess with confidence the effect of the various broadcasts in Senegal (transmitted by Sud FM, RTS and community radio stations). In the case of the other countries, regular feedback from the broadcasting controller for the day and from AID's partner organisations reveal a high level of interest in the questions discussed. Listeners' reactions have been many and varied.

It is particularly satisfying that the partner radio stations choose to air the programme at times when there are large numbers of listeners. In addition, the regional audio bank of the Panos Institute based in Bamako (Mali) broadcasts all the programmes produced in West Africa to areas that radio stations participating in the project have difficulty reaching. However, given that the general aim of this series of broadcasts is to inform the public and raise awareness, it would be helpful to have a more sophisticated procedure for measuring the ratings based on hard statistics about radio station audience levels.

The aim of the supplements published in the newspapers is to reach a majority of the literate population in the eight countries covered by the project. The hope is that these target populations will help disseminate the ideals of human rights and democracy through their various family and working relationships and thus strengthen the social fabric. In fact, the hope is that the supplements will have an even wider impact. Overall, they are expected to reach between 25% and 30% of the population, including significant social groups who are not currently involved in political debate and have a very limited understanding of the principles of human rights and democracy.

## Technical and organisational constraints

The constraints experienced by all the broadcast 'magazines' tend to be technical or organisational in nature. As far as radio is concerned, it may be a problem of defective sound quality, the fact that the people involved have different professional qualifications, or that there are disparities in the techniques employed. There have been some variations in the quality of the programmes and although these have not had a significant impact on the goal of IEC, they should still be recognised so that corrective measures can be taken as the project continues. In the case of the press supplement, the subject of the first edition – 'The Media and Democracy' – was taken up by all the participating publications. Articles with titles such as 'The career of a fighter', 'The press at the cutting edge of democracy' and so on, testify to the

fact that the press scene in Africa is both challenging and exciting.

As participants in the democratic process, journalists have shown in their writing that they are determined to help to create a culture of citizenship. The first supplement helped to identify and enumerate the problems facing the media as they strive to accomplish this mission.

The articles published in the second supplement focused on the challenges raised by 'elections and democracy', the complexities of the electoral process in Africa and the violence that it engenders. The contributions made to this edition reported on the different measures taken in the area to solve this problem.

Difficulties at this level are partly due to the way things are organised. Failure to observe deadlines for the submission of articles to the regional coordination unit, for example, meant that the daily 'Le Jour' from Côte d'Ivoire was not represented in the first supplement. Sometimes, articles are submitted that exceed the required length or do not tally with the layout specified by the regional coordination unit, meaning that slight editing may occasionally be necessary. There can also be problems in communicating and liaising with some correspondents. All of this adds to the difficulties in meeting deadlines. Publication of the second supplement was, for example, badly affected by this kind of problem.

The media have undoubtedly helped relieve the burden of illiteracy (which acts as a brake on the development of democracy) by creating a new type of citizen who, while unable to read or write, is very well informed about political and social events. The media supplies such people with the tools needed to take an active role in politics – which is an everyday necessity when one is in the business of building a democracy.

They may not be the only pillars of democracy, but it is clear that the media have an essential part to play, which can be summarised in one simple phrase: inform to educate. ■

M.N.N.

# An open aviation market – the EU approach

by Frederik Sørensen

*The author of this abridged article, who works in the Transport Directorate-General of the Commission, explains the European approach to air transport liberalisation.*

It should be stressed that the EU's air transport policy is not synonymous with 'open skies' – an American term which we see as tantamount to a 'free for all'. We too believe in open markets – but they should *really* be open. It is not simply a question of liberalising international air travel. Domestic routes should also be opened up while restrictions on ownership, based on nationality, need to be removed. The EU also doubts that air carriers are always ready to respect the principles of 'fair-play' – and wants, therefore, to be able to intervene in adverse circumstances. It is this European concept that I shall describe – as it is applied within the EU, with the rest of Europe, and – we hope in future – with the USA. Air transport is vital in promoting international trade and in tourism. Both of these have become global activities and an approach based even on partially closed markets is no longer appropriate.

Since 1993, the EU has created a single market for air transport within its borders. Establishment, market access, capacity, fares and rates have been set free and the discretionary powers of governments are gone. Any company that respects the financial and technical 'fitness' criteria, can be licensed as an air carrier. As such, it is entitled to operate wherever it wants within the Union and can take its own decisions on capacity and fares. The distinction between scheduled and non-scheduled air services has also been eliminated (from a regulatory standpoint), and it is up to air carriers themselves to decide in which mode they will operate.

With competition, the market should, in general, provide the services that are needed. However, there is also a feeling that the industry is not, at present, able to deal properly with all competitive situations. Fair competition needs to be nurtured.

The financial fitness of carriers is crucial. An airline that is financially unfit or receives public subsidies may not always take 'normal' commercial decisions. Like other commercial enterprises, airlines should run the risk of going bankrupt. If a carrier becomes insolvent, the operating licence must be withdrawn. So state aids are clearly not acceptable – and although it has taken some time, we now have come to the end of that practice. The technical fitness of a carrier (in terms of safety) must also be ensured in the interests of passengers. An airline must accordingly not be able to improve its competitive position by cutting technical corners. The authorities regularly undertake thorough checks of equipment, staff and operational methods, and it is evident that we cannot depend here on self-regulation.

## Competition rules

Small and medium sized carriers should be given a fair chance to compete. Large companies can do certain things that distort competition and to which only other major carriers can respond effectively. If nothing is done against such practices, smaller airlines will have a hard time. The EC's competition rules, designed to stop restrictive practices, collusion among companies and abuses of dominant position, are the major weapons here. Some practices, deemed to be in the interests of both carriers and consumers, have received 'block exemptions'. But action has also been taken against airlines that have abused their powerful market position by, for example, engaging in predatory behaviour. Alliances be-

tween carriers, including code-sharing and frequent flyer programmes, have also come under scrutiny. Continued vigilance is required in this area.

The competition rules have been supplemented by provisions, which allow intervention in emergency situations where catastrophic economic developments have taken place for the airlines in a Member State or in a specific market. In such situations it is possible to stop capacity increases to and from the country for a limited time. The same action is possible to deal with persistent downward price spirals where further decreases can be stopped. In both cases the freezes are intended to give the airlines time to restructure rather than receive state aid. Thus far, the system has been so stable that there has been no need to apply the safeguards.

We have also taken note of the fact that competition may not, in all cases, provide services where the state wants them. To deal with this, we have allowed for the possibility of 'public service obligations' covering services both within and between Member States. This may take the form of a simple 'quality of service' obligation but if this is not enough, and a route remains commercially unattractive, compensation may be paid on the basis of a tender process. Any EU airline can submit an offer to provide such services.

There is a detailed code of conduct for computerised reservation systems. This states what is acceptable behaviour in a number of situations, in particular, regarding the way the computerised information is structured and the content of the main on-screen display. At present, we are looking at changes to the code, to introduce more detailed rules for subscribers (aimed at preventing abuses), and to ensure that equivalent Internet operations are also covered.

Consumers are protected directly through a directive on package tours. This sets out a range of consumer rights in the tourism area. We have also introduced a regulation requiring compensation to be paid where a passenger with a valid ticket is prevented from

boarding an aircraft. Meanwhile, the liability limits set out in the Warsaw Convention (in the event of an accident) are being eliminated from October 1998. The EU has also moved in general to act against unfair contract terms including those in aviation. Finally, we can act against excessive fares in situations where competition does not exist, by ordering an airline to offer at least one fully flexible airfare which is 'reasonable', taking account of the operating costs of the air carrier.

Despite some predictions, the introduction of the single aviation market did not result in a 'Big Bang'. No major carrier has suffered a dramatic collapse and liberalisation has gone ahead relatively smoothly. This contrasts with the experience in the USA when their aviation market was deregulated. The EC has found the right balance between competition and control mechanisms, and airlines, airports and consumers have all benefited. The positive effects, may have taken some time to work through, but they are now quite clear.

Encouragingly, most operators have taken up the opportunities offered by the Community's third package of air transport measures. For example, when the package was introduced, there were 490 routes between Member States. There are now about 520. 30% of these routes are served by two operators and 8% by three or more. The last-mentioned tend to be the most important routes accounting for 17% of flights and perhaps 30% of all traffic. As for the routes where one carrier has a monopoly (62% of the total), it should be stressed that many have low traffic levels and are of little interest to other carriers. And some face stiff competition from neighbouring routes, charter services or other transport modes. One particularly interesting phenomenon is the growth of competition in domestic air travel – with dominant carriers losing market share to new entrants on a significant number of routes.

Market access opportunities are increasingly being exploited. There are now 30 routes operated on a 5th freedom basis (i.e. transport between two foreign coun-

### The EC's 'Third Package' of measures for air transport

Three legally binding Council regulations, which entered into force on 1 January 1993, largely replaced the previous (and highly restrictive) bilateral agreements. The regulations:

- established common rules on the licensing of air carriers;
- provided that, in general, a carrier holding such a licence has free access to all intra-EC routes;
- allowed air carriers to freely set their fares and rates for services offered within the European internal market (although intervention is possible if passenger fares are excessively high, or in a 'downward spiral').

tries) as opposed to 14 in January 1993. Routes operated with cabotage traffic i.e. domestic traffic within a foreign country grew from none in 1993 to 20 today. The 'public service obligation' provision has been applied to about a hundred routes in Ireland, Sweden, the UK, Portugal, France and Norway.

### Fares

A lot of promotional fares are now available and customers on scheduled flights travelling at reduced price rose from about 60% of the total in 1985 to almost 71% in 1995. Add to this the fact that charters account for up to 55% of the market, and it is estimated that some nine in ten passenger flights are at the lower prices. The tickets, of course, have certain limitations. They may be difficult or impossible to exchange once bought, there may be restrictions over when one can travel, and special fares often apply to only a limited number of seats.

In contrast to promotional fares, the prices of many fully flexible fares have continued rising and on certain routes they may be regarded as excessive. However, where competition has increased, the cost even of fully flexible travel has come down. This is the case, for example, on the Barcelona-Madrid and Paris-London routes as well as on UK-Ireland connections, flights out of Belgium, and certain domestic routes in Germany, France, Italy and the UK.

From 1993 until 1998, the number of scheduled air carriers increased from 132 to 164. There has also been increased competition from charter companies on regular routes. Significantly, new market entrants in many EU states have often contributed to lower fares. However, at certain airports, suffering from congestion, there have been few, and in some cases, no new entrants. This may be due to a scarcity of slots, the strength of incumbent airlines, or a mixture of the two. Overall, there has been a notable increase in traffic for both large and small air carriers. Growth rates have been around 10% rather than the 5% that was forecast. The fact that regional air traffic has increased suggests that the policy has particularly benefited small and medium-sized airlines. The assumption is that this overall trend will continue. Capacity limitations, however, may have begun to influence growth at major airports, many of which are already stretched. EC policy seeks to address this by making funds available through the Trans-European Networks (TEN) programme and by promoting efforts to improve environmental protection and increase aircraft size. However, the indications are that these measures will not, on their own, be enough to solve the problem. Slot allocation therefore becomes inevitable.

### Slot allocation

The system of slot allocation has already been taken out of the hands of the airlines and given to coordinators designated by the Member States. Under the arrangement, an effort has been made to protect the interests of new entrants. All new slots and unused ones go into a pool from which new operators can claim 50%. Airlines are free to use their allocated slots as they wish, as long as what they propose is operationally possible. They can exchange slots with each other – but cannot transfer them. The 'Use it or lose it' principle is very clearly written into the rules.

Despite the reforms, the growing difficulty in obtaining suitable slots represents a mounting barrier to market entry. Competition is hindered and incumbent carriers have an advantage. These air-



lines currently benefit from unrestricted 'grandfather' rights allowing them to retain their slots indefinitely – assuming they continue to use them. This market distortion prevents the full benefits of liberalisation being achieved. A way needs to be found of facilitating slot transfers to improve the market's efficiency and avoid a static and inflexible situation developing at congested airports. What this implies is changes to the existing slot allocation regulation. The key criterion for the Commission is to ensure the free play of market forces. Competition must not be eliminated and thus, there must be scope for slots to change hands. The central question is how to achieve this and a decision will be needed soon.

### International air transport

The question of whether the Community's air transport system operates properly cannot be answered simply by looking at the situation inside the EU. The policy was always intended to serve as a stepping stone to the rest of the world. It will take time before the success or otherwise of the Community model can be fully gauged but the EC Council has nonetheless opted to use it as the basis for its negotiations with the USA and Central Europe. In contrast to traditional bilateral arrangements, the new European approach envisages the elimination of nationality clauses and ownership restrictions, and the opening of markets while ensuring fair competition. This is very close to the OECD recommendations and would entail air transport being treated as a 'normal' economic activity – not one where special privileges are given to 'designated air carriers'.

Arguably, 'nationality clauses' have promoted alliances at an international level. In simple terms, if an airline wants to serve a global market, it has to find a partner since a merger is excluded. This leads to the situation where an airline may halt investment at 49% instead of going on to 100% – which is counterproductive and artificial.

The development of an aviation market without barriers will enable the industry to develop integrated networks. Big efficiency gains can be expected from

economies of scale and specialisation, to the benefit of both the industry and its users. Existing restrictions on cooperation and cross-border investments will be replaced by common rules, thus offering carriers more legal certainty and commercial flexibility. Airlines will also be able to plan their operations better because there will be clear rules on access to routes. And unnecessary restrictions on pricing and capacity will be eliminated. This will give carriers the necessary freedom to develop activities according to their commercial judgment. Broadening the geographical scope of the EC rules on civil aviation should bring considerable advantages to users, leading to increased choice, improved quality standards and more attractive fares.

All these elements were taken into account when the Commission received its mandate from the Council to open negotiations with the USA and the Central European countries. The long-term objective should be to work towards establishing common civil aviation rules for both the North Atlantic market and the whole of Europe. It is worth underlining that Norway and Iceland already participate in the EU's single market for air transport with full rights and obligations (including cabotage and ownership).

Discussions with ten Central European countries have begun, enabling us to move towards a single multilateral agreement covering all of them. I have no doubt that our partners have responded positively to the initiative because they recognised the balanced nature of the package on offer. The aim is to open the market fully, with all carriers enjoying the same rights, but with the necessary controls in place.

The American reaction has been more cautious and it appears that their only real interest is in traffic rights – which is somewhat puzzling, since they have ostensibly backed the OECD's recommendations. The latter state, *inter alia*, that ownership restrictions should be eliminated and that possibilities to deal with anti-competitive behaviour should be incorporated in aviation agreements. This is exactly

what the EU proposes. One reason for US hesitation may be the fact that they have never really opened their market. The open skies policy only applies to flights between the US and other countries! Foreign carriers do not have access to the domestic American market. It seems that while the US is keen for the EU to open its internal air routes to all carriers, it is less willing to reciprocate.

Another disappointing aspect is that the USA – while it has control mechanisms in place to ensure competition (among American carriers) in its domestic market – is hesitant about incorporating the same elements into international aviation agreements. Yet rapid action may sometimes be needed, for example, to deal with predatory behaviour, as the US knows only too well from its own experience. Commercial freedom is desirable, but airlines should not be able to use that freedom to eliminate competition.

### Conclusions

Given the EU's dependence on trade, and the crucial part played by air transport in this context, the importance of the sector cannot be underestimated. The sector must be able to adapt and move in step with the market. At the present stage of policy development, we believe we are close to achieving this goal within the Union. The policy provides stability and equal opportunity for all actors in the sector. Badly managed carriers are no longer protected. Hopefully, the benefits of this model will increasingly be recognised at the international level – and give rise to positive thinking about how to improve the delivery of aviation services in other parts of the world to the benefit of economic development and world trade. ■ F.S.

## Halting the spread of AIDS

### Experts argue that a vaccine is the only feasible way of controlling the global epidemic

More than 30 million people worldwide are infected with HIV, and it is estimated that there are 16,000 new cases each day, with 90% of the problem in developing countries. It is 17 years since the epidemic was first recognised, and despite a decade of global-wide efforts to control it, the disease continues to take its toll. There have been scientific advances in developing therapeutic drugs, given to people already affected by AIDS. But, although promising, these drugs are very expensive, complicated to take, and generally not available in the developing countries where they are most needed.

In scientific terms, the traditional way a viral epidemic has been stemmed is by developing a vaccine. Viral diseases such as polio, measles, mumps and rubella have all been brought under control in this way. But in the case of AIDS, despite more than a decade of research, no reliable vaccine has been discovered. A lot more scientific effort has gone into producing effective drugs that will save a few lives. So why has the approach been different? According to *Dr Seth Berkley*, President of the International Aids Vaccine Initiative (IAVI), a group set up by the Rockefeller Foundation, the environment is not conducive to the development of a vaccine. He sees this as bad public policy. Global immunisation is needed, and is scientifically possible, he insists, but less than 1% of all resources allocated to AIDS goes into vaccine research. The IAVI view is that 'a vac-

cine is the only feasible means to control the global epidemic, yet vaccine development is proceeding far too slowly'.

#### Low priority

One reason why developing an AIDS vaccine is not attractive for companies is the lack of a

Industry must be involved in vaccine development, in IAVI's view, and incentives must be created to make the environment more attractive for them. They propose the setting up of a 'Vaccine Purchase Fund', with money provided by country or donor groups, or through a World Bank special credit line. Credits would be made available for poor countries to buy vaccines at a fixed price. Money would be set aside to enable vaccines to be purchased once they are developed, thus encouraging companies to target their product for the treatment of a particular strain. This should provide the incentive for the private sector to develop vaccines, and allow market forces to come into play.



Using popular music to publicise the risk of AIDS in Mali. IAVI believes that more effort should go into producing a vaccine.

commercial incentive for them to invest heavily in vaccine research. As the problem is greatest in the developing world, there is no guarantee of a lucrative market for their product. Another problem is that HIV strains found in the developing world differ from the one that is most common in the West, and each strain is likely to need a specific vaccine. Strain B, which is predominant in the West, is rare in Africa. And most research so far has concentrated on the B strain. There is also the ethical question of testing vaccinations which have been developed in the West, in developing countries, where they are most needed. Finally, finding a vaccine has proved particularly elusive, as science struggles to understand HIV and the immune system's response to it.

The second prong of the IAVI strategy is to provide direct public sector financing, by creating a Vaccine Development Fund. This money would be used to develop vaccines with limited commercial potential.

Fear could become the most important driving force behind a rapid development of a vaccine. According to *Dr Berkley*, if AIDS were to become an 'airborne' epidemic, with other strains being imported to the industrialised world, an effective, safe, global vaccine could be available within three years. ■

D.M.

## Lomé, the WTO and ACP competitiveness

### Complex talks lie ahead

The trade aspects of the Lomé Convention are currently being called into question in the context of increased globalisation and from the standpoint of ACP competitiveness. Indeed, in the light of new WTO rules, few people believe that the trade preferences the EU has traditionally granted to its ACP partners can survive in the longer term. And they certainly cannot be maintained in their present form in the next cooperation agreement. The negotiators are going to have a complicated task trying to balance the two sides of the equation. What should be the content of any alternative arrangements and how can they be made to conform with the WTO system? They need to be 'fair', to face up to the global economic situation and to take account of the position of the ACP countries. A number of lines of thought are currently being examined and discussions on this subject, such as those which took place on 24 April within the framework of the GEMDEV (a university group doing research on the Third World), are continuing.

Before drawing any conclusions as to whether key elements of the Lomé trade system should be maintained, one must first ask how far its initial aims have been met. The trade advantages, based on free access to the EU market for ACP products and on the principle of non-reciprocity, were supposed, from the outset, to contribute to an increase in and diversification of ACP exports with a view to promoting ongoing trade flows between the two groups of countries. However, with the end of Lomé IV in sight, the results have been mediocre, according to the European Commission's own Green Paper. Trends in the evolution of ACP-EU commercial transactions over more than two decades demonstrate that the objectives have not been achieved. Although a handful of countries, such as Mauritius and a few states in the Caribbean, have been able to take advantage of the Convention's trade access rules and special protocols, the bulk of ACPs have not benefited visibly from them. Globally, the ACP share of total EU imports has declined markedly over the last 20 years, falling from about 6.7% in 1976 to 3.8% in 1996. Worse still, their share of world trade has slipped to a derisory level – just 1.5% today as against 3% when the Convention was first signed.

Despite recent signs of an upturn in fortunes, the gulf between the ACP countries and other exporting regions is still appreciable (the three main trading blocs of Europe, North America and Asia obviously take the lion's share). The gradual integration of the ACPs into the global economy, presented in the Maastricht Treaty as crucial to the EU's development policy, is proving extremely difficult to achieve. For such integration to happen, the ACPs states must strengthen their capacity to industrialise, produce, export and 'internationalise', and benefit from at least some adjustment in the global trade rules.

#### A major competitive shortfall

With increased globalisation, the value of international trade has risen exponentially. It now stands at around \$5000 billion. In volume terms, this is at least 15 times higher than immediately after the Second World War. Some countries have developed exports successfully, boosting their market share, and the geographical distribution of trade is now more balanced. Unfortunately, ACP countries have had no significant involvement in these developments.

A number of factors explain the progressive decline in their competitiveness. First, the traditional exports of ACP countries have, for too long, been made up of primary products. Yet, as a proportion of global trade, commodities have fallen from 50% of the total in 1950 to just 20% nowadays. International commerce is increasingly based on products with high added value and on services. Meanwhile, the markets for primary products, which are so crucial to Africa in particular, have grown more competitive. With global demand in this area stagnating, the ACP countries' ability to maintain their privileged position has been sapped. With the exception of a few commodities, such as cotton and cocoa, Africa's shares in the primary-product export market are being progressively eroded.

Despite all this, the ACPs remain, in many respects, dependent on the European market. 40% of their exports go to the EU, although it is true that Caribbean countries tend to trade more with the USA and Pacific states more with Japan. But changes in the structure of EU imports, two thirds of which are now of manufactured goods, have inevitably altered the trading emphasis in Europe's commercial centres. The continent inevitably has had to turn to other parts of the world to satisfy the demand for many items.

The ACP countries' loss of competitiveness throws up another set of problems. Progress on diversification has been poor, and exchange and production-cost problems, combined with inadequate trading structures, have curtailed the group's overall performance. Although the quality of their products has markedly improved, this has not been sufficient, by and large, to enable them to surmount the substantial non-tariff barriers imposed on entry into the European market (in the shape of strict safety and quality standards). Despite the ostensibly liberal Lomé provisions, this fact, together with continuing restrictions on certain 'sensitive' farm products under the Common Agricultural Policy (CAP) has prompted some observers to argue that Europe maintains a protectionist stance *vis-à-vis* the ACPs.

The outlook for industrialisation in these countries is still gloomy, and their ability to attract direct inward investment, the vector of technology and know-how, remains poor. There are other factors that block ACP trade development – indeed the list is a long one – including a lack of appropriate infrastructure, small local markets, weak legal and regulatory

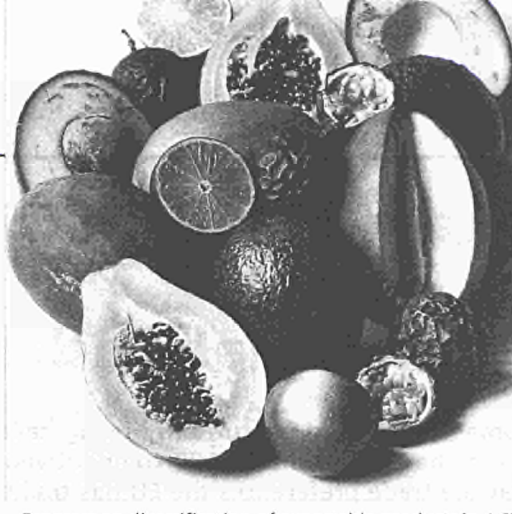
frameworks and undeveloped financial systems. Lomé's commercial preferences have been largely ineffective when set against this plethora of obstacles. In the light of all this, and given that both conceptually and (increasingly) legally, the system appears out of step with the WTO position, can one realistically argue for its retention? Maintaining the *status quo* would appear to be very difficult, if not impossible. A more appropriate solution would be adaptation, although this too is not without difficulties.

### Changing trade philosophies

Intended to offset imbalances between countries, the Lomé preferences are losing their legitimacy. Multilateralism has become the prevailing philosophy in trade and, more than ever, the principles of the Lomé Convention are perceived as being contrary to WTO precepts (non-discrimination, most-favoured-nation treatment, free trade, etc.). The new approach means that everyone involved in trade must play the game on a bigger field according to rules which – eventually – will be the same for all. The WTO objects to the across-the-board preferences granted to the ACP countries without distinction for the degree of development of any particular country. Although some ACPs are reasonably relaxed about the prospect of integrating into the free-trade system, others are opposed. They offer the analogy of a lightweight boxer who is asked to switch overnight to the heavyweight category. But while recognising their desire to retain a baseline of trade preferences, there must also be an emphasis on strengthening their structural competitiveness, macro-economic environment and private sectors. A basic convergence of opinion within the ACP group, whether on the post-Lomé negotiations or in discussions with the WTO authorities, would be of benefit to these countries.

Opinions within the EU Member States vary significantly, but the Commission has managed to formulate basic negotiating positions that appear to be accepted in Europe's capitals, as the watershed in ACP-EU relations fast approaches. Thus, for example, it appears that there is agreement on the basic principle that trade between the two sides should undergo gradual liberalisation, moving towards reciprocal treatment for European exports. It is envisaged that this process will also 'consolidate' access for ACP products to the European market.

The idea that seems to have attracted most support is the one that involves setting up free-trade zones with the various ACP regions while stepping up cooperation in other, trade-linked areas. This approach would initially entail the conclusion of economic-partnership agreements with groups of countries involved in their own sub-regional integration processes (SADC, WAEMU, UDEAC, CARICOM, etc.) and adapting them on the basis of the results obtained. It would mean taking advantage of Article XXIV of the GATT, which, under certain conditions, authorises the establishment of customs unions or free-trade zones. Several stages are envisaged in order to achieve a smooth transition.



Progress on diversification of exportable products in ACP countries has been poor.

The first stage, covering the period between 1998 and 2000 when Lomé IV is still in operation, would be used to negotiate a global agreement with the ACP countries (the successor to Lomé IV) setting out the overall approach. This would detail the commitments agreed by the two sides. It would also define the broad aims of the proposed free-trade zones with the various ACP regions, sub-regional groupings and any individual ACPs not in the least-developed category that want to take part in the negotiations. The Commission proposals reputedly envisage that ACP countries not involved in a regional integration process and not belonging to the LLDC category should benefit from the generalised system of preferences (GSP). Any least-developed ACP country that is not part of a regional sub-group would be covered by the current system of non-reciprocal preferences.

During the second stage, from 2000 to 2005, much more specific arrangements are envisaged. At this stage, the aim would be to conclude agreements setting up free-trade zones – for an interim period of about ten years from the date of signature. All trade-related sectors would be involved. The EU hopes to obtain further exemptions from the WTO rules covering this period, taking the view that the longer-term objectives of what they propose are in line with the Organisation's overall strategy. They believe, however, that beyond 2005, it will be very difficult to gain WTO approval for any sort of preferential regime. Further stages are also envisaged, involving the extension, harmonisation and merger of the various agreements. Some ACP countries are already calling for a longer transition period. They estimate that it will take up to 20 years to adapt their economies to the requirements of the free-trade zones.

The splitting-up of 'commercial Lomé' into regional agreements, with the establishment of free-trade zones on a regional basis, will certainly cause difficulties on account of the divergent interests of the nations involved, and the shortcomings in certain ACP regional structures. It is argued that some countries will inevitably lose out even if the effect of an agreement is to bring down the cost of imports. There are states, for example, that depend on customs duties for a substantial proportion of their revenue. Others may see their manufacturing sector hit by direct competition from European products. And then there is the argument that this approach to trade policy – with its focus on regional segmentation – risks undermining the ACPs' negotiating strength, particularly when it comes to defending countries that are least-favoured economically.

The first stage envisaged by the Commission will need to be followed with particular attention since it will offer important pointers as to what is likely to emerge in the longer term. And when all is said and done, it will still be essential to boost ACP competitiveness. Countries that take the proper steps to make their economies more competitive and to improve their trade performance, will have a greater chance of emerging from the margins and becoming integrated into the world economy. ■

K.K.

## NGDOs annual meeting

# Working together to fight poverty

The 24th Annual General Meeting of European Non-Governmental Development Organisations (NGDOs) was held in Brussels on 24 and 25 April. It followed on from a conference entitled 'Solidarity 2000: alliances against poverty in the era of globalisation', organised at the initiative of the NGDO Liaison Committee. The conference provided an opportunity for invited NGOs from ACP countries to meet their European counterparts and to discuss, in a series of workshops, the future cooperation framework – against the backdrop of the proposed enlargement of the EU to include countries in Central and Eastern Europe. At the General Meeting, *Mike Aaronson* was elected for a two-year term as the new chairman of the Liaison Committee – which embraces more than 900 organisations. Mr Aaronson is the Director of *Save the Children* and currently presides over the British NGO 'platform'.

The Solidarity 2000 Conference (23 April) was attended by some 500 people representing ACP and European civil society, as well as research, cooperation and development institutions. They came together to talk about solidarity in the fight against poverty on the eve of the third Millennium, against a background of economic globalisation and the increasing scope of international free trade rules. The purpose was to give participants an overview of the processes involved in globalisation and in the enlargement of the EU. Linked to this was the aim of providing NGDOs with the information they need to relocate their own objectives in a global context and to identify the resulting problems and consequences for the fight against poverty.

Three subjects formed a backdrop for the discussions and workshops:

- the establishment of lasting alliances against poverty and in favour of social development;
- increasing the involvement of civil society at all levels in the development process; and,
- promoting a more coherent EU development cooperation policy, particularly in the context of enlargement.

### Globalisation, partnership and poverty eradication

There are those who believe that globalisation can engender conflicts. From the criticisms voiced in Brussels by the NGOs on the policies of multinational companies and the 'downside' of free trade, it seems that they share this view. Reference was made to growing inequalities, the erosion of jobs and salaries, the increasing vulnerability of economies, the 'rape' of natural resources and a decline in democracy. These were themes taken up by the Executive Secretary of the Confederation of Central African NGOs who considered the impact of globalisation and EU enlargement on the future of North-South partnerships (on the basis of the document entitled 'Agenda 2000, for development cooperation').

Having reviewed the EU's external trade and development cooperation policies, the General Meeting issued a call for these to be based on the objective of eradicating poverty throughout the world. The European NGDOs take the view that the development prospects of their southern partners will very largely depend on the new ACP-EU agreement that is about to be negotiated. Mr Aaronson was concerned about EU coun-

tries going off in different directions, arguing that the current policies of some EU members *vis-à-vis* the South tended to undermine coherent EU action designed to promote the latter's development.

Also with coherence in mind, the NGDOs are recommending that, when the next European Commission is appointed in 1999, there should be a single Commissioner responsible for development cooperation policy and humanitarian projects across all geographical regions (ACP, ALA, Mediterranean). In addition, they want a Commissioner with wider human rights competences so that these principles can be integrated into the EU's external policies, including its development cooperation.

A further point that was raised involved the budget arrangements. There was concern that, as presently structured, these do not allow for a coherent concept of cooperation with developing countries. Mention was made of the lack of a standard approach applicable to all developing regions (the EDF, for example, is not part of the Community budget). And it was suggested that the EU espouses two contradictory decision-making models in its analyses of globalisation, development and cooperation – these contradictions being reflected in its agreements with the South. On the one hand, there is a cooperation model based on the participatory approach, while on the other, there is a competitive model, which seems essentially to favour the 'survival of the economically fittest'.

Speaking for the Commission, the Development Director-General, *Philip Lowe*, dwelt on the limitations and challenges of the future partnership. In his report on ACP-EU cooperation, he sought to reassure his listeners, referring in particular to the planned strengthening of the unit responsible for NGO co-financing within DG VIII. The expectations were that more human resources would be allocated so as to provide the NGOs with extra support, and that the funding allocations would be managed more effectively. Mr Lowe also argued that co-financing proce-



Archive picture of refugees in Southern Sudan. The NGOs argued that, despite all the emergency aid, the situation had not improved.

dures should be more flexible. He considered that the launch of PACO (the co-financing support programme) was a good example of an arrangement that would enable the NGOs to improve the quality of projects submitted to the Commission.

The Director-General indicated that the 8th EDF had finally been approved by all EU countries and that it would enter into operation in June.

The NGOs argue that if development is to be based on a partnership between civil society institutions and the Commission, budgets must be placed at the former's disposal to enable them to act on their own initiative and to work in close cooperation with southern partners. They also want to be regularly consulted about any change to procedures in areas where they receive funds. And they called on the Council of Ministers and the European Parliament to lay down a budgetary and political framework that would enable the Commission to implement cooperation policy.

## Support for ACP countries

The Annual General Meeting called on the EU to devote 1998 to Africa in particular, an emphasis reflected in the resolutions that were passed. Nine of the 19 were about ACP countries (notably in Africa). There were resolutions on Sudan, Western Sahara, structural adjustment and the Multilateral Agreement on Investments (MAI), the last mentioned being in the form of an appeal on behalf of Africa. There was also a resolution on debt (Lomé IV was the first

ACP-EU agreement to recognise that the indebtedness of the ACP countries was a cause for concern).

As for the future of the ACP-EU relationship, the General Meeting noted the emphasis placed by the Commission in its communication of October 1997 on the fight against poverty, the equality of the sexes, and a broader participatory approach. It suggested there was a need for a better definition of the concept of 'civil society' in order to enable the various groups composing it to make contributions within their sphere of competence. The meeting also urged the EU to work with the ACP countries to develop intermediate objectives so as to determine clearly the results to be achieved in development cooperation between now and 2005-2010. There should be an indication of how these objectives might be integrated within national political dialogues.

There was a lot of discussion on the conflict in Sudan. The NGOs claimed there was a lack of cohesion in the policies of member states towards Sudan and stressed that the EU should play a more active part. They also called for the development of a more coherent political programme, which would include support for the mediation process led by the Intergovernmental Development Agency (IDA) and participation in the 'Asmara process'. The NGOs argued that, despite the fact that millions of ECUs had been channelled to Sudan in emergency aid, the situa-

tion had not improved. In view of this, they suggested that EU support might be deployed to enable the communities of Southern Sudan to develop a representative civil society.

The NGOs believe that enlargement will inevitably have an impact on the EU's external policies, including development cooperation – in particular when it comes to allocating the available resources, and member state contributions to the EDF. To offset any possible negative effects, they suggested strengthening EU support through local cooperation via the NGOs. The new EU-ACP agreement and, more broadly, the Union's relations with the countries of the South, are clearly being renegotiated at a time of major political and economic change.

The Executive Secretary of the Liaison Committee, *James Mackie*, said that the future of cooperation should not be compromised by the accession to the EU of Central European countries. Development cooperation was part of the *acquis communautaire*, he insisted, and thus something the applicant states must accept. The amount of funding available for development cooperation should, therefore, be guaranteed. The General Meeting also called for greater unity in EU policies regarding the South.

Cuba's request to join the ACP Group was again supported, while the *Torricelli* and *Helms-Burton* laws, applied unilaterally by the United States to prevent companies trading with Cuba, were again condemned. This legislation inhibits free trade and the NGOs take the view that it is detrimental to the well-being of the people of Cuba. The General Meeting called on the Commission to oppose any form of conditionality in respect of cooperation with Cuba. ■ M.F.

## Towards a Europeanisation of aid?

by Professor Uwe Holtz\*

The European Union and its 15 member states combined are the world's most important providers of development assistance. The Union has special relations, not only with the 71-strong ACP group, but also with a number of other regional groupings. The author of this article argues that, to bring its real weight to bear, the EU should coordinate its development policy better – in fact, 'Europeanise' it.

The Maastricht Treaty sets out the EU member states' aim to pursue a Common Foreign and Security Policy (CFSP). This covers traditional foreign policy, security and defence, external trade, and no doubt also, development policy, although the importance of the last-mentioned for the CFSP is often overlooked. The EU has, in recent years, become a top-level actor in the development field. Broadly speaking, the policy can and should make a durable and effective contribution to sustainable, economic, social, democratic and forward-looking development – putting the human being at the centre. Any redesign of EU-ACP relations for the future must live up to this ideal.

Will the trend be to channel increasing amounts of development funds, currently spent by individual member states, through Brussels? The European Commission says little about this in its 1996 Green Paper on the future of EU-ACP relations, or in its 'Guidelines' produced in October last year. The European Parliament (EP) is clearer on the issue. It believes the EU should view the renewal of its relations with the ACP countries as an excellent opportunity to reinforce its role as a global

actor. This, however, assumes that the Union makes progress towards political union.

Since the EU, unlike Germany, does not strictly separate technical cooperation and financial cooperation, references to development policy below relate to both of these instruments.

'Europeanisation' is a process leading from the existence of parallel, and sometimes even opposing national policies, to a common policy at European level, characterised by better harmonisation and coordination.

The Maastricht Treaty contains guidelines for the efficient and harmonised design of development cooperation in the EU and its member countries. It includes the following elements:

- Complementarity. The EU and its member states should collaborate in working on complementary components (article 130u);
- Coordination of development policy (article 130x);
- Coherence of development measures with other EU policy areas such as agriculture and trade (article 130v).

In legal terms, EU policy on development cooperation could be classified as a competitive EU competence. Accordingly, the subsidiarity principle enshrined in Art. 3b of the Maastricht Treaty might be applied – in which case the Commission could only take the initiative if member state measures were insufficient to achieve the objectives identified in Art. 130u, or if a goal could better be achieved by the EU.

Recently, the German Ministry for Economic Cooperation and Development (BMZ) has been putting particular emphasis on the subsidiarity principle. According to *Carl-Dieter Spranger*, the BMZ minister: 'It must be clarified once

and for all... whether the demands of the Maastricht Treaty concerning the subsidiary function of European development cooperation will be fulfilled'. And in a newspaper interview, he underlined his reluctant attitude towards EU primacy in this area. 'I see nothing that we could not also do effectively at the bilateral level with the money we give the EU for its development cooperation – and that is 30% of the total budget. So far, no-one has explained to me what the EU can do better than we can.'

The coordination requirement in the Maastricht Treaty – which says that the EU and its member states should harmonise their development policies and aid programmes (including in international organisations and at international conferences) – is very important for the Europeanisation of development cooperation. This rule applies across the board – from the EU down to the national level. It is likely to mean that, like national agriculture and economics ministries, the member countries' development authorities will experience a steady erosion of competence and significance. In the final analysis, the legal obligation to ensure coordination means that national regulations, upon which development ministries have so far based their work, will become partially or totally irrelevant.

The coherence rule at the EU level covers, in particular, foreign and security policy, development policy, and customs, trade, agriculture and environmental matters. This represents a fundamental change from a legal-historical standpoint. Classic economic law, both formally and materially, was related to the structure and promotion of national economies, not to international and global economic frameworks. Whether, and to what extent, real policy changes ensue will depend on the political decision-makers. In seeking to establish a coherent and consistent development policy, there is still a place for national policies. But talking of consistency, how can national aid authorities convincingly argue for measures to tackle corruption in developing

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countries when their colleagues in the finance ministry allow bribes paid in these countries to be tax deductible?

### Can fifteen plus one equal one?

The question of whether the present 16 European development policies (15 national policies plus that of the EU) will mesh into a coherent whole and, in the final analysis, merge into a common policy, must be answered in the negative, at least for the near-term. National political, economic, cultural and geo-strategic interests stand in the way. There is also a reluctance among most national governments and parliaments to surrender further powers to Brussels without a guarantee that the European Parliament will have a greater say in EU decisions. The 1997 Amsterdam Treaty moves in that direction, with more co-determination by the EP in development policy. The member states also want to be certain that Brussels will run development cooperation better than they can themselves.

The following aspects could favour a Europeanisation of development cooperation:

- It can be assumed that the 'transition from a historically-determined development policy to a strategy of partnership', as outlined by the Commission, can better be designed by the EU than by individual member countries.
- The EU can have an 'adjusting' effect *vis-à-vis* national development policies. For example, France has, to date, focused on French-speaking states in Africa, while the Netherlands and Denmark concentrate on only a few key countries.

Food aid: one of a number of areas where the EU may be able to implement policy more effectively than individual member states.

- Many policy-makers are calling for the political dimension to play a greater role in development cooperation in future. One example of this is the new emphasis on promoting 'good governance'. If Sweden, Germany or Spain were to 'go it alone' on this issue, or even take a contradictory line, there is not much at present that can be done about it.
- Dealing with development policy at the EU rather than the national level could have a 'rationalising' effect. Not every donor and development organisation needs to do everything (for example, projects to promote women, protect the environment, combat the spread of AIDS etc). In addition, the small developing countries would not have to cope with a great many donors tying up their administrative capacities.
- The various instruments - from straightforward development cooperation to trade policy - are interlocked at EU level.
- More influence could be expected from having a single European voice in international organisations, particularly the Bretton Woods institutions.
- Under the subsidiarity principle, any task that the EU can implement more effectively than individual member states could be Europeanised. This might include areas such as food aid, population and family planning policies, structural adjustment, support for regional integration, trade promotion, and conflict prevention. Such an approach will not put organisations like the German Agency for Technical Cooperation (GTZ) out of

business. The GTZ, and other implementing organisations, including tried and tested NGOs, scientific institutions, consulting firms and other private sector companies, will always be needed to implement EU development cooperation.

The EU's development measures and programmes must contribute, as they already do in a modest way, to implementing the action plans agreed at the various international conferences held in the 1990s. The Union should always coordinate its activities with the United Nations and its sub-organisations. Indeed, it must be willing to channel its contributions through the UN system, in those areas where the latter can show comparative advantages over the EU.

The Maastricht Treaty provisions on development cooperation are aimed at overcoming an often serious lack of coordination, and the existence of parallel (and sometimes contradictory) approaches among the 16 policies in question. They are designed to eliminate duplication of effort and competition for projects - and to boost the effectiveness and quality of development cooperation through a better division of labour, sensible coordination and greater coherence. The effect should be reduced pressure on the administrations of developing countries, and a more effective contribution to the balancing of international interests. If this can more easily be implemented at EU level, linked with enhancement of the European Parliament's powers, then the European card should be played.

The legal basis for a step-by-step Europeanisation of development policy is, at any rate, in place. From my own national perspective, the question that remains is whether the German government will choose to take this path? I believe that a commitment to such a route would fit in well with Germany's interest in a common European foreign and security policy, and its desire for a system of global human security. ■ U.H.



# Reflections on civil society

by Pamphile Sebahara\*

The term 'civil society' has moved to the heart of the current debate on development cooperation, especially since the end of the Cold War in 1989. Yet writers rarely define exactly what they mean by 'civil society'. On one level, it seems to need no explanation. Groups and organisations that identify themselves with the concept are springing up all over the place these days. Yet the truth of the matter is that in its current usage, the term is vague, ambiguous and often mutually contradictory.

Where does the concept of civil society come from? When we use the expression what are we referring to? Why is it so fashionable these days? Is civil society an alternative to the bodies traditionally associated with promoting development (the state)? Here we attempt to tackle these questions, without claiming to offer an exhaustive treatment of the subject.

## Historical background

In its French form, the term '*société civile*' first appeared in the 16th century. Etymologically speaking, it comes from the Latin '*societas civilis*', the equivalent of '*res publica*', both these expressions deriving from the Greek '*polis*' (which can be translated as City or State) or '*koinonia politike*' (citizens collectively or the political community). Since the 16th century, definitions of civil society have varied considerably depending on the viewpoint and interests of the individual writer. That said, there is some consensus that civil society is the product of a modern social vision. Most major political thinkers have offered theories on the subject, some of which are briefly described below.

In the 17th century *Hobbes*, one of the founding fathers of modern political thought, contrasted civil society (linked to a strictly ordered political society) with natural or pre-modern society. In the 18th century, *Rousseau* took the concept a step further, identifying a three-tiered system: the natural state (family level), civil society (i.e. civilised society) and political society or the state (the level at which the inadequacies of the other two tiers are resolved). *Hegel* subsequently elaborated on this intermediate state of civil society by stating that though the latter is not the state, its existence is only made possible by the state. In the 19th century, *Marx* used the term to mean a 'society of citizens'. In its broadest sense, the expression in its current form has thus inherited ancient characteristics which bear the marks of a long journey through multiple cultural contexts. At the same time, it has elements that are wholly specific to the dynamics and complexity of the modern world.

In modern usage, civil society is therefore most likely to refer to a series of intermediate bodies that govern relations between individuals and the state. It is based on a subtle and fragile dialectic between individualism and a sense of community, between the interests of the clan and state rationalism, between community affectivity and economic and scientific rationalism. The

complexity of the concept and the often vague and undefined nature of its semantic components, make it virtually impossible to conceptualise. It is a notion as complex in its reality as in its designation. Not surprising then, that definitions of the term are rare and its meanings often implicit and loaded with connotations.

Ultimately, the reference structure most commonly adopted is the relationship between *civil society* and the *state*. The opposition between these terms is relative: the two referents can never be completely independent of each other and indeed, they overlap to varying degrees. The state may range from totalitarian at one end of the continuum to weak (or even non-existent) at the other. Within this defined spatio-temporal context, it should be possible to define 'civil society' conceptually. The relative autonomy of civil society does not necessarily mean that it cannot be financed by the state budget. It derives instead from the fact that those taking an active role in civil society are not limited by officialdom or political power in their ability to speak out. They have a specific role – which may be scientific, artistic or educational – in promoting social awareness, defending popular interests, and so on.

## Reactivating civil society and integrating it into a worldwide concept

The rekindling of civil society in developing countries is linked to accelerated internationalisation and to the ending of hostility between East and West. Economies are increasingly being planned at a worldwide level and many problems require supranational solutions. Meanwhile, the collapse of communism has generated a wave of democratisation that has spread to the developing countries. Thus, the emergence of groups that identify themselves with civil society can be explained, at least in part, by the adoption or consolidation of market economics and of political pluralism within these countries.

The dynamism of the groups that make up civil society in developing countries should help the latter integrate into the global framework. It is this global view that underpins the changes nation states are going through at present. On the one hand, less and less efficient control of a country's territory, brought about by the proliferation of transnational networks, means that national borders have become less defined. On the other hand, the gradual abandonment of state distribution services has left many social organisations without institutional protection and has forced them to search for new means of collective expression and to find new solutions to their problems. The organisations that emerge from this process often come to the aid of those rejected and marginalised by society. They also get involved in matters which, whether through lack of political will or resources, are no longer seen as a priority by the state. Indeed, many issues tackled today by civil society have already trodden a long and weary path through a maze of past social policies. Other themes such as environmental protection are relatively new. Civil society institutions set up in this area are the product of recent economic and policy developments at both national and international level. It is also clear that a considerable number of 'old'

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issues are nowadays seen in a totally different light, with previously hidden dimensions and facets now coming to the fore. Ethnic and sexual issues are a case in point. The development of civil society can, therefore, be seen as a complex 'stop-and-go' mechanism – progressing fluidly one minute, and coming to an abrupt stop the next, picking up on a recurrent theme, then breaking off again.

It is worth emphasising the position and legitimacy achieved by civil society over the last ten years at the major international conferences organised by the United Nations between 1992 and 1996. Six conferences, aimed at making the 'decision-makers' aware of the magnitude of the challenges confronting the planet, successively tackled the environment, human rights, population growth, the global social crisis, the role of women in society and sexual equality. Although NGOs were still limited to an advisory role, for the first time they played a part in influencing the decisions taken at these summits. This was done either through direct participation, or by exerting indirect pressure through 'parallel summits' staged in the same cities. The conferences also revealed that civil society is by no means a homogeneous group – and that it is subject to the same divisions that split the international community. It was demonstrated, furthermore, that where community movements are at their strongest and most structured, they can have considerable influence. So the potential of the driving forces within civil society can only be appreciated on the basis of defined spatio-temporal contexts. Moving on from this point, let us take Africa as a concrete example.

### Civil society in Africa

An analysis of the emergence and development of civil society in Africa, of its contradictions and ambiguities, and of the instrumentalisation of certain of its elements by those in power, really deserves a study all of its own. We must limit ourselves here to a brief survey mentioning just a few specific characteristics.

Looking first at the socio-political context from which African civil society emerges. post-colonial history teaches us that the state succeeded in dominating civil society rather than serving it. By establishing a single cultural reference and imposing a centralised state, it exacerbated the fragmentation of civil society. Political pluralism has slowly been gaining ground since 1989-90, but is nevertheless still trying to find its feet in many countries. This situation undermines the structures and active forces of civil society that are still trying to consolidate their position and assert themselves as partners in dialogue with the state. Second, there are large sections of the population without the (human or material) resources, or the opportunity, to form groups in order to take charge of their problems and benefit from the aid granted to civil society by donors. These include many of the most needy, and people who should be in a good position to take up the challenge of improving social awareness (such as students and civil servants).

Another factor is the risk of misappropriation of aid. We are now in a situation where, while the profit imperative escalates, the inequalities between rich and poor are becoming more and more pronounced. It is not out of the question that some members of 'civil society' may attempt to line their own pockets. Indeed, it may be that certain government officials decide to 'transform themselves' into civil society representatives, especially following public expenditure cuts. This will generate – indeed in some countries already has generated – com-

petition between the state and the NGOs. The weakest citizens risk becoming the victims of this polarisation. Consequently, it is vital to monitor and evaluate the financial and material management of the various associations in order to avoid past errors with respect to the way certain development projects were funded. It is not a question of casting doubt on the role played by local and international NGOs in Africa, but rather of not forgetting that civil society is also an 'arena of social struggle'.

What can we do to overcome the obstacles described? Obviously, assistance for those groups of civil society that have already managed to establish themselves must be continued. Likewise, craft workers, lawyers' and journalists' associations, and farmers' groups deserve support. But help must also be available to those who have not yet been able to structure and organise themselves, such as university students, government officials and teachers. And it is not enough merely to set up organisations. They must enjoy relative autonomy to be able to assume their responsibilities and stake their claims *vis-à-vis* the parties in power. In Africa, this cannot happen without first establishing and consolidating a legitimate state – essential for a coherent policy of providing aid to civil society, especially in the context of a long term plan. This, in turn, means helping to strengthen the capacities of the state, whose duty will not only be to run the country but also to restructure it. We hardly need remind ourselves that decentralisation is an extremely recent phenomenon in many countries, and in some places, it has not even got off the drawing board.

### Conclusion

The aim in these few general observations, has been to show how complex the subject is. Civil society is an enormous and extremely diversified theme. NGOs are often called on to act simultaneously or consecutively, depending on the specific circumstances, at the local, national, regional and even transnational levels. Their roles and allegiances are many and varied. Whichever way we look at it, there is no clear demarcation between civil society and the state. The two overlap to varying degrees because they have the same common denominator – the citizen. All the same, when people associate themselves with civil society, they expect a relatively independent entity, both in terms of its organisation and its actions, within the framework of which they can establish a much broader dialogue with political institutions. In Africa, much remains to be done in terms of organising the various components of civil society. We need to strengthen the foundations of those structures that have been put in place over the last decade, and help the many people who have not been able to organise themselves to do so – so that they can have a vehicle of expression enabling them to take part in the running of their country. Observers have noted that any new paradigm which casts development in a radically different light inevitably trails the risk of deception in its wake. Instead of seeing civil society as the 'miracle cure' to the problems of underdevelopment, aid agencies should try to consolidate it. And it should not, in the process, be shutting out the state, which is the other key actor.

There is scope for a great deal more discussion about this subject from both a political and an academic perspective. We live in a diversified world filled with all sorts of people expressing many different concepts and ideas. If we are to achieve anything in this world, we have to be able to understand them. ■

P.S.

# Joint seminar on the acquisition of skills for the marketing of agricultural products by staff of Economic Producers' Organisations in French-speaking Africa

## ILO-CTA partnership

by Ibrahima Barry

The International Labour Organisation (ILO) and the CTA organised and financed a joint seminar on the marketing of agricultural products, in Bamako (Mali) from 3 to 7 November 1997. This five-day workshop was attended by staff from Economic Producer Organisations (EPOs) in charge of marketing within their organisations, NGOs, and bodies that provide EPOs with specialist support. The cooperation was initiated and made possible by the Brussels Office of the ILO. Implementation was done jointly by the CTA, the ILO centre in Turin and the subregional ILO programme BIT/ACOPAM, which is based in Dakar (Senegal).

EPOs aim to increase producer incomes so as to enable the agricultural sector to provide the impetus needed for sustained growth in national economies. These organisations make a significant contribution to stabilising farm incomes by promoting trade at both national and international level.

### Background of structural adjustment at a time of economic globalisation

The economies of French-speaking Africa have been subject to structural adjustment programmes since the 1980s. The implementation of these has profoundly changed the environment in which the EPOs operate, especially as regards regulations that govern bodies coping with disengagement from the state. Producer organisations have suddenly been directly confronted with the reality of a free market, having done business for decades with the help and protection of the state and its agencies.

At the same time, democratisation has been initiated by most countries, encouraging free expression and the appearance of new forms of social, economic and political organisation. This has enabled producer organisations to choose their development strate-

gies and implement them without state intervention.

Now that the state or parastatal organisations previously set up to market agricultural products have disappeared, and the rules have become more flexible, the EPOs find themselves in an environment that favours private initiatives. These are occurring through the creation of new forms of producer organisations and new kinds of specialist body involved in supporting development. This situation, in which markets are being liberalised and arrangements for supporting EPOs are changing, requires rapid adaptation on the part of all economic operators, especially in the field of marketing support.

The result is that new types of professional support organisations (NGOs, consultancy bureaux) are emerging to help producers become genuine economic operators. Different types of commercial organisation are coming into being and they are striving to master the art of marketing in order to increase their income, improve their technical performance and raise the value of the work done by their members.

### Responding by increasing the powers of the EPOs

Problems associated with marketing of agricultural products

have always been a major concern of EPOs, their members, and governments responsible for laying down the rules. This activity is still principally carried out by large-scale traders organised in networks – constituting an oligopoly in each country. This form of organisation, which is marked by non-specialisation, strong social



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*The Technical Centre for Agricultural and Rural Cooperation (CTA) was established in 1983 under the Lomé Convention between the African, Caribbean and Pacific (ACP) States and the European Union Member States. CTA's tasks are to develop and provide services that improve access to information for agricultural and rural development, and to strengthen the capacity of ACP countries to produce, acquire, exchange and utilise information in these areas.*

and economic control over all the operators within the network, centralisation of information gathering, limited stocks and a tendency to speculate instead of effectively mediating between supply and demand, has never been favourable to the EPOs.

Faced with a new situation, neither producers nor the EPOs were prepared for the tasks of canvassing for and promoting new products, producing high-quality products for export, and adapting to the requisite regulations. Processors and carriers have been confronted with the same problems as they have struggled to master operations that are new to them. Although this situation has encouraged the appearance of new initiatives that favour producers, the EPOs must be ready to confront some major challenges if they are not to perish. These challenges are to be found at the following levels in particular:

- organisation,
- production of high-quality products,
- diversification of production,
- dynamism and anticipation,
- partnership.

To enable them to gain an awareness of these problems, adopt an active and positive attitude to the situation, and respond effectively, the CTA, ILO and their partners – the economic producers' organisations – decided to organise a joint seminar on the mastery of skills relating to the marketing of agricultural products. The aim of the workshop was to reinforce the skills of the EPOs and their support structures by enabling them to devise commercial strategies that are appropriate in a free market context. More specifically, the idea was to enable EPOs to understand the roles of all the economic operators upstream and downstream of their activities, and to help them explain to producers that production decisions must be taken on the basis of commercial strategies: also that it is no longer the task of EPOs to collect and sell what members have produced, but to market what they have jointly decided to produce.

### **A panel of participants with varied marketing experience**

A total of 36 people from ten African countries took part in the workshops, the breakdown being as follows:

- 15 representatives of EPOs performing marketing functions within their organisation;
- 6 representatives of bodies that support EPOs with marketing;
- 6 consultants specialising in training and/or marketing of agricultural products;
- 8 experts representing the cooperation organisations responsible for organising the workshop (CTA, the ILO centre in Turin, ACOPAM);
- 1 workshop moderator experienced in coordinating such events.

The participants came from Senegal, Gambia, Cameroon, Côte d'Ivoire, Mali, Burkina Faso, Niger, Mauritania, Guinea (Conakry), Chad and Benin.

### **Focus on the participants' training needs**

The workshop took account of its training objectives by focusing on actual situations experienced by the EPOs represented at the workshop. To achieve its objectives, the workshop used methods based on participation, allowing each participant to express his or her views and explain his or her ideas. Use was made of the participants' practical experience and theoretical knowledge, while at the same time, the specific nature of the sectors and products was emphasised. The workshop was set up with the participation of all the partners (CTA, ILO centre in Turin, consultants, EPOs and support structures).

### **Communications focusing on the EPOs' economic and institutional environment**

High-level consultants gave lectures on the environment within which EPOs operate. These lectures related to:

- the macroeconomic environment of EPOs;
- consumption;
- the chain from producer to consumer;
- price and price formation;
- market information.

Each lecture was followed by a discussion, which enabled participants to become aware of the problems and to gain a better view of the new functions of EPOs. The lectures generated discussions that enriched the work of the group.

### **Taking an inventory: Describing the EPOs' macroeconomic and institutional environment**

*A complex environment.* The environment in which EPOs are operating at the time of market liberalisation is complex and new to the producer organisations which must master the problems it throws up if they are to perform their function properly. Stating the problems and the resulting changes enabled participants to gain an awareness of the various pressures, their complexity and the relations between the different operators involved in commercial transactions. The existence of various operators implies that relationships are maintained between parties of different strengths, resulting in an unequal distribution of the benefits that are the outcome of EPOs' activities. Analysis of this environment has made it possible to assess the EPOs' position with regard to implementation of their production and planning activities, management of their human resources and the marketing of their output, and to identify their actual strengths, weaknesses, strategic interests and potential, and the factors that can be used to enable them to do more to derive greater benefit from their activities.

*Rapidly changing consumption.* From an analysis of consumption and the way it has changed, it was possible to consider whether EPOs need to modify their behaviour to take account of the laws of a consumer market. This means

that an attempt must be made to mediate between markets and production more effectively. Attention was drawn to the actual environment in which EPOs work in Africa, with emphasis being placed on the need to adapt to market liberalisation and on the need for EPOs to manage their affairs transparently and produce satisfactory commercial results. Another point of discussion involved the situation where producers cannot manage in a market environment where competition is always the norm. But EPOs may well have a part to play in a market environment (demand will not stop growing) if they organise themselves differently – as the benefit of all transactions will be enjoyed by those who act professionally and are capable of creatively offering new products.

*A system and its operators.* The lecture on the concept of sector made it possible to identify the various operators, their roles and the relationships between them. This part of the workshop helped participants to understand that if they are to succeed, all operators (producers, packagers, processors and exporters) must have the 'will to win' and recognise and respect the interdependence of their roles as they cope with the rigours of the modern market.

*Internal production and continuous gathering of information.* The lecture on market information emphasised the need for EPOs to invest in the generation of internal information and in ways of obtaining information about markets. Control of information is always a definite advantage for those wishing to derive greater benefit from marketing and the way in which markets function.

*A professional attitude to canvassing.* This lecture was intended to give a clear and simple description of basic theoretical concepts relating to price formation on markets, the special features of the agricultural sector and the areas in which EPOs must work if they are to derive the greatest benefit from prices.

The situation of those who set the prices for their products

must be changed to improve the remuneration they receive for their output. Given the way the market is organised (oligopolistically), the EPOs must act to:

- reduce production costs to achieve competitive prices;
- increase agricultural productivity and improve product quality;
- reduce the number of links in the chain between producers and consumers by controlling production, processing and distribution;
- diversify products.

The EPOs must no longer confine themselves to functioning as a group for producing and delivering goods like everybody else, but must acquire the means to market high-quality products at a lower cost in order to beat the competition. This means going beyond the output-marketing stage and becoming involved in processing and the finished product.

### Case studies

Three EPOs were used as examples in the compilation of case studies. These were:

- *UCOBAM* from Burkina Faso (an organisation engaged in the export of fruit and vegetables);
- The *Tilla Kaina* cooperative from Niger (which mainly operates on the national market and has had an unfortunate experience with exports);
- *Crossroads Exchanges* (a federal organisation set up to market the products of its members: it is sub-regional in scale and operates on national, subregional and export markets). Two case studies were prepared concerning Crossroads, relating to grain and staple products (acacia and cashew nuts).

Having performed the various group activities, the participants recreated the chain from producer to consumer in their particular field of activity.

### Workshop results

The results of the workshop can be assessed at two levels:

- Achieving its aims. The participants gained an awareness of the

environment in which their organisations are evolving and acquired the basic knowledge needed to develop a coherent commercial strategy. The workshop thus responded to a genuine concern on the part of EPOs. Its framework also enabled it to encourage fruitful discussion among professionals who could subsequently come together to form a network.

- Strengthening and augmenting skills. The workshop made it possible to identify the new requirements of EPOs, such as financing, drawing up contracts, internal organisation, negotiation, and diversification of production.

### Consequences of the workshop

The expected consequences of this workshop may be outlined as follows:

- promotion and production of tools;
- supporting the creation of a network of professional partners specialising in marketing agricultural products;
- providing support for the production of marketing manuals and guides;
- training;
- organising workshops on financing and various ways of financing, the internal organisation of EPOs and drawing up and negotiating contracts. ■

## More about CTA

In the last issue we carried the second of a series of articles explaining how CTA's operational departments contribute to the Centre's overall aims and objectives. Here we focus on the work of the Information and Capacity Development Department.

### Strengthening the information and communication management capacities of ACP partners: the role of CTA's Information and Capacity Development Department (ICDD)

The ACP countries are facing slow growth in their agricultural sectors. This is the result of a number of constraints including inappropriate national agricultural and rural development policies, low adoption rate of appropriate technologies for different agro-ecologies and agricultural production systems, and ineffective institutional frameworks to promote change (information, advice and management support). To help alleviate these constraints, ICDD is taking steps to strengthen the interactions between research and technology transfer organisations, governmental and non-governmental sectors, research and university centres, NGOs and the private sector. ICDD's aim is to strengthen the information and communication management capacities of ACP agricultural and rural development organisations in order to alleviate poverty, promote food security, and preserve the natural resource base. The principal axes of ICDD's strategies are information and documentation support services, networking and communication activities and measures to encourage the adoption of information and communication technologies.

#### Information & documentation support

The Department's information and documentation support activities include the provision of information resource packs to radio programmes and extension services, and the provision of scientific literature to research programmes. It also covers the provision of reference books to teaching institutions and the development of national and regional databases.

**Rural radio resource packs.** Many ACP countries face difficulties in promoting the adoption and use of new agricultural technologies. This is because of weak links within national agricultural systems, poor information sharing among farmers, low literacy levels, and ethnic and linguistic diversity across vast geographical areas. The aim of CTA's support for rural radio is to strengthen linkages between researchers, extension agents, farmers and managers of information and communication services. The themes of the resource packs have included the processing of oleaginous plants, farmer and village associations and the development of target markets. Particular emphasis has been placed on pooling farmers' know-how and experience.

**Selective Dissemination of Information (SDI).** The aim of the SDI service is to keep agricultural research systems better informed on research activities around the world and to facilitate access to agricultural technology. Every two months, CTA provides to target priority research programmes information and documentation in specific fields of interest. This service is supported by the possibility of accessing the primary documents (photocopies of articles). The programme is implemented in collaboration with the sub-regional research organisations (ASARECA, CARDI, CORAF, SACCAR and SPC) and in partnership with some CGIAR centres (ICRAF, ILRI). About 1000 researchers receive 9000 documents per year.

**Dissemination of Reference Books on Agriculture (DORA).** One of the causes for the decline in educational standards in Africa's training establishments is their limited access to agricultural reference works, primarily because of low budget allocations for book purchase. The DORA programme was established in 1991 to address this problem. Books are distributed yearly to selected higher and secondary-level agricultural educational establishments in Africa. Each year, 12,000 key reference books are distributed. To improve the quality of its services, CTA compiled a directory which contains the organisational profiles of 350 teaching establishments in Africa. From 1997 to 2000, about 140 training institutions will benefit from the book donation programme.

**National and regional bibliographic databases.** This programme aims to strengthen the information systems for collecting, processing and disseminating information related to national development from national and international sources, with particular emphasis on grey literature.

#### Networking & communication

The Department's networking and communication activities cover training courses on scientific and technical information and communication and support for the establishment or development of agricultural networks.

**Training in information and communication.** A series of training modules targeted at NAS leaders, scientists and research programme leaders and information managers, including radio broadcasters, has been developed. These cover, among other things, scientific and technical writing, electronic publishing, public awareness, annual report production, rural radio and management of agricultural information services.

Emerging ACP training needs to include networking and network management. To support the development of its training activities, CTA also organises 'training of trainers' courses and is developing training material and a directory of competences and resources.

#### Information & communication technologies

The information and communication technologies (ICT) activities cover the provision and production of CD-ROMs, the setting up of an ICT observatory and the establishment of a Website.

**CD-ROM.** Researchers in ACP countries often have limited access to information on agricultural technologies produced elsewhere. CTA's programme equips agricultural institutions with CD-ROM technologies and provides access to world agricultural databases. CTA is now concentrating its activities on the subscription to databases and support for direct access to primary documents such as photocopied articles, reports and books, through the Unesco coupons scheme.

**Observatory of information and communication technologies.** CTA promotes coordinated initiatives of various international and national bodies interested in modern technologies for agricultural and rural development. The activities to be implemented will include the organisation of annual meetings, the production of policy briefs on new initiatives and other developments in electronic media, the production of advisory guides and support to NAS leaders.

**CTA Website.** CTA is developing its Website to disseminate information more effectively to beneficiaries, to offer full-text access to agricultural information and to promote exchange with other development organisations. The site, which will be operational in 1998, will provide information on CTA's institutional background, mandate and objectives. It will also describe the Centre's products and services, including CTA's bulletin *Spore*, the Publications Catalogue, abstracts of studies and seminars, and information on training programmes. The Website will also provide answers to commonly asked questions, information on organisational structure and personnel and links to other Websites of interest to those involved in agricultural development in ACP regions. To develop the site further, CTA is examining the possibility of setting up news groups on information priorities for ACP countries and hosting ACP partner sites.

## Wood sector

### Effective drying is the key to ensure quality

A large number of ACP wood producers could easily reach export quality standards if they were to follow some very basic rules during the procurement, stocking and manufacturing processes. Over the last 3 years, the CDI has been providing specialised technical assistance to several Caribbean – and Pacific-based companies, and a significant number of important improvements have been recorded. Let us see where and how they can be achieved bearing in mind that if the wood is correctly dried, many other timber problems are eradicated.

Every day, hundreds – if not thousands – of cubic metres of one of the ACP countries' most valuable and renewable natural resources are damaged by careless handling. Boards are often carried at shoulder height by workers and then 'dropped' onto the ground or an existing pile. This can cause

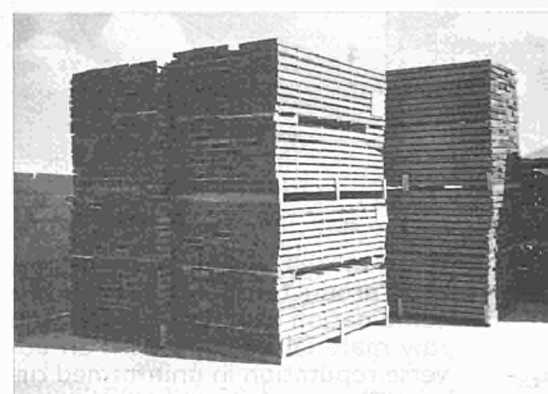
board ends to split, or existing splits to extend, thus devaluing the ultimate 'sales price'. Dropping planks of wood can also bruise one or more of the four edges or faces, contributing further to unnecessary degradation. Wood thrown directly to the ground soon becomes walked on or driven over by vehicles such as forklift trucks or lorries. As a consequence, it becomes dirty and discoloured with minute particles, or 'grit', embedded into its faces. When the wood is finally machined, these minute pieces of 'grit' damage the cutters and add unnecessary expense to the products made.

By placing the stocks 'in stick' as soon as possible after conversion from the round log into sawn boards, wood producers can reduce the amount of water those boards contain, thus substantially decreasing the time timber has to stay inside the kiln. This is usually the first piece of advice CDI experts give to ACP wood promoters.

#### Air-drying to remove the 'free water'

Before the wood can be used for the manufacture of most articles, it must lose the water it contains to avoid excessive shrinkage and distortion in service. Let us not forget that wood is a 'plant tissue' made up of cells of varying shapes and sizes which are mainly composed of cellulose and lignum. The moisture in 'green' (newly-felled) timber is present in two forms: free moisture, which is held in the cavities of the cells, and bound moisture closely associated with the cell walls.

When timber is dried, the free moisture in the wood cell cavities is the first to leave. It moves to the surfaces and then evaporates, usually without any adverse effect on the timber. When the cells no longer contain free moisture, the timber is said to be at fibre saturation point. When the drying process continues beyond this point, shrinkage will begin to occur, approximately in proportion



The situation that all too often prevails in many sawmills (above) and the manner in which wood should be piled prior to kiln drying (below).

to the amount of bound moisture lost. The Fibre Saturation Point in moisture content terms will vary from species to species but it is generally accepted to be between 25 and 30%.

The removal of free water held in any species of wood can be accomplished by air-drying. While part of the bound water can also be removed naturally, the actual amount will largely depend on the temperature and humidity of the air in which the air-drying has taken place. It will however take significantly longer than the time required to dry wood in a well-designed Timber Drying Kiln.

What is the actual moisture level that can be attained by air-drying? Generally, in a tropical environment where the ambient temperature is 30°C and the humidity is about 85%, the Equilibrium Moisture Content (EMC) of the wood would be 18.5%. If however the temperature is increased to 35°C and the humidity is reduced to 80%, the EMC would drop to 16.5%.

Regrettably, manufacturers of wooden products often fail to realise, or are ill-advised as to the equilibrium conditions that their products are likely to be subjected to in the markets where they in-

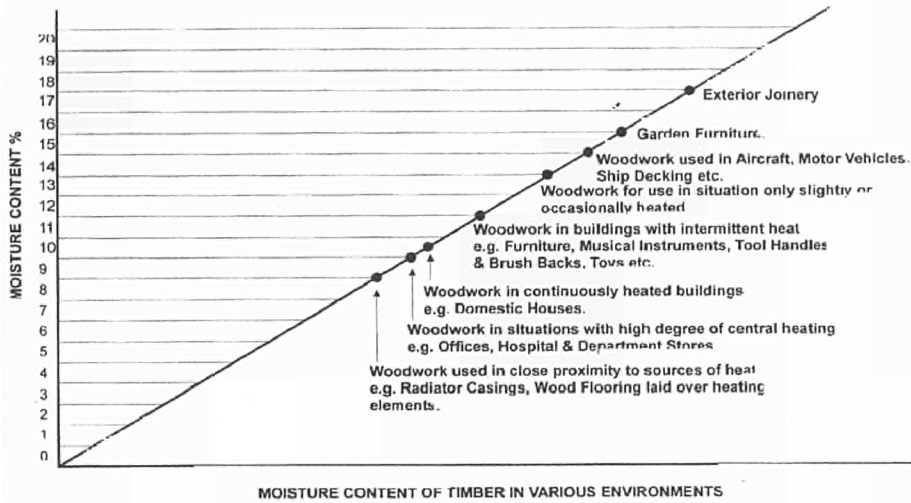


## CDI

The Centre for the Development of Industry (CDI) is a joint ACP-EU institution created in the framework of the Lomé Convention linking the European Union with the 71 ACP countries (Africa, Caribbean, Pacific). Its objective is to support the creation, expansion and restructuring of industrial companies in ACP countries. To this effect, the Centre promotes partnerships between ACP and European companies. These partnerships may take various forms: financial, technical and commercial partnerships, management contracts, licensing or franchise agreements, sub-contracting, etc.

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tend to sell. As a consequence, their products fail in service, and a combination of both producer and raw material ends up with an adverse reputation in uninformed circles. The graph illustrates the recommended moisture content for various types of wooden products in service within Northern Europe.

### Selecting and setting up an air-drying area

Air drying involves the open-piling of freshly-sawn timber either out of doors or in open sheds, so that the wood surfaces are exposed to the surrounding atmosphere. Wind and local convection currents will cause air movement through the stack and thereby convey solar energy in the form of heat to the wood, and carry away evaporated moisture.

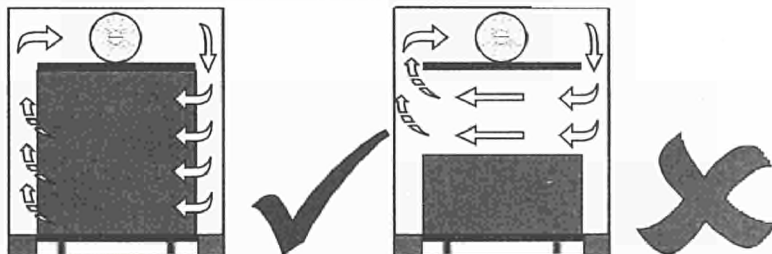
Ideally, the selected area should be well away from trees and buildings which could restrict the free flow of air. The area should be levelled and well drained. It should also be free of vegetation, wood waste and sawdust all of which could harbour wood-destroying insects and decaying fungi. Furthermore, vegetation not kept under strict control

It is vital that any kiln be filled to maximum capacity. If large gaps exist in the stack, the air will pass through these rather than between the layers of timber, and consequently, the drying times increase.

can slow down or even totally restrict the free passage of air through the timber stack.

In most situations, the orientation of timber stacks has little effect on the drying rate and an important consideration in planning the air-drying yard is to arrange the stacks and roadways to facilitate the necessary handling operations. When initially laying out the air-drying area, consideration should be given to the possibility of future acquisitions such as fork-lift trucks or side loaders. Roadways should be large enough to accommodate them.

Foundations are important. Stacks should be erected on good solid foundations and, in order to permit ample ventilation, the bottom layers should be raised well above the ground. The clearance should be between 400 and 500mm. The most convenient form of foundation, and probably the simplest to erect, consists of a series of cross members (bearers) not less than 100 x 100mm in section.



### Training course for the Caribbean region

In March 1998, a five-day Timber Drying Training Course was held in Trinidad for seven companies from Belize, Guyana, Suriname and Trinidad & Tobago in collaboration with the CDI Antenna for Trinidad & Tobago, Caribbean Business Services Ltd. The course not only covered all aspects associated with the drying of wood, but also looked at many of the non-traditional methods of drying. A comprehensive Course Handbook was provided to each attendee.

The course concluded with a written and practical examination for each delegate with a Certificate of Competency being issued under the joint auspices of CDI and the Timber Quality Bureau of Ireland to each successful candidate. During their stay in Trinidad & Tobago, participants had the opportunity to visit two local wood processors.

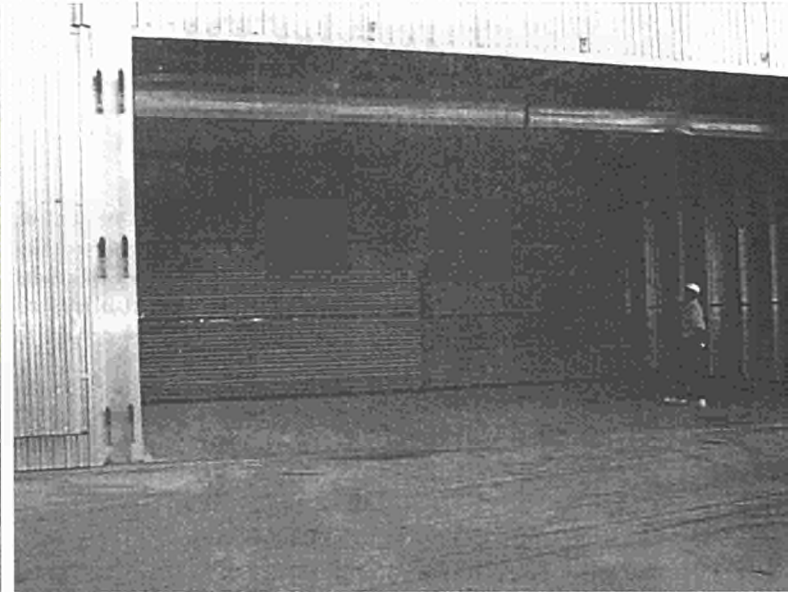
### Piling wood and protecting it from the weather

Generally, the width of the pile should not exceed 1800mm to avoid slowing down the rate of air through the stack. Wide stacks dry more slowly than narrower ones, and staining and fungal rot are more likely to develop where the rate of air flow is significantly decreased.

It has been found that the most suitable stick thickness for both hardwoods and softwoods is 19mm square. Besides separating the layers of timber to allow a free circulation of air, the piling sticks - when correctly placed immediately above one another - also help prevent distortion during the drying process.

Ideally, air-drying stacks should be located in large, open-sided sheds, but when they are not available, some form of roof should be provided to protect the timber from heavy rain and the direct heat of the sun. In a well-covered stack, the drying process takes place quite well even during periods of heavy rainfall. By contrast, little or no drying occurs in similar conditions in a stack which is fully exposed. Successful air-drying for periods up to six or even eight weeks can reduce the overall





drying time required in a Timber Drying Kiln.

Once the wood has been properly dried, it should be 'close piled' and protected from the elements. On the two pictures: the situation before and after the CDI expert's intervention.

### Ensure a proper kiln air circulation system

In many of the Caribbean and Pacific companies visited by the CDI expert, it was found that the main reasons for a loss of kiln efficiency were invariably either the kiln's being operated at levels significantly below full capacity or a weak air circulation within the chamber.

It is of vital importance that any kiln be filled to maximum capacity, not only from an economic point of view but also from a drying standpoint. Indeed, if large gaps exist in the stack, the air will pass through these gaps rather than between the layers of timber, and consequently the drying times increase. Also, the ends of the boards closest to the large air gaps have a tendency to dry much faster than the remainder of the board. Because timber shrinks as it dries, there is a grave risk that severe end shaking will result. It is also vitally important that the timber be stacked to the maximum height of the kiln so that the hinged baffles that are installed within the chamber fit snugly

down to the top of the kiln load. The graphic on the previous page illustrates this process.

During the drying process, it is strongly recommended to raise the humidity to stabilise the moisture content, and this is achieved by elevating the humidity at certain times to 90%. To do this, water molecules have to be absorbed by the air within the chamber, and this can only be effectively carried out by either spraying live steam or minute water droplets into the atmosphere. To allow water to simply 'dribble' onto the floor from a tap or hose takes significantly longer than the above method and can cause excess humidity, which not only is clearly a waste of energy but also will slow down the drying process.

To complete the process, the kiln should be equipped with a temperature and humidity controller. It should also be properly insulated to reduce thermal losses. In one Caribbean company, the CDI expert advised it to insulate the kiln chamber (total cost was

ECU 5500). As a result, the energy consumption of the kilns dropped from an average monthly figure of 123,500 kWh to 60,750 kWh, representing a monthly saving of approximately ECU 1800 or ECU 21600 per annum (representing a 90-day pay back period on the investment). The expert also advised that the heating source should be converted from electricity to either steam, hot water or hot air. Furthermore, he said that the fuel used should be wood waste, particularly as the company has a ready supply of dry particulate fuel available and spends a significant amount of money *per annum* to have this waste removed from the site.

Last but not least, once the wood has been properly dried, it should be 'close piled' – by removing the sticks – and protected from the elements. Badly stored wood could suffer from weather conditions as storing kiln-dried timber without any form of protection is little short of 'inviting trouble'. The situation is further compounded by leaving the material 'in stick' because, within a period of up to one month, the moisture content will have reached equilibrium; during the rainy season, this equilibrium can reach between 16% and 17% moisture content. At least by close packing the stock, the rate of absorption could be significantly slowed down bearing in mind that the majority of material is dried in the kiln to between 10% and 12% moisture content.

Contact CDI : Jordi Tió Rotllan

### Industrial Partnership Meeting on Wood in the Pacific

From 29 September to 2 October 1997, 19 ACP companies from Fiji, Papua New Guinea, Solomon Islands, Tonga, Vanuatu and Samoa met their European counterparts during an Industrial Partnership Meeting.

Fourteen of them showed interest, either for a diagnostic report on their equipment by the CDI expert or for technical assistance in the installation of an effective Timber Drying Kiln. This type of installation is currently being set up with CDI's assistance at *JOB* in Papua New Guinea and at *Bluebird* in Samoa.

# Portugal-CDI cooperation

## High cruising speed

*Cooperation between Portugal and the CDI gives good results. The numerous files for support to mainly African ACP companies are the concrete proof of this.*

The ICEP (Investments, Commerce and Tourism of Portugal) was among the first institutions to conclude a cooperation agreement with the CDI, on June 24, 1987. Since then, other tripartite agreements have been signed: in July 1991 with Banco CISF (at the time BPA) and Banco de Fomento Exterior (BFE), then with the Foundation for Economic Cooperation (Fundo Para a Cooperaco Econmica - FCE) in June 1992.

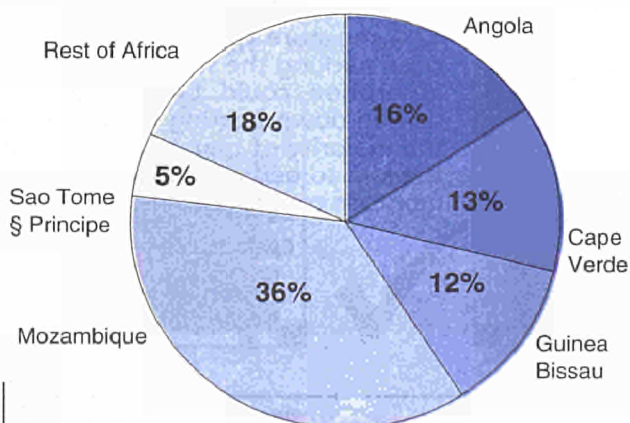
Since 1987, activity has not slowed down. On the contrary, it has intensified, especially following the tripartite agreement signed with the FCE. In total, since June 1987, more than 320 industrial cooperation actions have been backed. At present, the ICEP is analysing more than 100 projects and investment intentions of Portuguese companies in ACP countries, a large part of which will be handled in cooperation with the CDI. In the Centre's statistics, Portuguese partners are numerous and are at the same level as British, Belgian and French partners.

In 1997, the ICEP analysed and provided follow up on 136 investment and cooperation projects. Furthermore, 46 new application files were put together and 16 of those were accepted. The ICEP also took part in two seminars to promote investments in non-traditional Southern African markets (Botswana, Malawi, Namibia and Zambia) and in the garment sector in Cape Verde. Additionally, a number of company visits and meetings of industrialists took place through ICEP's initiative.

### Support to Portuguese-speaking countries

The majority of the projects concern Africa, mainly the countries in the PALOP region (African

FIGURE 1

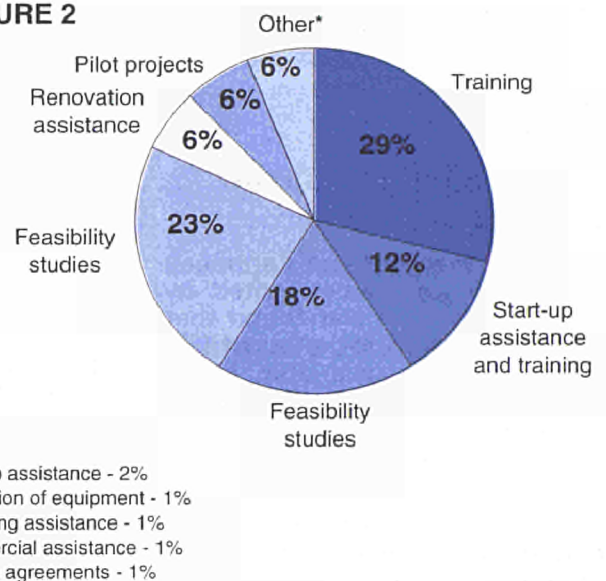


countries whose official language is Portuguese). Indeed, it is obvious that Africa, with 96% of the industrial cooperation actions backed, is the continent in highest demand by Portuguese companies. Among African countries, PALOP states account for 82% of the projects (figure 1). Leading this group are Mozambique, Angola and Cape Verde.

The most sought-after industrial sectors are agri-industry, tanning and shoe manufacturing and, increasingly, textiles and garments production.

The analysis of actions by type shows that feasibility and marketing studies account for a major part as do professional training, technical assistance, and renovation assistance.

FIGURE 2



### Investment propensity

A tendency becomes clear upon examination of Portuguese activity: the industrialists like to go abroad to create small industrial units that make use of technology well-suited to local conditions. Concurrently, considerable Portuguese investment has been made in the privatisation and renovation of public companies in Mozambique. No doubt their common cultural identity and language facilitate mutual understanding between Portuguese and Africans from the PALOP region.

Another success factor is the excellent quality of identification and follow-up work provided by the ICEP. Both the Ministry and the banks have local antennae, notably in Mozambique and Angola, which enable them to keep abreast of all local events and opportunities. Not to be forgotten is the promotional work carried out by the professional associations and the Portuguese chambers of commerce, which organise numerous missions and visits with the goal of favouring exchanges and trade partnerships

## Current projects

### When the sun is shining...

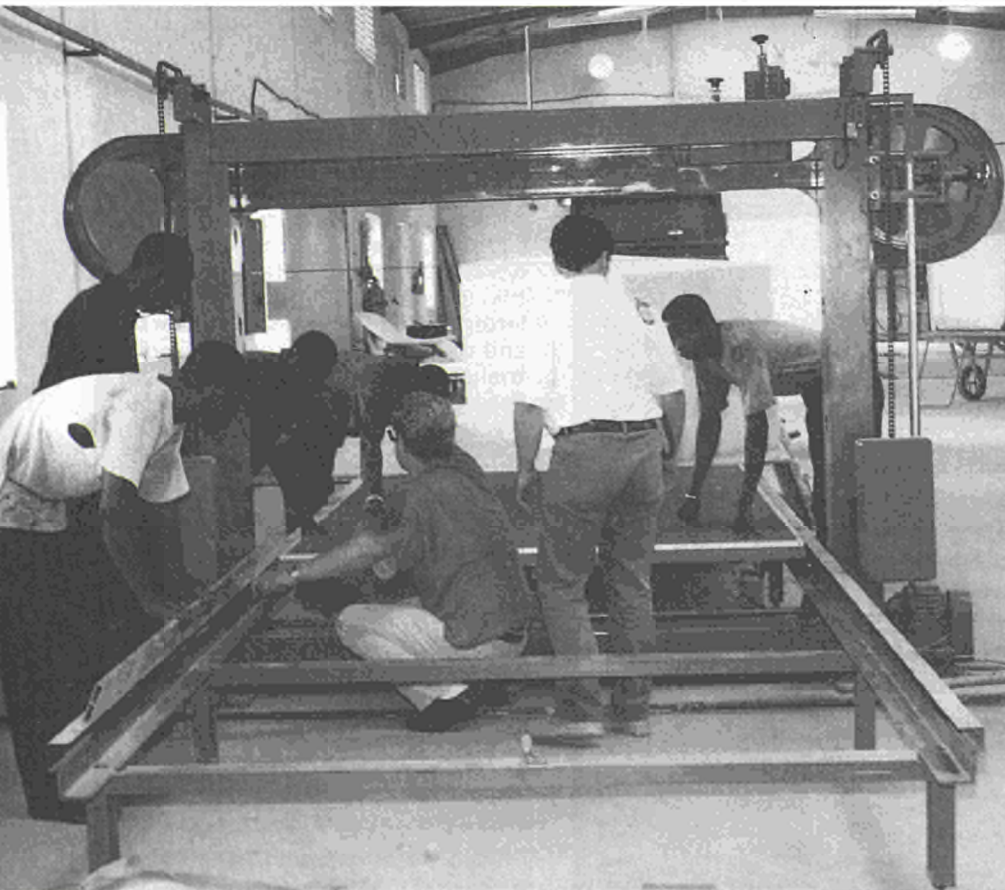
Under the Masa brand name, OMA (Omnium Mali s.a.) is marketing its batteries in Mali. This year, 17 million batteries will be produced and capacity extensions are scheduled.

When *Winner Industrie* (Burkina-Faso) called on the CDI for financial assistance, two choices were under consideration: either increase the capacity of its factory to export batteries to Mali or create a new production unit in Mali. The second option was chosen in addition to an extension of the Burkina-Faso plant for the local market. Today, Winner Industrie's market share for batteries in Burkina-Faso has reached 80%. The company produces two types, the R6 and the R20. Once the Mali factory has reached cruising speed, the company also intends to set up operations in other West African countries.

### Masa, the sun

In Mali, whose market has an annual potential of 100 million batteries (three times the size of the Burkina-Faso market), Winner Industrie created a new entity, OMA. This has been producing R20 batteries since September 1996 under the Masa ('the sun') brand name. The initial investment was about ECU 2.5m, and this amount was financed in part by the EIB (ECU 1m) in the form of a participating loan and in part by the company's equity. Now, the installed capacity amounts to 22 million batteries, on the basis of three teams, and approximately 50 jobs have been created.

Installation of new equipment in the fledgling OMA plant.



During the initial period of operation (September 1996 to December 1997), 10 million batteries were manufactured, and 1998 production is forecast to reach 17 million. In light of the very high demand for batteries, an industrial investment programme has been developed to increase production capacity by the end of the year.

### Promising outlets

The R20 battery market in Mali is the largest of the sub-region because of country's size and the low rate of electrification. Batteries are also used to power insecticide devices in the cotton fields and by gold washers. MASA batteries have been able to penetrate the market because the technology used gives them a long life and makes them completely waterproof, both essential elements in the consumer's choice of products. Thus, the 'paper line' technique replaces the electrolyte gel with a saturated paper that enables the manufacturer to put more mass into the battery (the active element), and the moulded plastic casing around the element ensures the product is watertight.

Given the increased purchasing power and the multiple applications of batteries, OMA is looking to the future with confidence. It should be able to increase its production while making sure that its personnel are adequately trained and its production tool is properly used.

### Training abroad

How can personnel be trained to master the production procedures and maintenance techniques when the factory is under construction? Quite simply by sending them to the plant in Burkina-Faso. In this manner, 19 people (supervisor, production controller, mechanics and an accountant) followed one or two months of training, according to their functions, prior to the opening of the Mali plant. The managing director of the Burkina-Faso plant led the training himself. The CDI and Luxembourg's cooperation agency each paid a third of the training costs with the promoter responsible for the remaining third.

CDI Contact: Jean-Marie Roth

## Caribbean-coloured design

To penetrate the international market, *Rattan Dominicano* had to come up with an impressive design. This is now the case thanks to the intervention of a renowned Spanish designer and the CDI.

Founded in 1980 and with a staff of 13, *Rattan Dominicano* (Dominican Republic) produces approximately 600 rattan chairs, tables and other items of small furniture each month. Up to now, its production has been highly appreciated on the local market, with only a few trial orders coming from foreign markets (in Poland and Germany).

With the substantial development of tourism on the island and the arrival of large chains of luxury hotels, *Rattan Dominicano* sought to carve a niche for itself in this sector by creating more stylish furniture. Stemming from this need, its

owner took part in the Industrial Partnership Meeting organised by the CDI in November 1995 in Suriname. In 1996, he introduced a request for assistance to the Centre, and an expert was sent to analyse the company's development potential.

It was rapidly established that the firm had all the necessary growth characteristics except one: a design that would separate it 'from the pack'. With the CDI's help, a three-stage programme was conceived. First, the promoter went to the Philippines whose companies are renowned throughout the world for their rattan furniture design. Next, one of the leading names in international design conceived a new line of furniture. Last, a Philippine expert went to the company to implement the new line.

The result is edifying. Not only can *Rattan Dominicano* now boast a

*Rattan Dominicano's new line.*

'Caribbean-coloured' line with a very strong 'personality', but the same line will also enable it to compete on an equal footing with the other major international producers already present in the region's large hotels.

*CDI Contacts: Orlando Perez Diaz (Caribbean) and Jordi Tió Rotllan (Wood).*

### Thematic seminar The Promotion of quarries in the Caribbean

In mid-March, a meeting was held in Trinidad that brought together about 100 participants. Among them were representatives from all the country's quarries as well as sectoral representatives from Jamaica, St. Vincent, St. Lucia and Antigua. The seminar entitled 'The quarry sector in the Caribbean: training and management' was organised by the Polytechnic Faculty of the University of the West Indies (UWI) and Doncaster College (UK) together with National Quarries Co. Ltd (Trinidad) and the sponsorship of Caribbean Business Services Ltd (CBSL), the local CDI antenna. The seminar was enhanced by the presence of *Finbar Gangar*, Energy Minister, and *Saddiq Baksh*, Minister of Public Works and Transport of Trinidad.

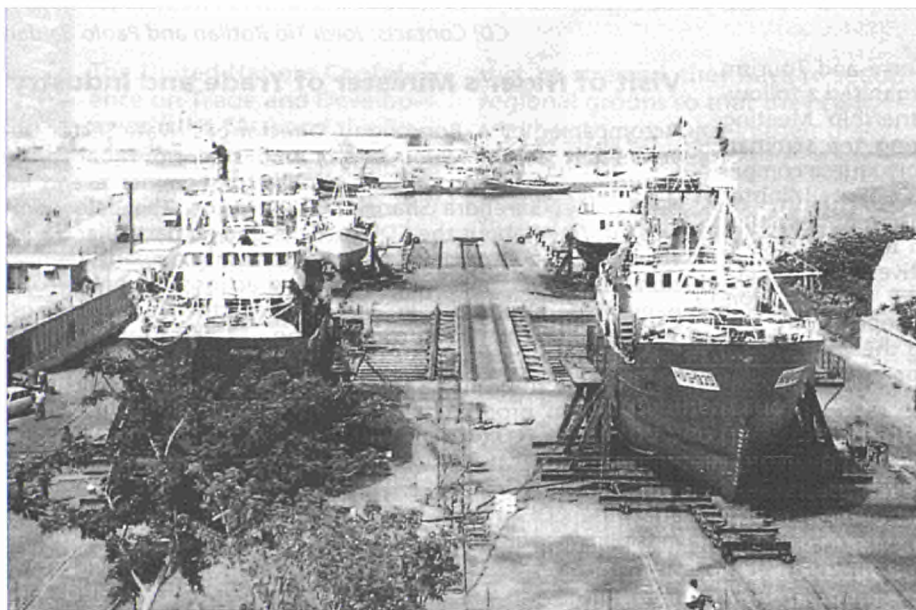
The meeting enabled the two ministers to express their policies in their respective sectors, notably on the necessity to develop the crushed stone sub-sector. They also presented the new national laws. Afterwards, the two universities signed an affiliation letter aiming to promote the practical and theoretical training of the industrial players. Last, all the members of the crushed stone sector were able to meet one another.

This seminar will notably be followed during the second half of the year by the technical training of the quarry technicians from ten or so companies. The two universities will combine their resources to carry out the training programme.

*CDI Contact: Sid Boubekeur*



## Renovation of the Dakar shipyards



The CDI, together with the ICEP, the FCE and Luxembourg Cooperation, will take part in the renovation of the former Dakar Marine, recently taken over by Dakarnave, a Luso-Senegalese company.

Dakarnave is a mixed company created in February 1997 by the Portuguese group, Lisnave, and Dakar Marine. Its fields of activity are naval construction and repair as well as heavy metallurgy. In the

75% of the ships that call on Dakarnave are European.

framework of the promotion of Senegal's private sector, the company was privatised in February 1997. Since then, Lisnave International (P) has purchased 70% of the shares, the other 30% belonging to private Senegalese entities.

The project aims to renovate the installations of the former Dakar

Marine. The goal is to optimise the new company's production capacity to enable Dakarnave to position itself on the market by handling repair services for national as well as foreign naval fleets.

Dakarnave has all the necessary equipment to tow any type of merchant ship as well as sufficient means to handle the logistics and provide technical assistance to its clients. Three quarters of its clients are European ships, mainly from France, Spain, Italy and Greece. Other business comes from neighbouring countries and Senegalese ship owners. The company has 240 local employees and eight expatriates. It generates annual turnover of ECU 8m.

New investments are scheduled, including a technical assistance and training (for local personnel) programme. The CDI's intervention will enable 60 or so workers to acquire new technical skills in the fields of naval construction and repair as well as in the other associated industrial activities.

*CDI Contact: Sebastiao Ditutala*

## Ethiopia-Greece

### Cooperation in the textile sector

No fewer than 14 companies from the Ethiopian textile sector (public and private) took part in a training seminar held in early May in Athens, Greece. Representatives accompanied them from the Ethiopian Authority for Standardisation and from the Addis Ababa Chamber of Commerce and Industry. The CDI and EOMMEX (the Greek organisation for the promotion of SMEs and craftsmen) sponsored the meeting.

Participants benefited from both theoretical and practical training. Four days of theoretical work were followed by eight days of visits to nine Greek textile companies and two quality control institutes. The theoretical part mainly focused on the analysis of Greek and European market trends, modern production methods and their requirements, product development potential, quality management and the selection of raw materials. In addition to learning about modern production methods, the Ethiopian participants met representatives from seven Greek companies interested in establishing an industrial partnership.

The first tangible results are already visible. Three Ethiopian firms expressed interest in importing equipment from three Greek companies. Six Greek companies requested samples of Ethiopian production and are interested in establishing trade relations. One Greek enterprise would like to establish a joint venture in the field of cotton gins. Two Ethiopian companies requested technical assistance. Finally, the Greek textile organisations expressed interest in promoting Ethiopian products, and numerous technicians and scientists have been approached to provide such assistance.

*CDI Contact: Anani Adade-Helledy*

Tour of the Epilektos factory.



## In brief

### Toward a Mozambique-EU fishing agreement

In Lisbon, ICEP (Investments, Commerce and Tourism of Portugal) and the CDI have just organised a follow-up seminar on the Industrial Partnership Meeting held in Maputo in June 1996. During the seminar, which brought together about 30 Portuguese companies, *Izidora Faztudo*, Mozambique's Deputy Minister of Fishing, covered the sector's situation in her country. She commented in particular on the new laws in force. In the presence of representatives from the European Commission DG XIV, the ICEP, the FCE (Portuguese Foundation for Economic Cooperation), and the Portuguese Ministry of Fishing, the participants discussed the investment and cooperation perspectives as well as available multilateral financial assistance for this type of initiative. The Minister announced that Mozambique could be the first ACP country to sign a third generation agreement with the EU. This agreement will cover not only the catching but also the processing of fish.

*CDI Contacts: Paul Chotard/Jorge Borges*

### CDI-COMESA countries agreement

On March 30, 1998, the COMESA (Common Market of Eastern and Southern African countries), located in Lusaka (Zambia) and the CDI, signed a cooperation agreement covering the promotion of industrial projects in the region. Together, the organisations will carry out the evaluation, study, financial engineering and implementation of projects in the COMESA region. Among other things, they will exchange information on regional projects, promote the conclusion of partnerships between COMESA and EU industrialists, help them carry out studies, provide technical assistance to COMESA promoters, optimise the use of CDI antennae in the COMESA region, and organise joint missions and seminars. The CDI was represented by its director, *Surendra Sharma*, while the COMESA delegation was composed of *E.J.O. Mwencha*, General Secretary, *S. Ngwenya*, Director for Transportation and Communications, *M. Pearson*, advisor, *A. Mansoor*, Executive Secretary, and Ambassador *I.Z. Chabala*.

*CDI Contact: Jorge Borges*

### For better CDI-CPLP cooperation

*Fernando Matos Rosa*, Deputy Director of the CDI, welcomed a CPLP (Community of Portuguese-speaking countries) delegation led by its Executive Secretary, *Marcelino Moco*. They discussed cooperation possibilities between the two organisations, in particular, the best means of cooperating together to support industrial development projects involving companies and/or partners from CPLP countries.

*CDI Contact: Jorge Borges*

### Wood sector: meeting of EU-ACP industrialists in Mozambique

From April 19-26, an Industrial Partnership Meeting gave about ten Italian companies, mainly from the parquet sector, an opportunity to visit a chosen number of production units (sawmills, carpentry shops) in Mozambique. Organised by the CDI, the Italian Institute of Foreign Commerce (ICE), the Milan Chamber of Commerce and Industry, and the Italian Wood Federation (FEDERLEGNO), the mission enabled the industrial delegation to evaluate the country's natural resources, the know-how, the legal environment and the infrastructures in view of trade, sub-contracting and investment agreements. The Italian businesspeople were able to gain first-hand knowledge of the importance and variety of the species, the processing conditions, the quality of products, and the type and state of equipment. The European industrialists made visits to the ports of Maputo, Beira, and Pemba as well as the

railway and road networks. The Italian companies as a commercial trial ordered approximately 30 containers of tropical wood floor elements. Negotiations are also underway for some investment projects.

*CDI Contacts: Jordi Tió Rotllan and Paolo Baldan*

### Visit of Niger's Minister of Trade and Industry

Accompanied by *A. Bonsougou*, Director of Private Sector Development, and *H. Abdou-Saleye*, Ambassador of Niger to the EU, *Ibrahim Koussou*, Niger's Minister of Commerce and Industry, met *Surendra Sharma*, CDI Director. The delegation was informed about the CDI's policies and, in particular, its interventions in favour of Niger in terms of company renovation studies, technical assistance, and actions to enable companies to take part in Industrial Partnership Meetings. Satisfied by the CDI's contribution, *M. Koussou* made it known that he wishes to see the Centre more involved in the programme to promote the private sector and notably in the privatisation programme involving 12 companies. He asked the CDI to identify an expert to assist the organisation of the round table on the private sector that will take place during the second half of 1998. Furthermore, the Minister encouraged the CDI to carry out an identification and evaluation mission of projects in Niger.



### Second Mining Forum in Accra

From March 30-April 2, the second Mining Forum was held in Accra (Ghana). It was the result of more than two years of preparatory work following the initiative of the European Commission, the CDI and CEDEAO. Although it is premature to draw definite conclusions, we have already noted that the meeting's major objectives have been attained: 153 participants from Western and Central Africa met 105 mining specialists from Europe and third countries (USA, Canada, Australia). No fewer than 1400 meetings were organised for partnership and investment projects - without taking account of all the informal discussions between the participants. In all, 120 projects were presented at the Forum, of which 35 will receive immediate follow-up attention in the framework of an accompanying programme. The latter will be spread over two years and should lead to a number of concrete accomplishments. The CDI and a technical support foundation (FACT) of the European Commission will co-finance the support operations required for implementing the cooperation agreements negotiated at the Forum (financial, commercial and technical agreements). Moreover, 45 other projects, which need to be better defined, will receive follow-up attention in the medium term.

A study presenting the sector's resources was submitted to all participants and was discussed at a round table. The workshops focused on financing mining projects (sources and procedures), mining exploration techniques (practical examples: case studies, equipment and investments) and dimensional stone (resources, problems linked with infrastructure and development perspectives of this sub-sector).

*CDI Contact: Sid Boubekeur*

## Rubens Ricupero of UNCTAD visits Brussels

The United Nations Conference on Trade and Development (UNCTAD) and the European Commission have consolidated their position regarding the challenges that ACP countries face, particularly in the context of the proposed regionalisation of ACP-EU cooperation and the implementation of WTO agreements.

At a Brussels press conference, *Rubens Ricupero*, UNCTAD's Secretary-General, explained how his institution was able to help the ACPs. The latter's request for an expert view had led the UN body to prepare a report in connection with the forthcoming ACP-EU negotiations and on the elaboration of an UNCTAD strategy for their benefit.

Mr Ricupero observed that the ACP countries' share of world trade had fallen from 6.7% to 2.8% over the last 20 years, despite the trade preferences granted by the EU. Drawing on UNCTAD's experience in promoting trade, he expressed the view that two options should be pursued. First, the establishment of a close link between trade and investment in the ACP states, to develop their ability to supply goods and services in the world market. Second, the promotion of regional or sub-regional agreements, in recognition of the fact that many of the countries in question specialise in only two or three products.

The Secretary General went on to argue that the WTO rules and the Lomé Convention were not fundamentally incompatible, saying that even under the GATT, there was a division of tasks. As for the respective roles of the WTO and UNCTAD, the former is concerned with negotiating agreements, establishing standards and resolving disputes while the latter focuses on the pre- and post-negotiation phases - in other words, helping countries prepare their negotiating positions. Of interest to the ACP countries is UNCTAD's current work on a document entitled *A Positive Agenda for the Developing Countries*. Mr Ricupero said that UNCTAD's objective was to prepare the ACPs for free trade area-type agreements with the EU. To do

this, he stressed, they have to set up regional groups so that they can speak with one voice in their dialogue with Europe.

Professor *João de Deus Pinheiro* confirmed that the Commission's views were in line with this approach. A strategy had been mapped out in the Commission's Green Paper and he believed that the ACP countries should be able to establish a common position in future negotiations.

The current WTO rules specify that free trade agreements should cover 90% of all trade. The normal transition period leading up to full implementation is 10 years although 12 years are allowed in exceptional cases. On this basis, full implementation of any FTA agreements with the ACPs would not occur until around 2017. In addition, there were plans to make a proposal to the WTO enabling a more flexible arrangement to be applied to the least developed countries. This would allow the amount of total trade covered by an agreement to be reduced to 85% or perhaps even 80%. It also envisages longer transition periods (15 or 18 years). The situation would be reviewed in 2004 to assess the impact of exemptions granted to LDCs. The EU, the Commissioner insisted, is committed to the view that ACP countries should be given suitable time to adapt. ■ M.F.

### Guilty!

Every Joint Assembly has its quota of surprises and in Mauritius, it was the outcome of the vote on one particular subject which caused a stir. As in Lomé last year, the Nigerian delegation was faced with a draft resolution that strongly criticised the political situation in their country. And once again, they successfully obtained a secret ballot with members voting by group (to pass, such resolutions must obtain a majority on both the ACP and EU sides).

The debate that had taken place earlier was stormy, to say the least. MEPs, armed with a battery of figures, claimed there was no sign whatsoever of democratic progress in Nigeria. Recent events in the

country certainly seem to have bolstered their arguments. There was a lot of fighting talk and a certain amount of pleading for the ACPs to join in the condemnation. By contrast, the few ACP representatives who spoke in the debate appeared broadly to support the country 'in the dock' (though not necessarily its policies) and their apparent rejection of the resolution generally drew applause. The contribution from Gambia's representative was typical. He spoke of helping Nigeria to make progress and of not aggravating the situation. The speaker from Chad stressed there was a duty to enter into dialogue and present a united front.

To an onlooker, it sounded very much like a dialogue of the deaf and it seemed as if there might be a 're-play' of last year's Lomé Joint Assembly vote (MEPs for, ACPs against - resolution accordingly rejected). In the event - and to the surprise of many - the resolution was adopted. It was a close-run thing on the ACP side, with 24 ballots in favour, 23 against and three abstentions. The MEPs were unanimous in their support.

Two other 'critical' resolutions, on the Democratic Republic of Congo (DRC) and Sudan, were put to secret and separate votes. This time, there were no surprises. As in Lomé six months earlier, the Sudan resolution was adopted while the one on the DRC failed to garner sufficient support on the ACP side.

#### Results of the secret votes

##### DRC Resolution

	ACP	EU
For	17	47
Against	27	3
Abstention	0	1

##### REJECTED

##### Sudan Resolution

	ACP	EU
For	27	48
Against	12	1
Abstention	8	3

##### ADOPTED

##### Nigeria Resolution

	ACP	EU
For	24	52
Against	23	0
Abstention	3	0

##### ADOPTED

There was also a resolution conferring observer status on Cuba for the next session of the Joint Assembly. The vote in favour of this was greeted with enthusiastic applause.

## Limiting the effects of El Niño

Some 30 NGOs recently met in Brussels for two days' of talks aimed at drawing up a strategy to deal with the impact of the El Niño weather phenomenon, which is said to threaten the stability of the global climate. El Niño has been linked to a variety of natural disasters – droughts, floods and cyclones – and no country appears immune from its effects. The seminar on how to prepare for the such climatic disasters was organised by *Voice* (the specialist network of humanitarian NGOs within the NGO Liaison Committee) and *Euron Aid* (the network of European NGOs specialising in food security and aid). The event was supported by the European Community Humanitarian Office (ECHO). Delegates sought to draw lessons from their experiences, and looked at ways of improving coordination mechanisms and boosting their effectiveness in a future crisis. The discussions offered an opportunity to assess the phenomenon's impact on countries of the South and to scrutinise past responses by the EU and the donor community more generally.

*El corriente del Niño* (the current of the infant Jesus) received its poetic name courtesy of Peruvian and Ecuadorean fishermen. It is a warm ocean current which appears intermittently in the Pacific around Christmas time, persisting for a few months during the southern hemisphere's summer. Cold water gets displaced leading to lower fish catches (which is why the fishermen were the first to spot it). Sometimes, the heating-up lasts longer – a year or more. It was in the 1950s and 1960s that scientists became aware of the widespread impact of the phenomenon.

This year, El Niño has had a particularly marked impact. It appeared very early, leading to an unusual rise in sea levels along the Equator, right across the Pacific. Papua New Guinea and the Sunda Islands suffered serious drought, and there is no doubt that this contributed to the terrible

fires that have ravaged the forests of the region. Elsewhere, early November saw the onset of cyclones and deep depression systems over the Central Pacific, an area not normally affected by such weather conditions.

The impact of El Niño on health, infrastructures, agriculture, forestry and fishing, as well as on wildlife and coral reefs, is believed to be considerable. It is thought, for example, to be linked to an outbreak of cholera in Peru and Ecuador (3000 victims), increases of 40% and 586% respectively in the incidence of dengue fever in Venezuela and Southern Brazil, and 37 cases of leptospirosis that have been reported in Ecuador. Famine and drought-related diseases have also claimed the lives of 450 people in Irian Jaya (Indonesia) and 700 in Papua New Guinea. Africa has not escaped either. Some 4000 deaths from malaria in Kenya, Somalia, Ethiopia and Sudan may be attributable to El Niño-induced changes in the weather.

The NGO committee recognises that little can be done to control the climate, but it aims to improve preventive actions designed to mitigate its effects. ■ M.F.

## Time constraints facing South Africa-EU trade talks

While it was acknowledged that the 18th round of the EU-South Africa trade negotiations was useful, (held in Brussels on April 24-28) a lot remains to be done if the mid-1998 deadline for reaching agreement is to be met. This was the view expressed at a press conference by *Philippe Soubestre*, who heads the negotiations on the EU side. He felt that an opportunity had been missed to make decisive progress and move forward. The latest round was mainly concerned with trade, and the challenge of arriving at an arrangement compatible with WTO rules. The target to be achieved is 95% free trade on the EU side and 85% on the South African side. So far, the proportions on offer are 89% and 81% respectively. Finding agreement on the items needed to reach the target percentages has proved difficult. Mr Soubestre indicated that the EU had not exhausted the concessions that might be made,

if reasonable reciprocity could be found. South Africa, he said, wanted to reflect on the offer and consider whether it could form a basis for further discussions.

On the South African side, Ambassador *Dr Elias Links* said that this round had opened up a possibility for the EU to begin exploring the changes it could make to be able to meet its commitments and satisfy all parties. He argued that South Africa was more flexible than the EU, not being tied to a negotiating mandate. He insisted that South Africa was not intransigent, pointing out that they had revised their offer prior to this round. They had come to the talks to explore ways in which their offer could be improved. He believed that agreement could have been reached if negotiations had continued for one or two more days.

Other issues discussed at the session included customs questions, competition policy, and anti-dumping. Wine and spirits were negotiated in detail for the first time.

A lot of intensive negotiation is still needed if the target figures are to be reached by mid-1998. If the deadline is missed, this could pose serious problems for the EU. From September 1998, the Union's calendar is expected to be crowded with important discussions on Agenda 2000, and the commencement of enlargement negotiations. ■ D.M.

## Architecture competition to protect Ethiopian churches

The Culture Ministry in Addis Ababa has launched an international architectural competition, seeking designs for shelters to be built to protect five 12th century churches at the World Heritage site at Lalibela. The rock-hewn edifices are said to have 'weathered badly' over the centuries, particularly as a result of rain, and the existing shelters are not regarded as adequate (or aesthetic). The competition is being held under the auspices of UNESCO and the International Union of Architects (IUA), and the project is receiving EDF support.

The aim is to design appropriate structures – which should have a



lifespan of at least 20 years – that complement the unique architecture of the churches. Cash prizes of ECU 18,000, ECU 12,000 and ECU 8000 will be awarded to the top three entries, with 'honourable mentions' for the three next best designs.

The contest is open to any ACP or EU architect. Further details are available from:

*Ato Jara Haile Mariam, General Manager, Center for Research and Conservation of the Cultural Heritage (CRCCH), PO Box 1907, Addis Ababa, Ethiopia.*

## Dominica's Prime Minister expresses banana concerns

The Prime Minister of Dominica, *Edison James*, spoke of the need for 'continued preferential access' and a viable return on his country's banana exports, on a visit to Brussels on May 19. He said that he and fellow Windward Island leaders were, in general, pleased with the EU's response to the WTO ruling to modify the banana import regulation, but he was worried about the introduction of an ACP global banana import quota. The phasing out of specific country quotas could mean that the Windward Islanders would lose out to other ACP states. Dominica currently has an annual duty-free quota of 71,000 tonnes under the Lomé banana protocol. He said that his country did not want to end up in a worse position than at present, and highlighted the efforts that had been made to improve banana quality through a 'certified growers programme'.

At a separate meeting of ACP trade ministers in Brussels in the preceding week, Saint Lucia's Foreign Minister, *George Odlum*, told his colleagues that Windward Island banana producers were 'doing everything possible to restructure their industries'. He added that much of the islands' production would qualify for a 'Fair Trade' label. 'We are well on the way to producing the ethical banana and hope we all can rise to the challenge of producing an ethical world trade order', he said, making a clear dig at the WTO.

During his visit to Brussels, Prime Minister James also pressed for approval of the European Commission's assistance package to help compensate for loss of trade. In addition, he requested further EU funding for the upgrading of Melville Hall Airport in Dominica to enable it to handle long-haul jets. This, he said, would help develop eco-tourism and a fisheries development programme. ■ D.P

## ECHO TV and Radio Awards

Following last year's success, preparations are now under way for the 1998 ECHO Television and Radio Awards. Judging will take place in Brussels in October and November and the presentation ceremony will be held in December in Vienna. Six prizes will be awarded, for the following categories:

**Broadcast commitment:** for a TV or radio station that has demonstrated its commitment to humanitarian causes in its programming.

**Radio prize:** recognising the work of producers and radio stations operating in conflict zones.

**People on the move:** for a documentary highlighting the human consequences of abrupt population displacements.

**In the minds of people:** for a documentary on the causes and consequences of psychological trauma engendered by conflict and on actions taken to help people deal with their suffering.

**Forgotten conflicts:** for a documentary on a current but largely unpublicised conflict.

**Vulnerable groups:** for a documentary dealing with the difficulties faced by vulnerable groups (such as children, women or the elderly) during or after a conflict or crisis situation.

Entries must be submitted by 23 September 1998. For more information contact:

*The ECHO Television and Radio Awards Secretariat, Media Natura, 137-149 Goswell Road, London, EC1V 7ET, UK. Tel. (44) 171 253 0880 Fax (44) 171 253 0343*

*e-mail – [medianatura@gn.apc.org](mailto:medianatura@gn.apc.org)*

## ACP trade ministers meet

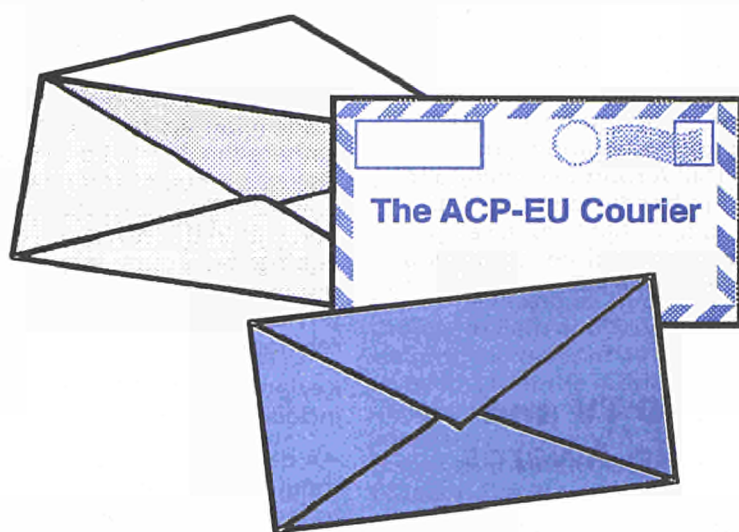
Trade ministers from ACP countries gathered in Brussels on 15 May to discuss a range of trade-related issues including closer ACP coordination within the WTO, ways of promoting the group's interests in respect of commerce in goods and services, and the future of ACP-EU relations.

Key points in their final declaration included the following:

– A decision that the ACP Secretariat should 'take all necessary measures to facilitate the coordination of ACP positions in Geneva' (WTO). The ministers also agreed to have coordination meetings every six months with the aim of establishing appropriate negotiation strategies;

– A request for special consideration by the WTO (including adjustments to the rules) to take account of the development needs of low-income, landlocked and small island states;

– Calls for the maintenance of non-reciprocal trade preferences and commodity protocols in any future ACP-EU relationship, as well as measures to allow ACPs to adapt gradually to the new, liberalised global trading environment.



## Rwanda – dividing people as much as ever

To any reader who is familiar with or interested in the history of Rwanda, the article entitled 'The creation of ethnic division in Rwanda' by Pamphile Sebaraha (N° 168, p. 87) will seem a good deal more flawed than it is scientific. It is not that I disagree with the author's conclusion that we need to 'demystify ethnic groups' and 'learn a lesson' from the atrocious events that our beloved country, Rwanda, has suffered and is still enduring today, but Mr Sebaraha will only achieve credibility if he respects the rules of science; that is by conducting relevant, meticulous, impartial and genuine research, and not by whimsically re-writing the history books. The suffering that the Rwandan people have endured for centuries deserves more serious and in-depth analysis than the simple re-routing of history.

It is not true that the two major ethnic groups, the Hutus and the Tutsis, used to live together in perfect harmony. Everyone knows that, before 1959, most Hutus had been reduced to a state of virtual servitude. Why does Mr Sebaraha want to suggest that, before this date, there had never been a brutal or inhuman system in Rwanda? What about the Rucunshu coup,

led by Kanjogera and Kabare, to mention just one of the darkest chapters in Rwandan history? And how does he explain the numerous popular revolts such as those led by Rukara, Basebya and Ndugutse that took place repeatedly at the turn of the century? And I suppose the very regrettable lynchings of 1959-61 were merely the result of a history of arrogance characterised by intolerable provocation by intransigent oligarchic dignitaries who were not prepared to share power and who, *ipso facto*, had to be replaced.

It is extremely surprising that the author makes reference – virtually exclusively – to authors writing after 1990. In the same way, I cannot understand how he can ridicule the 'Bahutu Manifesto' when it was favourably received and accepted by the vast majority of the international community, including the United Nations, and which was later to play a part in the coming to power of Kamarampaka, elected by overwhelming majority as a result of this manifesto.

If we, as Rwandans, are to succeed in eradicating the scourge of all-pervading ethnocentrism (and we should not delude ourselves that getting rid of the 'ethnic group' category on identity cards will make any real difference), then we must, at all costs, be honest with ourselves and respect history

meticulously. This applies both to the author of this article and to anyone who wants the best for Rwanda.

(Name and address supplied)

## European Country Reports?

I have been impressed by the Courier magazine since I began subscribing some eight months ago. Being in a rural area, it has been a great source of information for me. However, I have observed one shortcoming, if I may call it that. The Country Reports are all in the Africa-Caribbean-Pacific region and there are none from the EU. There have been similarities between the reports. The challenges and problems that face the ACP countries are almost identical. For example, the task of integrating into the world economy, trade liberalisation, the debt burden, widespread poverty and so on. I am not saying that this is not in order but, if possible, Country Reports on EU states should be provided as this would also give us a clear outlook on how these countries manage their affairs and problems (I believe they also have some).

Edmund W. Githinji, Thika, Kenya.

## Platitudes

Please stop sending me the Courier magazine. I see no attraction in your endless platitudes and systematic glossing over of deceit of all kinds. By all means continue with your 'people are essentially decent and honest' line. If opposition exists, it is because there is good reason for it. But you never give them the opportunity to say their piece. So long.

Laurent Peltier, Montpellier, France.

One of the key principles of our reporting philosophy is to give opposition representatives an opportunity to express their views and this is reflected consistently in our Country Reports. We are also happy to publish well-argued criticisms of official policy. ■

# Operational summary

n° 103 - July 1998

(position as at 19 June 1998)



ec-acp

## European Development Fund schemes

The following information is aimed at showing the state of progress of schemes funded by the European Community under the EDF (Lomé Convention).

### Geographical breakdown

The summary is divided into three groups

- Africa, Caribbean and Pacific (ACP) country projects.
- Overseas Countries and Territories (OCT) projects.
- Regional projects

The information within each of these groups is given by recipient country (in alphabetical order).

### 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, equipment supplies, technical assistance etc.)
- Any methods of implementation for example, international invitations to tender).
- 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
T.A.	Technical Assistance
EDF	European Development Fund (e.g. EDF 7 = 7th European Development Fund)
mECU	million European currency units
Est.	Estimated

### Blue Pages on the INTERNET

<http://europa.eu.int/comm/dg08/pabli-en/introbp1.htm>

Correspondence about this operational  
summary can be sent directly to:

Mr Franco Cupini,  
Directorate-General for Development  
European Commission  
G12 4-14, 200, rue de la Loi  
B-1049 Brussels

Note: Participation in EDF schemes is strictly confined to ACP or EU firms.

Please cover only one subject at a time.

## SECTOR CODE DESCRIPTION

### **AAz Planning and public administration**

- AAa Administrative buildings
- AAb Economic planning and policy
- AAc Assistance to the normal operations of government not falling under a different category
- AAd Police and fire protection
- AAe Collection and publication of statistics of all kinds, information and documentation
- AAf Economic surveys, pre-investment studies
- AAg Cartography, mapping, aerial photography
- AAi Demography and manpower studies

### **ABz Development of public utilities**

- ABa Power production and distribution
- ABai Electricity
- ABb Water supply
- ABc Communications
- ABd Transport and navigation
- ABe Meteorology
- ABf Peaceful uses of atomic energy (non-power)

### **ACz Agriculture, fishing and forestry**

- ACa Agriculture production
- ACb Service to agriculture
- ACc Forestry
- ACd Fishing and hunting
- ACe Conservation and extension
- ACf Agriculture storage
- ACg Agriculture construction
- ACh Home economics and nutrition
- ACi Land and soil surveys

### **ADz Industry, mining and construction**

- ADa Extractive industries
- ADai Petroleum and natural gas
- ADb Manufacturing
- ADc Engineering and construction
- ADd Cottage industry and handicraft
- ADe Productivity, including management, automation, accountancy, business, finance and investment
- ADf Non-agricultural storage and warehousing
- ADg Research in industry technology

### **AEz Trade, banking, tourism and other services**

- AEa Agriculture development banks
- AEb Industrial development banks
- AEc Tourism, hotels and other tourist facilities
- AEd Export promotion
- AEe Trade, commerce and distribution
- AEf Co-operatives (except agriculture and housing)

- AEg Publishing, journalism, cinema, photography
- AEh Other insurance and banking
- AEi Archaeological conservation, game reserves

### **AFz Education**

- AFa Primary and secondary education
- AFb University and higher technical institutes
- AFbi Medical
- AFc Teacher training
- AFci Agriculture training
- AFd Vocational and technical training
- AFe Educational administration
- AFf Pure or general research
- AFg Scientific documentation
- AFh Research in the field of education or training
- AFi Subsidiary services
- AFj Colloquia, seminars, lectures, etc.

### **AGz Health**

- AGa Hospitals and clinics
- AGb Maternal and child care
- AGc Family planning and population-related research
- AGd Other medical and dental services
- AGe Public health administration
- AGf Medical insurance programmes

### **AHz Social infrastructure and social welfare**

- AHa Housing, urban and rural
- AHb Community development and facilities
- AHc Environmental sanitation
- AHd Labour
- AHe Social welfare, social security and other social schemes
- AHf Environmental protection
- AHg Flood control
- AHh Land settlement
- AHi Cultural activities

### **Alz Multisector**

- Ala River development
- Alb Regional development projects

### **AJz Unspecified**

## ACP STATES

New projects and updated information in existing projects appear in italics

### ANGOLA

**Reconstruction support programme.** 55 mECU. Relaunch of economic and social activities. Improvement of basic social services and living conditions, poverty alleviation, increase of production and of basic communication possibilities, amelioration of basic infrastructures, participation in mine-clearing operations, support for demobilisation. Project in execution. EDF 7.

EDF ANG/6036/001 - AGz, AHZ.

**Support for training of lawyers and academics in the Law Faculty of Agostinho Neto University (FDUAN).** 0.8 mECU. Training, supply of equipment. Project in execution.

EDF ANG/7018/000 - AFb

### BELIZE

**Improvement of Hummingbird Highway (2nd segment - Sibun River Bridge to Belmopan).** Resp. Auth.: Govt. of Belize. Est. cost 13.7 mECU. Construction, T.A., studies. Project in execution. EDF 8.

EDF BEL/6001/002 - ABd

**Drugs Demand Reduction Programme.** Total est. cost 1 mECU. EDF part 0.3 mECU; Government of Belize 0.7 mECU. Training, T.A., supplies. Project on appraisal. EDF 8.

EDF BEL/7004/000 - AGc

### BENIN

**Improvement works on the Sémé-Porto Nova road. (12.711 km).** Resp. Auth.: Ministère des Travaux Publics et des Transports. 20 mECU. Infrastructure works and installation of road signing. Work supervision by KfW (D). Works by int. tender. Project in execution. EDF 7.

EDF REG/7132 - ABd

**Support programme for structural adjustment (PAS - 1997/99).** Resp. Auth.: Ministre des Finances. 27,5 mECU. Strengthen the country's macro-economic policy. Financing date October 97. EDF 7.

EDF BEN/7200/003 - AAC

### BOTSWANA

**Sysmin - support to base metal industry (Copper-Nickel-Cobalt).** Resp. Auth.: BCL Ltd., 33.7mECU. To deepen the shaft of the Selebi-North mine, to reach a new ore-body, equipping it and carrying out new prospective drilling to identify new ore-bodies. Works, supplies and T.A. Project in execution. EDF 7.

EDF SYSMIN/BT 9999/001 - ADA

**Botswana Tourism Development Programme (Foundation phase).** Resp. Auth.: Department of Tourism (DoT) of Commerce and Industry. 1.91 mECU. Short- and long-term T.A. Project in execution. EDF 7.

EDF BT 5019/001 - AEc

**Trade Development Programme (Phase I).** Resp. Auth.: Department of Trade and Investment Promotion. Est. cost 1.7 mECU. To support trade diversification and export

promotion. T.A. Project in execution. EDF 7.

EDF BT/7008 - AEe

**Vocational training programme, Francistown.** Resp. Auth.: Ministry of Education. Est. cost 17 mECU. Vocational Teacher Training College and Vocational Training Centre (VTTC/VTC). Construction, supplies of equipment, T.A., works, feasibility study. Project on appraisal. EDF 8.

EDF BT/7004/001 - AFd

**Wildlife Conservation and Management Programme.** Est. total cost 7 mECU. Works, supplies, T.A. Project on appraisal. EDF 8

EDF BT/6001/002 - ACz

**Community forestry development.** Total est. cost 2 mECU. Supplies of equipments; T. A., incl. studies; training, NGO and community co-operation. Project on appraisal. Date foreseen for financing: July 1998. EDF 8.

EDF BT/6021/001 - ACc.

### BURKINA FASO

**Support project for the reform of the pharmaceutical sector.**

Resp. Auth.: Ministère de la Santé - Direction des Services Pharmaceutiques (DSPH) and CAMEG 1.6 mECU. Line of credit, works, equipment and T.A. Project in execution. EDF 7.

EDF BK/7017 - AGc

**SYSMIN - Rehabilitation of the Poura mine.** Resp. Auth.: I.G.R. International Gold Resources Corporation. 11 mECU. Works by direct agreement. Supplies and T.A. Project in execution. EDF 7.

EDF SYSMIN BK/9999 - ADA

**Ouagadougou dam classified forest development.** Resp. Auth.: Ministère de l'Environnement et de l'Eau. Est. total cost 1.200 mECU. EDF part 0.300 mECU. Cofinancing with CFD (F), The Netherlands (possible). Project on appraisal. EDF 7.

EDF BK/7023 - AHf

**Support for decentralisation.** Resp. Auth.: Ministère Administration Territoriale et Sécurité. Est. total cost 2 mECU. Works, supplies, T.A., training. Project on appraisal. EDF 7.

EDF BK/7024 - AAb

**Support for the structural adjustment programme 1996-1997.** General import programme. EDF 6.4 mECU. T.A. foreseen. Project in execution. EDF 7.

EDF BK/7200/004 - AAC

**Support for the judicial system.** Est. total cost 1 mECU. Training of magistrates and improvement of judicial services. Project on appraisal. EDF 7

EDF/BK/7027 - AAz

**Support for rural development.** Est. total cost 23 mECU. Financing of action for rice-growing, for support action, financing the rural environment and for information about markets. T.A, works and supplies. Project on appraisal. EDF 8

EDF BK/7032/000 - ACa.

**Periodical maintenance of asphalt roads (594 km).** Resp. Auth.: Ministère des Infrastructures, de l'Habitat et de L'Urbanisme. Est. total cost 37 mECU. T.A., Works. Project on appraisal. EDF - 8 EDF BK/6017/002 - ABd.

### CAMEROON

**Support for the People of Lagdo.** esp. Auth.: MINEPIA. 3 mECU. Preservation and improvement of the social-economic situation around Lake Lagdo. Project in execution. EDF 7.

EDF CM/6002/002 - ACa

**Regional economic integration programme in Central Africa - regional infrastructures.** 98 mECU. Building of the Bertoua-Geroua Bulai road. Project in execution. EDF 6,7 and 8.

EDF CM/7002/001 - ABd.

**Rural development project in the Lagone and Chari regions.** Food supply security. Combatting poverty. Est. cost 9 mECU. Construction, T.A., studies, supplies, training. Project on appraisal. EDF 8.

EDF CM/5004/002 - ACh

**Programme of road maintenance (PERFED II).** Resp. Auth.: MINTP. Est. cost 55 mECU. Construction, T.A., studies. Project on appraisal. EDF 8.

EDF CM/6031/002 - ABd

**Support for the Structural Adjustment Programme 1998-1999.** Total est. cost 25 mECU. Budgetary support. Project on appraisal. EDF 8.

EDF CM/7200/002 - AAC.

08.06.98.

**Urban Development Programme (FOURMI II).** Total est. cost 3.5 mECU. Construction, T.A. incl studies, supply of equipment, training. Project on appraisal. EDF 8.

EDF CM/7006/001 - AHb.

### CAPE VERDE

**Maio island rural electrification.** Est. total cost 1.945 mECU. Improvement of living conditions. Supply of electricity, Works, supplies and T.A. Project in execution. EDF 7.

EDF CV/7009/000 - ABa,i

**Santo Antao water supply and sanitation.** Resp. Auth.: Ministry of Economic Coordination. 1.4 mECU. Works, T.A. Project in execution. EDF 7.

EDF CV/7011 - ABb

**Water distribution and sanitation in Praia - Phase 2.** Total est. cost 6.5 mECU. Resp. Auth.: Ministry of Economic Coordination. Construction - infrastructures; T.A., including studies. Project on appraisal. Date foreseen for financing: September 1998. EDF 8.

EDF CV/5002/001 - ABb, AHc.

**Road Infrastructure for Santo Antão Island. Construction of the Janela road at Porto Novo.** Resp. Auth.: NAO. Total est. cost 12.7 mECU; EDF part 9.6 mECU. Project on appraisal. EDF 8.

EDF CV/7010/000 - ABc.

#### CHAD

**Restoration of bridges that fall within the framework of the Second Transport Sectoral Programme.** Resp. Auth.: MINTP Chad. Est. total cost 4 mECU. Urgent work to be carried out to restore 15 bridges under the Transport Sectoral Programme. Works, T.A. Project in execution. Project on appraisal. *Financing decision foreseen in September or October.* EDF 7.

EDF CD/6001 - ABd

**Support for Health Programme in Mayo Kebbi** 1.980 mECU T.A. Training of doctors, medical supplies. Project in execution. EDF 7.

**Support for Water Policy.** Est. cost 17 mECU. Construction/ infrastructure, supply of equipment, T.A. incl. studies, training. Project on appraisal. EDF 7-8.

EDF CD/7003/001 - ABb

**Support for National Health Policy.** Total est. cost 35m ECU. T.A. incl. studies, supply of equipment, training, construction/infrastructure. Project on appraisal. EDF 8.

EDF CD/5011/003 - AGz

**Support for the Structural Adjustment Programme 1998-1999.** Total est. cost 16.8 mECU. Budgetary support. Project on appraisal. EDF 8.

EDF CD/7200/002 - AAC

#### COMOROS

**Sea-access to Moheli island.** Resp. Auth.: Ministère de l'Équipement - Direction Générale des Travaux Publics. 3.250 mECU. Works, by int.tender.T.A.for further investigations, tender dossier and works supervision. Project on appraisal. EDF 7.

EDF COM/6006/7003 - ABd

#### CONGO (REPUBLIC)

All projects suspended

#### CONGO (DEMOCRATIC REPUBLIC)

**Rehabilitation Support Programme.** Resp. Auth.: Coordination and Management Unit. Est. total cost EDF 84 mECU. and an indicative amount of 6 mECU from the Commission's budget under heading B7-5076 'Rehabilitation and reconstruction measures for developing countries'. Regions selected: Kinshasa's economic hinterland, the Greater Kivu and the two provinces of Kagai. Rehabilitation and maintenance of roads and farm access roads. Support for production and marketing, support for basic social infrastructure. T.A. and evaluation. Project suspended. EDF 6 & 7.

EDF ZR/6033 - AAC

**Strengthening of the provisional health support programme.** 45 mECU Rehabilitation of health service structures in Kinshasa, Kasai and Kivu. Support for the health service at the basic and intermediate levels. Reinforcement of basic judicial services. Works, supplies and T.A. Project in execution.

**Support programme for the preparation of elections.** Resp. Auth.: Commission

Nationale des Elections (CNE). 30 mECU. T.A., support for democratisation. Project suspended. EDF 7.

EDF ZR/6034/00 - AAC

#### COTE D'IVOIRE

**Support for the structural adjustment programme (GIP V).** Resp. Auth.: Ministry of Finance. 25.5 mECU. General import programme. T.A. Project in execution. EDF 6 & 7.

EDF IVC/7200/004 - AAC

#### DJIBOUTI

**Support for the structural adjustment programme.** General import programme. 4.100 mECU. T.A. foreseen. Project in execution. EDF 7.

EDF DI/7200/001 - AAC

#### DOMINICA

**Eco-Tourism Site Development.** Resp. Auth.: Ministry of Trade Industry and Tourism (MTIT). Est. total cost 0.558 mECU. Works, equipment and training. Project in execution. EDF 7.

EDF DOM/6002/001 - ACa

**Agricultural Diversification Programme.** Resp. Auth.: Diversification Implementation Unit. (DIU). 2.25 mECU. Production Credit Scheme. Abattoir Project, Citrus Processing Study, Shipping and Transportation System Project, Quality Assurance, Market Information Service, Export Credit Programme, Monitoring Evaluation, T.A. Works by acc. tender. Project in execution. EDF 7.

EDF DOM/7002 - ACa

**Elimination of solid waste.** Resp. Auth.: Min. of Communications, Works and Housing. 1.65 mECU. Restoration of two depots for household waste. Installation of a new waste disposal depot. T.A. by restricted tender; works by acc. process. Project in execution. EDF 7.

EDF DOM/7003 - ABz.

#### DOMINICAN REPUBLIC

**Support programme to prevent STD/HIV/AIDS.** EDF part 1.350 mECU. Training, T.A., supplies, evaluation. Project on appraisal. EDF 7.

EDF DO/7016 - AGz

**Water supply and sanitation in the poorest areas of Santo Domingo.** Est. EDF part 26 mECU. Construction/infrastructure, supplies, T.A. Project on appraisal. EDF 8.

ABb, AHc.

**Project for the improvement of technical and professional education.** Est. EDF part 13 mECU. Construction/infrastructure, supplies, T.A., training. Project on appraisal. EDF 8.

AFd

#### EQUATORIAL GUINEA

**Conservation and rational utilisation of the forest ecosystems.** Resp. Auth.: Ministry of Agriculture. 5,070 mECU. Land classification and use master plan, national system of conservation units, forest training

and research centres, T.A. and supply of equipment. Project on appraisal. EDF 6.

EDF EG/6001 - ACc, ACe, ACi

#### ERITREA

**Sector study on national water and irrigation potential.** Resp. Auth.: Ministry of Energy, Mines and Water resources 4.5 mECU. Assess the various demands for those resources, determine the potential for their sustainable development, present strategies for their development, and lay the foundations for their management. Project in execution. EDF 7.

EDF ERY/7002 - ABb

**Upgrading of the Nefasit-Dekemhare-Tera Imni road.** Resp. Auth.: Ministry of Construction. Est. total cost 20 mECU. Road works. Project on appraisal. EDF 7.

EDF ERY/7004 - ABd

**Rehabilitation of transmission lines, substations and distribution system in Massawa area.** Resp. Auth.: Eritrean Electric Authority. Est. total cost 10-12 mECU. Works, supplies and T.A. Feasibility study: INYPSA (Sp). *Financing decision foreseen in July 1998. Int. tenders no. 4320 and no. 4321 for supplies and tender no. 4318 for works launched with a conditional clause. Respective deadlines for submission: 22.07.98.* Project on appraisal. EDF 7.

EDF ERY/7001 - ABa,i

**Livestock Promotion, support for the Improvement of the Sanitary Environment of the National Herd.** Est. cost 1.2 mECU. Equipment, infrastructure, vaccines, training of veterinary services personnel. *Project in execution.* EDF 7.

EDF ERY/7005/000 -AGz, AFd

**Short-term assistance programme for reconstruction and restoration.** 20 mECU. *Project in execution.* EDF 7.

EDF ET/7001/000.

#### ETHIOPIA

**Rehabilitation of the Addis Ababa- Jima road, Addis Ababa-Abelti (180 km).**

Est. total cost 35 mECU. Improvement of the road network. Works and supplies. T.A. Feasibility studies and dossiers projects preparation. *Project in execution.* EDF 7.

EDF ET/7005/002 - ABd

**Support programme for the transport sector (TSSP).** Resp. Auth.: Ethiopian Road Authority, 2 mECU. Works, equipment, T.A. Project in execution. EDF 7.

EDF ET/7005/001 - ABd

**Addis Ababa's water supply and sanitation.** Resp. Auth.: Addis Ababa Water Supply Authority. AAWSA. Est. total cost 35 mECU. Works, equipment, T.A., Project on appraisal. EDF 7.

EDF ET 5006/002 - ABb

**Higher education development support.** Resp. Auth.: Ministry of Education, NAO. Est. cost 1.999 mECU. Equipment, works. *Project in execution.* EDF 6, 7.

EDF ET/7016/001 - AFz, AFb

**Rehabilitation of the Addis Ababa/Desse/Weldyia road.** Total est. cost: 120 mECU.

Construction/infrastructure. Project on appraisal. EDF 8.  
ET/7020/000 - ABd.

#### FIJI

**New Rewa River Bridge and Town Bypass.** Total est. cost 12.3 mECU; EDF part 10 mECU. Construction/infrastructure; T.A., incl. studies. Project on appraisal. Financing decision foreseen in September 1998. EDF 6, 7.  
EDF FIJ/7012/000 - ABd.

#### GABON

**Support for the rehabilitation of the territory.** Construction of the Lalara-Mitzic road. Auth. Resp.: *Ministre de l'Equipement et de la Construction*. 23,400,000 ECU. Mainly works, some supplies and service contracts. Project in execution. Tender for works will be launched in May 1998. EDF 8.  
EDF GA/7006/000 - ABd.

#### GHANA

**Human resources development programme.** Resp. Auth.: Ministry of Local Government and Rural Development. 3.8 mECU. Supply of equipment, T.A., evaluation. Project in execution. EDF 7  
EDF GH/7003 - AFz

**Western Region Agricultural Development Project.** Resp. Auth.: Ministry of Food and Agriculture. 12 mECU. T.A., buildings and training, supply of equipment. Project on appraisal. EDF 7.  
EDF GH - ACa

**Woodworking Sector Development.** Resp. Auth.: Ministry of Lands and Forestry. 4.85 mECU. Training and equipment. Project in execution. EDF 7.  
EDF GH - ACc

**Transport Infrastructure Programme Phase II.** Resp. Auth.: Ministry of Roads & Highways. 54 mECU. Works, supplies, supervision, training. Axle load control equipment, consultancy studies, training of Highway Sector Staff. Project in execution. EDF 6 and 7.  
EDF GH 6001 ABd

**Small towns water supply project.** Resp. Auth.: Ghana Water and Sewerage Corporation. Est. total cost 15 mECU. Construction of water supply systems. Strengthening of institutions responsible for operations and maintenance. *Consultancy services, including community mobilization, preparation of tender documents and supervision of works, works contracts.* Works. T.A. Project on appraisal. EDF 7.  
EDF GH/6006 - ABb

**Decentralised Cooperation Programme.** Resp. Auth.: Ministry of Finance. 1.5 mECU. Equipment, construction, training and current inputs of grassroots programmes. TA for implementation and evaluation. Project in execution. EDF 7.  
EDF GH/7008 - AJz

**4th Microprojects Programme, 2nd tranche.** Resp. Auth.: Ministry of Finance. 4 mECU. Improvement of health, water and educational facilities. T.A., evaluation and contingencies. Project in execution. EDF 7.

EDF GH/6102/000 - AHb  
**Support for Structural Adjustment Programme, GIP V.** 15 mECU. Project in execution. EDF 7.

EDF GH/7200/005 - AAc  
**Rural electrification programme.** Resp. Auth.: Ministry of Mines and Energy. 9.5 mECU. Supply and erection of electricity lines, supervision, training. Project on appraisal. Financing decision expected in May 1998. EDF 7.

EDF GH - Aba,i  
**GRATIS (Ghana Regional Appropriate Technology Industrial Service), Phase III.** Est. total cost 3 mECU. Project on appraisal. Financing decision expected at the beginning of 1999. EDF 7.  
EDF GH - ABai

#### GUINEA

**Pilot programme for the development of secondary towns.** Resp. Auth.: Direction nationale de la décentralisation. 1.91 mECU. Technical cooperation, TA and training. Project in execution. EDF 7.  
EDF GUI 7008/000 - AHa,b

**Diversification Aid. The Agriculture Component.** Extension of the Family Plantation Programme in Soguipah. Resp. Auth.: Ministry of Agriculture, Water & Forests. 5.5 mECU. Cultivation of rice fields and rubber plantations and the development of transport infrastructures. Works, supplies, T.A. Project in execution. EDF 7  
EDF SYSMIN GUI/9999/000 - ACe, AGe, AHf

**Diversification Aid. The Road Infrastructure Component.** Resp. Auth.: Ministry of Public Works and the Environment. 74.5 mECU. Works, T.A., supervision, studies. Project in execution. EDF 7.  
EDF SYSMIN GUI/9999/000 - ABd.

**Urban health support project.** Est. cost 1.2 m ECU. T.A., studies Project in execution. EDF 7.  
EDF GUI/6005/000 - Agz

**The Dabola-Dinguiraye Programme (High Guinea).** To increase the revenues of agricultural producers. 13 mECU. Training, construction/infrastructure, T.A. incl. studies, supplies, support fund. Project on appraisal. EDF 8.  
EDF GUI/6002/002 - ACa.

#### GUINEA BISSAU

**Bridge construction in Sao Vincente.** Resp. Auth.: Ministry of Public Works. Est. cost 27 mECU. Works and works supervision. Project on appraisal EDF 8.  
EDF GUB/7014/000 - ABd

**Support for road maintenance.** Est. cost 8 mECU. Construction, T.A. Project on appraisal. EDF 8.  
EDF GUB/6013/001 - ABd

**Institutional support for the road sector.** Resp. Auth.: Ministry of Public Works. Est. cost 1.950 mECU. T.A. Project in execution. EDF 8.  
EDF GUB/6003/002 - ABd

**Construction of Municipal Slaughterhouses at Bissau, Gabu, Bafaté.** Total est. cost 1.91 mECU. Construction, supplies, T.A. incl. studies, budgetary support. Project on appraisal. EDF 8.

#### ACH

**Rural and Semi-Urban Hydraulics Project.** Total est. cost 4 mECU. Construction, supplies, T.A. incl. studies, budgetary support. Project on appraisal. EDF 8.  
ABb

#### GUYANA

**Rehabilitation of sea defences and shore zone management.** Est. cost 20 mECU. Construction, T.A. studies. Project on appraisal. EDF 8.  
EDF GUA/6003/004 - ABd

**Private sector development support programme.** Est. cost 1.5 mECU. T.A., feasibility study, training. Project on appraisal. EDF 8.  
EDF GUA/7002/000 - AEd

#### HAITI

**Support for the Structural Adjustment Programme II.** 10.800 mECU. Project in execution. EDF 7.  
EDF HA/7200/001 - AAc

**Support for the structural programme.** Utilisation of satellite imagery for the exploitation of Haitian territory. Resp. Auth.: Ministère de la Planification et de la Coopération Externe (MPCE). Est. cost 1.8 mECU. Project in execution. EDF 7.  
EDF HA 7007/000 - AAz

**Support for decentralised cultural initiatives.** Resp. Auth. Ministry of Culture. Est. cost 0.75 mECU. T.A., supplies. Project in execution. EDF 7.  
EDF HA/7155/000 - AHi

**Road rehabilitation in the western area of the South Peninsula.** Est. total cost. 47.36 mECU. Works, T.A. Project on appraisal. Financing decision expected in May 1998. EDF 7, 8.  
EDF HA/7012/000

#### JAMAICA

**Northern coastal highway improvement project. Segment 3 (Ocho Rios - Port Antonio - Fair Prospect - 116 km).** Resp. Auth.: Government of Jamaica. Est. cost 80 mECU. Construction, T.A. Project in execution. EDF 7, 8.

EDF JM/9999/000 - ABd

**Regional project - University of the West Indies.** International tender no. 4268 already launched for supply, in four lots, of electronic equipment for administration.

**Institutional strengthening and road rehabilitation.** Auth. Resp.: Ministry of Transport and Works. Cost 13.5 mECU. Works, supervision and supply of vehicles and equipment. International tender no. 4279 already launched for supply, in ten lots, of various equipment.

**Public sector modernisation.** Est. cost 1.95 mECU. Feasibility study, T.A. and training; institution building Project in

execution. The feasibility study is currently being prepared. EDF 7 - AAb

**Savanna-La-Mar waste water project.** Est. cost 15 MECU. Feasibility, works and supervision. *Project on appraisal.* Financing decision foreseen in 1999. EDF 8 - AHb

**Rural water supply - Phase 2.** Total est. cost 10 MECU. Feasibility, works, supervision and T.A., incl. studies. *Project on appraisal. Date foreseen for financing: 1st half of 1999.* EDF 8.

EDF JM/6003/001 - ABb

**Trade and Investment Promotion Programme.** Total est. cost 6 MECU. T.A., incl. studies; training. *Project on appraisal. Date foreseen for financing: end of 1998.* EDF 8.

EDF JM/5021/001 - AEe

**Small and Micro Enterprise Credit Scheme, 2nd Programme.** Total est. cost 5 MECU; EDF part 4 MECU. T.A., incl. studies; training. *Project on appraisal. Date foreseen for financing: 2nd half of 1999.* EDF 8.

EDF JM/5020/001 - AAb.

**Poverty Reduction Programme (Social Investment Fund/Micro Projects Programme).** Total est. cost 53.6 MECU; EDF part 6 MECU. Supplies of equipment/inputs; T.A., incl. studies; training. *Project on appraisal. Date foreseen for financing: end of 1998.* EDF 8. EDF JM/7001/001 - AHe.

## KENYA

**Farming in tsetse infested areas.** Est. total cost 14.6 MECU. Refine the techniques to trap the tsetse fly and develop better technologies to prevent infections. Monitor the environmental impact of the techniques. Project in execution. EDF 7.

EDF KE/7011 - ACa

**Family Health Programme.** Est. total cost 28.710 MECU. Reproduction health status of Kenyans family planning services broadened. EDF 14.81 MECU, ODA (UK) 13.9 MECU. Project in execution. EDF 6 EDF/KE 7015 - AGb

**Technical Education.** 5 MECU. Raising the level of performance of existing teaching institutions. Project in execution. EDF 7.

EDF KE 6005/001 - AFb

**Trade Development Programme.** Resp. Auth.: Export Promotion Council and a Special TDP Committee composed of private and public sector members and the European Commission. 4 MECU. Trade Promotion and Marketing Programme, Training, Equipment, T.A. and Monitoring and Evaluation. Project in execution. EDF 7.

EDF KE/7008 - AEz

**Small scale and informal sector enterprises.** Est. total cost 10 MECU. Development of micro-enterprises and informal sector of the economy. Project in execution. EDF 6 & 7.

EDF KE/7009 - AEe,f

**Sultan Hamud-Mtito Road rehabilitation.** Est. total cost 30 MECU. To rehabilitate priority roads and establish sustainable

maintenance organisation. Project on appraisal. EDF 7

EDF KE/7010/002 - ABd

**Mai-Mahiu/Naivasha Road rehabilitation** Est. total cost 25 MECU. Project on appraisal. EDF 7.

EDF KE/7010/003 - ABd

**Community development.** Poverty alleviation. Est. total cost 12.5 MECU. Financial facility aimed at priority activities identified by local communities. Project in execution. EDF 7.

EDF KE/7018 - AHb

**Support for the establishment of key functions and programmes at the Kenya Institute for Public Policy Research and Analysis (KIPPRA).** Resp. Auth.: Ministries of Planning and National Development and Finance and Office of the President. 1.993 MECU. Training, Consulting and T.A. Project in execution. EDF 7.

EDF KE/7016/00 - AAb

**Establishment of sustainable tourism development.** Resp. Auth.: Ministry of Tourism and Wildlife. 1.97 MECU. Advice on and design of a financially self-sustainable Tourism Board. T.A., equipment, training. Project in execution. EDF 7.

EDF KE/7014 - AEc

**Support Services Programme (SSP).** Resp. Auth.: NAO - Ministry of Finance. 1.795 MECU. Ad hoc support and project preparation, monitoring and evaluation facility. Framework contract. Support to the Office of the NAO of EDF. Training and equipment. Framework contract by restr. tender after short-list. Project in execution. EDF 7.

EDF KE 7012.

**Agriculture/livestock research programme.** 8.3 MECU. Project in execution. EDF 6.

EDF KE/6003/001 - ACa

## LESOTHO

**Urban Water Supply and Sanitation.**

Resp. Auth.: Water and Sanitation Authority. Est. total cost 4 MECU. Implementation of urgent water-supply and sanitation systems in the urban and peri-urban areas. Feasibility study and contract document. Preparation for urgent water supply and sanitation intervention. Short-lists to be done. *Project in execution.* EDF 7.

EDF LSO/7002 - ABb, AHa

**Transport infrastructure programme, phase I.** 18 MECU. Construction, supplies, T.A., studies, training. Project on appraisal. EDF 8.

EDF LSO/6016/001 - ABd

**Transport infrastructure - axle load control.** Resp. Auth.: Ministry of Works. 0.850 MECU. Construction, evaluation. T.A., equipment - restricted tender. Project in execution. EDF 7.

EDF LSO/6016/000 - ABd.

**Urban water supply for six towns.** Resp. Auth.: Government of Lesotho; Water and Sewage Authority (WASA). Est. cost 1.96 MECU. Works, T.A. *Project in execution.*

EDF LSO/7002/000 - ABb

**Assistance for the 1998 General Election.** Resp. Auth.: Government of Lesotho; Independent Electoral Commission (IEC). Est. cost 0.5 MECU. Supplies. *Project in execution.* EDF 7. EDF LSO/7009/000

## LIBERIA

**Freeport of Monrovia emergency rehabilitation.** Resp. Auth.: Government of Liberia. Est. cost 1.95 MECU. Supplies, engineering services and works. *Project in execution.* EDF 6.

EDF LBR/5019/001 - ABd

**2nd Rehabilitation Programme for Liberia.** Resp. Auth.: European Commission on behalf of the Government of Liberia. 27 MECU. Works, supplies, services. Resettlement and rehabilitation of refugees and rehabilitation of infrastructure. Project in execution. EDF 6.

EDF LBR/7001/002 - AAc.

## MADAGASCAR

**Road infrastructure rehabilitation.** Resp. Auth. Ministère des Travaux Publics. 72.5 MECU. Rehabilitation works, supervision. Project in execution. EDF 6 & 7.

EDF MAG/7004 - ABd

**First decentralised cooperation programme.** Resp. Auth.: National Authorising officer and Head of EU Delegation and authorised NGOs. 1.9 MECU. Works. Purchase of equipment by direct agreement, restr. tender or int. tender. Project in execution EDF 7

EDF MAG/7022/000 - AGz, AHz

**Support-training for rural development.** Resp. Auth.: Ministère du développement rural et de la réforme foncière. 1.200 MECU. Developing the farmer's organisations role. Training, supplies and technical cooperation. *Project in execution.* EDF 7.

EDF MAG/7029/000 - ACb

**Decentralised training programme for regional private tourism operators.** Resp. Auth.: Ministère du Tourisme. 1.900 MECU. T.A. training, evaluation. *Project in execution.* EDF 1, 2, 3 and 4.

EDF MAG 6039 - AEc

**Professional organisation of rural sector and agricultural loans.** Resp. Auth.: Ministère de l'Agriculture et du Dév. Rural. 1.910 MECU. T.A., training, evaluation. Works, supplies, T.A. and services. Project in execution. EDF 7.

EDF MAG/7003 - ACa

**Support for Training Programme (FORMFED) Phase II.** Resp. Auth.: Ministry of Finance. 0.900 MECU. T.A., equipment. Project in execution. EDF 7.

EDF MAG/7028 - AFd

**Support for the Structural Adjustment programme 1997-98.** 27 MECU. General Import Programme. Project in execution. EDF MAG/7200 - AAc

**Improvement of the income of the coastal population in the South-Western region.** Resp. Auth.: Ministère de l'Agriculture et du Développement Rural. Est. cost 0.613 MECU. Increasing seaweed



production. Recruitment, shipbuilding, T.A. equipment and training. *Project in execution.* EDF 6.

EDF MAG/7024/001 - ACd, AHd

**Priority Health Action Programme.**

Support for a national health policy to alleviate poverty. Resp. Auth.: Ministry of Health. 1.95 mECU. Project in execution. EDF 6.

EDF MAG/6041/000 - AGe

**Priority health project.** Support for a national health service to alleviate poverty. Resp. Auth.: Ministry of Health. Est. cost 15 mECU. EDF 8. Project on appraisal.

EDF MAG/6041/001 - AGe

**Rehabilitation of the customs system.**

Resp. Auth.: Direction Générale des Régies Financières. Total cost 0.42 mECU. T.A., supplies. *Project in execution.* EDF 7.

EDF MAG/7200/001 - AAc

**Support for Structural Adjustment Programme II.**

*Total est. cost 43.4 mECU. T.A. including studies, budgetary aid. Project on appraisal. Date foreseen for financing: September 1998.* EDF 8.

EDF MAG/7200/002 - AAb

**MALAWI**

**Soil conservation and rural production.**

Resp. Auth.: MOALD. 23 mECU. EDF 15.5 mECU, local 1.3 mECU, counterpart funds 5.7 mECU. Water supply, sanitation, supply of fertilizers, T.A. and training. Project in execution. EDF 7.

EDF MAI/5001/002 - ACa

**Support to the Forestry Department.**

Resp. Auth.: Ministry of Natural Resources. 4.4 mECU. T.A. and supply of equipment. Project in execution. EDF 7

EDF MAI/5001/003 - ACa

**Health Programme. Strengthening Health Ministry capacities in the framework of planning, decentralisation and equipment maintenance.** Training, infrastructures, equipments and T.A. 18.7 mECU. Project in execution. EDF 7.

EDF MAI/6009/002 - AGe

**2nd Lomé IV Micro-project Programme.** Improvement of infrastructures in the farmer framework with the EC participation. Building, school's rehabilitation, health centres, water points. Est. total cost 6 mECU. Project in execution. EDF 7.

EDF MAI/7012/038 - AGz, AHz, ABb

**Land Utilisation Study.** 1 mECU. Studies. T.A. survey. Project in execution. EDF 7.

EDF MAI/6029 - AAg

**Karonga-Chilumba-Chiweta Road.** Resp. Auth.: Ministry of Works and Supplies. Est. total cost 25.2 mECU. Construction, supervision of works, training of technical staff. Project on appraisal. EDF 8.

EDF MAI/6022 - ABd

**Physical assets management in the health sector.** Resp. Auth.: Ministry of Works and Supplies. 6.45 mECU. Construction, supervision of works, training of technical staff. *Project in execution.* EDF 7.

EDF MAI/7018/000 - AGe

**Rehabilitation of Chipoka Port - Lake Malawi.** Est. cost 3 mECU. Construction, supplies of equipment. Project on appraisal. EDF 8.

EDF 6022/001 - ABd

**Urgent maintenance to roads and bridges.** Resp. Auth.: Government of Malawi. 1,994 mECU. Works. Supervision - restr. tender. Project in execution. EDF 7.

EDF MAI/6022/002 - ABd

**Programme for the prevention of HIV/AIDS among high risk groups.** 0.780 mECU. T.A., equipment, training. Project in execution. EDF 7.

EDF MAI/7001/000 - AGz

**Community education programme.**

Resp. Auth.: Ministry of Women and Children's Affairs and Community Services (MOWCAS), Ministry of Information, Broadcasting, Posts and Telecommunications (MOIBPT). Est. cost 1,55 mECU. Training, workshops, equipment, T.A. *Project in execution.* EDF 7.

EDF MAI/6009/003 - AGb, AGc

**Feeder Roads Rehabilitation Programme.** Total est. cost 30 mECU.

*Construction/infrastructure, T.A., incl. studies, training. Project on appraisal.* EDF 8.

EDF MAI/6021/004 - ABd.

**Safe Motherhood and Child Welfare Initiative.**

Resp. Auth.: Ministry of Health. 1.52 mECU. Works, supervision of works, supplies of equipment. *Project in execution.* EDF 7.

EDF MAI/6009/004 - AGz.

**MALI**

**Support for the electoral process.** Resp. Auth.: Commission Electorale Nationale Indépendante (CENI). Est. cost 1.95 mECU. Project in execution. EDF 7.

EDF MLI/7019 - AAc

**Geological and mining sector survey.**

Adm. Resp: Ministère de l'Energie et des mines. Est. cost 15 mECU. Aerial geophysical prospecting, geological mapping, mining prospecting, sector-based survey. Project in execution. EDF 7.

EDF MLI/9999 - ADA

**Support for the central unit of the National Authorising Officer.**

Resp. Auth.: Ministère des Affaires Etrangères. Est. total cost 1.88 mECU. Improving the services of the National Authorising Officer in the programming, management and follow-up of the projects financed by the EDF. T.A., training, supply. *Project in execution.* EDF 7.

EDF MLI/6007/002 - AAc

**Support for decentralisation.** Resp. Auth.: Mission de Décentralisation (MDD). 1.3 mECU. Training, T.A., study. Project in execution. EDF 7.

EDF MLI/7009/001 - AAz

**Support for the Unit of Planning and Statistics of the Ministry of Rural Development and Environment.**

*Total est. cost 0.8 mECU. T.A., Project on appraisal.* EDF 7.

EDF MLI/7024/000 - AAc.

**MAURITANIA**

**Kaédi and Mederda water supply.** Est. total cost 2.2 mECU. Improvement of the living conditions. Works and T.A. Rehabilitation, strengthening and improvement of water systems. Project on appraisal. EDF 7.

EDF MAU/7012/000 - ABb

**Support for the programme to strengthen institutional capacity (PRCI).** Resp. Auth. Ministry of Planning and Finance. 1.865 mECU. T.A. to strengthen the effectiveness of administration. Supply of equipment. Project in execution. EDF 7.

EDF MAU/7200/002 - AAc

**Rural development in rainy areas.** Est; cost 4 mECU. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7014/001 - ACb, ACg

**Oasis rural development in the Atar region.** Est. cost 5 mECU. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7025/000 - ACb, ACg

**Diversification of irrigated agriculture.** Est. total cost 4 mECU. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7015/001 - ACa

**Support for Structural Adjustment (Phase III).** Total est. cost 11.2 mECU. T. A., incl. studies; budgetary aid. Project on appraisal. EDF 8.

EDF MAU/7200/003 - AAb.

**MAURITIUS**

**Irrigation of the Northern Plains.** Resp. Auth.: Ministry of Agriculture. Est. cost 9 mECU. Works, supplies, T.A. Restricted tender for T.A. Project in execution. EDF 7

EDF MAS/7002 - ABb

**Mahebourg market.** Resp. Auth.: Ministry of Local Government. Est. cost 1.85 mECU. To promote agricultural diversification, and also to upgrade the city centre. Feasibility study. Works, supplies, TA. Project on appraisal. EDF 7.

EDF MAS/7008 - ACe

**Phoenix-Nouvelle France road.** Est. cost 4 mECU. Upgrading the existing Phoenix-Nouvelle France road to a dual carriageway. Works, T.A. Project on appraisal. *Int. tender no. 4324 launched for works with conditional clause. Deadline for submission: 23.07.98.* EDF 7.

EDF MAS/7010/001 - ABd

**Upgrading of sewerage infrastructure of housing estates.** Resp. Auth.: Ministry of Works. Est. cost 7.4 mECU. Rehabilitation/provision of sewerage infrastructure to 10 housing estates. Works. T.A. for supervision. Project on appraisal. EDF 8.

EDF MAS - AHa

**Training of police officers.** Est. cost 0.43 mECU. T.A. and training. Project on appraisal. EDF 7

EDF MAS - AAd

**St. Martin sewage treatment plant.** Provide adequate treatment of sewage from the Plains Wilhems area. Resp. Auth.: Ministry of Environment and Quality of Life. Est. cost 15 mECU. T.A., services. Project on appraisal. EDF 8.

EDFD MAS/7005/000 - ABz

**Technology Development in Private Firms.** Resp. Auth.: Ministry of Industry and Commerce. Est. cost: 2.9 mECU. T.A., monitoring and evaluation. *Project in execution.* EDF 7.

EDF MAS/7013/000

**Anti-Erosion Programme in Rodrigues.** Total est. cost 5 mECU. EDF part 3.3 mECU; Government of Mauritius 1.7 mECU. Construction, T.A., supplies, training. *Project on appraisal.* EDF 8.

EDF MAS/6003/002 - ACb.  
**Support for Small and Medium-Sized Enterprises.** Total est. cost 7 mECU. Budgetary aid, T.A. incl. studies, training. *Project on appraisal.* EDF 8.

EDF MAS/7011/001 - AAb.

## MOZAMBIQUE

**Socio-economic reintegration of young people.** Est. cost 1.95 mECU. Supplies, T.A. and pilot actions. *Project on appraisal.* EDF 6.

EDF MOZ/7017 - AHb

**Rehabilitation of the rural health system.** Est. cost 22 mECU. Rehabilitation and renovation of 3 rural hospitals and 2 health centres. Supply of essential medicines and equipment, T.A. *Project in execution.* EDF 7.

EDF MOZ/7018 - AGa,e

**Social reintegration in Zambezia and Niassa provinces.** 5.6 mECU. Health, education, rural life (farming, fishing, setting up of micro-enterprises), urban economic development. The projects will be carried out by NGO's and the provincial authorities. *Project in execution.* EDF 7.

**Support for the structural adjustment programme GIP II.** 15 mECU. *Project in execution.* EDF 7

EDF MOZ 7200/001.-. AAC

**Support for the judicial system.** Est. total cost 2 mECU. *Project on appraisal.* EDF 7.

EDF MOZ/7022 - Ajz

**Computerised system for the population register and issue of identity cards.** Resp. Auth.: Ministry of Internal Affairs. Est. cost 1.995 mECU. Supplies, T.A. Int. Tender. *Project in execution.* EDF 6.

EDF MOZ/7024 - AAz

**Private sector development.** Resp. Auth.: Mozambican Government, NAO. Est. cost 1.98 mECU. Studies, training, TA. *Project on appraisal.* EDF 6,7,8.

EDF MOZ/7023/000 - AEe

**Support for municipal elections.** Resp. Auth.: National Electoral Commission. Est. cost 9.5 mECU. T.A., equipment and materials. Tender no. 4298 already launched. *Project in execution.* EDF 7.

EDF MOZ/7027/001 - AAc

**GIP III - General Import Programme.** Resp. Auth.: Government of Mozambique. Est. total cost 60.9 mECU. Structural adjustment support. *Project on appraisal.* Date foreseen for financing: June 1998. EDF 8.

EDF MOZ/7200/002

## NAMIBIA

**Namibia Integrated Health Programme.** Resp. Auth.: Ministry of Health and Social Services. 13.5 mECU. Infrastructures, equipment, training and T.A. *Project in execution.* EDF 7.

EDF NAM/7007 - AGz

**Expansion of NBC transmitter network and production facilities for educational broadcasting.** Resp. Auth.: Namibian Broadcasting Corporation. Est. total cost 5.7 mECU. EDF 5 mECU, local 0.7 mECU. Works, supply of equipment, technical training and technical consultancies. *Project in execution.* EDF 7.

EDF NAM/7005 - AFI

**Rural Development Support Programme for the Northern Communal Areas.**

Resp. Auth.: Ministry of Agriculture, Water and Rural Development. 7.7 mECU. Strengthening of the agricultural extension service, training of extension officers and establishment of a rural credit system. Supply of office equipment, vehicles, agricultural inputs, T.A., training, evaluation. *Project in execution.* EDF 7.

EDF NAM/7011 - ACa

**Rural Towns Sewerage Schemes.** Resp. Auth.: Ministry of Local Government and Housing. 1.88 mECU. Works, supplies and T.A. *Project in execution.* EDF 7.

EDF NAM/7015 - AHc

**Namibia Tourism Development Programme.** (Foundation Phase). Resp. Auth.: Ministry of Environment and Tourism. 1.882 mECU. Implementation of programme. Staff training. T.A. *Project in execution.* EDF 7.

EDF NAM/7010 - AEC

**Livestock Marketing Project.** Resp. Auth.: Directorate of Veterinary Services - Ministry of Agriculture, Water and Rural Dept., 3.75 mECU. Construction of buildings, water and road infrastructure, provision of equipment materials, tractors for quarantine farms in the Northern Communal Areas. All by acc. tenders or restr. tenders. *Project in execution.* EDF 7.

EDF NAM/7020 - ACa

**Support for the regional control programme against the Tsetse fly and trypanosomiasis (RTTCP), phase II.** Resp. Auth.: Dept. of Veterinary Services, Min. of Agriculture, Water and Rural Devt. 3.75 mECU. Construction of buildings and infrastructures, provision of equipment, vehicles, tractors. All by acc. tender or restr. tender. *Project in execution.* EDF 7.

EDF NAM/7020 - ACa

**Support for implementation of the Cross Border Initiative.** Resp. Auth.: Ministry of Trade and Industry. 5.370 mECU. To promote and strengthen Namibia's economic integration. T.A., supplies and line of credit. *Project in execution.* Int. tender no. 4319 for supplies launched. Deadline for submission: 07.07.98. EDF 7.

EDF REG/70012/22 - AEd,e

**AIDS Programme.** Est. total cost 1.5 mECU. Reduction of sexual transmission of HIV/AIDS. *Project on appraisal.* EDF 8.

EDF NAM/(REG)/8000/003 - AGz

**Seed production project.** To support the establishment of an efficient, sustainable

staple crop seed production system. Est. cost 2 mECU. Feasibility study to be carried out. *Project on appraisal.* EDF 8

EDF NAM/7011/002 - ACa

**Rural development support programme (RDSP), Phase II.** Resp. Auth.: Ministry of Agriculture, Water and Rural Development. Est. cost 7 mECU. T.A. *Project on appraisal.* Financing decision foreseen at the end of 1998. EDF 8.

EDF NAM/7001/001 - ACa

**Education programme.** Est. cost 12 mECU. Construction, supplies, T.A., training. *Project on appraisal.* Financing decision foreseen in July 1998. EDF 8.

EDF NAM/7001/001 - AFa, AFb, AFd, AFI

## NIGER

**Support for the Structural Adjustment Programme 1997-98.** Est. cost 15.8 mECU. *Project in execution.* EDF 7,8.

EDF NIR/7200/004 - AFe, AGe

**Institutional support for the NAO.** Assistance to maximise the effectiveness of Community aid. Sectoral reforms and macro-economics. Est. cost 1.3 mECU. *Project in execution.* EDF 7.

EDF NIR/7110/003 - AAb

**Strengthening basic education in the Tillabéri department in the framework of the large-scale irrigation programme in the Niger valley.** Resp. Auth.: Ministry of National Education. 1.77 mECU. Construction, training, equipment, T.A., evaluation. *Project in execution.* EDF 7.

EDF NIR/7011/000 - AFa

**PROFORMAR II.** Resp. Auth. Ministère de l'Artisanat. Est. cost 1.85 mECU. T.A., supplies. *Project in execution.* EDF 7.

EDF NIR/7101/011

**Support for Structural Adjustment.** Total est. cost 15.8 mECU. Budgetary support, T.A. incl. studies. *Project on appraisal.* EDF 8. EDF NIR/7200/005.

AFz, AGz, AHz.

## PAPUA NEW GUINEA

**Human resources development programme, phase II (HRDP II).** Est. cost 20mECU. Construction of and improvements to educational buildings. Scholarships, training and T.A. *Project on appraisal.* EDF 8.

EDF PNG/6008/002 - AFb

## RWANDA

**Return and social reintegration of students currently still in the central and east European states.** Est. cost 0.996 mECU. T.A. *Project on appraisal.* EDF 7

EDF RW/7012/002 - AAc

## SAMOA

**Rural water supply programme.** Resp. Auth.: Ministry of Finance. Est. cost 16.7 mECU. Preparatory study, works, supplies, project management. *Project on appraisal.* EDF 7 and 8.

EDF WSO/7002/000 - ABb

## SAO TOME AND PRINCIPE

**Support for the Structural Adjustment Programme.** 0.9 mECU. Project on appraisal. EDF 7.

EDF STP/7200/001 - AAc

## SENEGAL

**St-Louis regional development programme.** 22.5 mECU. Job creation, lines of credit, T.A. to the S.M.E's, training studies. Health centres, clinics, medical equipment and consumables, training, information, T.A. to the Direction Régionale in St-Louis and to the Service des Grandes Endémies in Podor. Drainage network, sanitation. Environmental protection with wind breaks. T.A. Study of a water-engineering scheme in Podor. Works by acc. tender. Supplies by int. tender. T.A. by restr. tender. Project in execution. EDF 7.

EDF SE/6002/7002 - ACa

**Support for the PNLS-MST (Phase III).** Resp. Auth.: Ministry of Economics, Finance and Planning. Est. total cost 3 mECU. T.A., works. Project on appraisal. *Date foreseen for financing end of 1998.* EDF 8.

EDF SE/7003/001 - AGz

**Direct Budgetary Support for Structural Adjustment.**

*Total est. cost 27.9 mECU. T.A., including studies, budgetary aid. Project on appraisal. Date foreseen for financing: June 1998.* EDF 8.

EDF SE/7200/003 - AAb

**Rural Development in Podor. Transitory Phase 1998.** *Total est. cost 0.7 mECU.* Resp. Auth.: NAO. Formation, travaux, A.T. Project on appraisal. EDF 7.

EDF SE/6002/002 - ACa, AB

## SEYCHELLES

**Victoria market rehabilitation.** Resp. Auth.: Ministry of Agriculture. Est. total cost 1 mECU. EDF 0.770 mECU, local 0.230 mECU. Works and improvements. Project in execution. EDF 7.

EDY SEY/7011 - ACb

**Anse Royale landfill.** 2.85 mECU. Construction of a fully-engineered landfill. Works, supplies, T.A. Project in execution. EDF 8.

EDF SEY - AJz

**Le Niol water treatment plant extension.** 1.35 mECU. Rehabilitation and extension of water treatment works. Works. T.A. Project in execution. EDF 8.

EDF SEY - AFh

## SIERRA LEONE

(All projects suspended)

**Improvement of Freetown - Conakry road link.** Est. cost 30 mECU. Reconstruction of about 120 kms of road from Masiaka in Sierra Leone to Farmoreah in Guinea. Works and supervision. Project on appraisal. EDF 7.

EDF SL/7004 - ABd

**Sierra Leone roads authority (SLRA) support programme.** Resp. Auth.: SLRA. 22.5 mECU. To strengthen SLRA's management capacity, to support

maintenance operations, rehabilitate 160 km of road, provide training and equipment to enable local private contractors to increase their role in road works. Rehabilitation works, equipment, T.A. to SLRA. Project on appraisal. EDF 7.

EDF SL/7002 - ABd

**Management and protection of wildlife in Outamba Kilimi National Park (OKNP).** Resp. Auth.: NAO. Est. cost 1.98 mECU. Development of sound management plan for sustainable protection of wildlife and ecosystem in park. Improvement of local infrastructure and community development. Works, supplies, T.A. Project on appraisal. EDF 7.

EDF SL/7003 - AEi, AHl

**North West Artisanal Fisheries and Community Development Phase II.** 1.98 mECU. Technical cooperation in fisheries. T.A. and training. Financing date January 97. EDF 7.

SL/6004/001 - ACd.

## SOLOMON ISLANDS

**Guadalcanal road: Aola-Matau.** Resp. Auth. Ministry of Transport, Works and Utilities. Est. total cost 6 mECU. Works and supervision. Project on appraisal. *Tender for a study expected to be issued in June 1998.* EDF 7.

EDF SOL/7001 - ABd

**Population Census 1997.** Resp. Auth.: Ministry of Finance. 1.885 mECU. T.A. and training. Project in execution. EDF 7.

EDF SOL/6001/000 - AAi.

**Programme Management Unit.** Resp. Auth.: Ministry of Development Planning. Est. cost 1.2 mECU. Institutional support. Supplies, works, services, T.A. Project on appraisal. EDF 7.

EDF SOL/6022/000 - AAz

## SOMALIA

**2nd rehabilitation programme.** 47 mECU. Inter-sectoral approach. The project will be implemented by NGOs and T.A. Project in execution. EDF 1, 2, 3, 4, 5 and 6.

EDF SO/6029 - AAc

## SURINAME

**Timber Institute.** Control of logging and reforestation activities. Est. total cost 3.5 mECU. Project on appraisal. EDF 7

EDF SUR/7005 - ACc

**Road from Nickerie to the Suriname-Guyana ferry terminal.** Resp. Auth.: Ministry of Public Works. Est. total cost 8.4 mECU. Construction of 29.4 km road. Project on appraisal. EDF 6.

EDF SUR/5602/001 - ABd

**Sysmin programme to upgrade and expand the electricity and telecommunications sectors.** Est. total cost 20.72 mECU. Works, supplies, T.A. Project on appraisal. *Financing decision foreseen in June 1998.* EDF 7.

EDF SUR/9999/000 - Abai, ABc

**Rehabilitation and extension of the Port of Paramaribo, the 'Nieuwe Haven Terminal'.** *Total est. cost 20.5 mECU; EDF part 13.5 mECU.* Construction/infrastructure; supplies of

equipment/inputs; T.A., incl. studies. Project on appraisal. Financing decision foreseen in January 1999. EDF 7, 8.

EDF SUR/7013/000 - ABd.

## SWAZILAND

**Maize Marketing and Storage.** Resp. Auth.: Ministry of Agriculture and Cooperatives. 1.555 mECU. Rehabilitation and expansion works by acc. tender. Project in execution. EDF 7.

EDF SW/5005/02 - ACa.

**Support for implementation of the Cross Border Initiative.** Resp. Auth.: Ministry of Commerce and Industry. 1.5 mECU. T.A., training, supply of equipment. EDF 7. Project in execution.

EDF REG/7012/024 - AAz

**Development of smallholder irrigation in the Lower Usuthu River.** *Est. cost 16 mECU.* Construction, supplies, studies, T.A. Project on appraisal. EDF 8.

EDF SW/7007/001 - ACa

## TANZANIA

**Mwanza-Nyangugue Road and Mwanza urban roads rehabilitation, and Nyangugue-Musoma overlay.** Resp. Auth.: Ministry of Transport and Communications. Est. cost 55 mECU. Rehabilitation of 67 km of trunk roads (Nyangugue-Mwanza and Mwanza airport) and rehabilitation of Mwanza sewerage system (main works). Design study on-going. Project on appraisal. EDF 7.

EDF TA/6021 - ABd

**Mwanza Water Supply. Phase II.** Resp. Auth.: Ministry of Water energy and minerals. Est. cost 21 mECU. Works, pumping equipment, studies and supervision. Short-list done. Project on appraisal. EDF 7.

EDF TA/5005(7) - ABb

**Iringa Water Supply.** Resp. Auth.: Ministry of Water, Energy and Minerals. Est. cost 22 mECU. Pumping, treatment, storage and distribution. Works, equipment, design and supervision. Short-list done. Project on appraisal. EDF 7.

EDF TA/7009 - ABz

**Mwanza/Shinyanga-Nzega road rehabilitation.** Resp. Auth. Ministry of Works. Est. total cost 70 mECU. Project on appraisal. EDF 6, 7 and 8.

EDF TA/7012 - ABd

**Institutional strengthening for the education sector development programme.** Resp. Auth.: Ministry of Education and Culture. Est. cost 1.91 mECU. T.A. (short term), training and equipment. *Project in execution.* EDF 7. EDF TA/7023/000 - AFd

**Special programme for refugee-affected areas.** Resp. Auth.: Prime Minister's office. Est. cost 22 mECU. Rehabilitation of the Mwanza Airport runway, contribution to the Kagera road maintenance programme, improvement of the Kigoma-Nyakanasi gravel road (335 km). *Project in execution.* EDF 7.

EDF TA - ABd

**Institutional strengthening for improved water supply and sewerage services in**

four towns. Est. total cost 1.985 mECU. T.A., training, works and supplies. *Project in execution.* EDF 7

EDF TA/7014/000 - ABb

**Support for the introduction of Value Added Tax.** Resp. Auth.: Government of Tanzania. Est. cost 1,945 mECU. TA (restr. tender), training, taxpayer education, publicity, testing of procedures. *Project in execution.* EDF 7.

EDF TA/7200/003 - AAz, AAb

**Rehabilitation of the Mwanza Sewerage System.**

*Total est. cost 2.5 mECU, EDF part 2 mECU. Construction/infrastructure; supply of equipment/inputs; T.A., incl. studies; training. Project on appraisal.*

EDF 7.

EDF TA/7014/001 - ABb.

**Emergency (El Nino) Road Repairs.** *Total est. cost 10 mECU.*

*Construction/infrastructure, T.A. incl. studies. Project on appraisal.* EDF 7.

EDF TA/7027/000 - ABd.

**Structural Adjustment - SAF IV.** *Total est. cost 61.9 mECU. Budgetary aid, T.A. incl. studies. Project on appraisal.* EDF 8.

EDF TA/7200/004 - AAc.

## TOGO

**Aid for the voluntary reintegration of refugees from Togo.** Resp. Auth.: Min. Du Plan. Est. cost 0.430 mECU. Project under the direction of CARE Togo. Socio-economic contribution for the reintegration of 17,000 Togo refugees in their place of origin. *Project in execution.* EDF 7.

EDF TO/7006 - AHn

**Support for a group of producers in the Savanes region.** Est. cost 1.8 mECU. Construction, supplies, T.A., training. *Project in execution.* EDF 5.

EDF TO/6003/002 - ACa

**Development of basic mining**

*information. 1.11 mECU. Resp. Auth.: Ministère du Plan et de l'Aménagement du Territoire. Studies. Project in execution.* EDF 7.

EDF SYSMIN/TO/9999 - ADa.

## TRINIDAD AND TOBAGO

**Training project for young farmers (AYTRAP).** Assistance for the young farmer to create rural enterprises. Est. cost 7.3 mECU. EDF 5 mECU. local 2.300 mECU. Line of credit, T.A. and monitoring. *Project in execution.* EDF 6 and 7.

EDF TR/7002 - ACa

**Support for Caribbean Business Services Ltd. (CBSL).** Resp. Auth.: NAO. Est. cost 0.347 mECU. Support for SMEs through management advice and the transfer of technology. T.A. Project on appraisal. EDF 7.

EDF TR/7006/000 - ADe

**Rehabilitation of the L'Anse Fourmi - Charlotteville road.** Est. cost 3.5 mECU. Construction, T.A., feasibility study. Project on appraisal. EDF 8.

EDF TR/5013/000 - ADc

## UGANDA

**Support for the External Coordination Department (EACA) - NAO's Office.**

Resp. Auth.: National Authorising Officer (NAO). Est. total cost 5 mECU. T.A. training, equipment and operating costs. Project on appraisal. EDF 7.

EDF UG 6023/001 - AAc

**Water supply in Hoima, Masindi and Mubende.** Resp. Auth.: Ministry of Natural Resources. Est. total cost 12 mECU.

Rehabilitation of catchments, treatment plants and water distribution network. Project on appraisal. EDF 7.

EDF UG/7010 - ABb

**Support for the Microprojects Programmes Coordination Unit (MPCU).** 2 mECU. T.A. Project in execution. EDF 6 and 7.

EDF UG 7102 - AAc.

**Water and Environmental Sanitation in Rural Districts.** Resp. Auth.: Ministry of Natural Resources. Directorate of Water Development. 7.586 mECU. Mobilising beneficiaries of water supply development, setting-up project information system, designing and planning of schemes, material supply and distribution. T.A., supply, training. Project in execution. EDF 7.

EDF UG 7013/000 - ABb, AHc.

**Third structural adjustment support**

**programme (SASP 3).** Resp. Auth. Ministry of Finance. Est. cost. 51.06 mECU. T.A. Project on appraisal. Date foreseen for financing Feb. 1998. EDF 7,8.

EDF UG/7200/002

## VANUATU

**Education development programme.**

Est. total cost 7.5 mECU. To increase enrolment in junior secondary school and to improve the quality of education delivered. T.A., supplies, training. Project on appraisal. EDF 8.

EDF VA/7005/001 - AFa.

## ZAMBIA

**Forestry Support Programme.**

Resp. Auth.: Ministry of Environment. *Total est. cost 1.6 mECU.* Training supply of equipment, studies and T.A. Project on appraisal. EDF 7.

EDF ZA/7009 - ACc

**Rehabilitation of the Kabwe-Kapiri Mposhi and Chisamba Road.** Resp.

Auth.: Ministry of Works and Supply *Total est. cost 26 mECU.* Works and supervision. Project on appraisal. EDF 7.

EDF ZA/6014/001 - ABd

**Capacity building in the Bank of Zambia.** Strengthening of the banking and financial sector. Macroeconomic management and planning. Resp. Auth.: Bank of Zambia. *1,15 mECU.* T.A., supplies and training. *Project in execution.* EDF 8.

EDF ZA/7020/000 - AEh

**Technical assistance to the Roads Department.** Resp. Auth.: Dept. of Roads. *Est. cost 1.9 mECU.* Provision of long-term T.A. to the Roads Department and implementation of a formal training programme for the department's

professional and technical staff. T.A., studies, training. Project on appraisal. EDF 8.

EDF ZA/7022/000 - ABd

**Educational capacity-building**

**programme.** To plan and deliver effective and relevant education and training. 10 mECU. Feasibility study, T.A., construction, budgetary aid and training. *Project in execution.* EDF 8.

EDF ZA/7003/003 - AFz, AFh, AFi

**Urban Market Development.** *Total est. cost 1.9 mECU.* Construction, T.A. including studies. Project on appraisal. EDF 8.

EDF ZA/7011/000 - ACf

**Private sector development programme.**

Trade and enterprise support facility/micro-credit project. Est. cost 8 mECU. T.A., studies and training. EDF 8.

EDF ZA/7010/001 - AEz, AEe

**Export Development Programme Phase II.**

To increase exports of non-traditional goods. *Est. cost 6 mECU.* T.A. and training. Project on appraisal. EDF 8.

EDF ZA/5017/002 - AEd

**Assistance to the wildlife sector, phase II.**

Improvement in management of wildlife resources. Est. cost 10 mECU. Feasibility study. Project on appraisal. EDF 8.

EDF ZA/7002/001 - AEc

**Agricultural private sector development**

**(SME) - microprojects.** *Total est. cost 0.5 mECU.* T.A., study, credit facility. Project on appraisal. EDF 8.

EDF ZA/7023/000 ACa

**Economic management support**

**programme, phase II.** Resp. Auth.:

Ministry of Finance and Economic Development. *Est. cost 4 mECU.* T.A., feasibility study, financial aid, training. Project on appraisal. EDF 8.

EDF ZA/7018/001 - AAC

**Rehabilitation of the Monze-Zimba road.**

*Est. cost 37.5 mECU.* Construction, T.A. Project on appraisal. EDF 8.

EDF REG/7323/001 - ABd

**Improvement of the Zambian Safe Blood**

**Transfusion Programme.** Resp. Auth.:

Ministry of Health. Est. cost 3.735 mECU. T.A., equipment, training. Project in execution. EDF 8.

EDF ZA/7003/002 - AGd

**Drugs Master Plan Implementation.** *Total*

*est. cost 1.100.000 ECU.* Supplies of equipment, T.A., miscellaneous. Project on appraisal. EDF 8.

EDF ZA/7019/000 - AGz

## ZIMBABWE

**Minefield clearance in N.E. Zimbabwe.**

10 mECU. Rural development, clearance of landmines. Zimbabwe minefields survey. Works, supervision. *Project in execution.* EDF 7.

EDF ZIM/7004 - ACa

**Trade development programme -**

**import/export.** Est. cost 9 mECU. Project on appraisal. EDF 8.

EDF ZIM/6001/002 - AEd, AEe

**Tourism development programme -**  
**master plan.** Resp. Auth.: Government of

Zimbabwe. Est. cost 1 mECU. Feasibility study. Project on appraisal. EDF 8.

EDF ZIM/6008/002 - AEc

#### **Health sector development programme.**

Est. cost 14 mECU. Feasibility study.

Project on appraisal. EDF 8.

EDF ZIM/7002/000 - AGe

#### **Education sector support programme.**

Improvement of education system. Est. cost 14 mECU. Project on appraisal. EDF 8.

EDF ZIM/7009/000 - AFa, AFe

**Natural resources project.** Est. total cost 2 mECU. Project on appraisal. EDF 8.

EDF ZIM/7012/000

**Agricultural services and management project (ASMP).** Est. total cost 25 mECU. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF ZIM/7011/000

#### **Decentralised cooperation programme.**

Est. total cost 5 mECU. Project on appraisal. EDF 8.

EDF ZIM/7013/000

#### **Support Services Framework Contract.**

Total est. cost 1.2 mECU. T.A., incl. studies. Improved effectiveness of NAO's office. Project on appraisal. EDF 8.

EDF ZIM/7016/000 - AAC

## **OVERSEAS COUNTRIES AND TERRITORIES**

### **BRITISH OCTs**

#### **Integrated Tourism Development**

Project. Resp. Auth.: Caribbean Tourism Organisation (CTO). Est. total cost 0.79 mECU. T.A. Project on appraisal. EDF 6,7.

EDF REG/RCA/7601/003 - AEc

### **BRITISH VIRGIN ISLANDS**

**Beef Island airport terminal.** Est. total cost 16.84 mECU. Works, supplies. Project on appraisal. EDF 6.

EDF REG/6631/001

#### **Hamilton Lavity Stoutt Community College Learning Resource Centre.**

Resp. Auth.: Territorial Authorising Officer, Road Town. 2,484,200 ECU. Works. Construction of a learning resource centre for the existing HLS Community College. Project in execution.

EDF 7.

7 OCT VI/005/6 - Afb

### **FRENCH POLYNESIA**

**Agricultural development. Aid project for the management of land and hydraulics to install young farmers.** 1,234 mECU. Study. Project in execution. EDF 6.

EDF POF/6010/000 - ACg

### **MAYOTTE**

**Water supply.** Est. cost 7.2 mECU. Works, T.A., study. Main works completed. Supervision completed. Study on remaining works in execution. Project in execution. EDF 6 & 7.

EDF MY - ABb

### **NETHERLANDS ANTILLES - ARUBA**

**Tourism development programme.** 5 mECU. Training, T.A., marketing in Europe. Project in execution. EDF 7.

EDF REG/7835 - AEc

#### **Technical Assistance to the National**

**Authorising Officer.** Technical assistance will be given to promote sound and effective management of external aid. 1.3 mECU. T.A. supplies Restricted tender. Project in execution. EDF 7.

EDF NEA/7012/000

#### **Netherlands Antilles social action**

**programme.** Total est. cost 13.2 mECU. Project on appraisal. EDF 7,8

EDF NEA/7011/000

### **NEW CALEDONIA**

**New aquarium.** To increase the capacity and improve the infrastructure of the aquarium. Est. cost 4 mECU. Construction, T.A. and supplies. Project in execution. EDF 7.

EDF NC/6009/001 - AEc

### **ST. HELENA**

**Wharf improvement project.** Resp. Auth.: Public Works and Service Department. Est. total cost 1.743 mECU. To increase the safety and efficiency of Jamestown Port by upgrading wharf facilities for passenger and cargo handling. Works, supplies. Project on appraisal. *Financing decision foreseen at the end of 1998.* EDF 7.

EDF SH/7001 - ABd

### **TURKS AND CAICOS ISLANDS**

**Water and sewerage in Providenciales.** Resp. Auth.: Ministry of Works, 3.7 mECU. Water supply works and pipes. T.A. on appraisal. EDF 7.

EDF TC/7001 - AHb,c

### **WALLIS AND FUTUNA**

**Creation of improved structures for pig-rearing.** Resp. Auth. EDF authorising officer for the territory. Est. total cost 0.11 mECU. To establish viable production structures adapted to market conditions. T.A., training, follow-up. Project in execution. EDF 7.

EDF WF/7009/000 - ACa

## **REGIONAL PROJECTS**

### **AFRISTAT**

**Support for AFRISTAT (economic and statistical control).** 0.9 mECU. Improvement in the quality of statistical information. T.A., supplies and equipment. Project in execution. EDF 7.

EDF REG/7106/004 - AAC, Afd

### **10 MEMBER COUNTRIES OF AGM - BURKINA FASO, CAMEROON, COTE D'IVOIRE, GHANA, MALI, NIGER, NIGERIA, SENEGAL, CHAD, TOGO**

**Promotion of a regional grain market in West and Central Africa.** Resp. Auth.: NAO-Mali. Est. cost 12 mECU. Creation of a regional grain market. Promotion and

strengthening of initiatives by private operators. Project on appraisal. EDF 7.

EDF REG/6175 - ACf

### **INTRA-ACP**

**Strengthening of fisheries and biodiversity management in ACP countries.** Resp. Auth.: ICLARM, Manila (Philippines). 5mECU. T.A., management, supply of equipment, data base creation. Project in execution. EDF 7.

EDF REG/70012/016 - ACa

**COLEACP, Interim Project.** Commercial development in exports and in the field of horticulture. Est. cost 1.86 mECU. Training, T.A. Project on appraisal. EDF 7.

EDF REG/6900/002 - AEe

**Business Assistance Scheme for Exports (B.A.S.E.)** Est. total cost 30 mECU. To expand receipts from exports and tourism by improving enterprises' export competitiveness and trade facilitation skills. T.A. training. Project on appraisal. EDF 8.

EDF REG/70001/020 - AEd.

**Support to regional cooperation for HIV/AIDS control.** Est. cost 20 mECU. T.A., studies, supplies, equipment, training. Project on appraisal. EDF 8.

EDF REG/8000/004 - AGz, AGc, AGe

**Interuniversity support programme - Level 3 - in French-speaking sub-Saharan countries.** Est. cost 1.976 mECU. Training, equipment and educational material. Project in execution. EDF 7.

EDF REG/7004/014 - AFb

### **CARIBBEAN REGION**

**University level programme.** Resp. Auth.: S.G. Cariforum. 21 mECU. To train a critical mass of Caribbean ACP nationals at masters degree level in development economics, business administration, public administration, agricultural diversification, natural resources, management and architecture, works, educational equipment, T.A., scholarships. Project on appraisal. EDF 7.

EDF REG/7604 - Afb

#### **Caribbean Postal Union.**

Resp. Auth.: S.G. Cariforum. 0.5 mECU. T.A. and other action necessary for the creation of the Caribbean Postal Union. Project on appraisal. EDF 7.

EDF REG/7605 - ABc

**Caribbean Telecommunications Union.** Resp. Auth.: S.G. Cariforum. 0.5 MECU. T.A. for the accomplishment of the C.T.U. and the harmonisation of legislation on telecommunications within the Cariforum member states. Project on appraisal. EDF 7.

EDF REG/7605/001 - ABc

**Education policy and dialogue.** Resp. Auth.: Cariforum S.G. 0.45 mECU. T.A. for regional common policies in three education areas: basic education, technical and vocational training, language teaching. Project on appraisal. EDF 7.

EDF REG/7607 - AFa,d

**Cultural Centres.** Resp. Auth.: S.G. Cariforum. Est. cost 1.965mECU. Promote

cultural identity and foster mutual knowledge of the rich cultural panorama. Restoration of buildings, supply of equipment, T.A. in artistic fields and management. Project on appraisal EDF 7. EDF REG 7610 - AHl.

**Tertiary level programme.** Est. total cost 5.946 mECU. Upgrading tertiary level education and teacher training. Project in execution. EDF 7.

EDF REG/6628/001 - AFb

**Cariforum Regional Environment Programme.** Resp. Auth.: SG Cariforum. Est. total cost 11 mECU. Environmental management action, programme for protected areas and community development, management and expansion of marine and coastal park and protected areas. Terrestrial parks. Project on appraisal. EDF 7.

EDF REG/7613 - AHf

**Programming Unit Cariforum**

**Secretariat.** 0.725 mECU. Equipment, office supplies, T.A. Project in execution. EDF 7.

EDF REG 7615 - AAc.

**CARIFORUM Programming Unit.** Resp. Auth.: CARIFORUM. Est. total cost 5 mECU. T.A. to the Secretary General of CARIFORUM to help in the allocation, preparation and implementation of regional funds under Lomé IV. T.A., supply. Project on appraisal. EDF 7 and 8.

EDF REG/7615/001 - AAb

**Caribbean News Agency Development Programme.** Resp. Auth.: Regional Authorising Officer. Est. total cost 4.179 mECU. Establishing a CARIFORUM Information Network by setting up a coordinating centre and mechanisms and archives and increasing radio, TV and Cana wire services. T.A., supply. Project on appraisal. EDF 7.

EDF REG/7605/003 - ABc

#### **COUNTRIES PARTICIPATING IN THE CBI**

**Standardisation and quality assurance.** Resp. Auth.: COMESA (Common Market for Eastern and Southern Africa). Est. cost 2,543 mECU. TA and training. Project on appraisal. EDF 7.

EDF REG/7321 - AEe

**Regional Integration in Eastern and Southern Africa.** Assistance to COMESA Secretariat. 1.95 mECU. Training, supply of equipment, evaluation and services. T.A. short-term. Project on appraisal. EDF 7.

EDF REG/7316 - AAc

**Regional Telematics Network Services (RTNS).** Trade development. Est. total cost. 1.93 mECU. T.A. short-term by restr. tender. Publicity for the project, network implementation, maintenance and evaluation. Project in execution. EDF 7.

EDF REG/RPR 517 - AAc.

#### **CENTRAL AFRICA**

**CIESPAC, Public Health Education Centre in Central Africa.** 1.98 mECU. Student accommodation, equipment, scholarships. T.A. Project on appraisal. EDF 7.

EDF REG/7205 - AFb

**ECOFAC II, Forest ecosystems.** Resp. Auth.: Ministère du Plan. République du Congo. Est. total cost 16 mECU. To develop national and regional capacities for good management of forest resources. Works, supplies and T.A. Project in execution EDF 7.

EDF REG 6203/001 - ACc

#### **CHAD-CAMEROON-CENTRAL AFRICAN REPUBLIC**

**Ngaoundéré-Toubooro-Moundou Road.**

*Total est. cost 85,000,000 ECU.*

*Construction, T.A. Project on appraisal. EDF 8.*

*EDF REG/7203/001 - ABd.*

#### **EAST AFRICAN COUNTRIES**

**Statistical training centre for Eastern Africa in Tanzania.**

Resp. Auth.: Secretariat of the centre. 5 mECU, Widening of capacity. Construction of class-rooms, offices and housing. *Project in execution. EDF 5.*

EDF REG/5311(7) - AFb

**Combating the tse tse fly in East Africa**

**(Ethiopia, Kenya, Uganda).** 20 mECU. Evaluation, training and research. T.A., equipment. Project in execution. EDF 7.

EDF REG/736 - ACa, ACe

#### **KENYA, UGANDA, TANZANIA**

**Lake Victoria Fisheries Research Project (Phase II).** Project headquarters in Jinja, Uganda at FIRI-Fisheries Research Institute. EDF part 8.4 mECU. T.A., supplies, training, monitoring and evaluation. Project in execution. EDF 7.

EDF REG/5316/001 - ACd

**Tanzania rehabilitation programme for refugee affected areas and related infrastructure.** Est. cost 20 mECU. Rehabilitation of roads and conserving the environment in refugee areas. Project in execution. EDF 7.

EDF REG/7322/001 - ABd

**Uganda - Kampala by-pass.** Resp. Auth.: Ministry of Works. Road construction. Est. cost 35 mECU. T.A. works. Project on appraisal. EDF 7,8.

EDF REG/6304/001 - ABd

**Support for economic integration.** *Total est. cost 1.95 mECU. T.A., incl. studies; training. Project on appraisal. Date foreseen for financing: June 1998. EDF 7. EDF REG/7162/000 - AAb.*

#### **MEMBER COUNTRIES OF ECOWAS**

**Guarantee Fund for Private Investment Financing in Western Africa.** FGIPAO, Lomé. Creation of a Guarantee Fund to cover partially credit risks given by Banks to the private sector. Est. total cost 22.5 mECU. EDF 3.8 mECU, Others: France, Germany, EIB., Commercial Banks (E.U.). Development Agencies. Project on appraisal. EDF 7.

EDF REG/7115 - AEz

**Regional programme to combat drugs.** Est. total cost 5.1mECU. Elaboration of

training programmes and national plans. Project in execution. EDF 7.

EDF REG/7135 - AGz

#### **MEMBER COUNTRIES OF IGAD**

**IGAD Household Energy Programme.** Resp. Auth.: IGAD Executive Secretary. Est. total cost 1.9 mECU. T.A. to initiate pilot projects in the area of household energy, define the role and organize the setting up of a regional unit to coordinate activities, and develop working relationships with national and sub-region institutions in IGADD's member countries. Project on appraisal. EDF 7.

EDF REG - ABa

**Development of the artisanal fisheries sector.** The promotion of artisanal fisheries and fisheries trade. Improvement of the level of services available in the post-harvest field of artisanal fisheries in IGADD member states. Est. total cost 7.8 mECU. Project on appraisal. EDF 7.

EDF REG/7314/000 - ACd, AFd

**Grain marketing training programme.** Resp. Auth. IGADD Executive Secretary. 1.99 mECU. T.A., equipment, evaluation. Project on appraisal. EDF 7.

EDF REG/5359 - ACa

#### **MEMBER COUNTRIES OF THE INDIAN OCEAN COMMISSION (IOC) - COMORES, MADAGASCAR, MAURITIUS, SEYCHELLES**

**Integrated Regional Programme for Trade Development (PRIDE).** Resp. Auth.: I.O.C. Secretariat. EDF 9.3 mECU. T.A. training, management. Project in execution. EDF 7.

EDF REG 7503 - AEz.

**Establishment of a University in the Indian Ocean region.** Resp. Auth.: Indian Ocean Commission. Est. cost 2.150 mECU. Creation of a network of research and training institutions providing support for existing institutions. T.A. Project on appraisal. EDF 7.

EDF REG/7501 - AFb

**Indian Ocean University.** Resp. Auth.: IOC. Est. cost 1,925 mECU. Training. Project on appraisal. EDF 7.

EDF REG/7506/000 - AFd

**Education in environment regional programme.** Est. cost 2 mECU. Supplies, T.A. Project on appraisal. EDF 8.

EDF REG/7508/000 - AFz

**Regional action programme for maritime security.** Est. total cost 4 mECU. Supplies, T.A., works. Project on appraisal. EDF 8.

EDF REG/7507/000

#### **PACIFIC ACP STATES**

**Pacific regional agricultural programme. Phase II.** Resp. Auth.: Forum Secretariat - Fiji. 9.265 mECU. Improvement and dissemination of selected crops, agricultural information and techniques to farmers. T.A. and supply of equipment. Project on appraisal. EDF 7.

EDF REG 6704/001 - ACa

**Pacific regional civil aviation. Phase II.** Resp. Auth.: Forum Secretariat. Fiji. 4.9 mECU. Supply of security, air traffic

control, navigation and meteorology, and training equipment. T.A. Project in execution. EDF 6 and 7.

EDF REG/7704 - ABC,d

**Pacific Regional Waste Awareness and Education Programme.** Resp. Auth.: Forum Secretariat. 0.600 mECU. T.A. EDF 7.

EDF REG/7714 - AHf

**Air communications - upgrading of Fua'amotu Airport in Tonga.** Resp. Auth.: Ministry of Works. Est. cost 0.340 mECU. Construction, supplies of equipment. Project in execution. EDF 7.

EDF REG/7704/001 - ABC

#### MEMBER COUNTRIES OF PT.A

**Regional integration in East and Southern Africa.** Assistance to PTA Secretariat. (Preferential Trade Area). Short and long-term. T.A., studies, training. Est. cost 1.5 mECU. Project on appraisal. EDF 7.

EDF REG/7316 - AAb.

#### SADC

**SADC Intra-regional Skills Development Programme.** Total est. cost 12.5 mECU. Training. Skills development through specialised courses. Project on appraisal. Financing decision foreseen in May 1999. EDF 8.

EDF REG/7435/000 - AFb, AFd.

**SADC Water and Land Management.** Total est. cost 4 mECU. Training, T.A. Project on appraisal. Financing decision foreseen early 1999. EDF 8.

EDF REG/6415/001 - AFci.

**SADC - Angola, Mozambique, Namibia, South Africa and Tanzania.** Monitoring, Control and Surveillance (MCS) of Fishing Activities. Resp. Auth.: SADC - Sector Coordinator for Marine Fisheries. Est. total cost 13.3 mECU. To improve national and regional management capacity of marine fishery resources. Feasibility study, T.A., supplies. Project on appraisal. Financing decision foreseen by the end of 1998. EDF 8.

EDF REG/6406/000 - ACd.

#### SADC - ECOWAS - ECOCAS

**Pilot project for sectoral industrial Forums: EU - SADC. Mining Forum - MAT-CONSTRUCT-AGRO-IND.** Admin. Resp.: CDI, Brussels. Monitoring and follow-up. Date for financing June 96. 0.5 mECU. EDF 7.

EDF REG/7428 - ADb.

#### ANGOLA, MOZAMBIQUE, NAMIBIA, SOUTH AFRICA AND TANZANIA

**SADC monitoring, control and surveillance (MCS) of fishing activities.** Resp. Auth.: SADC - Sector Coordinator for Marine Fisheries. Est. cost 13.3 mECU. To improve national and regional capacity to manage marine fishery resources. Feasibility study, T.A., supplies. Project on appraisal. EDF 8.

EDF REG 6406/000 - ACd

#### SAHEL COUNTRIES

**Support to strengthen vaccine independence in Sahel Africa.** 9.5 mECU. Project on appraisal. EDF 7. EDF REG/7012 - ACa

#### MISCELLANEOUS

#### CAMEROON, CENTRAL AFRICAN REPUBLIC

**Bertua-Garoua Boulai Road.** Resp. Auth.: Ministère des Travaux Publics (Cameroon). Rehabilitation and improvement of transport infrastructures between Douala and Bangui. Est. total cost 50 mECU. Prequalification for services. Project on appraisal. EDF 6.

EDF REG/CM/CA/7002/001 - ABd

#### MALI-GUINEA

**Flood forecast and control, hydrological simulation for the Niger upper basin.** Est. total cost 6 mECU. EDF, 5.175 mECU. France (foreseen) 0.375 mECU. Denmark (foreseen) 0.15 mECU. Mali-Guinea (foreseen) 0.3 mECU. Flood forecast system, hydrological model of local simulation with parametric regionalisation. Warning system via telecommunication and satellite teletransmission. Statistical studies. Project on appraisal. EDF 7.

EDF REG. 6181 - AHf, AHg.

#### BURKINA FASO, CAPE VERDE, GAMBIA, MALI, MAURITANIA, NIGER, SENEGAL, CHAD

**Regional environmental training and information programme.** Resp. Auth.: Institut de Sahel in Bamako. 16 mECU. T.A. training, supply of equipment. Project in execution. EDF 7.

EDF REG/6147/001 - AFz, AHz

#### BENIN, BURKINA FASO, COTE D'IVOIRE, MALI, NIGER, SENEGAL, TOGO

**Support for the West Africa Economic and Monetary Union (UEMOA).** Promotion of regional economic integration. Resp. Auth. UEMOA Commission. 12 mECU. Project in execution. EDF 7.

EDF REG/7106/02 - AAF

**Support for the ENAREF.** 0.900 mECU. T.A., training, equipment. Project in execution. EDF 7.

EDF REG/7106/003 - AAc, AAF, AFd

#### BENIN, CAMEROON, COTE D'IVOIRE, GHANA, GUINEA, TOGO

**Regional Programme to relaunch pineapple production in West and Central Africa.** Resp. Auth.: Execution unit composed of one senior expert, T.A. and one junior expert. 1.995 mECU. T.A. studies, evaluation. Project on appraisal. EDF 7.

EDF REG/7138 - ACa

## DELEGATIONS OF THE COMMISSION IN ACP COUNTRIES AND OCTS

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Netherlands  
Portugal  
Spain  
Sweden  
United Kingdom

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 Eustache)  
Aruba

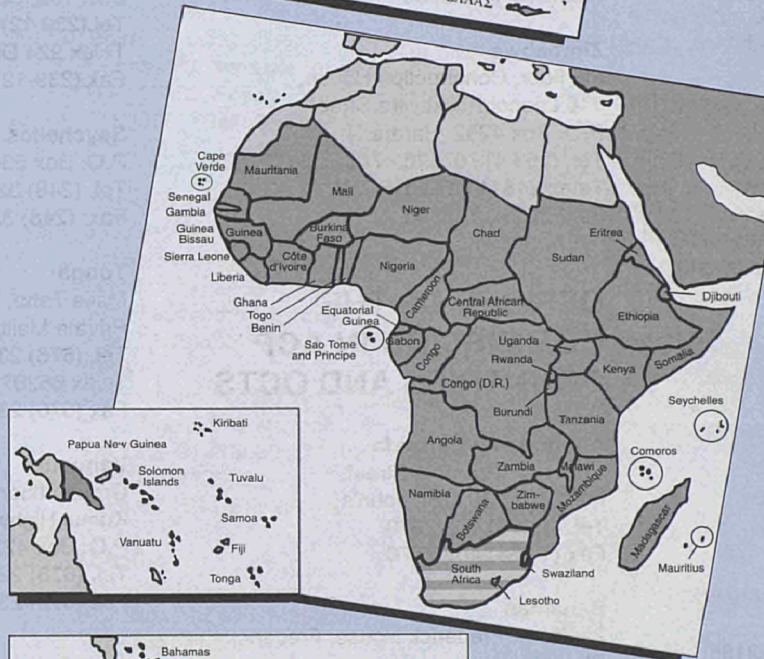
Denmark  
(Country having special  
relations with Denmark)  
Greenland

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

**THE EUROPEAN UNION**



**THE 71 ACP STATES**



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Namibia  
Niger  
Nigeria  
Papua New Guinea  
Rwanda  
St Kitts and Nevis  
St Lucia  
St Vincent  
and the Grenadines  
Samoa  
Sao Tome & Principe  
Senegal  
Seychelles  
Sierra Leone  
Solomon Islands  
Somalia  
South Africa\*  
Sudan  
Suriname  
Swaziland  
Tanzania  
Togo  
Tonga  
Trinidad & Tobago  
Tuvalu  
Uganda  
Vanuatu  
Zambia  
Zimbabwe

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\*Not all provisions of the Lomé  
Convention apply to South Africa

# Did you know that the Ganges flows on Mauritius?

This somewhat enigmatic photograph was taken one misty and silent Sunday morning in the south of the island. Her feet in the water, the woman on the left is reverently watching her mother, who, under a brightly coloured veil, is delicately scattering hibiscus flowers, iris petals, bananas, coconuts and rice on a banana leaf. In just a few moments, this offering will join the ten or so others which, cradled by the intoxicating perfumes of incense and other aromatic substances, quietly roll over on the waters of the sacred lake. A little further on, in one of the many temples

along the banks and under the benevolent gaze of Krishna, other faithful followers decorate a tabernacle with delicate, crimson-edged white flowers. Every day - but particularly at weekends - many of the faithful come here from the four corners of the country, to pass long hours praying beside the lake, some even wading up to their waist in the water, to purify themselves. Large numbers also take with them, when they leave, a little vase containing a few drops of the sacred water. Back at home, they will pour it out in their local temple or into the rivers and watercourses near their village.

We are at Grand Bassin, a lake which occupies the crater of an extinct volcano. Mauritius' Hindu community has christened it Ganga Talao, meaning 'Lake of the Ganges'. The story goes that, when hundreds of thousands of Hindus emigrated to the island in the 19th century to work in the sugar-cane fields, as well as being a long way from their country of origin, some felt particularly far removed from the purifying waters of the Ganges. History tells us that it was a Brahmin priest, Shri Jhummon Giri Gosane, who, one night, had a strange dream: the waters of Grand Bassin in fact flowed from the sacred river. News of his vision spread like wildfire throughout the community and, in February of the following year, on the occasion of the feast of Maha Shivarati, pilgrims walked up to the Grand Bassin to draw water from it and to offer this to Shiva. Over the years, the pilgrimage has become a institution on the island and nowadays, it is attended by almost 300,000 of the faithful. Since 1972, the lake has been regarded as additionally sacred, this being the year when an official mission travelled to India to draw water from the Ganges, returning to pour it into the Grand Bassin. ■

T.G.



# Uganda

