

the Courier

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Africa - Caribbean - Pacific - European Union

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Dossier
Indigenous peoples



Country report Tanzania



Tanzania

Tanzania is about to close the final chapter of African socialism. There is still, however, a spirit of solidarity following the 'ujumaa' (community villages) policy implemented by Julius Nyerere. It is a solidarity that is underpinned by the widespread use of Swahili as the national language. This East African country's development indicators are among the lowest on earth, but after more than a decade of structural adjustment, it looks as if the economy may now be heading in the right direction. The new dynamism is reflected in Tanzania's efforts to open up different avenues for development and stimulate investment in hitherto neglected sectors. And there is a renewed emphasis on investing in the younger generation who are the key to a more prosperous future.

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European Commission
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Address for visitors
12, rue de Genève
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Belgium

Publisher
Philip Lowe

Director of Publication:
Dominique David

**Production Manager/
Journalist**
Dorothy Morrissey

Journalists
Kenneth Karl
Thibault Gregoire
Aya Kasasa

Secretariat
Carmela Peters
Claude Morin
Fax (32 2) 299 30 02

Circulation
Margriet Mahy-van der
Werf
Tel. (32 2) 299 30 12
Fax (32 2) 299 25 25

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Cover page
A quiet moment in the
port of Zanzibar.
*For many Tanzanians, the
bicycle is the best way of
getting around.*

Inside front cover
Rural dwelling in Tanzania
made from local materials
(above).
Scenes from a ceremony
staged by an indigenous
community in Thailand
(below).

Back cover
King Island dancers, an
Alaskan Inuit dance group.

DOSSIER

Indigenous peoples

Indigenous people live on all the inhabited continents of the globe. There are said to be about 300 million of them and though dispersed, the problems they face are often very similar - discrimination in various forms, racial prejudice, human rights violations, destruction of territory, poverty and the erosion of traditional cultures. In recent times, their cause has increasingly been taken up by groups of indigenous peoples themselves, NGOs and others. Activities in support of autochthonous populations have been stepped up and the demand for special legal recognition of their situation has grown. Indeed, this issue has now been on the international agenda for a number of years, notably in a United Nations Working Group. But there are still problems. How, for example, does one define who is 'indigenous'? And how can one be sure that any rights set out in international law are properly reflected in the national laws of the relevant states?

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'Stop Press'

Natali prize for Robert Mugagga and Ole Damkjaer

The Lorenzo Natali Prize (commemorating a former Vice-President of the European Commission) is awarded for press articles which deal with the issues of democracy and human rights as essential elements in development. In a recent announcement, *Robert Mugagga* of 'The Monitor' (Uganda) and *Ole Damkjaer* of 'Berlingske Tidende' (Denmark) were named as the 1997 laureates.

The contest attracted 90 candidates from 44 countries, and the winners were chosen by an international jury. Robert Mugagga's prize-winning article revealed the existence of systematic torture of prisoners in Ugandan jails - and prompted immediate reforms. Ole Damkjaer's piece dealt with the consequences of the crisis in Indonesia.

The jury was made up of seven current or former journalists each of a different nationality (three from developing countries). Preparatory arrangements and jury selection were undertaken by the International Federation of Journalists, the international organisation which brings together journalists' associations from more than 120 countries.

The ACP-EU Courier

No 173 - January-February 1999
(including analytical index for 1998)

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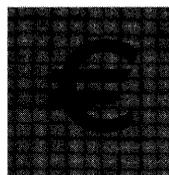
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OPERATIONAL SUMMARY (BLUE PAGES)

ENDPIECE

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On 1 January, the single European currency (the Euro), was launched in 11 of the EU's 15 Member States. Euro notes

and coins will be introduced in 2002. The new currency has the same value as the old European Currency Unit (ECU) and from now on, 'ECU' will be replaced by the new € (Euro) symbol in *The Courier*.

Isabelle Schulte-Tenckhoff, anthropologist

'The relevant states must take indigenous peoples on board'

Author of 'La question des peuples autochtones' (The issue of indigenous peoples) published by Bruylant in 1997, Isabelle Schulte-Tenckhoff is also course director at the Collège international de Philosophie in Paris and works as an adviser to the United Nations.

■ *There is a big debate at present about the definition of 'indigenous peoples'*

– The Working Group on Indigenous Populations in Geneva hears representatives from many different peoples wishing to attract the attention of the international community to the human rights violations they are suffering. All the same, it is not up to the Working Group, or the NGOs, or a particular group of countries, or indeed anybody else, to decide whether these delegates are indigenous or not. I object to generalising the issue by using a single, all-encompassing term to define the concept of indigenous populations. What we should be doing is identifying different approaches to the question.

A first international principle is that of self-identification: someone who defines himself as a native of a particular country, and who is accepted as such by his community, irrespective of the way that community is defined, is an indigenous person. Such a principle has been fairly well validated in the context of the UN. A second aspect, and one which has been the subject of numerous UN debates, is whether or not it is necessary to define those groups that would potentially benefit from the international standards currently being drafted. That is a totally different question. But is it relevant? We could discuss it until the cows come home. There is a third aspect, which belongs more to the theoretical or academic debate, and consists in identifying the pro-

blems associated with the term 'indigenous' and its indiscriminate application to anyone not covered by the conventional framework of the former European colonies, especially in Africa and in Asia. I am not saying that ethnic problems warrant less attention, only that we should examine the strategic relevance of claims made on the basis of the indigenous argument. Is it politically and strategically advantageous for the representatives of certain peoples, the Tuaregs for example, to promote their cause in that way? Would it not be better to devise a new category better suited to their situation – in other words, to the problem of neocolonialism in countries that gained independence after World War II?

■ *You are among the minority of people, then, who would exclude most populations in Africa and Asia from the indigenous debate?*

– I think that the symptoms of the problem are the same: marginalisation, discrimination and so on, but as far as indigenous peoples in the classic sense of the word are concerned, their situation – to break it down into its simplest form – is more one of non-decolonisation. What many African and Asian countries are having to deal with is mismanaged decolonisation.

Take Australia, for example. The Australian state is personified by a European population, from the other side of the world, which has completely repudiated the existence of the Aborigines. The indigenous problem is therefore one of a European-settled colony where the state has come to be embodied by the new arrivals. Put another way, the settlers have never left. In Africa, the European settlers have left. But they left behind states that have been grafted on to a whole patchwork of different ethnic groups whose lands overlap each other, their borders drawn arbitrarily, in the total absence of any political

representation or democracy. The result is that some populations have taken control at the expense of others around them.

I am convinced we must expand the framework of the debate on an international level. Discussions generally revolve around minority groups on the one side and indigenous populations on the other. I think there should be a third category. The Tuaregs, the Ogonis or the Masai, for instance, have no forum where they can defend their cause. Their representatives come to the Working Group on Indigenous Populations because they have nowhere else to go. That is perfectly legitimate. I am not one of those who think they have no place there. On the contrary, it gives them the opportunity to exchange experiences, for example, and form alliances. What I would propose, however, is that we begin to tackle the question of neocolonialism as a specific issue. I know that's being a bit idealistic because all that matters today in Africa is the state, but we should think about it all the same.

■ *In your book you talk about 'the culturalist dimension of indigenousness'.*

– Yes, and it is this that I object to: reducing the whole indigenous issue to purely cultural factors. By this, I mean ignoring other aspects that nevertheless form an integral part of the definition of indigenousness at UN level – in other words, the situation of non-dominance and the historical relationship to the land. Cultural aspects *per se* are not enough to define a people as being indigenous and to characterise their situation relative to the state around them. The international trend at the moment is to focus the indigenous issue on groups living 'out on a limb' with respect to modern society. In another context, as is the case in Canada, they are trying to consolidate ancestral and treaty rights by linking them with

the notion of a 'distinctive culture'. Yet this culture is not something defined by the indigenous peoples themselves but by the judicial authorities such as the Canadian Supreme Court, which tends to uphold rights that conform to cultural characteristics defined by the dominant society. If we were to take this approach to its logical conclusion, all differences between minority and indigenous groups would become blurred.

■ *So what is the difference between indigenous peoples and minorities?*

– The full meaning of the term 'indigenous' only becomes apparent in the context of an international political and juridical debate. Understood within this reference frame, the core aspect of the indigenous issue is a people's historical relationship with the land, whereas, in the case of minority groups, this aspect is not fundamental. On the other hand, both indigenous and minority populations share the claim to freedom to assert their own identity. The issue of the historical relationship with the land, however, is one specific to indigenous peoples. Consequently, their claims are also very different from those made by minorities.

■ *Do indigenous peoples have international legal status these days?*

– Not at the moment. All they have is the possibility of being represented by NGOs which have achieved consultative status at the UN. And that's not saying much! NGOs are certainly a means of gaining access to the human rights system which is the forum for this entire debate. There are also about a dozen NGOs that are indigenous in the proper sense of the word, most of them based in North America. But no, indigenous peoples are not recognised as having any international legal status. In some countries, certain types of indigenous community are recognised. The situation can vary considerably depending on the country in question. In the USA, for example, 'Indian tribes' represent a specific legal category which has been granted political status as far as reservation land is concerned, but this is a source of ambivalence for the Indians themselves, since they are considered both citizens of the United States and members of communities which have only minimal recognition in the eyes of the law. Certain Latin American states have



Christine Oliver

also made specific cases of their indigenous communities. As for Europe, taking France as an example, all her overseas territories could potentially have a far more extensive autonomous status than they enjoy at present. Yet, despite the fact that the communities of her overseas territories – such as French Polynesia – are recognised as '*collectivités territoriales*', France still does not recognise their inhabitants – the Maohis, for instance – as indigenous people. The same is true of Greenland. The island's autonomous status is solely territorial in nature. Denmark may have granted Greenland home rule in 1979, but it still does not recognise the Inuit – the island's largest population – as having any special status. As a general rule, governments have no trouble in accepting territorial recognition but are reluctant to recognise indigenous communities, peoples or nations.

■ *Indigenous people can make themselves heard by the international community via the UN Working Group. This is a fairly recently established group, having been set up only in 1982. What was the impetus behind its creation?*

– There were several key events, both on the UN side and on the side of the indigenous populations themselves. I think it was this combination of factors that provided the impetus to get things going. As far as the international community is concerned, agencies such as the ILO, which have taken an interest in the indigenous issue, have been around for some time, although their efforts have generally been aimed at integrating indigenous peoples into the dominant society. That was certainly the case with the 1957 ILO Convention on Indigenous and Tribal Populations. At the UN, however, the whole process was really triggered by the famous 'Cobo Study'. This was carried out in the 1970s and 1980s by José Martínez Cobo, Special Rapporteur for the Sub-Commission on the Prevention of Discrimination

Delegates from around the world gathered in Geneva for the UN Working Group on Indigenous Populations

and Protection of Minorities, and it dealt with discrimination against indigenous populations. It proposed that a comparative analysis of the situation of indigenous groups be conducted worldwide and drew up numerous recommendations and conclusions. It concluded, among other things, that existing human rights legislation was not sufficient to resolve the dilemma in which indigenous peoples found themselves. One of its recommendations was the creation of the Working Group.

Another factor, of course, is the NGOs. We should not underestimate the role they can play. The NGO Committee on Human Rights in Geneva organised two conferences on the indigenous issue: the first in 1977 on the discrimination encountered by North American, Central American and South American Indians, and the second in 1981, on territorial rights. Additionally, there are some organisations, mainly European – such as the IWGIA (International Work Group for Indigenous Affairs) and Survival International – that have been involved since the 1970s in the indigenous issue, especially in Latin America. These NGOs have highlighted the problems of genocide, discrimination and so on, and have played an active role in the momentum of events. There were also some indigenous NGOs in existence in the early days, such as the International Indian Treaty Council and the World Council of Indigenous Peoples.

We shouldn't forget the fact that indigenous groups have taken an interest in the international community for quite some time now. An Iroquois chief, *Deskaheh*, addressed the League of Nations in 1923! As far as indigenous people are concerned, therefore, the international arena is nothing new.

■ *You say that a fundamental aspect of the debate is the people's historical relationship with the land. Does international legislation exist to protect this relationship?*

– The Declaration on the Rights of Indigenous Peoples, drawn up by the Working Group, is still only at the draft stage and will not, in any case, be a mandatory document. We shall see how things go. There may well be amendments to be made, especially regarding the core provisions. As for the ILO Convention, it contains a passage relating to the territorial rights of indigenous populations. We can use it. The Convention is ahead of the legislation of some countries, but behind that of others. In Canada, for example, it is lagging, but in the case of Latin America, it is generally more advanced.

Other efforts are also being made at international level. Directive 4.20 of the World Bank sets out specifically that indigenous peoples should have the right to inspect development projects financed by the Bank, so that their existence is not threatened and so that, if they wish, they can take part in these projects. However, the way the directive is applied in practice, in the real world, remains a subject for debate. Sometimes, governments object and entire populations are evicted in the name of 'national development'. A classic example was the Narmada Dam in India, which was largely financed by the World Bank.

I don't think that large international organisations are really very effective in dealing with this kind of thing. I believe it is up to the NGOs and grassroots organisations to continue their efforts to make governments and donors more sensitive to these issues so that the opinions of the indigenous people concerned can be taken into consideration.

■ *Can it be said that there is a common indigenous position?*

– We must first bear in mind that many indigenous populations are not represented by NGOs but by their traditional chiefs or by other political authorities. There is, consequently, a vast diversity of situations among the hundreds of indigenous representatives who come to Geneva. Clearly, someone working in an NGO based in Washington will have a completely different approach to that of a political leader who has to account to his community for his

actions in Geneva. We must not forget this. Another factor is that these representatives come from countries where the daily realities of life for the indigenous populations vary enormously.

Despite this, there has always been a concerted effort among the indigenous delegates to develop a common strategy: at least there has until recently. At present, there seems to be disagreement over the position to be adopted on the draft Declaration.

■ *Are some aspects more sensitive than others?*

– I think there is fundamental agreement on certain key issues such as land, self-determination, political autonomy and respect for human rights. It is less straightforward, however, to reach agreement on, for example, the exact form which territorial rights should take in practice, because the political and juridical situation of indigenous peoples varies from country to country.

What is causing the problems in Geneva are the discrepancies that exist between the developed world and the Third World, so to speak. In other words, the indigenous debate at the UN was long dominated by people from countries such as Canada, Australia and the United States. There is sometimes a feeling of resentment among indigenous populations from Latin America and other regions – countries where the political situation is completely different. The situation for indigenous peoples in Canada may not be particularly good, but it is nothing compared to the conditions in which people in countries such as Guatemala, Mexico or Bolivia live. The concerns are obviously not the same.

■ *Do you think that the draft Declaration, as it stands, can be adopted by the UN General Assembly?*

– Probably not. Many states think that certain clauses go too far. Brazil and Mexico, for example, are very critical. The right of indigenous peoples to self-determination and to decide for themselves the direction and pace of their development poses enormous problems. It is expected that the draft will be amended. How? That's difficult to say at this precise moment, since the debate is still open. It is up to the indigenous groups themselves and the NGOs to do some lobbying and to work

together with 'sympathetic' governments to convince the more intransigent ones. I believe we should force the states concerned to adopt it, to make amends where necessary and to recognise the historical and political role of indigenous peoples, among other things. We should also, perhaps, try to convince people that in recognising the rights of indigenous populations, everyone wins in the long term.

Take the example of the Americas. 500 years on from Columbus, and despite all the efforts to assimilate them, the indigenous populations have survived and have, to a certain extent, been able to preserve their own forms of organisation. I believe that today, given that the 'indigenous problem' still persists in many countries, we need to find innovative solutions to try to restore to these peoples the status and land to which they are entitled. If that involves recognising certain collective rights, that is to say, rights with which indigenous communities are vested by their very natures, then we should seriously think about it.

We are now at the stage where we need to rethink existing political structures. In the same way that we are constantly rethinking Europe, we should also be rethinking Canada, Bolivia and Chile. The indigenous issue is a fascinating illustration of yet another facet of globalisation. We are reverting to smaller and smaller units; it is the state which is beginning to become obsolete. In one sense, the indigenous populations have profited on a political level from the trend towards globalism since it has given them greater scope – an arena beyond the purely local one – to plead their cause. On the other hand, where this becomes extremely dangerous is on the economic level, with processes such as the Multi-lateral Agreement on Investment (MAI) which could risk jeopardising all the negotiations that have already taken place between governments and indigenous communities. What is more, the indigenous communities are perfectly well aware of this fact. ■

Interview by T.G.

Gearing up to resume cooperation with Nigeria

Now that Nigeria is embarked on a programme to restore democratic government by mid-1999, the European Union has taken the first steps towards resuming normal cooperation with Africa's most populous country.

At the end of October, the EU Presidency announced that the Union had agreed a new common position on Nigeria which would enter into effect on 1 November. This includes the lifting of all sanctions relating to visa restrictions and high level visits (including sporting contacts). The arms embargo and sanctions involving military cooperation remain in force but do not apply to non-combat training of military units designed to encourage respect for human rights and prepare for the planned changeover to civilian rule.

The first high level contact for many years between the Nigerian authorities and the Commission took place in Brussels on 6 November. Nigeria's Foreign Minister, *Ignatius Ollisemeka*, met with Development Director-General, *Philip Lowe* for talks on how best to prepare for the renewal of full

cooperation. The meeting focused on two aspects:

- the short-term assistance that might be offered by the EC to help strengthen political institutions in Nigeria and facilitate the electoral process, and;
- key areas for possible development cooperation in the future.

'Clear signal'

At a press briefing following the meeting, Mr Ollisemeka expressed appreciation for the 'positive steps' that the EU had taken. These would 'strengthen our resolve', he said, and were 'a clear signal that we are on the right way.' He indicated that political parties were already campaigning vigorously in his country. The discussions had been 'very encouraging' and the Foreign Minister was hopeful that EU support 'would soon be translated into an effective programme of assistance'.

Quizzed about the kind of practical help that might immediately be provided, Mr Ollisemeka

Working on electricity transmission lines in Nigeria.

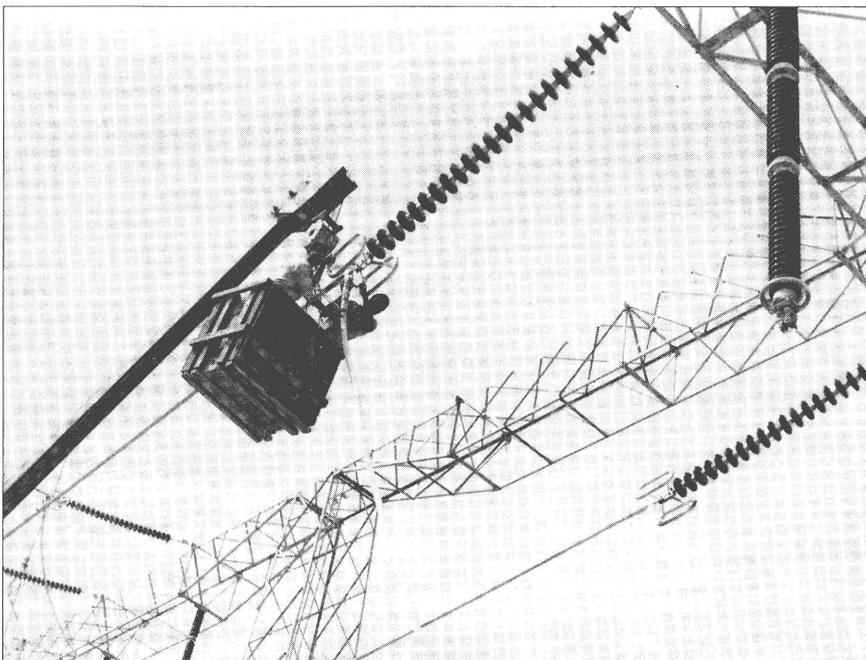
A properly functioning system for fuel and power distribution is vital if West Africa is genuinely to participate in the global economy

said there were two vital areas - logistical support for the democratisation process and election observers. The latter, he stressed, were 'very important to ensure there is transparency in our efforts'.

Mr Lowe was asked about the longer term EC involvement in Nigeria's development. He pointed out that about ECU 330m remained in uncompleted programmes and that these would have to be reviewed to determine which could be taken up again. He also spoke about the future funding under the Eighth European Development Fund. Here, he envisaged an emphasis on building democracy and good governance, and on programmes designed to help meet the twin goals of poverty eradication and integration into the world economy.

The Director General also emphasised regional efforts, given Nigeria's importance within West Africa. He referred specifically to the energy sector, pointing out that a properly functioning system for fuel and power distribution was vital if West Africa were genuinely to participate in the global economy.

One journalist noted that Nigeria had, over the years, experienced several 'false dawns'. 'What makes you think this is any different', he asked the Foreign Minister pointedly. Mr Ollisemeka's reply was that 'the facts were different' this time. The people of Nigeria were enthusiastic for the programme, he said. There was also President Abubakar - whom the envoy described as 'sincere, transparent and honest'. A lot needed to be done 'to cleanse Nigerian society' the Foreign Minister acknowledged, but he was clearly upbeat about the prospects. Political prisoners had been released, he declared, and 'the press has regained its freedom'. ■



Brainstorming about democracy

Analogies with the pitfalls of development were not in short supply when those attending the conference on 'Dialogue for Democracy and Development' assembled at Stockholm's Vasa Museum on a snowy evening at the end of November. The Vasa is a 17th century warship that was salvaged in the early 1960s. After years of painstaking preservation work, it is now the magnificent centrepiece of a purpose-built museum in the Swedish capital, and one of the biggest tourist attractions in Scandinavia.

The vessel was constructed on the orders of King Gustavus Adolphus. It was, at the time, the largest warship ever built by the Swedes and the plan was to deploy it against the Polish enemy (in what later became known as the 'Thirty-Years War'). But the great ship was never to fire a shot in anger. Launched on Sunday 10 August 1628, it stayed afloat for just 20 minutes! Our museum guide explained that the original intention had been to have a single gun deck and the plans were drawn up with this in mind. The keel had actually been laid by the time the King intervened to demand more firepower. A second deck of heavy cannons was added, but it was too late to change the basic dimensions of the hull. With the centre of gravity now far too high, all it took was a light wind in the sails to capsize the pride of the Swedish fleet and send it ignominiously to the bottom. The event was witnessed by thousands of local people who had gathered to watch the Vasa set out on its maiden voyage.

It was hardly surprising, when this tale was recounted to the development experts attending the conference, that thoughts should turn to issues such as the waste of public resources (it took 400 men two and a half years to build), inadequate project design and the *folies de grandeur* of autocratic rulers. In a short ad-

dress, the Swedish Minister for International Cooperation, Mats Karlsson, spoke of the lessons that could be learned from this unhappy episode and struck a suitably self-deprecating note. But he was, perhaps, a little too hard on his country. After all, a 17th century design disaster has been turned into a 20th century triumph of restoration!

For those at the conference, the museum visit was a rare opportunity to relax after two days of intensive discussion (with a further day to come) on how to improve the dialogue for democratic development in a renewed ACP-EU partnership. The event was largely funded by the European Commission and staged by the Stockholm-based *International Institute for Democracy and Electoral Assistance* (International IDEA). It brought together more than 100 invited participants from across the world, including a number of senior figures in the area of ACP-EU cooperation. The aim of the organisers was to provide an impartial and open environment for dialogue, with a strong emphasis on finding answers to the 'how' questions: how to assess democratic development, how to deepen the dialogue, how to enhance decentralisation, and so on. Much of the debate took place in smaller workshops where speakers were able to express their views frankly ('off the record'). On the final day, those presiding at the workshops reported back to a plenary session, while the group rapporteurs worked feverishly to prepare a preliminary document containing the main conclusions of the conference.

The first speech at the formal opening session was delivered by Bengt S ave-S oderbergh, Secretary-General of International IDEA. After welcoming the participants, he gave a brief review of the post-Cold War democratisation process, observing that it had 'proved to be immensely more complex and long-term than was initially foreseen.' He continued: 'Although democracy entails a set of core values and principles, it can take many shapes, and its institutionalisation may differ

from one place to another.' He urged his audience to concentrate in their deliberations on elaborating 'concrete proposals on how to promote and sustain democratic principles, the rule of law, respect for human rights and the practice of good governance'.

EC Commissioner, Professor Jo o de Deus Pinheiro, focused on the link between the subject of the conference and the basic objectives of development policy. 'We all understand', he said, 'how much the political context affects the impact and effectiveness of development policies. He referred specifically to the problem of corruption which, he said, 'draws resources away from the key objectives, enriching specific interest groups in the process.'

The Commissioner also spoke about the 'essential elements' set out in Article 5 of the revised Fourth Lom  Convention (respect for human rights, democratic principles, the rule of law and good governance). 'These', he insisted, 'are not abstract values that so-called 'democratic' states seek to export to so-called 'undemocratic' ones. They form the basis for the legitimacy of the people's authority, offering them a guarantee of better management, and a more equitable distribution of resources. Also intrinsic to these elements is the fact that they embrace the mechanisms for conciliation and for resolving tension and conflict.'

Professor Pinheiro concluded with a number of suggestions for improving analytical capacity in the sphere of democratisation and for strengthening dialogue at different levels. One of his concrete proposals was 'the systematic incorporation of civic education and peace studies in school curricula'. This, he suggested, could 'have a marked impact on the creation and consolidation of a true democratic culture.'

The third speaker at the opening session was Ng'andu Peter Magande, Secretary-General of the ACP Group. The ACPs and the EU should, he argued 'feel proud that they have maintained a unique model of international cooperation for the past 23 years.' It was a sign of their maturity, he continued, 'that both parties should feel a desire, not only to renew the partnership,

Some key recommendations from the International IDEA conference

- Democracy is a long-term process and support for its advancement should reflect this dynamic reality. It is not simply about improving institutions and procedures, but about deepening a culture of democracy.
- With new challenges to be faced in the 21st century, dialogue about implementing common political objectives is a welcome and necessary complement to the Convention;
- To meet the demands of genuine and effective dialogue in promoting democratic development, both parties must be involved in developing capacity (this includes a recommendation for joint monitoring and assessment of democratic development);
- International dialogue should be improved. This includes a political exchange between ACPs and the EU to define common policies and implement objectives. Institutional improvements (for example, to the Joint Assembly) are also proposed with the aim of improving reciprocity. The ACP should be more 'pro-active';
- National fora for dialogue on various aspects of democracy and development should be encouraged;
- The partnership should be broadened to cover all stakeholders ('pluralist partnership');
- The practice of democracy must enter the mainstream of the cooperation process. It was observed that democratic deficiencies exist in the current ACP-EU relationship. Transparency and accountability in aid programming is needed;
- In dealing with poorly performing states, the existing potential for democratic development should be recognised. The call was for flexibility, and a positive approach aimed at re-establishing the democratic dynamic.

but also to seek more and effective instruments and procedures.'

Mr Magande also referred to the 'essential elements' contained in Article 5, pointing out that these 'captured the mood' of the post-Cold War period – which had been characterised by ordinary people demanding a role in determining their destinies. He was unhappy, however, about the way the EU had reacted where there had been alleged infringements 'of these important principles of cooperation'. He

continued: 'In all cases, the ACP Group felt there was a lack of meaningful dialogue between the partners.' The Secretary General's emphasis on this point was presumably not unrelated to the EC's decision to terminate the consultation process in respect of Togo under Article 366a of Lomé IV (see second box).

The other key component of Mr Magande's presentation was the importance of building up a democratic dialogue 'from the highest ACP-EU level to the

level of local government/civil society' – not to mention among ordinary citizens. 'We are aware of the immaturity of democratic consultative systems in many ACP states, he acknowledged, and he implied that the ACP-EU partnership could help deal with this problem by 'proposing structures, instruments and institutions for effective dialogue.'

The final speaker at the opening session was former Commonwealth Secretary-General, Sir *Shridath Ramphal*. He chairs the Board of International IDEA and is also the Caribbean region's chief negotiator in the current ACP-EU talks. He was keen to stress the 'ancestry' of the partnership, pointing out that, despite a tendency 'to look askance at things past... there are some things that we have done very well.'

One of his keys themes was that *development* is the primary goal. There were, he said, any number of poor countries with properly functioning democratic systems. 'So let us not assume that poverty derives from the absence of democracy alone.' He described dialogue as 'an attractive, mature and civilised concept' but stressed that it must be *genuine*. 'If we are to be frank with ourselves', he observed, 'it is often used as a euphemism for things which are not dialogue at all.' Sir Shridath was also keen to stress that it was the ACPs that first called for *political dialogue* in the context of 'what then seemed to be Europe's accommodation with *apartheid*.'

The conference then moved into closed session. After three days of intense debate, mainly conducted in the aforementioned workshops, the participants were presented with an executive summary of the recommendations developed during the three days, as well as some more detailed ideas that emerged from the working groups. The key recommendations are set out in the first box. On pages 59 and 60 of this issue, we speak to some of those who took part in the conference. ■

Commission proposes ending consultations with Togo

On 25 November, the European Commission adopted a proposal to end consultations with Togo. These began, in accordance with Article 366a of the Lomé Convention, after the June presidential election which many observers believe to have been flawed. It was the first occasion that the article had been invoked.

The Commission view is that, 'despite all efforts, a solution has not been found to remedy the failure to meet obligations under Article 5 of Lomé IV' (which states, *inter alia*, that respect of democratic principles is an essential element of the Convention). The Commission is further proposing that normal cooperation with Togo should not be resumed although 'it will do its utmost not to penalise civil society, carrying out activities directly benefiting the people.'

This decision has been strongly criticised by the ACP Group which argues that all the options for political dialogue have not yet been sufficiently explored.

A way to cut charcoal pollution

by Wachira Kigotho*

Researchers in Zambia have developed new technology that might eventually cut charcoal consumption to 30% of fuel needs. It involves efficient clay cooking stoves, and coal briquettes as an alternative smokeless solid fuel.

By encouraging people to use the briquettes, Zambia hopes to reduce the heavy deforestation blighting the country's land and its biodiversity. At present, Zambia obtains 90% of its household fuel from charcoal and firewood, although it has large deposits of untapped coal. The technology was developed by Industrial Minerals and Energy Research, a laboratory of the National Council for Scientific Research (NCSR).

'By promoting coal and other biomass-based briquette technology, NCSR has taken a step towards sensitising other countries in sub-Saharan Africa to the need to protect fragile ecosystems,' says *Mitsuo Ishakawa*, resident representative in Zambia for the Japan International Cooperation Agency (JICA), which collaborated on the project.

Coal briquettes burn with a blue flame, are smokeless and emit no soot. They are also more dense and more porous than charcoal, and break less easily during handling and transportation. They can be quenched with water and lit again once dry.

As well as developing the briquettes, researchers have designed a new clay stove that should help revolutionise household fuel consumption. This keeps the fire burning much longer than the traditional *mbaula* metal one, says *Dr Julius Banda*, an expert in ceramics who helped develop the stove with officials from JICA.

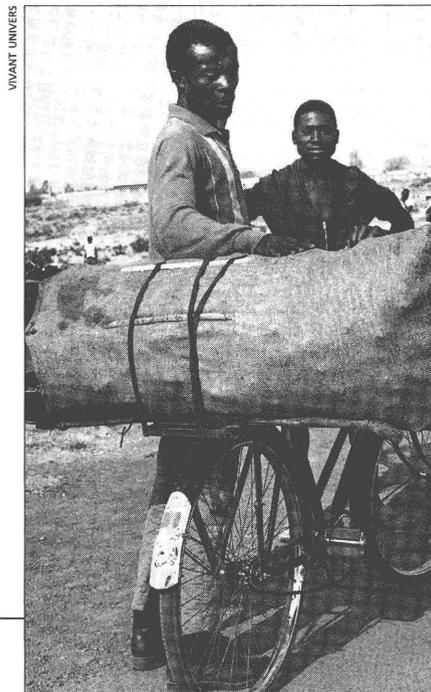
An aggressive campaign has been launched in Zambia to

train local artisans in making the clay stoves by hand. Some are trained at an NCSR plant, while instructors visit other locations to train workers on the ground.

The clay stove is more economical than other ordinary types of cooking stove when using charcoal, but it is even more efficient with coal briquettes. The NCSR and JICA ceramics experts believe that the useful heating period is up to three hours with charcoal, but between six and eight hours with the briquettes. The old *mbaula* stoves, similar to those commonly used in Tanzania, Uganda and Kenya, retain heat for only 30-45 minutes.

According to *Dr Julius Kaoma*, principal researcher on the project, Zambia is currently the only sub-Saharan country capable of commercialising the briquette technology. Marketing efforts

Charcoal vendor
Zambia hopes to reduce deforestation
by encouraging people to use the
briquettes



have begun and a regional centre for training and testing is envisaged. Dr Kaoma points out that the raw materials used to make coal briquettes are all available in Zambia. They include coal waste slurry, agricultural wastes such as bagasse and maize cobs, molasses, sawdust and lime.

The process involves removing tarry and gritty substances from coal slurry and agro-waste by carbonisation. The product is then crushed and ground into powder, and mixed with water. Lime is added to remove sulphur, and molasses for binding. The mixture is then moulded into briquettes, passed through low pressure, and desmoked by curing. 'We have the capacity to make coal briquettes of any shape, size or quality,' says Dr Kaoma.

The Zambia Sugar Company has shown that it is also possible to make smokeless briquettes from bagasse, a by-product of sugar processing. This is usually discarded, posing an environmental hazard to the area where it is dumped.

To attain its goal of preserving Zambia's forests, NCSR would like to make the briquette project an income generator. Funds are needed to upgrade the mini-laboratory to a semi-commercial plant capable of producing 10,000 tonnes of briquettes a year.

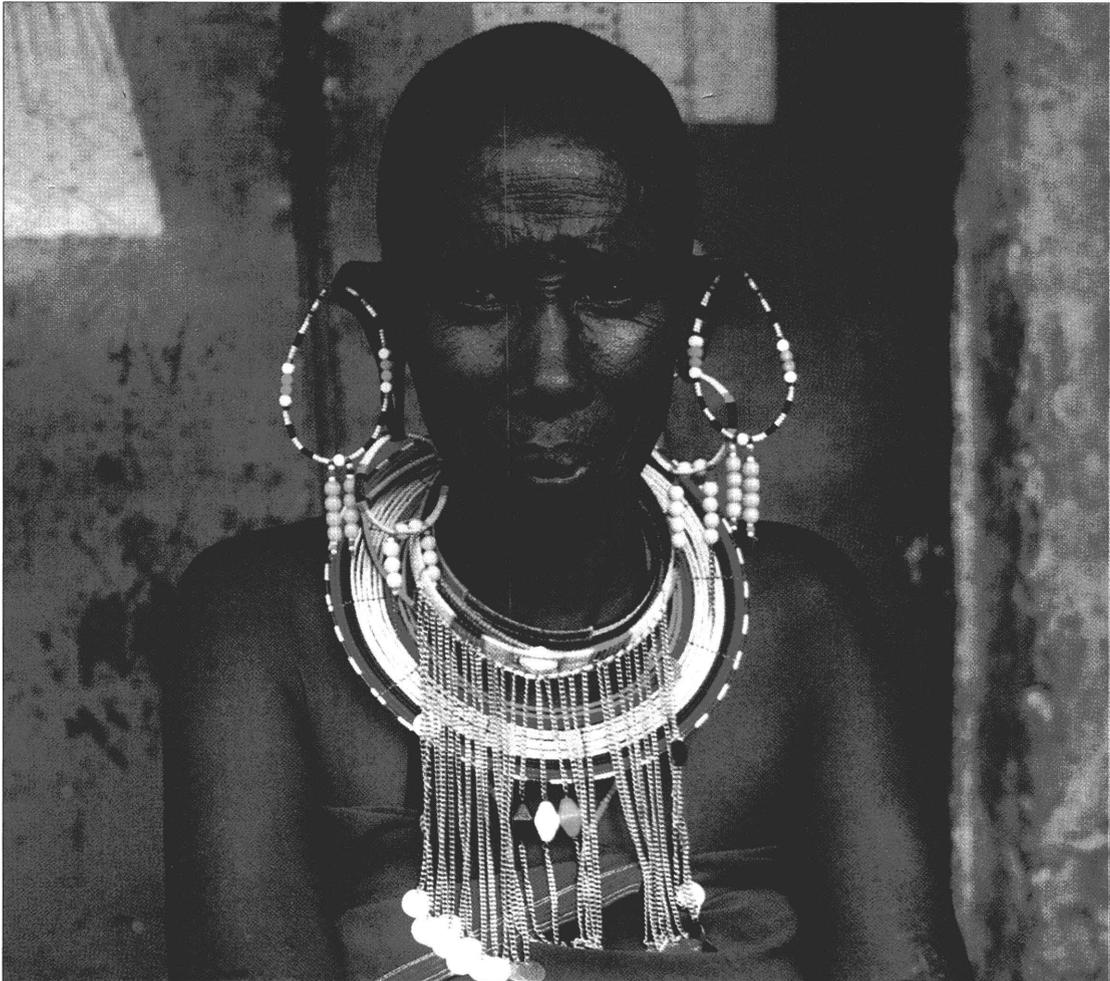
A request from a Johannesburg company to supply 5000 clay stoves has gone unfulfilled because the NCSR lacked the capacity. Last year, the 8000 stoves produced were all sold locally. In the past two years, the NCSR has also had requests from governments and private companies in neighbouring states to help with coal briquette technology and with testing of coal. Botswana and Malawi have both shown interest, while the Industrial Research Development Organisation of Tanzania sees it as a way to cut charcoal burning in the south of that country. Members of Zimbabwe University's Institute of Mining Research have also visited the NCSR lab, and the Universal Merchant Bank is considering financing coal briquette entrepreneurs across Central Africa.

W.K.

* Education Editor of the East African Standard in Nairobi. Text supplied by Gemini News Service, 9 White Lion Street, London, UK, N1 9PD.

Country report

Tanzania



The Courier

Tanzania's flag represents the country's riches: the blue of its lakes and the ocean, the green of the land, the black of its people. The finishing touch of two gold stripes denotes its mineral resources. And it is true that this large East African country has a lot of wealth at its disposal. Lying between the Great Lakes and the Indian Ocean, modern-day Tanzania deserves to have a higher profile. More than a decade of economic reforms and adjustments is just beginning to bear fruit. The goal is still a long way from being achieved, but Tanzania is at least on the right road. The government's achievements so far in the difficult transition to democracy are proof enough that it is a goal worth pursuing. Yet, irrespective of how one looks at the country, corruption always raises its ugly head, hindering the process of devising and applying the policies that are so necessary to the nation's development. What course will the Tanzanians take in their preparations for their last elections of the 20th century? In this report, *The Courier* looks at some of the essential issues.

Tanzania has been shaped by its past as a place of passage for explorers and traders down the centuries. It is, above all, the sum of the

elements of its recent history – which many choose to regard as having only begun at the time of unification. The national flag is, in fact, a diagonal combination of the former flags of Tanganyika and Zanzibar. Having been ruled by the Germans, the British and the Sultans of Oman, in 1964, the two newly-independent countries signed an agreement leading to the creation of the United Republic of Tanzania. Independence had been gained peacefully, and this is certainly one of the character traits which most strikes visitors. Even in the capital (or 'Dar', as it is known to the locals), people appear placid and calm.

This impression of calm, sometimes viewed as passivity, is a legacy of the period of rule by *Julius Nyerere*. The country's first president, elected in 1962, went on to establish a single party system and retained power until 1985. He is still seen as having had a significant influence on Tanzanian political life.

On independence, the President (whose nickname was 'the Professor' or *Mwalimu*, in Swahili), inherited a country which the British had neglected. There was little infrastructure,

education was minimal and the agriculture sector was underdeveloped. His response was to establish 'African socialism', with the 1967 Arusha Declaration. Greatly influenced by Beijing, the cornerstone of this strict socialism was *ujamaa*, the policy of 'villagisation' whereby the population was to be grouped into village-type communities to cultivate the land together and thus achieve self-sufficiency. Despite the idealistic foundations of the policy, Tanzanians were dissatisfied. They justifiably viewed the compulsion involved in implementing it as forced displacement. African socialism did not survive. Central planning proved unable to mobilise the country's economic forces and there were too many management errors, not to mention instances of embezzlement. The end was seen to justify the means but the people were more concerned in practice with the second part of the slogan - '*uruhu na kazi*' ('Liberty and Work'). Although the economic performance of the Nyerere years was far from satisfactory, standards of living did improve during the 1960s. Access to education and health services was extended, while national unity was consolidated. This last aspect is seen as perhaps President Nyerere's most significant achievement.

Given the failure of the *ujamaa* economic policy, President Nyerere's successor, *Ali Hassan Mwinyi*, changed direction in 1985 and negotiated an adjustment programme with the Bretton Woods institutions.

An obligation to achieve results

Tanzania's numerous donors feel entitled to demand positive results. Since 1986, the country has been involved in a series of adjustment programmes following on from the first agreement (the Economic Recovery Programme) that was negotiated with the IMF. Tanzania effectively had no choice and was forced to implement drastic measures in an attempt to create an environment favourable to investment in all economic sectors. The 1990s have seen an acceleration of the reforms, with considerable

Dar es Salaam port
Austerity measures are bearing fruit



The Courier

effort going into the key programme of decentralisation. This implied an end to the single-party approach which was the driving force for the centralisation of economic and social structures. The people of Tanzania are attempting to comply with donors' demands, applying macro-economic remedies and acceding to requests for greater democracy and good governance. The old single party, the CCM (*Chama Cha Mapinduzi*), in which former President Nyerere is still highly influential, sensed that the democratic movement was gaining ground across the Africa. It grasped the nettle of economic liberalisation and also managed to swim with the tide of democratisation. This was not due to any particular pressure from within the country, as Tanzanians are unaccustomed to demonstrating in order to achieve change. According to one political observer we spoke to: 'The multi-party system is meaningless to most people here. They just vote for Nyerere's party. Democratisation is just a passing phase, on show as an object of pride, as it were. But in terms of people's everyday lives, it doesn't mean very much'. In short, Tanzanians don't appear to be very interested in politics. 'Perhaps we'll see things change in a generation or two', observed our interlocutor.

The austerity measures implemented by the government appear to be bearing fruit, certainly in terms of the country's main economic indicators. Despite drought problems, growth in 1997 was 4.2%. The rate for 1998 is expected to exceed 3.5% and a figure as high as 6% has been suggested for 2000. Economists are cautious, however, when it comes to predictions. In particular, it is difficult to determine the exact effect of the *El Niño* weather phenomenon, although its negative impact on the economies of developing countries has been plain to see. Inflation continues to fall, from 22.7% in 1996 to 16.5% in 1997, a trend which looks set to be confirmed in 1998. The trade deficit for the 1996-97 fiscal year was about \$449 million, a sharp reduction on the figure of \$900m recorded just a few years ago. The balance is continuing to improve thanks to increasing export revenues from coffee (whose price has risen), an almost 30% rise in exports of non-traditional products, and a significant reduction in imports. There is now a more rigorous approach in dealing with the national finances and structural reforms in the public sector.

Lament of the private sector

Despite the apparent upturn, the private sector presents a problem. Entrepreneurs in Tanzania appear extremely disillusioned. Although they have organised themselves into various groupings in an attempt to pressurise the government, they remain deeply dissatisfied. 'The government just won't listen! We are totally demoralised because we have fought hard and long for help with our businesses - and it's all been a waste of time'. These were the words of businesspeople to whom we spoke. Their view seems to be that the government measures are merely a 'face-lift' - involving only cosmetic changes.

Three main factors are involved in the Tanzanian private sector's failure to get off the ground: the burden of 30 years of African socialism, heavy dependence on international aid (which

could ultimately lead to psychological dependence), and a lack of adequate infrastructures. Added to this is the government's perceived inability to understand the need for, and to push through, essential reforms. 'On top of this', one interviewee told us, 'taxation provides an incentive for smuggling. This probably deprives the country of more than 30% of its potential income'.

Tanzania certainly appears to have what it takes to succeed in economic terms. The political scene is stable and there are abundant natural resources. What is needed is for the people to be properly trained. Investment in new sectors, such as mining and tourism, is encouraged. In the words of one employer, 'the ingredients for success are all there, but at the moment, we just don't know how to follow the recipe.'

It is not that the private sector looks unfavourably on President Mkapa's efforts to achieve genuine change. But as one entrepreneur put it, 'the change still has to happen. We have had three years of anticipation, but no results.' He continued: 'The President means well, but he is an intellectual, not an economist'. The population also stands accused of a lack of understanding. It was put to us that: 'Tanzanians are living in the past. They still believe that all they need will fall from the sky'.

Confidence is the cornerstone of business; the basis of any sound relationship between a government and the private sector. But there is a widespread belief that the government 'does not keep its word'. How, it is asked, can there be investment under such conditions? We were told, for example, how the Finance Minister had exercised special powers in 1996 exempting banks from having to pay taxes for a period of two years. Now, apparently, that decision has been revoked and the tax rules are being applied retroactively. 'That is how credibility is lost', one interviewee insisted. 'If you don't enjoy the trust of your people, development is impossible.'

The government is not the only body to be criticised by the private sector. The objectives imposed by the IMF may be seen as desirable but the approach is seen as entirely inappropriate. This view was elaborated by one businessperson: 'The IMF has adopted a reductive approach to the issue. Its economists are about

to destroy our country because of their narrow outlook. Macro-economic reforms are one thing, but they are not the only solution. Social matters have to be addressed as well. Because of all the problems we are experiencing, public opinion is becoming more radical, and one day everything is going to come tumbling down around our ears. In countries like ours, you simply have to take a broader view.'

From a social perspective, the main consequence of the austerity policies implemented by Tanzania in recent years has been an increase in poverty. In Dar es Salaam's Kivukoni market, under the sweltering midday sun, we met *Ida Musumi* who had been at work since dawn. He claims to be 20 years old and says that he arrived in the capital a year ago this week. He is a *wamachinga*, the name given to the increasing numbers of young people who leave the south to seek a living (*wamachinga* originates from *machinga*, the name of an ethnic group in that region). Most of the young people work in the street, like *Ida*. They sell whatever they can, whatever they can find, whatever anyone asks them to sell for them. *Ida*, however, prefers to be independent. His only investment is a red bucket and a few cups, with which he sells water at 20 shillings a glass. His earnings are 1000 shillings a day, which is not too bad, and he is able to rent accommodation in Gambani. His monthly rent is 3000 shillings and he plans to return to his village when he has made enough money. If he could ask a favour of the President, he would seek 'a loan, to start up a business'.

A rural country

With an income of \$125 per inhabitant, Tanzania has one of the world's lowest GDPs. It is a shock to discover that only 8% of the country's land is under cultivation and productivity levels are low, although the economy essentially depends on its agricultural sector. In fact, no less than 80% of the population grows produce for export, and this activity generates more than half of the GDP (56% in 1996). The main food crops are maize, bananas, rice, sorghum and

Abundant natural resources
Nature reserves are attracting new investment in the
tourism sector



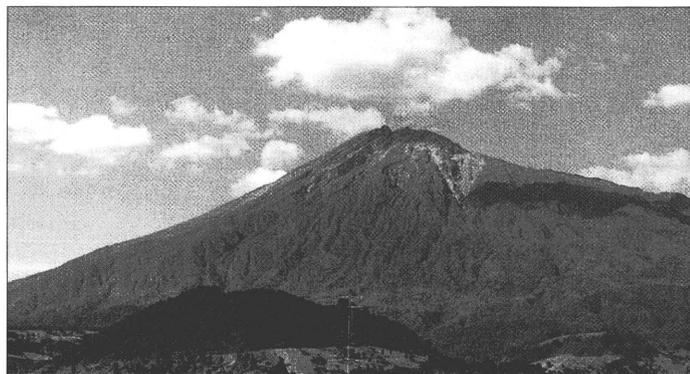
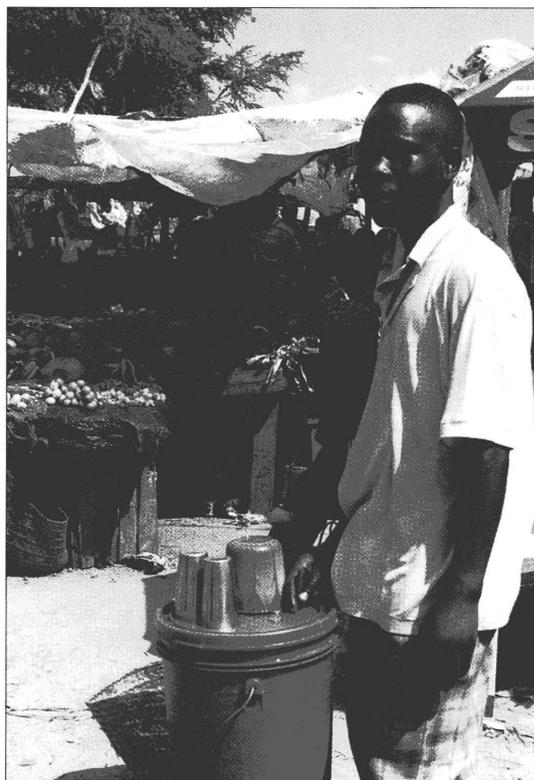
beans. The more profitable crops are coffee (worth \$147.6 million in 1996), cotton, cloves (from Zanzibar), cashew nuts, tobacco and tea. While it remains so dependent on farming, Tanzania's economy is clearly vulnerable – both to external market fluctuations and to the vagaries of the weather. Recent *El Niño*-related climatic events have taken a heavy toll on the sector.

The early 1990s saw efforts aimed at putting an end to the state's monopoly on agriculture with a move to more liberal export procedures. The government also plans to make it easier for farmers to gain access to internal and external markets, to stimulate the growing of crops for export and to boost the average income of rural people.

'Don't quote me...'

Wherever you happen to be in Tanzania, when you hear this phrase, the chances are that the conversation is turning to a subject that it is difficult to avoid – corruption. This is the cancer eating away at the country and stunting its development. According to a letter sent to the editor of a national daily, 'It's not that everyone in Tanzania is corrupt, just that *too many people* are'. The very fact that you see this kind of comment in print is a good sign though, since it shows that the issue is being talked about, and tackled in the national press. This, in itself, is progress. President Mkapa made the fight against corruption the central theme of his election campaign and has taken this further by setting up a presidential commission to conduct an in-depth study. The *Warioba Commission*, named after the judge who presides over it, has been examining the causes of corruption, its extent and the best ways of controlling it. In 1996, it published conclusions leading to the resignation of a number of ministers. Tanzanians are now awaiting the release of a second report, which is expected

Ida Musumi, who sells water at Kivukoni market



Tanzanian landscape

to be highly controversial. Most political observers believe the President is sincere in his campaign against corruption, but that he faces insidious opposition at the very core of government. Certain members, it is alleged, have no inclination to take the matter further.

Tanzania, of course, is not the only place in the world where people succumb to venality. In September 1998, the anti-corruption NGO, *Transparency International*, organised a conference on ways of boosting the integrity of governments. Judge Warioba was invited to take part and he presented a document on corruption in development aid, based on the Tanzanian experience. Among other things, he made the pointed observation that corruption in aid often begins in the donor country.

One people, one language: Swahili

National unity has been strengthened by the adoption of Swahili as the national language. Tanzania's population is made up of more than 120 different ethnic groups, none of which is dominant. When the *ujamaa* policy was adopted, it was recognised that there was a need for people to be able to understand the message. The result was an active effort by political leaders and academics to construct and publicise a political language that would allow them to pursue this goal. Kiswahili is a Bantu language, with words borrowed from Arabic and English. It was initially spread throughout Tanzania by the 19th century caravan trade, and then through education. Colonists used it as an administrative language and went on to choose 'a reference Kiswahili', the *kiunguja* language spoken in Zanzibar. After independence, Mwalimu Nyerere was eager that it should be taught in schools and decreed that it should be the official language. It is now used throughout the country (and in the neighbouring states of Kenya, Uganda, Burundi, Rwanda and Congo). Indeed, there are those who dream of it becoming the continent's *lingua franca!* ■

A.K.

Views from the government

The path of consolidation

It is official. Dodoma will soon be the new Tanzanian capital. This was confirmed – just in case anyone was beginning to have doubts – by President Mkapa during the parliamentary session held in November 1998. It was a perfect opportunity for *The Courier* to visit the administrative capital, listen in on the debates and hear ministers lay out the government's stall on a series of issues. Their proposals show a desire for consolidation, especially in the area of democracy.

The *Bunge*, which is the parliament in Dodoma, (we were not allowed to photograph it), looks like any other legislature in the world. However, the ceremonial that accompanies the President's entrance into the chamber, and at other times, is very distinctive – and highly traditional. We committed a *faux pas* by glancing at a newspaper while seated in the observers' gallery. This provoked the wrath of an usher who advanced slowly and majestically to inform us that such behaviour was quite unsuitable in the presence of the Speaker of the House. The latter obviously did not hold this lapse against us, for he agreed to receive us in his office at the Bunge. Pius Msakwe has been Speaker of the National Assembly for five years. As such, he is the ideal person to talk to if you want a well-informed opinion on how democracy is working in Tanzania. In 1995, the benches of the Bunge welcomed members of different parties for the first time. Pius Msakwe is the first to acknowledge that the process of democratic consolidation is not yet complete. 'We are still strengthening the foundations, and I am delighted to be playing an active role in this'.

But the old times when everything went through 'on the nod' are gone. The Speaker spoke about the 'excitement' generated in the chamber on the previous day when a government bill to reduce the age of retirement was voted down. 'Many people thought the debate would be rather dull given the huge CCM majority in Parliament. It was assumed that the ruling party would crack the whip to ensure that MPs voted for its bills. But yesterday, members proved that theory wrong. The measure was quite simply rejected by a majority because they felt it had not been prepared or presented in the proper manner. We are delighted to be able to prove to the world that our elected representatives don't simply follow the party line but that they actually vote according to their personal convictions'.

Pius Msakwe has been well-placed to witness the way the work of the MPs has evolved. He remembers the time when the government

could take the support of the legislature for granted. Irrespective of the issue, and with little or no debate, the administration could be sure of a parliamentary stamp of approval. Now, MPs are more liberated. They read the bills more carefully, discuss them among themselves, identify possible flaws and expose loopholes. 'I have introduced a system which increases the powers of the parliamentary committees', Speaker Msakwe told us. Each committee has a specified number of members and it is there that the real work is done. It is there that ministers and officials can get clarifications about what Parliament is thinking'. It was this process that lay behind the rejection of the retirement age bill. The Committee responsible for examining the issue did not agree with the proposal, and concluded that the text would have to be amended.

The *Bunge* in Dodoma is making some efforts in

the area of public relations. It has set up a Parliamentary Civic Education Programme, aimed particularly at students. The idea is to make them more aware of how Parliament works, and help them understand the role of the institution and the duties it should fulfil within society. During the time of the one-party system, Parliament was nothing more than a 'peripheral' institution, with all important decisions taken by the ruling party. Members of the legislature also attend training programmes, either seminars – mostly organised in association with AWEPA (the Association

of West European Parliamentarians), or visiting parliaments abroad. But the latter programme is expensive, and has had to be limited in scope. Thus, only the Chairpersons of the various Committees have had the opportunity to observe what is happening in other SADC countries or Europe.



The Courier

Pius Msakwe, the ideal person to talk to on the issue of democratisation

Constitutional review and the state of the Tanganyika-Zanzibar Union

The interim constitution introduced in 1965 was replaced in 1977 by a permanent constitution. This has since incorporated a number of amendments which were necessary, in particular, to accommodate the new multi-party system. According to *Ambassador Diria*, former Minister for Information, and member of the Parliamentary Committee for Foreign Affairs, 'the foundations for the country's unity were written into the Constitution: the right of assembly, freedom of thought, an independent judiciary and so on.

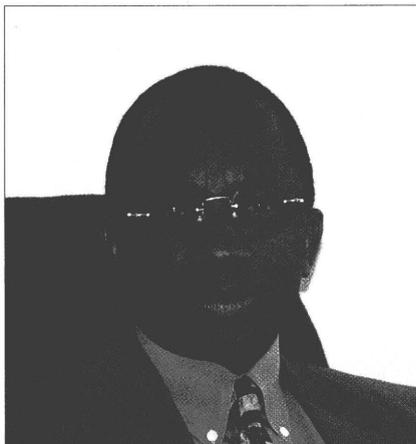
When we adopted the multi-party system, we already had a solid base on which to build, and that is why we did not hold a national conference. The constitutional amendments were sufficient. In fact, 80% of the people wanted to keep the one-party system. It was the government that decided to make changes'.

The debate on the Constitution is a hot topic in Tanzania, with some people aggrieved that the electorate was not consulted at the time the Union was agreed. Some are resigned to the current system and others still propose a federal structure. The government's position on the issue is unequivocal: the *status quo* will be maintained. Several reasons for this stance have been put forward. These include the high costs of introducing new arrangements and the geographic, economic and demographic disparities that exist between the two countries. The idea of a referendum on the issue has been rejected. The justification for this is that having been elected to power, Presidents Nyerere and Karume were mandated to take this type of decision in the name of the people. It is pointed out that the United Republic of Tanzania has been recognised by the United Nations and the international community. As far as the government is concerned, the issue is not up for review.

The powers of the Tanzanian President, which some consider are too all-embracing, is another topic for debate. There have been calls for these powers to be reduced – notably the President's right to appoint members of the government. The administration rejects this although it does admit that the number of people whose appointment is decided by the President should be reduced.

Following his accession to power, President Mkapa set up a Commission which was given

After a quarter of a century of socialism, Tanzania now has a liberal economy



Daniel Yona, Finance Minister, expects to see an increase in tax revenue

the task of shedding light on the problems of corruption at the highest levels. The Commission's first report led to the resignation of Finance Minister, *Simon Mbilinyi*, who admitted responsibility in respect of tax exemptions granted fraudulently by certain people in the Treasury. Another minister, *Juma Ngasongwa*, also resigned after the Warioba report was made public. Those we spoke to in government circles believe that everything is now being done to remedy the problem. It was pointed out to us that while attending a session of Parliament, the President himself had ap-

pealed to the legislators to cooperate, urging them to name those responsible.

Economic performance and aid dependence

Tanzania has become a receptacle for foreign assistance – but all the aid has not delivered the results that were anticipated. *Daniel Yona*, the Finance Minister, nonetheless believes that the effects have been beneficial. He acknowledged that the decision to introduce liberalisation, after a quarter century of controlled economics, was taken as far back as 1986. This had led to a series of negotiations with donors. 'But it was only in 1995, when our government came to power, that Tanzania seriously undertook to apply economic reforms.' The reforms to which Daniel Yona refers are the austerity measures of the ESAF programme. 'And the results are convincing' he added. 'We have benefited from foreign aid and I must emphasise that it is still necessary. Although the regime imposed by these reforms is a tough one, asking the Tanzanian people to make enormous sacrifices, it has helped open doors that have been closed to us for far too long'. In addition to the financial support provided by the Bretton Woods institutions, funds have also come from the European Commission and bilateral donors within the framework of cooperation agreements. 'The main problem is our debt burden, which really handicaps our economy. Servicing the debt means that the government cannot translate the successes it has achieved at a macroeconomic level into tangible results that can benefit ordinary people'. In 1997, Tanzania's foreign debt totalled \$7.7 billion. The basic needs of the people are still far from being met – in fact there has been a worrying increase in the number of people living below the poverty line.

The Finance Minister also expressed satisfaction about the opening of the Dar es Salaam Stock Exchange in 1997 and about the liberalisation of the banking sector. Tanzania's National Bank, the *National Bank of Commerce*, has now been divided into two separate bodies, thus completing the first stage in its privatisation.





Daniel Yona is hoping that tax revenue this year will reach 700 billion shillings. He expects a further 300 billion shillings from foreign aid, which will boost both the general and development budgets. The latter relies very heavily on foreign donors. 'We are still extremely dependent on aid, that is true, but the challenges we face are on a titanic scale', the minister insists.

Employment Minister, *Anna Abdallah*, has been a member of the administration for several years and has followed the various policy phases through which the government has moved. She strongly believes that Parliament has a crucial role in the task of ending the 'aid-dependent' mentality. 'At the beginning, in the 1970s, we told the Tanzanian people that their destinies were in their hands. Then things changed. No doubt we have no-one but ourselves to blame. Perhaps we received too much assistance. In political terms, the promises served a purpose, but we forgot that it was the people who would have to pay. They are now so dependent on the government. What we must get across to them today is that they are responsible for themselves. Each individual is responsible for development within his or her family, within his or her community and within the country. It is these principles that the current government would like to re-establish. The authorities are there to help you, but you must do what you can to look after yourselves. The same applies to the country as a whole. I want to make sure that these reforms are undertaken while I am still in the government'.

Tourism: a growth industry

The sheer beauty of Tanzania takes your breath away. Past volcanic activity in the region has resulted in a wild and diverse landscape. There are deep valleys, broad plains, jagged cliffs and verdant forests while the mountains are the jewels in the scenic crown. At 6000 metres, the snow-capped *Kilimanjaro* (the highest peak in Africa) is a worthy national emblem. Hardly less majestic are *Mount Meru*, the *Ngorongoro* range and Africa's largest lakes – *Tanganyika*, *Victoria* and *Nyasa*.

With this stunning geographical legacy, tourism could well become the most important sector in

Tourism is a growth industry

Tanzania's economy. The country's resources of flora and fauna are also exceptional: it has some of the world's largest nature reserves – including the *Serengeti* National Park in the North, and the *Selous* game reserve in the South. The wildlife is abundant and varied. On top of all this, there are the islands of Zanzibar whose very name conjures up exotic images. Ever-increasing numbers of visitors are being attracted to their beaches.

This amazing potential is only just beginning to be developed in Tanzania. The fact that this has happened rather late in the day is no bad thing, according to the Minister for Tourism and Natural Resources, *Zakia Meghji*. 'We should not be defeatist about this, but rather view the glass as still being half full. This delayed start will enable us to avoid making the same mistakes as our neighbours'. Indeed, Tanzania has chosen to base its policies on developing 'quality' tourism. In other words, it aims to cater for the luxury end of the market. 'For us, it is not so much a question of money', says Mr Meghji, 'but rather an effective way of ensuring that our country's natural resources are preserved for future generations'. Tanzania has still to set up well-defined strategies aimed at developing the resources to their full potential. However, the tourist route in the North has been a priority and the Ministry is now trying to establish one in the South and in the Lake Tanganyika region.

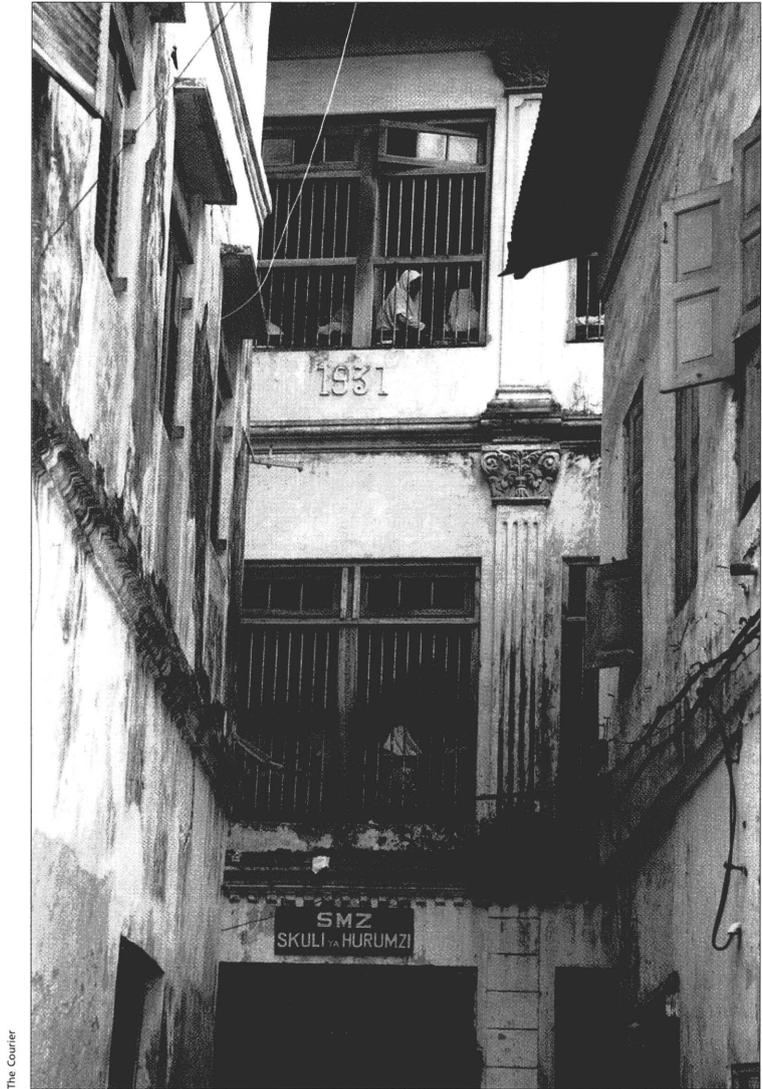
In order to attract tourists, extensive investment is needed, especially in the transport and service sectors, and – above all – the hotel industry. The government is actively encouraging private sector involvement. Meanwhile, the Tourism Ministry has undertaken an extensive publicity campaign, taking part in numerous international fairs. According to the minister, 351,000 tourists were expected to have visited Tanzania during 1998. He believes that the figure will rise to 400,000 in 1999. Tour operators have doubts about the figures, suggesting that they may refer to the number of bednights, rather than actual travellers. Whichever view is correct, there is no doubt that the 'hospitality' industry has very real growth potential. ■ A.K.

Struggling like Sisyphus

Target – universal primary education

The Primary School in Luganjo, a village in Tabora Region in Tanzania, hardly deserves its name. The pupils are sitting on the ground under a huge baobab tree. There is no space in the dilapidated school building which was constructed in 1974. In the same year, the government of Tanzania, under President *Julius Nyerere*, adopted the *Musoma Resolution*, initiating a drive for universal primary education (UPE). *Hamodi Kalimba*, the English teacher, explains in the national and unifying language, Swahili, that one of the school buildings was washed away during the last, exceptionally heavy rainy season. Now, there is no room for the rapidly growing number of children from this and the surrounding villages. He adds that if all the children were actually enrolled and came to school, at least two more buildings would be needed. But then, there are not enough books either. *Hamodi Kalimba* continues his teaching by asking the pupils to look at the textbook. Six to seven children crowd around one book. Then thunder and lightning put an end to the lesson, and everyone runs for shelter from the sudden downpour.

Tanzania seems further away from the target of universal primary education than ever, though the country was once considered an exemplary model in Africa. Following the *Musoma Resolution*, gross enrolment reached almost 100% and literacy levels rose to about 90%. What has happened that these achievements have been lost over the last 15 years? Adult literacy has fallen back to 68% and without corrective action, the estimate is that it will continue falling at a rate of roughly 2% *per annum*. The number of young people making the transition to sec-



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ondary education is a dismal 15%. There are hardly any textbooks in schools and buildings are dilapidated. Meanwhile, morale is low and absenteeism high among teachers – whose qualifications and salaries are poor. There are complex reasons for this sorry state of affairs but two causes can clearly be identified: the economic crisis and the unavoidable structural adjustment process. Together, these have deprived the social sectors in Tanzania of sound financing, while an exceptionally high population growth rate of 3% has made the fight

Girls' school in the old town of Zanzibar.

for UPE a continuous uphill battle. In these circumstances, the earlier achievements proved to be unsustainable.

800 kilometers away from Luganjo, in Dar es Salaam, *Mr. Ndeki*, the Commissioner of Education, leads a small group of professionals in the Ministry of Education and Culture. Their mission is to turn around the decline in education standards. The instrument of change will be the *Education Sector Development Programme* (EdSDP), a sector-wide



approach which seeks to address the structural problems with fundamental reforms, and to bring together the efforts of government and donors in a coordinated manner. The European Commission is supporting the efforts of the Ministry through a small project that provides outside expertise, training for civil servants and an education documentation centre which will become the heart of the *Education Management Information System* (EMIS).

The key words in the new approach are 'coordination' and 'partnership'. Some EU member states, such as the United Kingdom and Ireland, are also cofinancing the preparation of the EdSDP. The various government ministries involved in the education sector, and most of the donor agencies, have even signed a 'Partnership Paper' and a 'Code of Conduct' setting out principles for the new relationship. The challenges facing the

Coming home from school...

education system, and the unique attempt of the government to address the problems with a holistic approach, have led the EU to designate Tanzania as a pilot country. It has been put on the agenda for special coordination efforts within the framework of the Horizon 2000 meetings of EU education experts.

The results of more than two years work and efforts to build up a coherent reform programme, and mutual trust and confidence among all partners, will be appraised in early 1999. The findings and conclusions are expected to have far-reaching implications for Tanzania. The complexity of the task is daunting. The education sector reform links up with a reform of local government which, in turn,

Using these bricks, local people will contribute their labour in the construction of a new village school.



involves other sectors such as health and water supplies. The underlying aim is to decentralise the management of social services to bring them closer to the people. Achieving sound and sustainable financing for education must necessarily also encompass the government's budget process and, hence, the structural adjustment efforts led by the Ministry of Finance. This certainly sounds like an agenda for the next century!

In recognition of the complexity of the process, the Commission is preparing to support the various reform endeavours of the government on all the 'front lines'. There are plans, for example, for the eroded education budget to be targeted through the Lomé Convention's structural adjustment support facility. This should soon lead to an improved supply of textbooks for schools. In the meantime, the community in Luganjo has been included in the programme of a Tanzanian NGO which is receiving European Development Fund support under a microproject scheme. Education has become one of the focal sectors of cooperation with Tanzania.

Hamodi Kalimba and his pupils are still unaware of what is being planned in Dar Es Salaam. But it is their hope for a better educational future that provides the real impetus for the joint and coordinated efforts made by the Tanzanian government and its partners. If all goes according to plan, it should be possible to achieve UPE by the year 2015.

Alexander Baum
Economic adviser,
EC Delegation, Tanzania.

Refugees: the quiet emergency

True to its policy of remaining neutral, Tanzania is involved in attempts to resolve the conflict in the Great Lakes region. In addition to its diplomatic efforts and its role as mediator, the country is, first and foremost, a haven for civilians. More than 310,000 Burundians and Congolese are in Tanzania, waiting for the situation back home to become less dangerous. ECHO, the European Commission's humanitarian agency, facilitates rapid intervention, cooperating with international and local agencies in the field. *The Courier* visited the refugee camps in the Kigoma region, in the north-west of the country, to share for a few hours the everyday life of these men and women who have been forced to leave their homeland. The refugee issue touches on several development areas. To get an overall picture, a whole series of related questions have to be taken into account: conflict, security, environmental conservation, different lifestyles, and cooperation between donors, humanitarian agencies, local NGOs and people in the host regions. Altogether a sensitive area, both for the refugees and their hosts.

To reach the north-west of the country, where the refugee reception areas are concentrated, you have to go through Mwanza, on Lake Victoria. From there, a small UNHCR (High Commission for Refugees) office provides the link as far as Kigoma. Our journey actually began on the shores of another lake: Tanganyika. On the eve of departure, we were strongly advised to take warm clothing with us, as, according to reports from the north, the rains had started earlier than anticipated. This was bad news for the refugees being transported by lorry to camps along the country's western frontier with Burundi and Congo. When the rains start, the roads become a quagmire, and after it has rained for a few days, they become impassable. The effects of *El Niño* are felt here, too. Last year, torrential rain cut off supplies of food and equipment to refugees and their host communities.

Ebb and flow of refugees

In recent years, more than a million refugees have arrived from Rwanda, Burundi and the Democratic Republic of Congo. Half a million Rwandans returned home in 1996, but about 350,000 Burundians and Congolese stayed on in Western Tanzania. With the rekindling of the civil war by Congolese rebels in August 1998, and the crisis in Burundi, at the time of our visit, refugees from both these countries were continuing to arrive. Currently, Tanzania is host to 265,000 Burundians and more than 45,000 Congolese – all of whom are being helped by ECHO-financed operations. ECHO provides essential survival services in the camps, coordination being provided by the UNHCR. It is the specialist NGOs involved in direct assistance

that work closely with the population. In 1998, the UNHCR managed a total of \$4 million, 40% of which was used to provide transport and logistical back-up. 30% was spent on medical supplies and the rest was allocated to other essential sectors.

'All quiet'

These were the words used by *Jean-François Durieux*, who heads the UNHCR office in Kigoma. He is right. Everything is set up to receive up to 1500 people a day, but 'only' a hundred or so arrived during our visit. The UNHCR programme comprises four stages. First, aid workers have to go and collect people disembarking on the shore or from small villages, both in the north and in the south of the country. They may be up to 13 hours away by boat from Kigoma. The camps also have to be properly managed, volunteer repatriations have to be assisted and, finally, support has to be given to the local population.

It is Saturday 30 October 1998. A radio message was received the previous evening – about a hundred refugees have arrived by boat, several with bullet wounds. 91 Burundians and 14 Congolese have managed to escape the 'hell' of their homelands. *Nick Weatherill* is ECHO's on-site contact and he has extensive experience in developing countries. Apart from Congo, Rwanda, Liberia and Sierra Leone, he has also worked for an NGO in Afghanistan and Tajikistan. With his first glance, he makes a mental calculation of how many vulnerable people require assistance, including unaccompanied minors, a number of disabled people and, of course, the elderly. The numbers are always too high for comfort.

Kiburisi 1 is a reception centre for Congolese refugees. A group of new arrivals sits on the ground, or on benches. They are quietly waiting to learn their fate. Despite their suffering, they feel confident; they have been saved.

When the rains start, the road turns into a quagmire



The Courier

A short distance away, a man, his face haggard, stands with a little girl who appears about seven years old. She has a blank expression and appears exhausted. Mr *Amani* and his daughter, *Florence*, left Uvira on foot. After several hours' walking, they reached Kigoma via the town of Mukanga. Where they come from, the situation was relatively calm, but they felt they had to leave because of the likelihood of fighting breaking out. 'Moving from one place to another is very difficult,' Mr Amani tells us, 'because if you're caught, it's certain death. A woman hid us and then we had to wait a few days for a canoe to be arranged. We left in the middle of the night, which is better, because it's easier for the boatman to slip away unnoticed.' These people are practically destitute and the 10-dollar passage is really more than they can afford. Yet, if they want to escape, they have to pay the going rate. Those who do not have such resources hide in the forest.

Every effort is made to free up transit camps as quickly as possible, because aid workers never know if tomorrow might bring another major emergency. The first rations are handed out: high-calorie biscuits. People requiring medical attention and those unable to make the long onward journey are separated from the others: the wounded on one side and those suffering from malnutrition on the other. The first group is sent for treatment to the local hospital and the others are dispatched to the *National Milling Corporation* (NMC), where *Médecins Sans Frontières* and the International Red Cross have set up a care centre. *Kimberley Janssens*, from MSF, showed us this facility, commenting that the greatest threat was an outbreak of cholera. At the NMC, each new arrival is given an identity bracelet. Children are vaccinated and given vitamins, and women who are more than seven months' pregnant stay at the centre until after the birth.

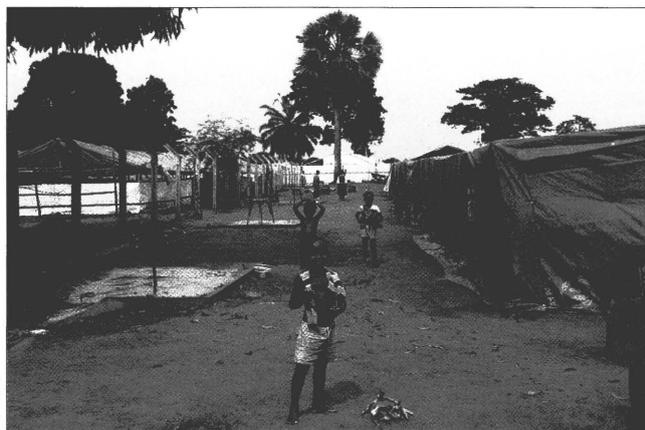
The Congolese are transferred to the Nyagurusu camps, 161 km from Kigoma. Most of them come from Uvira, Fizi and Bukavu. The Burundians go off to Mtendeli, 281 km from Kigoma. We are unable to follow their progress, since our next destination is Kasulu. It is only about 100 km from Kigoma to Kasulu, the last town before the Mtabila camps, but it takes us over four hours to get there. The roads are in very poor condition and, in the rainy season, you might as well forget about deadlines. Travelling time has to be doubled (assuming it is possible to travel at all), and sometimes supply operations have to be suspended. On the road, you can tell you are nearing the Mtabila camp. The houses in roadside villages are roofed with blue sheeting. Suddenly, on the left, there is a

whole series of posters bearing the name of agencies and NGOs operating in the camp. We have now arrived, and it is quite a surprise. We had expected a vast sea of tents, but Mtabila looks just like an ordinary village. 'That's the difference between camps in Tanzania and most of the camps in the region, such as at Goma', Nick Weatherill explains. 'In Tanzania, camps were not set up in the midst of a complete emergency, with an unmanageable influx of people. When that happens, the only concern is to find somewhere to hole up, somewhere to put up your tent'. Everything here is well-ordered and the atmosphere is one of calm. There are schools, a medical centre, even individual neighbourhoods. 'But not everything is like this, even here. You should see the Lukole camp, in the north of Ngara, where everyone is on top of one another! Another thing is that around here, the countryside is not so desolate. The camp has been set up in the forest.' Mtabila covers a wide area. In fact, it is effectively two camps side-by-side. 'Mtabila 1 took people in during the first massive influx of Burundian refugees in 1993,' Nick Weatherill explains. 'In

1996, it had to be extended to take in the second wave of refugees. It was then that Mtabila 2 was built. Over 70,000 people live in Mtabila 1, as against only 30,000 in Mtabila 2. Refugees receive all kinds of help, but principally food. WFP rations consist mostly of cereals, maize flour, oil, salt and sugar, and, wherever possible, supplies are bought locally, so as to support the regions concerned economically and to reduce transport and handling costs.'

ally, so as to support the regions concerned economically and to reduce transport and handling costs.'

The Mtabila 1 dispensary is currently a building site. The rooms are being enlarged and a permanent structure is being set up. *Lawrence Mukulae*, a health official, leads the way for us. Children are shrieking, clinging to their mothers' legs. They are about to be vaccinated, under a UNICEF-financed programme. The dispensary treats more than 300 people a day, mainly for diarrhoeal diseases and malaria. It also has cases of malnutrition. After hesitating briefly, *Lawrence Mukulae* explains that 'some of them come here simply because things are going badly. They have no idea where they are and have psychological problems, but they come asking for medicine. Through sheer force of circumstance, we have become a social centre as well.' The hospital provides a high-quality service, either free of charge or at a preferential rate, and even Tanzanian villagers make the journey in order to seek health care. Apart from *Dr Makibinga*, who runs the dispensary, the medical staff is made up of volunteers, who are themselves refugees.



At NMC, in Kigoma, medical staff monitor children's progress

Another sensitive subject is the severe environmental damage caused principally by the need for fuel for cooking. Various programmes have been set up to combat this, with projects targeting women in particular. Specialist NGOs in the relevant sector provide education in environmental protection, and also carry out reforestation programmes.

Security and political friction

An anxious young man is looking at a notice outside an empty building. These are the exam results and he is about to find out whether he can move into a higher class. Nearly 16,000 students are taking courses at the six primary schools in Mtabila's camps. The teaching staff are all UNICEF-trained refugees and they have managed to follow the same programme as in their country of origin. Children receive certificates that will be of use to them when they are repatriated, but apart from a few units providing post-primary education there is no officially organised secondary-level teaching. Consequently, young people have time on their hands, and there is a high degree of political awareness in the camps. If nothing is organised to keep them busy, security suffers. Political leaders have no trouble influencing impressionable youngsters and there is the suspicion that the camps are being used as training bases for troops who will later return to the front line. This is something which it is difficult to control but, in any case, it involves only a very small number of the camp's inhabitants. The only recent incident of note was the arrival, in September 1998, of 350 Congolese rebels fleeing the fighting in south Kivu. In the end, the International Red Cross temporarily gave them limited assistance.

Helping regions affected by the influx of refugees

'The refugees live better than we do! They are fed, given plots of land, clothing and the means to look after themselves. Come and see the conditions we have to live in. No-one bothers about us! They destroy everything around here. There is barely a tree left in the surrounding area!' These are the words of *Kisimba*, one of the original inhabitants of the locality. She may be exaggerating, but she nonetheless voices the exasperation felt by most of the region's inhabitants. It is not easy to manage such a large influx of foreigners. During our Tanzanian journey, the government succumbed to public pressure and adopted a law aimed at restricting refugee movements in Ngara province.

With support from the humanitarian agencies and the NGOs, the government gives help to the local people who sometimes feel they have been abandoned. A few kilometres from Mtabila, *Jonas Mukuyu*, a schoolteacher in Kanasi, is more moderate in his opinion. He thinks it is quite natural for refugees to attempt to leave the camps and try and improve their lot. In his opinion, there are no real problems *vis-à-vis* the locals, at least not in his village.

Repatriation operations are in progress, notably a pilot project supporting the return of Burundians to Ruigi province. Refugees are not forced to return, but spontaneous repatriations are facilitated. These are encouraged only when the humanitarian agencies are confident that the situation back home has been calm for more than four months. The volunteers are accompanied to the border, where they receive a 'repatriation package', consisting of money, seeds, and tools with which to cultivate the seeds. In theory, they are monitored to see what happens to them after their return. The timing needs to be right because if they return at the wrong moment, they may miss out on the sowing period and then face food shortages for an entire season.

Before leaving Mtabila, we visited *Léonie Mahangaiko*. A year ago, she arrived from Burundi, where she lived in the village of Muhuta. She is 23 years old and, with her husband, baby and about 20 other people, she set off from Bujumbura (the Burundian capital) to go to Kabunga. There, they crossed Lake Tanganyika to reach Kigoma. She had her second child here in Mtabila, where she lives with her family and other relatives in two tiny rooms. She grows a few vegetables on her small plot of land to supplement her WFP rations. Her main problem is 'finding enough for people to eat. Rations are distributed every two weeks, but I have trouble making them last even one week. After that, we have to get by as best we can.' Léonie is trying to get news from home. Sometimes she receives letters, and this was how she found out that all the members of her family who stayed in Burundi had been killed. 'I will not return until I know we are no longer at risk', she says.

They are accused of staying on because the life of a refugee is thought to be easier than that outside the camps. Nick Weatherill believes this is an unwarranted accusation. 'Admittedly, the aid that refugees receive inside the camps could encourage them to stay where they are. But I've been living alongside them for a long time and I can assure you that most of these people would return home if peace were restored. I am convinced that, whatever you might do, the life of a refugee is not a comfortable one. They don't have much dignity and are frustrated. Farmers are afraid of forgetting how to farm. Most people want to return home. Of course, some do become integrated into local families, just like anywhere else in the world. Kigoma town is full of former refugees who have decided to stay. But, in their heart of hearts, those who live in the camps wake up every day with the thought that perhaps, one day soon, they will see the sun rise again over their homeland.'

A.K.

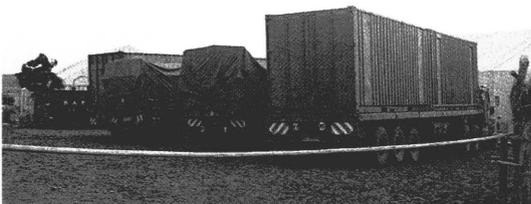
Images of Mtabila



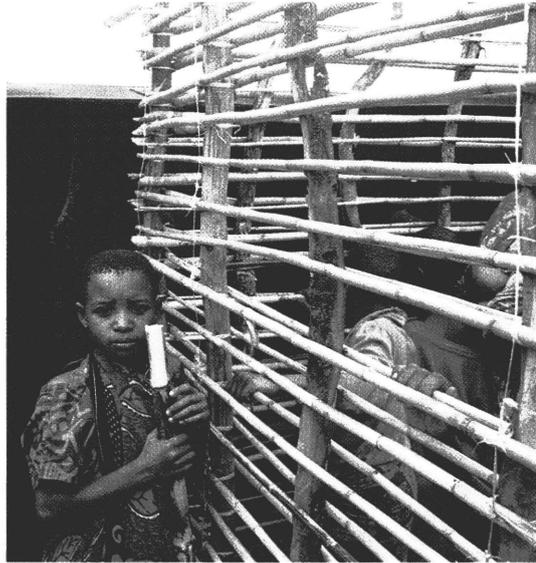
The Mtabila 1 dispensary deals with 300 people every day. Skilled staff provide the service free of charge. It also acts as a centre for training in mother-and-child health. By force of circumstance, it has become a social centre where refugees feel that someone will listen to them, and they come here to seek relief from their trauma.



Markets at the entrance to the camp attract the local population. The goods usually traded are plastic sheeting, blankets and cans of oil (refugees prefer locally produced Kigoma palm oil to the oils they are given, even if the quantity is smaller). The commodities they seek in return are generally fresh foods, such as plantains, cassava and, above all, *dagaa*, a fish which serves as the basis for all meals.



Chanting and shouting points to where men are unloading enormous trucks filled with supplies. Everything will be stored in special warehouses. This morning's delivery will swell emergency stocks held in reserve for the rainy season: sacks of cereals, a protein-rich mixture of maize and soya, blankets and tee-shirts.



In school, pupils are taught about peace, and particular efforts are made to provide psychological support to orphans who live with foster families.



The water-supply programme is managed by the government. Drinking water is distributed throughout the camp by the International Red Cross or by its Tanzanian branch. Given the terrain at Mtabila 2, water is treated using an improved, gravity-based system. Here, each refugee is entitled to 15 litres of water per day.



Léonie Mahangaiko is waiting for the news from Burundi to improve before she will consider returning.

Profile

General information

Area: 883,749 km², including 2,460 km² Zanzibar

Population: 31.5 million, including 813,000 in Zanzibar (est. July 1997)

Population density: 31.2 per km²

Capital: Dar es Salaam.

Administrative capital: Dodoma.

Other main population centres: Mwanza, Tanga, Zanzibar Town, Mbeya, Arusha.

Languages: Swahili and English are the official languages. Arabic is widely spoken in Zanzibar and there are numerous local languages.

Religions: Mainland – 45% Christian, 35% Moslem, 20% indigenous beliefs.

Zanzibar – 99% Moslem

Political structure

System: Presidential

President: Benjamin William Mkapa (since November 1995)

Parliament: There is a unicameral National Assembly called the *Bunge* which has 274 seats, 232 of which are directly elected. CCM holds 186 seats, opposition parties have 46 (CUF 24). Some of the 42 seats which are not elected are



filled by presidential appointment and others are designated by law for specific officials.

The most recent legislative elections were in October/November 1995

Economy

Currency: Tanzanian Shilling
€ 1 = approx. 800 TSH

External debt: \$7.8 billion (1997 est.)

GDP growth: 3.1% (1997 est.)

Inflation rate: 30% (1995 est.)

Main economic sectors: agriculture (largely based on smallholdings), transport, manufacturing, tourism.

Main trade partners (1995): India, Germany, Japan, Malaysia, Rwanda, Netherlands.

Trade balance: Exports: \$794m. Imports: \$1.34bn. Deficit \$449m (1996-97)

Social indicators

Life expectancy at birth: 51 years

Adult literacy: 67.8%

Enrolment in education: 70% at primary school and 7% at secondary school (one of the lowest rates in sub-Saharan Africa)

Unemployment rate: 3.6% (80% of labour force is involved in traditional agriculture)

Population with access to clean water: 62%

Population growth rate: 3%

Infant mortality: 85‰

Human development index rating: 0.358 (150th out of 174)

Sources: Economic Intelligence Unit, UNDP Human Development Report (1998).

The Courier



Political rivalries in Zanzibar

If you meet a Tanzanian born in Zanzibar, this fact will probably be slipped into the conversation at some point. A dream-like state can be induced in some by the mere mention of the island's name – and you have only to spend a few hours there to understand the pride felt by its inhabitants. Unguja, Pemba, and the smaller islands that make up Zanzibar are steeped in history, displaying the legacy of the Arab traders who brought their culture, religion and lifestyle. Nowadays, this island territory wavers between its membership of the Union and its desire to follow its own destiny: a special position for a singular country.

Zanzibar's independence came two years after that of Tanganyika, in 1963. A year later, the Sultan and his Arab-dominated government were ousted in a bloody revolution. President *Abeid Karume*, supported by the mainly African ASP (Afro Shirazi Party), went on to sign the declaration of union with Tanganyika, to form the United Republic of Tanzania. In 1977, the single party entered into alliance with the mainland party TANU, to create the CCM (*Chama Cha Mapinduzi*). This decision did not prompt rejoicing all round though. There was growing unease among the people about the unified state.

Zanzibar's political structure is modelled on that of the central government. There is a President elected for a five-year term (accountable to the President of the Union), as well as executive and legislative arms of government that enjoy a degree of autonomy. But there are increasing calls for Tanzania to move towards a proper federal system. Those arguing for this want to counter what some see as opposition-backed moves towards complete independence, as well as to reduce the costs associated with having two administrative systems.

The Zanzibar economy has traditionally depended on agriculture. 'The Spice Island' has long been one of the world's main exporters of cloves, but more recently, the balance has changed due to a general decline in the farm sector and a substantial rise in tourism. In 1995, the two economic sectors together accounted for 31% of GDP. Tourism could be affected, however, by the decision of donors to suspend aid to Zanzibar as a result of the ongoing political impasse.

'Personality clash'

Human rights issues muddy the political waters here. The opposition disputes the result of the 1995 presidential poll, which saw *Salmin Amour* re-elected, and still boycotts the House of

Representatives. The Civic United Front (CUF) claims that its leader, *Seif Shariff Hamad*, had victory snatched away from him through fraudulent political manoeuvring. The CUF decided to appeal to world public opinion, denouncing the poll and calling for sanctions against the Amour government.

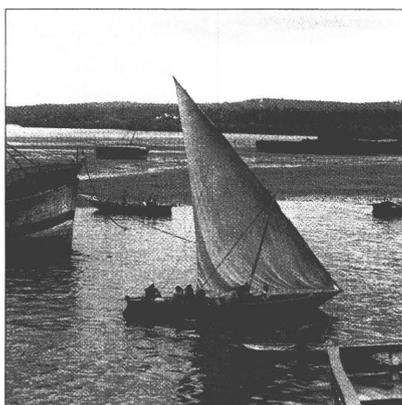
Tension has increased further since the election, and the government continues to take political and administrative measures against its opponents. 18 CUF activists, including four members of parliament, have been charged with treason, a capital offence. They have been in detention for several months, awaiting trial, but the hearing is constantly being deferred.

In response to the CUF's appeal, donors have urged the central government and Zanzibar administration to seek a democratic political solution in order to guarantee political stability. They have imposed an embargo, suspending all aid pending action in the field of human rights.

In 1997, the Commonwealth Secretariat came in as mediator. Its special envoy, *Moses Anufu*, has been dispatched to the scene on a number of occasions in an attempt to achieve an accord among the protagonists. There was some progress initially. The CUF accepted that President Amour

should remain in power until the elections in 2000, while the ruling CCM abandoned its opposition to the idea of a constitutional review and electoral reforms. In August 1998, the Secretary-General of the Commonwealth in person, Chief *Emeka Anyaoku*, went to Zanzibar to witness the signing of a peace accord. Unfortunately, this eagerly-anticipated event did not take place. There was a last-minute hitch, apparently due to intransigence on both sides (though some attribute more blame to the CCM). It is rumoured that the President supports amending the constitution, clearing the way for him to stand for re-election. There is also a feeling that his decision to appoint nine outside judges to the Supreme Court could be an attempt to influence the trial of CUF members.

In Zanzibar, we were told: 'You have to be born here to understand this place'. And it was suggested to us that the political impasse is simply a clash of personalities, reflecting the long-standing rivalry between *Salmin Amour* and the CUF President. 'They have known each other for years,' we were told, 'and only they know how far they're prepared to go!' A.K.



Zanzibar depends on maritime transport for its imports

'Whoever loses will always cry foul'

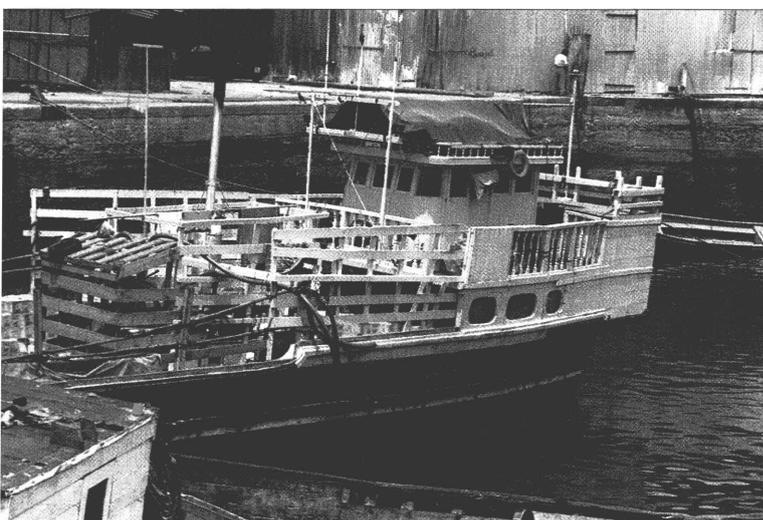
Amani Abeid Karume entered politics in 1990. A member of the ruling CCM, he held the trade and industry portfolio in the Zanzibar government for five years, prior to the first multi-party polls in 1995. Re-elected by the voters of his constituency, he was then appointed Minister of Communications and Transport, with responsibility for many of the facilities that are key to the islands' development. The Courier spoke to him about the problems of creating and maintaining the infrastructures needed for economic progress. Given the high capital costs involved, Zanzibar, like other parts of the developing world, looks to the outside for help. Not surprising, therefore, that our conversation should also touch on the internal political problems that have made donors rethink their assistance to this part of the United Republic of Tanzania.



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Mr Karume explained that his Ministry was responsible for most of basic transport and communications infrastructures in the islands that make up Zanzibar – roads, bridges, harbours, airports and telecommunications networks. These were all economically vital, he stressed, as the islands tried to gear themselves up for the 21st century. The basic problem was that demand for facilities outstripped the available resources. In this context, the minister paid tribute to the past efforts of various international donors. 'Their response has been very positive and as a result, we have managed to achieve some ambitious projects.' He singled out the EU which had funded the port construction in Zanzibar five or six years ago.

Scene from the harbour in Zanzibar
Infrastructure is expensive and resources are limited



The Courier

But what about the political problems facing Zanzibar? The legitimacy of the CCM's electoral mandate had been challenged and with opposition leaders in detention, the Commonwealth had even become involved with an initiative by Secretary General Anyaoku. Mr Karume was anxious to compliment Chief Anyaoku on the work he had done so far and was optimistic that a solution to the crisis would soon be found. 'This would be beneficial to all parties and people here', he indicated.

The minister did not talk about the specific areas of disagreement, choosing instead to focus on what he sees as a general problem in Africa. 'Because of a lack of knowledge and education, people do not fully understand the essence of modern politics.' He believes this is something that affects both those in power and those seeking to take it from them. 'Ruling parties see the opposition as opposing simply for the sake of it. Opposition parties say that government should be ousted simply because they have been in power too long. In the developed world, you find that family members may support different political parties. Yet they still manage to sit together to discuss issues. When they go to the polls, they each vote for the party of their choice and everyone accepts the outcome. The party that wins has a mandate until the next election comes round.'

He continued: 'Here in Africa, the story is different. When political parties go into elections, they don't expect to lose. And whoever loses here will always cry 'foul'. They will say that the winner has cheated or has been up to tricks.'

This led us to ask about what was being done in the field of civic education, in advance of the elections scheduled for 2000. In his reply, the Minister underlined the Electoral Commission's role in educating the public about every aspect of the process. 'But there is more to it than that', he said, pointing out that others had a responsibility to spread the message as widely as possible. 'There needs to be some form of civic programme to educate people. This could be done by the political parties themselves, disregarding the political contest that they are engaged in. The basic rules of the political system are the same, regardless of which party is in power.'

'We can't call the government to account if we stay away'

Zanzibari, *Naila Jiddawi*, who sits on the opposition benches in Tanzania's parliament, has forthright views. A member of the Civic United Front (CUF), she is, as one would expect, critical of the CCM government, but she is also independent-minded enough to disagree with her own party on issues that she feels strongly about. We spoke to her in Dodoma about the difficult political situation in Zanzibar, and a number of other issues close to her heart.

At the time of our meeting, opposition members in the Zanzibar legislature were boycotting the chamber. They allege irregularities in the poll which saw *Salmin Amour* elected at the head of a CCM administration. Ms Jiddawi told us she was also unhappy with the conduct of the election but argued strongly that opposition members should take their seats. 'My view is that we should go into the house and call the government to account', she said. Some of Naila Jiddawi's colleagues had been in custody for almost a year, and she herself had been arrested, but despite this experience, she believes that progress can only be made by tackling those in power directly. 'We have to push constantly and highlight any wrongdoings. We can't do that by staying away.' She also advocates using the legal system, pointing out that the confiscation of one of her businesses had been reversed after a successful court action.

Naila Jiddawi is unhappy about the reaction of donors to the political crisis in Zanzibar. She argues that their reluctance to provide aid in the current climate adversely affects ordinary people. This is an issue which concerns her directly, as she heads a local NGO that is keen to run seminars and get more involved in schemes to educate women and young people. 'We have reached the point where outsiders are deciding the future of my country – Zanzibar', she states. 'I sincerely hope the international community will review its stand.' At the end of the day, however, she believes it is an issue that Zanzibaris must tackle themselves 'as they are really the only people who understand the situation'. She was unsure whether the intervention of Commonwealth Secretary General, Chief *Emeka Anyaoku*, would help resolve the crisis.

Turning to issues affecting Tanzania as a whole, our interviewee had some sharp words about the problem of corruption, which, she said, undermined development efforts. 'We must



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ensure that those involved are identified, taken to court and made to pay their dues to society', she insisted. This would be 'a lesson' for the future which all Tanzanians would understand. The President

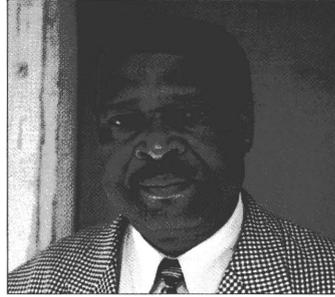
had been supplied with the information and had announced he would take action, but Ms Jiddawi was concerned that only a few miscreants would get caught in the net. 'Look at the politics of it,' she said. 'If the President is forced to flush out some members of his own government, this will reflect on himself and the CCM.'

Naila Jiddawi argues that one way of improving governance would be to provide training for politicians – both government and opposition. In a similar vein, she observes that 'Parliament is remote from the people'. From a democratic standpoint, she thinks that the CCM's dominance of the political scene is unhealthy. One remedy would be for the fractured opposition to come together as a bloc 'to correct the government'. She believes this would force the administration to be more accountable.

Ms Jiddawi's advocacy of cooperation at the level of the opposition appears to be part of a wider philosophy of inclusiveness. This was revealed when we moved on to the final part of our discussion, focusing on the situation of women in Tanzania. Describing some of her practical work in helping improve the lot of disadvantaged women in her own locality, she revealed that she had annoyed some of her party officials. Along with two other women, she had succeeded in establishing a 'Sunday market' where female traders could sell various items from chutney to clothing. The scheme has been a success, despite the lack of a permanent site, and women who previously had no cash income were now earning up to US\$20 a week. Some were helped to get going with loans of as little as \$5! The operation had brought together women with CCM connections, as well as others with no political allegiance. As a result of this fraternising (sororising?) with the opposition, one CUF official 'started being very hard on' her, and there were even calls for her to be 'kicked out' of the party. 'But I am staying right there,' she insisted, 'to educate them that there is a better way'.

Naila Jiddawi's approach is an interesting mixture of the outspoken and the conciliatory. This was perhaps best summed when she spoke about the government – which she accused of 'not understanding politics'. 'They see the opposition as a real threat. But we are not a threat. They are on the right bank and we are on the left, and what we are doing is helping them to build the bridge so that we can go across and talk to each other.'

John Cheyo, Chairman of the United Democratic Party



'We need to develop a culture of power-sharing'

At the last election, four opposition parties gained representation in Parliament. The largest of these is the Civic United Front (CUF) and earlier in this report, we feature one their elected legislators from Zanzibar. During our recent visit to Tanzania, we also had the opportunity to speak with former presidential candidate John Cheyo, who heads another opposition group, the United Democratic Party (UDP). Trained as a textile technologist, he says he got into politics 'by accident' when the multiparty system was introduced in 1993. Prior to that, he had managed his own company in Swaziland.

Under the electoral rules, Presidential candidates are not allowed to stand for the legislature but less than two years after his defeat at the hands of Benjamin Mkapa, John Cheyo succeeded in entering Parliament at a by-election. He represents a constituency in the Mwanza district. We began by asking him to sum-up what his party stands for.

The UDP is basically a liberal party. We are strongly committed to the private sector, human rights and social development. We have three main platforms. The first is land reform. We believe people are the real managers of our resources and environment, and that land should be owned outright by individuals. The ruling party believes it should be state-owned. Our view is that with ownership, people will use their land more efficiently and this can be a basis for fighting poverty.

How would you decide who gets what land?

There is a lot of land available. It was only in 1974 that the CCM decided to move everybody into prescribed villages. Recent figures suggest that Tanzania has more than 15 million km² of arable land and only 6.3m is actually under cultivation. So it is not a scarce resource. It is more a matter of how it is managed.

Our second platform is to use tax income for development. In a lot of developing countries, there is a tendency to rely almost wholly on donor funding. We cannot go on, year after year, depending on people to give us money from outside. When you pay taxes, you are entitled to see something in return – a road, a hospital or

school, water services and so on. We need to change the attitude of the top civil servants. People don't pay tax just to keep principal secretaries, MPs or even the President in employment!

Presumably, the planned introduction of Value Added Tax goes some way towards meeting your demand.

Yes. But the issue isn't whether or not people are paying taxes. We are actually doing very well in terms of revenue-raising. I am told that in September, we took in about 62 billion shillings which is more than twice what it used to be. That is a remarkable performance. I believe we can re-educate people to feel that paying tax is every citizen's responsibility. The real point is that, having paid their dues, people would like to see the government spend more money on development projects. You know that this year, the state's contribution is only two billion shillings in a development programme of more than 365 billion. This is nonsense. It means that development is not owned by Tanzanians. It is coming from the donor world.

The third area is human rights. These need to be entrenched in a proper constitution acceptable to the majority. We feel there is too much government in people's lives. We need a constitutional framework that gives people freedom and enables them to participate in decision-making.

But are Tanzanians really concerned by constitutional questions? To what extent do they understand the issues?

For 35 years Tanzanians have had things handed down from above. It has all come through one political party. They are used to being passive recipients and we are pointing out to them that this cannot continue. You have to participate and contribute ideas. There has also been official high-handedness. If you didn't agree with a certain line, you could be detained. There aren't many people who want to spend time in jail. So Tanzanians have tended to be spectators. Unlike in some neighbouring countries, they are not quick to demonstrate.



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They are used to suffering in silence. This means we have a big task before us. We are going around the country telling the people that *they* have the right to choose.

I think the government should also develop a system for actually testing public opinion. It is dangerous to assume that people will always be compliant. We may be used to keeping our heads down but recently, there have been some examples of spontaneous unrest, for example, over land resettlement. People are beginning to ask questions. As politicians, our duty is educate them – not to engage in violence – but to express their views in a peaceful way. We also have to educate the government to accept that position.

The opposition is very new here. It has been criticised because it lacks strength and is not united.

Five years is not long to develop a strong opposition. And the political playing field is not level in terms of resources. The President travels around the country at taxpayers' expense and wherever he goes, he campaigns. He doesn't talk about development projects – there aren't very many of them! If I want to travel, I have to pay the cost from my own pocket. We do get a state subvention but because we didn't win a lot of seats or votes in 1995, the amount is very small – and this is a large country. Nor is the ground level when it come to the election rules. I could talk about the Electoral Commission and how the administration of the polling is essentially done by party commissars. Some of us think that perhaps we should go the European way. Instead of using the British system of 'first past the post' voting, we ought to consider proportional representation. This would boost the opposition's strength in Parliament and make power-sharing more likely. In 1995, the opposition won 40% of the vote but just 20% of the seats. I am convinced that more people will turn to the opposition at the next election and that we will emerge stronger.

You say the opposition is split. That is true and a lot of the conflicts are being fomented by the ruling party. They want to undermine the development of the opposition. Some people think the 12 opposi-

'Land is not a scarce resource. It is more a matter of how it is managed.'

tion parties should get together to form a single group. But that would be less democratic – a move in the direction of the single party system that we had before. In any case, I think we can leave it to the voters. At the 1995 election, 12 opposition parties were in the fray. Only four made it into Parliament and the others will die a natural death. As we go along, the people will make the selection.

Having said this, I have not been against the idea of agreeing on a single candidate in certain constituencies, or in the Presidential election. But there is also a legal problem. The legislation governing political parties makes it very difficult to go into pacts or coalitions. We want the rules to be changed to make this possible.

Corruption is attracting a lot of attention at present, with the government promising to get to grips with the problem. What are your views on this?

The President is actually very shy in fighting corruption. He talks about it, but it is not easy to find out who has been identified in recent investigations. He is supposed to be the commander in this battle against corruption – but where are the names?

Is it right to name names without concrete evidence?

My point is that we have had ministerial resignations when cases of wrongdoing were uncovered. Yet what did the President do when these people resigned. He showered them with praise. He said they were such good people and that he would remember their contribution. That is no way to deal with corrupt leaders. There is also a lot of suspicion about the Parastatal Reform Commission, which is in the office of the President! What we need is a President who is resolute on this issue.

There is talk that if corruption is not tackled, foreign aid could be affected. Is this fair to the ordinary people?

I think we have to separate the two issues. Fighting corruption is a responsibility of *all* Tanzanians – the executive, Parliament and the people. All of us must be committed to expose corrupt acts and people. We expect the executive to take decisive action when they uncover improper behaviour.

Aid, on the other hand, is for the development of the people and it is true that if you suspend aid, it is the ordinary citizens who suffer. I think one possible solution is to couple aid with legislation to protect the money that comes in for development projects. The new road fund legislation may be a good example. We are protecting the money to encourage donors and show them that the resources will be managed properly. I also think donors should supervise those who get the contracts very closely. This is where you find a lot of the corruption.

Tanzania has just enacted legislation relating to refugees. Many people outside the country are unaware of the extent to which this country is affected by the crisis in the Great Lakes region. What is your stance on this issue?

The refugee legislation stems from what happened in Rwanda. The crisis has had a big impact in terms of both resources and the environment in Tanzania. It is worth pointing out that European countries are probably even more stringent in dealing with refugees.

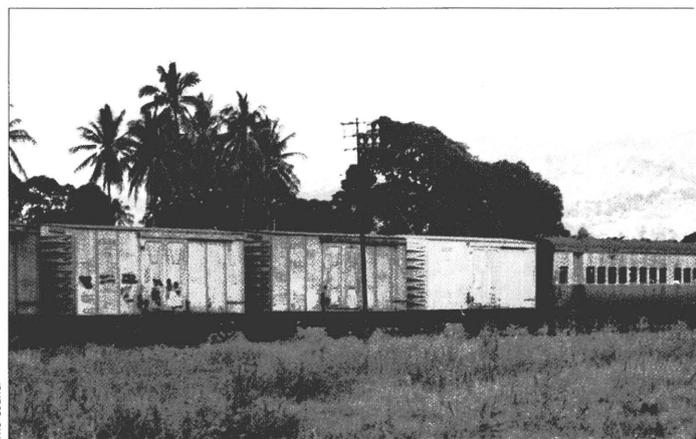
The situation in the Lakes region reflects a wider problem we seem to have in African politics. Whoever is the first to get power does everything he can to retain it and make sure nobody else gets it. We need to develop a culture of power-sharing and responsibility-sharing. If you want to solve conflicts in the long term, everyone must be enabled and encouraged to participate. I think Nelson Mandela is an excellent example for Africa. He was in jail for 27 years and when he came out, he was the first to agree on a government of national unity – in spite of everything that had happened. And when it comes to conflict prevention, the international community should also be more decisive. Look at how the EU and the Americans reacted to events in Kosovo. But when it comes to Africa, there is a lot of hesitation. Finally, I think there is an expansionist tendency among some African leaders. This is dangerous. All countries should respect the borders that were established at independence, in accordance with the OAU Charter. Armies should only be used to defend borders, not for forays into other countries.

What are your views about regional economic cooperation?

I think the EU is a good example of how it can work. Regional cooperation is necessary in an era of globalisation. It is also important in develop-

ment strategies. It is bad economics, for example, to have a road that stops at the border. It makes sense to work together – and I am not just talking here about East Africa. SADC and COMESA do useful work as well.

But if we focus on East African cooperation, we don't just want a community of leaders, set up by the Presidents, that falls apart when they are no longer on speaking terms. This is what happened to the former East African Community. The emphasis should be on people-based cooperation. The underlying aim of the rules should be to enable people to move their goods and services freely between the countries involved. And the decision-making should be centred on the parliaments of the three East African countries. It has been suggested the representatives to the East African Community should be hand-picked and that they should not be parliamentarians. I disagree with this.



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The railway system – once central to East African cooperation
'People should be able to move their goods and services freely'

Compared, for example, with Kenya, Tanzania would appear to have a lot of catching up to do.

That is an aspect I was going to mention. No country simply wants to be the market of another. We need to develop our productive sector. As I said earlier, I am committed to private sector policies. This implies competition, so we have to make our industries highly efficient and competitive. Agriculture is also important. Compared with our neighbours, Tanzania ought to have an advantage in this respect. We had good rains in the Lakes region and should be growing rice for export. We could be exporting a lot of maize to Zambia. But the policies do not encourage agricultural marketing. You need government permits and there are a lot of administrative hurdles. So we need to rethink our policy, identify our strengths and become exporters as well as recipients. ■

Interview by A.K.

Haki Zangu, je?*

NGOs in developing countries are often accused of having no real projects of their own, and of principally being receptacles for foreign aid. Almost by accident, *The Courier* came across *Kuleana*, a Tanzanian organisation whose success gives the lie to such accusations. Based at Mwanza, *Kuleana's* objective is to promote children's rights in Tanzania – to defend them and provide them with a voice. Its extensive programme includes research, publications and awareness and training campaigns. From the beginning, though, *Kuleana* has been especially involved with the most vulnerable group of all: the street children.

The town of *Mwanza* lies in the north of Tanzania. It sprawls along the shore of Lake Victoria, Africa's largest lake (68,200 km²), better known to safari enthusiasts for the Rubondo National Park, and to those with an interest in geography as the area in which the Nile rises. With an estimated population of 200,000, Mwanza ranks as the country's third city. It is undoubtedly the economic capital of this region, a position which makes it a magnet to all those who hope to improve their station in life. Among them are a growing number of minors; children who end up living on the streets.

The centre looks like what it is: a big school with a large open area full of children playing. Yet, just a few days ago, most of them were living on the streets. Arriving unannounced, we were fortunate to find *Mustafa Kudrati*, the director of the centre. Though a very busy man, he 'always finds time to chat with visitors'. The *Kuleana* project took shape in his mind while he was studying in the United States. 'That was the period when the declaration of children's rights first

started to receive some coverage', he told us. 'The UN Convention on Children's Rights has been ratified by more countries throughout the world than any other treaty. Its 54 articles cover all forms of rights: political, social, economic and cultural. They are divided into four main groups: survival, development, protection and participation. The concept of the best interests of the child is paramount, and this treaty provides a nationally and internationally recognised legal and moral framework for action on behalf of children.' As a Tanzanian, *Mustafa* decided to study the content of the Convention and relate it to the situation of children in his own country. 'I realised that one of the big problems in Mwanza was the children who make their home on the streets. If I was going to work at home, and do something worthwhile, that was an obvious place for me to start.' And that was how *Kuleana* came into existence, in 1992. Its first objective was to establish a programme for looking after the street children. There are many organisations working with such children in Third World countries, but *Mustafa Kudrati* stresses what he sees as the special feature of the one he helped to found. 'In our case, the objective is to reintegrate the children into their community. The centre is just a bridge, a stopover, where they can find themselves and their bearings again before they move on.' If they agree to stay for a certain length of time, the children sign a 'social contract'. They are given shelter, food, clothing and healthcare, and in exchange they follow the *Kuleana* programme.

The children's initial work is supervised by counsellors. They are generally teachers in the first place, but are given training at the centre to enable them to evolve in this special context. The young woman who showed us around had been working there for several months. Behind the building, out of sight, are the dormitories. The children do not always

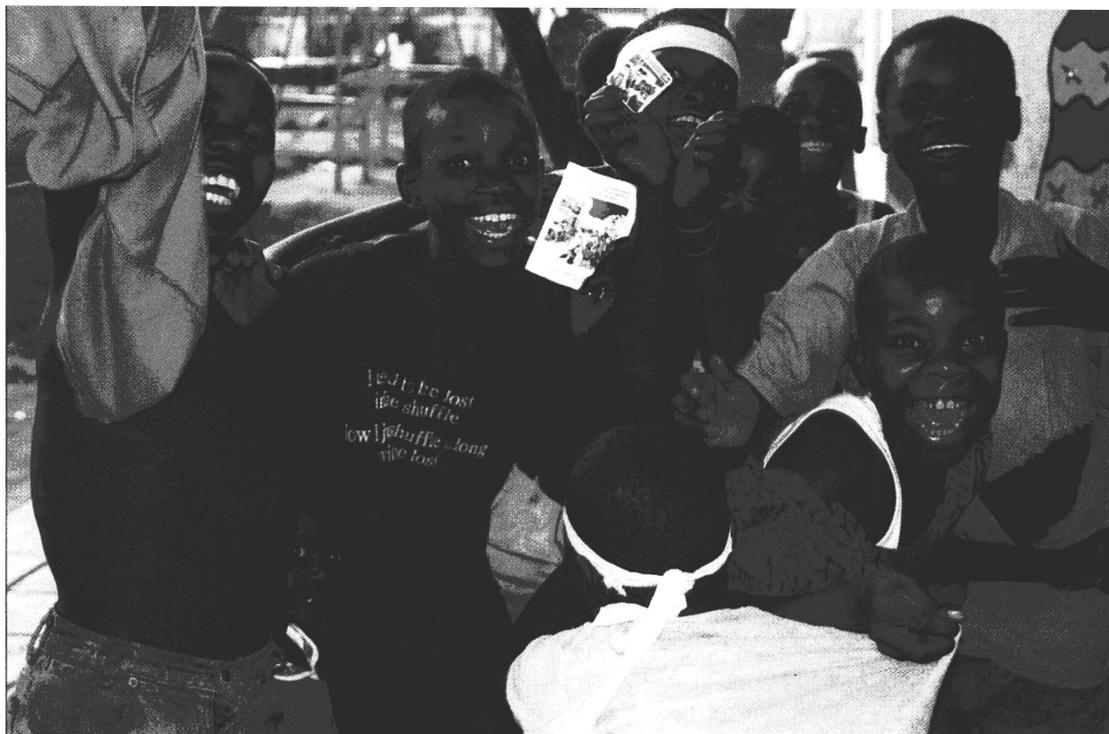


agree to stay there, because they have to abide by the rules of the community. In the girls' dormitory, there are a few mattresses lying on the floor, mosquito nets and shelves on which they can store their possessions. A young girl with a sullen demeanour overcomes her ill humour sufficiently to say hello. She does not want to play with the others. There is also a kitchen, a shower area and, most important, a classroom. 'The programme is varied. The first thing is to capture the children's attention. Most of them have lived through traumatic experiences and don't want to talk about it. We encourage them to express themselves through drawing.' The drawing sessions also help consolidate the ideas about their rights developed in the workshop. In

The *Kuleana* publications are a means of creating mass awareness



* Quels sont mes droits? – traduction du Swahili.



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1995, Kuleana decided to broaden its activities, and the promotion of children's rights became another priority. The programme is based on the Convention which Tanzania ratified in 1991, and which is reinterpreted in colour and displayed on the walls. But the centre is also a place where, quite simply, children learn to live together. 'We have to be very strict sometimes. I have to make them understand some of the basic rules of living together. Otherwise, the place could become absolute hell!'

Our guide introduced us to one of her male colleagues, who works 'at the coal-face', as he puts it. He goes looking for children in the street, and tries to win their confidence and talk to them about the centre. 'The government's austerity policies have had a heavy impact on the countryside. But while poverty is the main cause of their problems,' he says, 'it's not the only one.' Some of the young people run away because they have been beaten or raped, because they are orphans or because they cannot get along with their step family. There are also those who want to get an education and hope to find a sponsor. They don't come from Mwanza but from the rural areas, and they find countless ways of surviving to get this far. 'Sometimes they offer to wash the buses that will bring them to the city. The street is a violent school. There are drugs and prostitution. It is also a pool of cheap labour. The girls are more vulnerable,

sometimes getting jobs as maids of all work, though slaves might be a better word.' The children who live on Mwanza's streets number about 400, 90% of them boys. Most are between nine and 14 years old, though some as young as five have already

'We refuse to develop a beneficiary mentality.'

been marginalised. This educationalist works under pressure. As part of the *Express Track* project, he tries to identify children who have recently arrived in town and have only been on the street two or three weeks, because 'that is when it's easier to bring them back into their original community'. Studies suggest that once a child has spent more than a month on the street, reintegration takes several further months, and sometimes a year or more.

At this stage, the centre contacts the family, and its staff go with the children to provide support at mediation sessions. Kuleana's philosophy is that the most important thing is reintegration into the original community, in the broadest sense of the term, even if the child elects not to return to his own family – which is often the case if his departure was prompted by ill-treatment. The teacher responsible is proud of the job he does,

The centre is only a stopover before reintegration

and loves doing it. He wants to write about it, sharing the experiences he has had while accompanying children to villages that are sometimes several days' walk from Mwanza. 'I am discovering my own country with these children. I am learning a lot of things about it that give me no pleasure, but many good things as well, that you never hear about.'

All those we met at the centre were happy and satisfied in their work. 'That's another unusual feature of our NGO', explains Mustafa Kudrati. 'Our staff feel involved. They have a say in things, they make decisions, they know the children and they can use that knowledge as they think best. And there is another point which I can't make often enough: we refuse to develop a beneficiary mentality.'

At Kuleana, the children are regarded as people. Their experiences and opinions are respected. We discovered this when the time came to photograph them. 'I don't know whether they will agree to that', Mustafa Kudrati warned us, emphasising that the decision was theirs. 'They usually refuse – I'll have to ask them.' After a few moments' careful consideration, they gave their permission. Perhaps this is the beginning of learning to exercise your rights: the right to control the use of your own image. ■ A.K.

Transport programmes underpin development in other areas

Usalama! Kagera! Argentina! Mwenbechai! Squashed into a *dala-dala*, a local minibus, we keep track of where we are thanks to the young man who announces each stop. His voice is hoarse from having to shout above the music. The *dala-dala* operates on the Morogoro road, the only major route out of Dar es Salaam, which everyone has to take no matter where they are going. A fellow traveller praises the state of this section of the road, and raises a smile from the other passengers when he advises against going beyond the capital's suburbs. Everyone has a tale to tell about the deplorable condition of the country's roads – and the inhabitants of Dar have least to complain about!

More than 80% of Tanzania's people live in rural areas, with a high concentration around the country's periphery. Transport infrastructure is thus essential for the integration of domestic markets. It is also important to promote this sector in a regional context allowing access to the sea for most of Tanzania's neighbours (Malawi, Zambia, Burundi, Rwanda, Democratic Republic of Congo and Uganda).

Tanzania has 74,297 kilometres of road and these carry 60% of domestic trade. In addition, there is the railway system which



provides trade links with neighbouring countries. The TRC (Tanzania Railway Corporation) serves the north of the country and the TAZARA (Tanzania-Zambia Railway) the south. There are also a number of ports: Dar es Salaam, the largest, and those on Zanzibar and the lakes.

Integrated programme

Overhaul of the transport sector was identified as a priority when the country's first adjustment programme was launched. Coordinated by the World Bank, the IRP (*Integrated Road Project*), the RRP (*Railway Restructuring Programme*) and the PMP (*Port Modernisation Programme*) were set up in the late 1980s and early 1990s. Launched in 1991, the IRP is a 10-year integrated programme, the purpose of which is to improve part of the country's road network through the overhaul of more than 10,000 km of routes and the construction of 3000 km of new roads. The EU, having already estab-

The country's roads are poorly maintained and have suffered as a result of unusual, *El Niño*-related climatic events. Urgent, EDF-financed repair programmes are under way



Tanzania-EU cooperation, 1990-2000

National Indicative Programme (NIP)	185	Human development with particular emphasis on citizens' participation. Transport, agriculture and social sectors	240.5	Promotion of economic growth, priority to the poorest people. Transport and social infrastructures, development and consolidation of democracy, respect for human rights.
Regional funds (Tanzania benefits from 2 RIPs: A – for East Africa, and B – for the SADC)	194 (A) 121 (B)	Transport, food security, preservation of natural resources, rehabilitation of regions affected by the influx of refugees, and investment. Development and regional integration. Sectors: services and infrastructures, trade and investment, food security, agriculture and natural resources, development of human resources, operation of the SADC secretariat	194	Food security and preservation of natural resources (20%), transport, trade and regional integration (75%), other activities (5%)
Stabex	60.8	Coffee (more than 90%), cotton, tea, sisal and cloves	57.7	
Support for structural adjustment	103.4	Public-service reforms, financial and banking sector reforms, transfers to social sectors	71.2	
EIB resources	44	Infrastructures: DSM port and energy. Support for the development of SMEs	50*	Industry, tourism; mining, energy, transport and telecommunications
<i>Total Lomé funds</i>	708.2		645.6	
Other EU budget lines**	5 (96-97)	Principally, emergency humanitarian aid, cofinancing with NGOs		

* forecasts

** incomplete

lished transport as a key sector in its cooperation with Tanzania, concentrated its input on the second part. Initial results were encouraging, but shortcomings and a lack of rigour on the part of the authorities caused the programme to fall behind. The government was not able to provide the maintenance service the road network needs, and indeed, had recourse to the *Road Fund* to fulfil its commitments *vis-à-vis* the IMF. (The EU made its displeasure, and that of all donors, known, and the problem has now been largely solved). In addition to financing some repairs, European cooperation also targets training programmes within the Labour Ministry, through technical assistance. Road maintenance now tops the priority list and numerous studies have been published on this subject. There have been further discussions with the government about the implementation of the IRP, with a view to incorporating the practical conclusions reached in the studies. Currently, 90% of the Road Fund must be used to maintain the roads in good condition.

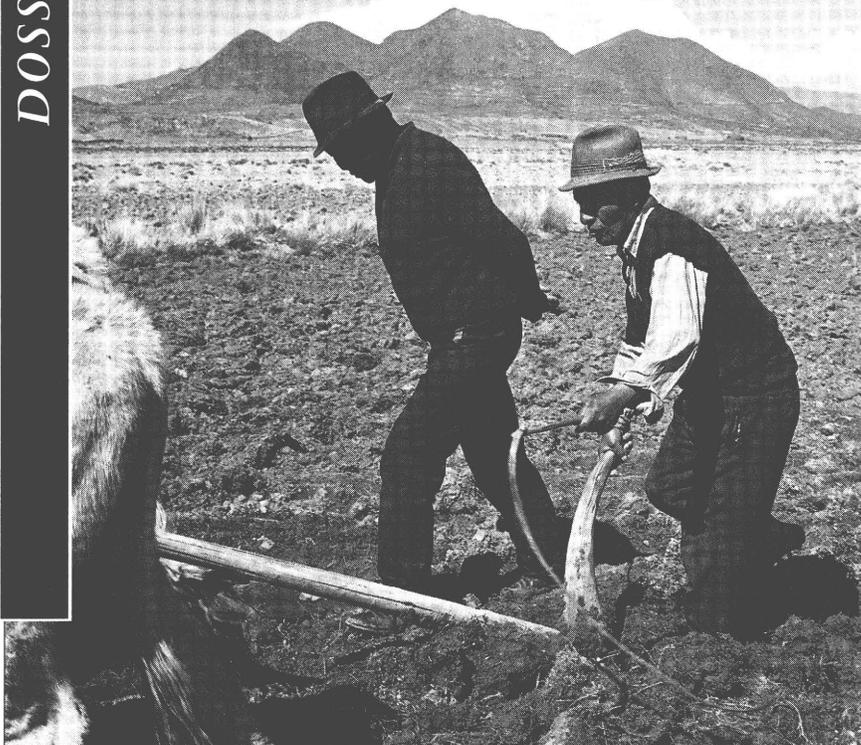
The user pays

At various points along the Morogoro road, which links Dar es Salaam to Dodoma, the administrative capital, children busy themselves filling potholes with dusty earth. They exact a 'toll' from passing motorists as payment. These youngsters will soon be replaced by labourers who will set about the overhaul work. Trenches will have to be dug to drain away rainwater, certain sections need to be resurfaced and the smooth running of the works must be overseen.

To make road-users more aware of the importance of the Fund, *Anna Abdallah*, the Labour Minister, intends to give them an equal say with government representatives in the formulation of legislation on road use, within a *Road Fund Board*. The establishment of an independent agency (TANROADS) to take over road management from the Labour Ministry, leaving politics to the government, is still awaited. The idea is that TANROADS should make it easier to reduce the amount of red tape and to undertake the work more efficiently. ■

A.K.

Indigenous peoples



Indigenous peoples (there are estimated to be 300 million) are found throughout the world – from the *Dayaks* in Indonesia and the *Karens* in Burma to the *Cheyennes* of North America and the *San* living in the Kalahari. Some 5000 different groups have been identified, in almost 70 countries. The figures, however, can only be approximate. It would require a much more precise definition of the term 'indigenous' before one could even attempt to come up with an accurate and exhaustive list.

Martínez Cobo, in his seminal work, *Etude du problème de discrimination à l'encontre des populations autochtones* (Study of the problem of discrimination against indigenous peoples), suggests criteria for 'indigenesness'. The communities, peoples and nations involved should, he says, be linked by historical continuity to the pre-colonial societies which developed on their territories prior to an invasion. They should also see themselves as different from the societies that currently dominate all or part of their territories. The author explains that indigenous communities are non-dominant groups determined to conserve and develop, and to pass on their ancestral territories and ethnic identity to future generations. The emphasis is on their own

cultural models, social institutions and systems of law, elements seen as the basis for their continuing existence as a people. This 'working definition' usually shares the international stage with the famous ILO (International Labour Organisation) Convention No. 169. The latter applies to the peoples of independent countries who are considered to be indigenous because they are descended from the inhabitants of a territory at the time of conquest or colonisation, or at the time the current state's frontiers were established. Irrespective of their actual legal status, they must have retained at least some of their social, economic, cultural and political institutions.

There have been seemingly endless attempts to define what 'indigenous' actually means. This is because the three main factors generally assumed to confer indigenous status – antecedence, non-dominance and a claim to a separate identity – can all be interpreted in numerous ways. The issue has prompted passionate debate, particularly as regards groups in Africa and Asia. The principle of having a separate identity is widely accepted at international level and claimed by most indigenous peoples themselves. But the issue of recognition of such peoples by their respective states is more problematic.

There is much less disagreement when it comes to identifying the problems encountered by indigenous peoples. They suffer various types of discrimination and are often victims of racial prejudice and land seizures. In some places, they are effectively 'pariahs' – denied citizenship or other basic human rights. In general, they are more likely to be marginalised and to live in poverty, as their traditional cultures are progressively eroded. A movement aiming to defend indigenous peoples and to uphold their claims has come into being in an attempt to reverse this trend. The best-known manifestations of this are a UN Working Group and a number of active NGOs with a particular interest in indigenous issues. The subject has also been raised at major international meetings over the last few years. However, some groups, still waiting for international recognition of what they regard as their legitimate rights, see no option but to resist. This is often peaceful, but it can sometimes develop into armed conflict, pitting indigenous communities against both governments and large companies with economic interests in their region.

From Bougainville to Chiapas

Conflicts based wholly or partly on indigenous peoples' claims have occurred across the world. Examples include the Bougainville crisis in Papua New Guinea, the confrontation in New Caledonia (Kanak), the fighting in southern Sudan (Nuba) and the *Zapatistas* in Mexico. Some causes get more media attention than others precisely because conflict has broken out. Deputy Commander Marcos of the *Zapatistas* is undoubtedly the best known leader of an indigenous cause at present. Others before him, such as *Domingos Paulino*, *Chico Mendes* and *Ken Saro-Wiwa* have gained (temporary?) fame – and have gone on to pay the ultimate price for their success in hitting the world's headlines.

Women have also famously defended the rights of the indigenous populations to which they belong. Many work 'behind the scenes', but others have a higher profile. Examples include Australian Aborigine, *Lois O'Donoghue* and, of course, *Rigoberta Menchu Tum*, of the Guatemalan Maya people. The latter was awarded the Nobel peace prize in 1992, and in so doing, was able to draw the world's attention to the problems facing indigenous peoples. ■

T.G.

The EC approach

Consultation and participation play a key part in policy development

by Birgitte Fiering* and Sylvie Prouveur**

The authors of this article, who have been closely involved in the process of developing EC policy, and in devising suitable assistance schemes relating to indigenous peoples, give an outline of the relevant Community instruments and proposals. They also report on how the Commission has directly involved indigenous experts in the discussions, and highlight some of the main concerns that have been raised.

Indigenous peoples have received increasing attention from donors as the recognition grows that their situations are highly relevant in any debate about the general objectives of European development cooperation (poverty reduction, sustainable development and the observance of human rights).

The *Maastricht Treaty*, article 130u, establishes four priorities for development cooperation: sustainable economic and social development, the integration of developing countries in the world economy, the fight against poverty, and the observance of human rights, democracy and the rule of law. The recognition of indigenous peoples' vulnerability in the development process, and their role in the conservation of biodiversity, are closely related.

Several other instruments are relevant in this area:

– *Council Regulation on cooperation with Asian and Latin American countries*. Local communities are eligible for financial and technical assistance and economic cooperation, and the cultural dimension of development is an objective in all activities and programmes.

– *Fourth Lomé Convention*. This emphasises the involvement of grassroots communities in development operations and the integration of local cultural heritage and modes of knowledge into development cooperation.

– *Council Regulation on operations aiming at the conservation and sustainable development of tropical forest areas*. This stresses the importance of providing information to forest people about projects in tropical areas.

– *Council Regulation on environmental measures in developing countries*. This mentions that 'particular attention should be given to projects involving indigenous communities and their involvement and support in identifying, planning and implementing projects'.

– There have also been several *Resolutions* of the European Parliament that highlight the critical situation of indigenous peoples around the world.

– Finally, there is the *Working document on the support for indigenous peoples in the development cooperation of the Community and the Member States*, which was adopted by the Commission on 11 May 1998. This further elaborates the policy on indigenous peoples and development cooperation.

The objectives of Commission policy

The overall objective of the proposed policy of the European Commission aims at enhancing indigenous peoples' rights and their capacity to control their own social, economic and cultural development.

A more concrete objective is to improve the positive impact of European development policy on indigenous peoples, integrating the concern for such peoples as a cross-cutting aspect of human empower-

ment and development cooperation. Experience suggests that cooperation which overlooks the special situation of indigenous people will often lead to negative results. In some cases, for example, it can lead to forced resettlement, loss of vernacular languages or ethnic violence.

To work successfully with indigenous peoples is not an easy task for development agencies, which confront two considerations that, at first, seem contradictory. On the one hand, indigenous peoples are poor and marginalised, and their human rights are often violated. On the other hand, they reaffirm their distinct indigenous identity and reject any attempt at forced assimilation into mainstream society. The challenge is thus to include indigenous peoples in the development process and to respect their own visions and priorities for development. This implies a fundamental respect for cultural diversity and the recognition of the diversity of the development concept itself.

Methodology for implementing the policy

To integrate the concern for indigenous peoples as a cross-cutting issue in European development cooperation is a process that requires both time and resources. The approach calls for the development of integrated tools, for example, procedures for social impact assessments.

The proposed policy suggests the need for action, at country level, in the following areas:

* Former DG VIII National Expert responsible for the drafting process of the Commission document on indigenous peoples.

** European Commission official, DG VIII/A/5.



SWART UNIVERS

- Capacity strengthening of indigenous peoples' networks;
- Including indigenous peoples' issues in the policy dialogue with partner countries. The dialogue should focus on the recognition of such peoples and on reflecting their rights and needs in national legislation and institutions;
- Enhancing the protection of indigenous peoples' knowledge through intellectual property rights and their control over genetic resources;
- Supporting their participation in environmental negotiations, especially in the development of national biodiversity strategies;
- Integrating the concern for indigenous peoples in the appraisal of development projects.

At the project level, there is general agreement on the elements that should be applied when addressing indigenous peoples. These are:

- Prior consultation with indigenous peoples;
- Full participation throughout the project cycle;
- Culturally appropriate means of communication;
- Informed consent for envisaged activities;
- Adjustment of activities to the indigenous notions of time and decision-making.

Most of the concerns raised about impacts on indigenous people stem from specific development projects. The scope of these projects may be quite limited, however, and arguably, it is the 'macro' level which is more important. The instruments we are talking about here include the policy dialogue with partner countries, trade rela-

Pygmy inhabitants of the Congo tropical forest.

Indigenous people must be involved in national biodiversity strategies

tions, structural adjustment programmes, and sectoral programmes. There is a need for research on how to assess the impact of macro-economic interventions on indigenous peoples, how to ensure their participation in these processes, and how to reflect their requirements in sector programmes.

Actions already undertaken by the Commission

The Commission is already cooperating to support indigenous peoples through a wide range of projects. Some of these, notably in Latin America, address the 'indigenous' component directly. Others affect or support indigenous peoples without necessarily taking their special situation into account. The relevant instruments include:

- The budget-line for actions in favour of Tropical Forests (B7-6201), which is used to finance a wide range of projects aimed at demarcating indigenous peoples' territories, community-based conservation and management of resources, and capacity-building;
- The budget-line, for financial and technical cooperation with Latin America (B7-310), which supports a number of projects at national and regional level aimed at empowering and supporting indigenous peoples and strengthening their structures and organisations;
- The budget-line on the global environment (B7-8110) which finances, among other things, projects that promote indigenous peoples' rights to their territories, their

traditional forest management practices and the inclusion of these issues within National Development Plans;

- The budget-line on Human Rights and Democracy in the Developing Countries (B7-7020) which specifically mentions indigenous peoples and finances projects aimed at capacity-building;
- The budget-line on Environmental Measures in Developing Countries (B7-6200) which supports innovative pilot actions, some of which involve indigenous peoples.
- Finally, there are numerous projects involving indigenous peoples that are financed through the budget-line for co-financing with European NGOs (B7-6000).

The process of policy development

The Commission recognised that the *participation* of indigenous peoples themselves was crucial, in the process of developing EC policy. It therefore decided to invite indigenous peoples to participate in a free and open consultation, first by distributing a draft of its policy document for comments, then by organising a workshop with indigenous experts in Brussels in March 1998. Local networks of indigenous organisations and peoples assisted the Commission in conducting the discussions and the outcome was a number of positive contributions to the policy document.

Most importantly, a third crucial aspect (besides the recognition of their vulnerability and their role in conserving biodiversity) was argued by indigenous people themselves and was integrated into the text. This was the fact that *their cultures and identities are invaluable and necessary contributions for achieving sustainable development*.

The Brussels workshop on indigenous peoples and development cooperation was an important step in the process of developing EC policy. It was co-organised with the Sami Council and the Inuit Circumpolar Conference - two indigenous bodies who, through their dedicated work, made it possible to bring together 30 indigenous experts from different develop-

ing countries. It was the first time the Commission had invited indigenous people for direct discussions and exchanges. It proved to be a fruitful learning-process involving concrete interaction.

Numerous issues and questions were raised, in an open and friendly manner, by the indigenous participants during the two days we spent together. Most of those invited were worried about the coherence aspect, and the concerns they expressed may be summarised as follows:

- *Coherence between the various cooperation instruments.* An example might be a commitment to support an indigenous community under one heading while financing a road that could have a negative impact on their territory under another.

- *Coherence more generally in European policies and development cooperation.* For example, commitments in bilateral agreements to respect the situation of indigenous peoples, while support is still given to transnational companies whose activities may lead to the destruction of indigenous territories. It was suggested that special attention should be given to the problems that arise 'when multinational companies obtain patents on indigenous knowledge and innovations'. The point was made that demand is growing in the industrialised world for the huge resources that are found in the indigenous territories.

- *Coherence with other policies* (for example, in the field of trade relations).

The indigenous experts at the meeting also highlighted other aspects of macro-economic policy and globalisation which are important to them. One participant made a pointed remark about the draft document presented at the workshop. 'Is there any mention of the European multinationals that operate on our territories and affect our lives?' he asked rhetorically. He said that companies had approached the EU to get their codes of conduct approved. 'But the same companies are displacing my people, through engagements with the government. They are dumping waste in rivers and destroying the rainforest.'

Contacts in the Commission in Brussels

Policy on indigenous peoples
Unit VIII/A/2

Sean Conlin
Tel: (32 2) 296.51.59.
e-mail: sean.conlin@dg8.cec.be

Projects on human rights
Unit VIII/A/5

Sylvie Prouveur
Tel: (32 2) 299.30.34.
e-mail: sylvie.prouveur@dg8.cec.be

International human rights
coordination

Unit IA/A/2
Marie-Françoise Santarelli
Tel: (32 2) 295.68.03.

Documents on indigenous peoples
Unit VIII/A/2

Anja Mattson
Tel: (32 2) 295.79.27.

This concern was echoed by a member of the European Parliament, *Richard Howitt* (PES-UK), when he took the floor in Geneva, in July 1998, during the United Nations Working Group on Indigenous Peoples. 'First, we accept that the EU must take greater responsibility for the activities of its companies in third countries: that there are more transnational corporations with headquarters in Europe, than in North America or Japan; that 80% of timber exports from Central Africa are for European consumption... crucially affecting the indigenous peoples of those countries.' In these circumstances, he insisted, 'we cannot and do not want to shake off our responsibilities.'

At the same meeting, an indigenous participant spoke about the effects of globalisation. Political entities, he suggested, were losing out to economic ones. The activities of multinational companies were not being addressed and there was a lack of morality and ethics in guiding the use of economic power. He continued: 'With this switch from political to economic power, indigenous peoples are in deep trouble. Many governments are looking for economic rather than social development. Colonisation implied exploitation by foreign powers. Globalisation implies exploitation by economic

powers.' He believed that the results would be unemployment, people being deprived of land and resources, and discrimination against women and young people. 'In this situation', he concluded, 'we must protect basic human rights.'

Another indigenous expert argued that development agencies should take care to avoid adverse impacts at local level. In offering projects and grants, they 'divided communities and destroyed their spirituality'. He went on: 'It hurts us to see how money has divided and damaged our leaders.' Indeed, he suggested that the process had created 'artificial leaders who do not live on the land but rather in the air.'

Next step

At the time of writing, it was anticipated that the EC Council of Ministers would shortly be adopting a resolution on the issue of indigenous peoples and development cooperation. This will provide the Commission with guidelines for future steps, focusing on implementation of the existing policy.

We should like to thank the indigenous people for their participation in the EC's consultation process, for the open discussions generated within a very friendly atmosphere and for the positive way they contributed to the development of the policy. Particular thanks are due to those who took part in the workshop, especially the participant from Fiji, who managed to come despite the fact that his invitation was sent to *Mr Bula Vinaka* ('Bula Vinaka' means 'hello' in Fijian!) We hope there will be more opportunities for direct interaction as the process develops. ■

B.F. & S.P.

A lawyer's point of view

by Norbert Rouland*

The UN initiatives for an International Day of Indigenous Peoples (9 August) and a Decade for Indigenous Peoples (1995-2004) have largely been ignored in France. Despite instances of so-called 'ethnic cleansing', the number of people classified as 'indigenous' is on the increase. The current estimate is about 300 million, the majority of whom are in Asia.

The rights of these people are increasingly being embodied in national constitutions, particularly in the Americas, where autochthonous populations were all but wiped out through conquest. In 1982, Canada acknowledged the ancestral and treaty-based rights of the original inhabitants while, further south, the past decade has seen a number of countries (Guatemala, Ecuador, Mexico, Colombia, Bolivia, Brazil, Peru, Argentina and Paraguay) progressively granting various degrees of recognition in their constitutions. Elsewhere in the world, indigenous people are again coming under the spotlight. Examples include the Maoris in New Zealand, the Aborigines in Australia (who previously had no status, their land being considered *terra nullius*), the Ainu in Japan and the Siberians in Russia (in the wake of *Glasnost*). In parallel, international law is progressively giving them greater prominence. Their rights are beginning to be mentioned in certain texts such as ILO Conventions and the draft Declaration on the Rights of Indigenous Peoples, which is being debated at the UN. Since 1982, the UN has even given indigenous people a forum in the shape of a *working group*, which is their main consultative body within that organisation.

Yet the law can get it wrong and confusion surrounds their cause and status. At international level,

* Professor at the University of Aix-Marseille III (France). Author of *Aux confins du droit*, Odile Jacob, 1991; *Droit des minorités et des peuples autochtones*, PUF, 1996, (in collaboration with S. Pierré-Caps and J. Poumarède); and *Introduction historique au droit*, Paris, PUF, 1998.

only one major text currently deals directly with indigenous people. This is ILO Convention 169 adopted in 1989¹. Moreover, international law is *consensual*. Countries are not obliged to sign up to the Convention (France is particularly wary about it) and even those who do run no risk of incurring legal penalties should they fail to apply it. Declarations, meanwhile, may look like 'laws', but their impact is purely political. In fact, they have no legally binding effect – because the 'international community' is not a world government.

There must also be doubts about the extent to which constitutional provisions adopted under domestic law are actually applied. This is particularly true of undemocratic states whose constitutions may be little more than 'showcases' designed to reassure the outside world. In the past, two of the most liberal constitutions on paper were those of the Soviet Union and Liberia! An additional point is that the constitutional reforms mentioned earlier only benefit a minority of the world's autochthonous communities. Most African states, jealously guarding their sovereignty, seek to sidestep the issue and do not reply to UN enquiries. Alternatively, they claim either that they have no indigenous peoples or that their entire population is indigenous. In Asia, countries tend to reject the very term 'indigenous'. It is viewed as a potential threat to the state's integrity, since it implies the possibility of a right to self-determination for the groups involved. 'Tribal' is the more favoured adjective. This merely highlights the fact that the lifestyles of certain groups in a country differ from those of mainstream society.

The conceptual haze is exacerbated by the fact that there is no current legal definition of what constitutes an 'indigenous people' in the international instruments – although certain descriptions are gaining currency simply through use. States tend to dislike attempts at formal definition, because they fear the consequences. Organisa-

tions representing indigenous people are not necessarily any more enthusiastic about defining the term. This is because using certain definitions, a number of communities could actually be excluded from 'indigenous' status. They prefer 'self-definition'. The idea here is that apart from a few basic and more or less objective elements (language, lifestyle, beliefs, etc), an indigenous person is one who feels himself to have that status, and who is accepted as such by the group to which he relates. This argument has the advantage of avoiding any drift into racism or ethnicity (French usage is decidedly pejorative, although it reflects what are essentially cultural elements, as does English usage).

However, despite the fact that international law does not provide a definition for indigenous peoples, it does accord them certain rights, essentially in terms of territory, language and belief. Other equally important 'rights', such as self-determination, are disputed. This is something which governments dread. To them, acknowledging that a given group is entitled to self-determination is tantamount to offering them independence. States, therefore, tend only to accept this notion in the case of colonised peoples – an approach that carries less risk since colonisation is essentially a thing of the past. Customs are recognised, but what exactly is meant by 'custom' is unclear. The law's recognition may only be limited to traditional and sometimes 'exotic' practices, which have often died out. In these circumstances, indigenous people are no further forward when it comes to mapping out *for themselves* their future in the modern world. They may, after all, want to opt for a somewhat different path. And custom is not something that needs to be rooted in history. It may emerge over a relatively short period.

New legal norms have been developed – for instance the right to the protection of an intellectual heritage (notably, knowledge of the local pharmacopoeia and of ways of safeguarding the environment). Other pre-existing rights are being restated with greater precision. These are found in the ancient treaties signed between the colonial power and the indigenous inhabitants, and are getting a new lease of life through constitutional amendments, court judgments and international instruments. It is worth recalling that in the 17th and 18th

¹ The earlier ILO Convention 155 is no longer open for signature, but continues to bind those states that ratified it and have not subsequently renounced it.



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A young Amerindian from French Guyana.
'Certain populations are undeniably indigenous'.

centuries, Great Britain and France treated the existing inhabitants of North America as sovereign nations. The tone changed in the 19th century when population growth led to much more substantial colonisation, and indigenous people were subjugated. More broadly, one finds support in both UN studies and certain domestic judgments for the notion of legal pluralism – in other words, the idea that Western law should not be the only way to regulate issues in this area. Account must be taken of both past and present indigenous concepts. The UN and international texts also establish a close connection between the rights of indigenous peoples and human rights. Although they are linked, where they are found to be conflicting, the view is that no indigenous right should take precedence over fundamental human rights and freedoms.

The European institutions were late in examining the issue of indigenous peoples but they, too, are now addressing the question. Their definition is less clear than in North America. Europe itself is not generally regarded as having an indigenous population, although it does have a number of minorities. On the other hand, it is the historical cradle of indigenous rights, which were conceived initially in religious terms (in the wake of religious wars). The dichotomy is explained largely by the turbulent history of the continent, which has

seen many population movements and frequent conflicts. Certain groups that we would consider indigenous have died out. Others have lost their land and are now regarded more as minorities. And the status of certain communities is contested. Are the Basques, Bretons, Corsicans, Welsh and Scots 'indigenous', 'minorities' or simply subsets of a single 'people'? In 1991, France's Constitutional Council held that the Corsicans were in the last-mentioned 'category'. However, certain populations – for example the Saami of Northern Europe (formerly known as the Lapps) – are indisputably indigenous. Then there are the inhabitants of Europe's remaining overseas territories such as the Inuit in Greenland (Denmark) and the Kanaka and Amerindians who live in the French territories of New Caledonia and Guyana respectively. Russia also deserves a mention. Although perhaps not wholly 'European' – at least from an institutional standpoint – this country has no fewer than 26 indigenous peoples in its Nordic region alone.

Up to the early 1990s, European states believed that rights drawn up to protect minorities were sufficient to cover the situation of indigenous peoples. They also regarded indigenous status as solely a matter of domestic law. Ideas have

changed in recent years, however. The European Parliament has adopted numerous resolutions on autochthonous communities (mostly groups outside Europe that are particularly threatened). The three aspects most frequently cited in these texts are human rights violations, monitoring of development programmes and environmental protection (deforestation in particular). The resolutions are not legally binding, but they may have a certain impact in that the principles elaborated in them are often highly influential in decisions whether or not to grant significant financial aid. In a similar vein, the European Commission and the EU's Council of Ministers have expressed concern about the issue of indigenous peoples.

France, however, is largely absent from the ongoing debate that is taking place in international fora. Indeed, it has expressed hostility towards the institutional consequences of recognising the right to be different. It adheres to an original and individualistic concept of human rights which precludes any recognition of minorities or indigenous peoples on its territory. Along the same lines, France firmly opposes any affirmation of *collective* rights in favour of such peoples, which would set them up as legally distinct entities within the nation as a whole. There are undoubtedly fears about the effect of such recognition in France's overseas territories, and perhaps also on the mainland. Although this stance is legitimate in historical terms, it has its drawbacks. In the first place, outsiders tend to regard the model as unduly rigid, though a more detailed examination would show that the French unitary state is indeed capable of pluralistic interpretations. In practice, diversity is continuing to gain ground over uniformity (for example, the Constitutional Council has held in favour of positive discrimination). Second, the French attitude isolates it from a number of countries – including some in Europe – that recognise ethnic and regional diversity without jeopardising their democracy (Netherlands, Switzerland, the Scandinavian countries and Spain). It is something of a paradox. France, the birthplace of human rights, favours 'universalism' which appears to leave no room for special exceptions. The key question, however, is whether universalism underpins or curtails the cultural specificity which is so dear to minority and indigenous peoples. ■

N.R.

At the heart of the international debate

by Ayitégan Kouevi*

For some years now, there has been increasingly intense activity in the sphere of international law dealing with safeguarding the rights of indigenous peoples. ILO Convention 169 is the only legally binding instrument on this subject,¹ but within the UN, there has been a steady growth of interest in issues relating to this vulnerable group. One radical innovation was the establishment of a Working Party in 1982. This was set up by the UN's *Subcommittee on the prevention of discrimination and protection of minorities*, and it is specifically dedicated to promoting and protecting the rights of indigenous peoples throughout the world.

From one working party to another

The Working Party is now viewed as a genuine sounding board for the legitimate concerns and claims of indigenous peoples. Made up of five experts representing the major cultural groupings, it has, by virtue of its working methods, enabled autochthonous communities to make their voices heard within the UN system. These communities now firmly believe that their rights are substantially different from those of national 'minorities'². From an initial figure of 250, the number of indigenous representatives involved in the subcommittee's proceedings in Geneva has grown each year, reaching 700 in 1994. The figure is still rising. With the increased involvement of those most directly concerned, the international debate today is taking on a scope

and significance unparalleled in the annals of the UN.

The Working Party was mandated to draw up proposals and, in 1994, it adopted a *Draft Declaration on the Rights of Indigenous Peoples*. It has also given indigenous people their long-awaited opportunity to become involved in defining a common action plan. The aim is to achieve international recognition of their rights as 'indigenous peoples'. Hence the great significance that they attach to the Draft Declaration. The Working Party is currently undertaking a detailed examination of all new developments in this area. But it also seems to be drowning in information about human rights violations supplied by indigenous peoples' representatives. A number of the latter seem to view the Working Party as *the* forum for their complaints – in effect, the UN body has become a victim of its own success. Whatever the difficulties it faces, the Working Party's main 'trump card' is that it is a debating platform, enabling people to acquire a better understanding of the international issues that stem from the claims made by indigenous peoples. The Draft Declaration underlines this point. It sets out both the basic rights and liberties of indigenous peoples, and important specific rights – to manage and exploit their own land and territories; to protect and pursue their traditions, religious and spiritual customs, and rituals; to engage in development, and so on.

We need to recognise, however, that the Declaration is still only a draft. It cannot yet be counted as part of the corpus of international law and there is a long way to go before the text becomes a complete legal package. The main source of delay is a second Working Party, set up by the UN's Human Rights Commission. The Draft Declaration has been under discussion in this body since 1995. Its membership, which is not defined, consists of diplomats

representing their governments and it has become clear that a number of the states most directly concerned concerned balk at taking the next step. The second Working Party, whose operating methods are obviously very different, has been proceeding very much at its own pace, working 'in the light' of the text adopted by the aforementioned Subcommittee. Given the importance attached to the rank and status of the various protagonists now involved in the debate, there is a strong chance that the discussions will drag on for years.

How long to go?

In effect, the discussions are now deadlocked. This is because government representatives have an interpretation of certain rights set out in the Draft Declaration – especially the right to self-determination – which differs completely from that of the indigenous people themselves. This means that a number of points, previously thought to have been established, risk being called into question again. It appears that, in general, the state actors in the process are unhappy with the Declaration as it stands. Their approach is characterised by hesitation, contradiction and lethargy. For the indigenous peoples, however, the draft is a symbol of promise. Accordingly, they plan to keep a close eye on the progress of the text as it works its way through to the UN General Assembly for examination and adoption. They are determined to ensure it is not watered down or rendered inconsistent in the intervening discussions.

So there is still a considerable way to go before indigenous communities achieve international recognition as 'peoples'. This, admittedly, is only one challenge among many facing governments in a rapidly changing global environment. But for how long will they continue to demonstrate their inability to confront it? It has been accepted that the Declaration should be adopted during the International Decade of Indigenous Peoples (1994-2004) – which has another five years to run. We can only hope that, sooner or later, the 'international community' will keep its promise.

A.K.

* Author of a legal thesis entitled 'The United Nations and the Draft Declaration on the rights of the indigenous peoples'.

¹ Cf. Lee Sweptson: *The adoption of the Indigenous and Tribal Peoples Convention (N° 169)*, Law and Anthropology, 7 (1992), pp. 450-70.

² Cf. N. Rouland, S. Pierré-Caps & J. Poumarède: *Droit des minorités et des peuples autochtones* [The law of minorities and indigenous peoples], PUF, 1996.

Indigenous peoples and land rights in sub-Saharan Africa

by Charles de Lespinay*

However situations might differ across the world, there should be only one definition of indigenous peoples – those whose presence was established in a given region before any other settlers and who have a special relationship with this particular region.

Anthropologists say that indigenous status applies to someone who does not claim a traditional origin – who describes himself as having come from the land, descended from the sky or arrived from nowhere. Historians, on the other hand, claim that such status depends on how much we know about a people's historical origins. Practical examples illustrate the difficulties in this area. Can we say, for instance, that the Amerindians are indigenous now that we know that

they have been migrating over the American continent in successive waves for about 50,000 years? Would it be more appropriate to describe them simply as the first occupants? Likewise for the Malagasies, who arrived in Madagascar at the beginning of our recorded history. We also know that certain 'primitive' traditions, particularly in black Africa, are not founded on historical reality. They are constructed myths, designed to provide a basis for society and to give it a more illustrious territorial legitimacy than mere 'indigeneness' would confer in the eyes of more recent arrivals. As every population has migrated at some time or another, how can we reliably identify an indigenous person. Is he the descendant of the first occupant, the founder of a territory, who has no recollection of his earlier origins?

Since indigenous status was defined in ILO Convention No. 169 (adopted in 1989), lawyers have gone on to cite further conditions, in addition to that of earliest settle-

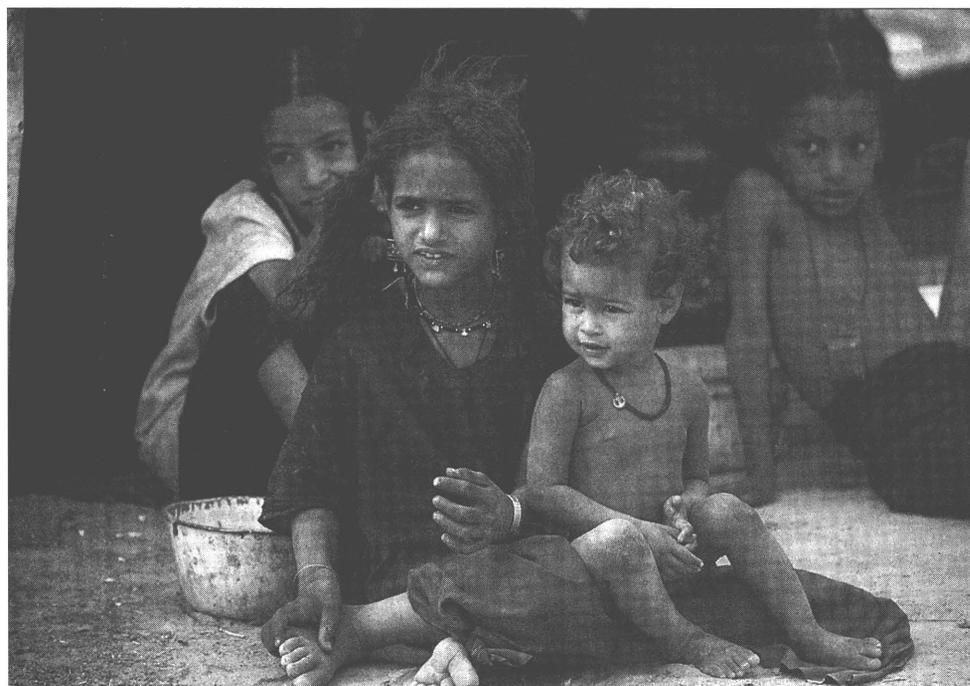
ment. These are; dependence or non-domination *vis-à-vis* the colonists from other parts of the world who subsequently settled in the indigenous people's territory; and the existence of a claim to a separate identity. In the UN context, the Working Group on indigenous peoples (Commission for Human Rights, sub-commission on the abolition of discriminatory measures and the protection of minorities) has taken a particular interest in those who were victims of the European colonisation that began in the 16th century. This is because they are easier to define¹. The draft Declaration on the Rights of Indigenous Peoples was drawn up as a result of pressure by Amerindians, and legal experts tend to view indigenous status as being conditional upon colonisation by people from another continent. In so doing, they disregard the actual circumstances and principal features of indigenous peoples elsewhere in the world, particularly in Africa.

In fact, the origin of the new arrivals has no legal relevance in determining who is indigenous: *the latter are those who have specific rights over a given territory as first occupants*. Some form 'peoples', others bloodlines, which may or may not now be distinguishable in ethnic terms from those around them. Principally, however, some are subjugated and deprived of their heritage while others are not. This has prompted suggestions that 'indigenous peoples are born out of conquest' (N. Rouland) by foreign colonisers. In fact, it seems that their status has emerged as a result of contact with new arrivals not previously known to them, where the newcomers accepted, at least at the outset, a prior claim by those already occupying the territory. The requirement that it should be foreigners who colonise has suggested to others, in Africa, that all black Africans have been indigenous, on their own territory, since human beings first walked the earth (man is thought to have originated in Africa). This conceals the fact that on this continent too, populations migrated to their current territory at different times in history, and that people have moved around over the millennia. Perhaps today's indigenous peoples were conquerors in the long-forgotten past.

* Jurist and historian. Law and Culture Centre, University of Paris X – Nanterre. African Research Centre (CRA), University of Paris I.

Young Tuareg girls.
'Western or westernised jurists have gone so far as to categorise some peoples as indigenous simply because they are nomadic and the victims of exclusion'

The Courier



¹ We might well ask why UN jurists have not broadened their concern to other indigenous and colonised populations, such as the Armenians who survived the genocide carried out by the Ottomans, or the Kurds in Turkey, who are geographically so close to Europe.

Indigenous peoples in Africa

The complex circumstances surrounding indigenous status, the extremely ancient history of settlement in Africa and a lack of accurate historical knowledge have long been a source of concern to western or westernised jurists. In 1992, they went so far as to categorise certain people as indigenous simply because they are nomadic and victims of exclusion (Tuareg, Peul, Pygmy, etc.). All others were excluded from the definition because of their non-migrant characteristics, despite the fact that, in some places, the settled communities predated the nomads (for example, the Soninke in ancient Ghana and the Teda in the central Sahara). Exclusion, which obviously occurred after the 'peoples' in question came into being, therefore became a criterion for indigenous status. Other groups were thought to be too much of a mix for it to be possible to make the distinction between indigenous and coloniser. In addition, there was the view that African countries could not possibly have 'indigenous problems' – because the colonists had left and they were now 'free'.

No-one has seriously asked whether the African states of the post-colonial era might nowadays – at least on the issue of indigenous land rights – be more properly regarded as the successors to colonialism. These countries may have been liberated from colonial rule, but not without adopting many of its characteristics – the unitary system of law, 'civilising' standardising philosophies and authoritarian methods. Indigenous peoples conquered by the colonists have not actually been 'liberated' by the independent states that followed, although the post-colonial position is supposed to represent an improvement on the previous chaotic situation.

In fact, indigenous peoples in black Africa have land and territorial rights like any other populations, whether African or not, who arrived on the scene after them. They also have something special – their antecedence and thus a privileged, *religious*, relationship with the soil. In sub-Saharan Africa, religion has a particular bearing on all aspects of land rights. Indigenous people, even under the yoke, are often essential to their new political masters because they form the preferred link between mankind and the spirits of soil and nature that are held in such awe. They are acquainted with the natural world, the plants and the animals – which are perhaps their allies. So they may become members of a kingdom's council of ministers, play a role in appointing the chief, preside over the numerous rituals that legitimise political power, and exercise significant

religious power, particularly involving the relationship between the gods of the underworld and man's ancestors. Their permission is often required when land is allocated for cultivation.

People of the land

Not all indigenous peoples inherit this kind of power over land rights, even if they are believed to have certain 'supernatural' powers. Only descendants of the founder of the settlement have power over land, authority being delegated to a representative who may be a chief or senior member of the bloodline, be chosen from a number of bloodlines, or be the priest of a superior protective divinity. The 'man of the land' is often forbidden to move around a region or to leave his territory because, with him gone, the link with the land would be broken.²

On account of their special relationship with the land (and with water), indigenous peoples may also see themselves as sole holders of the right to settle, clear and cultivate land, and to fish in the lakes and rivers. They confer this right on the new arrivals, often in the form of gifts of land or temporary loans. They have marked out their entire territory with trees and sacred sites, sites of ancient settlements, wells and place names, and they have improved the soil, water supplies and forest.

Their link with the land sometimes confers duties on them and requires them to carry out certain rites. For example, the Mofu (Cameroon) and the Hadjeray (Tchad) alone may excavate the earth to bury the dead. The Kabiye (Togo) are responsible for purification rites and the Baynunk in Casamance (Senegal) – and the Joola, through contact with them – hold sway over medicinal plants and have their own sacred 'healing woods' to which people come to be cured, having sometimes travelled great distances.

Unlike those who arrived later, they are unaware of their origins and have constructed a myth to explain their presence on their current territory. The myth often describes them as having been born of the natural elements. They have descended from the sky, like the Kabiye in Togo, or have sprung from the soil like the Mamahun and the

Ifita in Benin. They have come down from the mountains like the Mofu in Cameroon, or have emerged from the forest like the Twa in Rwanda. They were born of land made fertile by the sky like the Dogon in Mali, or are children of both the soil and the rain like the Baynunk. Others have invented origins that give them equal standing with their conquerors or link them with the mystical East from which Islam and Christianity come. But indigenous peoples are primarily 'children of the land'.

In Burundi, the ancient kings (now seen as of 'foreign' origin) were portrayed as chiefs of an underworld monarchy with special links to the soil. The king himself, born of scattered seeds, inhabited the underworld throughout his territory and guaranteed the fertility of the crops. It is said that he could disappear into the soil and had the power to allocate land to those who sought it. In Casamance (Senegal), the ancient indigenous master of the land, whose power is nowadays restricted to religious and social spheres, is known as 'the rain king'. The Joola word for rain (*emit*) and its Baynunk counterpart (*din*) also mean the supreme divinity and the sky. Amongst the Baynunk, the 'din' linguistic root denotes 'year', 'well' and 'source/spring' as well. In many places, indigenous people have effectively become the hostages of the new arrivals since, as masters of the land or sacred woods, they are seen as able to ensure that contact between man, the gods and nature is maintained. This practice appears to have been commonplace among the *Joola* and *Balant* conquerors in Senegal and Guinea Bissau in their dealings with the Baynunk.

Land and territorial issues

The above discussion shows that there can be considerable advantages both in encouraging the claims of indigenous people and in disregarding them. According to *J.P. Magnant*, many invading populations (including those from the west) regard indigenous inhabitants as inferior and the latter are often made to feel ashamed of this although they are proud of their past. Currently witnessing their remaining vestiges of local religious-based power being whittled down due to the expansion of Islam or Christianity, they must either argue their claim or be subsumed altogether with what remains of their land and territorial rights. Nowadays, local authorities are keen that conquered indigenous peoples should not reveal their origins. For them, the best way to make the 'problem' go away is to sieze their land and places of worship or to assimilate them linguistically.

² There are many works dealing with indigenous peoples and masters of the land in Africa and it is not possible to cite them all here. We would nevertheless refer readers to J.F. Vincent, D. Dory et R. Verdier, *La construction religieuse du territoire* (Paris, L'Harmattan, 1995, 379p.) for comparative and anthropological data in African and non-African situations which are free from a *priori* legal definitions.

Many intellectuals and legal experts believe that if a group can lay claim to a specific language and culture, it constitutes an 'ethnic group'. Despite the fact that common rules and an awareness of a particular historical identity may persist, for many, the loss of a specific language and culture signals the disappearance of an ethnic group, together with its specific rights *vis-à-vis* other populations. This explains why, in some cases, there are those keen to claim that indigenous people no longer speak their own language and have blended in with the rest of the population. Others argue that a particular indigenous group never really existed and that their name simply denotes that their ancestors were merchants or pagans (this is the case with the Baynunk).

Claims generally concern the protection of a people's sacred heritage (such as places of worship, cemeteries and historic sites), farm land and forests, and areas taken over by more recent arrivals or by the government. Some African countries have 'nationalised' land and forests. In so doing, they have paid little heed to the centuries-old rights of the inhabitants (whether indigenous or not), over lands that have long lain fallow, managed forests and sacred woods. These are places which should have the same status as churches, chapels or mosques, but they are deemed to be too numerous. The secular state regards itself as the successor to the former masters of the land whose authority was based mainly on religious and local power. The result is conflict between the latter and state land law.

A little understood aspect of the crisis in the Great Lakes region (Rwanda, Burundi and the eastern part of the former Zaire) deserves a mention. Arguments about indigenous status have been deployed as a basis for seizing power and exterminating 'others' or expelling them from a particular territory. The Hutus are often depicted as successors to the Twa (though no-one asked them!) The Twa, in turn, have been regarded as 'pygmies' and therefore the 'ancient' indigenous peoples of the region. The Tutsis, meanwhile, are inaccurately held to be non-indigenous and therefore 'foreign'. In acts of attempted genocide spanning a period of 40 years, people from each side have attempted to exterminate the other. This illustrates the tragic consequences that can flow from focusing on 'indigenesness' in a situation involving dominant and subordinated communities. This conflict is based on mythical ideas about ethnicity. The truth is that the divisions are long-standing socio-economic ones that have accumulated over the decades, leading to today's bitter resentment. The situation is fomented by politi-



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cians, religious groups, intellectuals and an incompetent media.

Dogon weaver.
*'Born of the land made fertile
by the sky'*

Conclusion

In Africa, indigenous status is claimed by subjugated populations who want primarily to preserve or recover their territorial space, land and rituals. They also want to reassert their identity, something which is indissolubly linked to their territory. They seek to do this within modern states that are the successors to the former colonial system. Preserving a way of life or a language tends to be of lesser importance.

In the Casamance area, the problem is complex and somewhat different. Some demand autonomy within Senegal, others seek outright independence and the problems spill over into Gambia and Guinea Bissau. But those making the demands are not the indigenous inhabitants (the Baynunk) who have long been subjugated. Instead, it is their 'conquerors' who took over the indigenous people's traditions for their own benefit. In so doing, they indirectly rendered a service to the original inhabitants.

If indigenous status is to be regulated, both subjugated peoples and other indigenous populations (or those regarded as such) must be taken into account, with all their disparities. Some will require protection while others may need none. Observation of realities in the field and of what indigenous status actually means should take precedence over the artificial distinctions of lawyers which are not valid and take no account of indigenous peoples' aspirations. Is there, in fact, any need to devise dubious legal distinctions in this area. Isn't it enough simply to meet the aspirations of subjugated peoples (whether 'indigenous' or so-called 'ethnic minorities') by protecting their cultural, land and territorial rights? ■

C.D.L.

'A long struggle for our rights'

This article has been supplied by the International Alliance of the Indigenous-Tribal Peoples of the Tropical Forest (see box).

The struggle for our rights as indigenous peoples stretches back to the time when colonists first invaded our territories to desecrate our lands and plunder our resources. Those fifty million of us who live in tropical forests have always been particularly vulnerable to exploitation and oppression: logging, mining, cattle ranching, forced relocation and other forms of colonisation which have plagued our history with death and despoliation. We indigenous peoples number over 300 million and, with our 4000 languages and cultures, constitute as much as 90% of the world's cultural diversity. Our territories are also found in the areas of the highest biological diversity – particularly forests and coral reefs.

The fact that indigenous peoples have nurtured species variation for thousands of years has made possible the current breadth of biodiversity. Indigenous knowledge, expertise and understanding of biodiversity have been amply documented and demonstrated to be based on sustainable principles. Throughout forest regions, indigenous peoples carry out agricultural practices which rely extensively on promoting biodiversity. These are encoded in our customary laws and have been practiced for thousands of years.

Indigenous production consists of the knowledge and sustainable use of vast numbers of different species. Indigenous peoples have been innovative in developing and encouraging species diversification and make full use of the range of those available in any area. The harvesting of forest resources provides fruits for food and drink, medicines, shelter, pesticides and clothing. The knowledge and skill in managing a variety of ecological zones demonstrate the enormous flexibility of our biodiversity management

potential. The effect is a connection between territory, culture and our identity as indigenous peoples.

Unfortunately, this mutually beneficial relationship between indigenous peoples and forest biodiversity is threatened by the strains which we find in those areas invaded by colonists. These outsiders are eager to seek their fortunes and displace us, the prior inhabitants. We indigenous peoples are thus colonised peoples. The open access which states have given to colonists and multinational companies to extract our forest resources limits our possibilities for sustainable production and unleashes destructive forces on the environment.

Over the last 20 years, however, the international mobilisation of indigenous peoples has succeeded in drawing some attention to the threats which hang over us. One consequence of this has been the increasing significance of indigenous rights in the activities of the United Nations. In 1993, the Sub-Commission on the Prevention of Discrimination and

the Protection of Minorities approved the draft International Declaration on the Rights of Indigenous Peoples. This document provides a minimum set of standards for the recognition of our rights. Since then, the Commission on Human Rights has been discussing the establishment of a Permanent Forum for Indigenous Peoples which should consist of a focal point in the United Nations system which we can address.

Parallel to these human rights initiatives, the United Nations has also established a process of creating and implementing global instruments on the environment. The 1992 UN Conference on Environment and Development (UNCED) at Rio was a critical part of this process. Agenda 21 and the Convention on Biological Diversity (CBD) were the main documents arising from the UNCED meeting. Indigenous peoples are one of the major groups affected by Agenda 21 and are mentioned several times in the CBD. This is because we live primarily in areas which are exposed to environment destruction. Indeed, we indigenous peoples from the tropical forest consider that the fate of the environment is totally bound up with our survival – our destinies are intertwined.

Throughout forest regions, indigenous peoples carry out agricultural practices which rely extensively on promoting biodiversity



Indigenous peoples organised our own meeting at Kari-Oca, parallel to the Rio summit. The Kari-Oca Declaration which came out of that meeting has become established as the definitive statement of indigenous peoples about the environment. Its 109 articles cover human rights and international law, lands and territories, biodiversity and conservation, development strategies, culture, science and intellectual property. An indigenous representative, *Marcos Terrena*, was allowed to present the results of the Kari-Oca meeting to UNCED and summed up the indigenous perspective when he said: 'We affirm that we are indigenous peoples with inalienable rights to self-determination and to our ancestral lands. Until these rights are recognised and respected by the governments of the United Nations, any talk of protection of the environment and sustainable development can only be rhetorical.'

The Commission on Sustainable Development (CSD) was established in 1992 on the recommendation of Agenda 21. Whereas in the first years of the CSD few indigenous peoples participated, by the fourth and fifth session, larger numbers were attending. The Intergovernmental Panel on Forests (IPF), a subsidiary body of the CSD, addressed indigenous questions at its second and third meetings. As a result of indigenous peoples' lobbying, the governments of Denmark and Colombia sponsored an intersessional meeting of the IPF in Leticia, Colombia, to look at the environment and rights of indigenous and forest-dependent peoples. The resulting Leticia Declaration and Plan of Action complemented the Kari-Oca Declaration and constituted a significant development for indigenous peoples in relation to environmental questions.

The Leticia declaration recognises the fundamental rights of indigenous peoples, such as the right to self-determination, the importance of forests to indigenous peoples, the need to maintain cultural diversity, and the recognition of land and territorial rights. It also says that indigenous peoples should have priority in decision-making over forest questions which affect them. The General

Principles place rights at the centre of forest decisions and these must be respected. Indigenous peoples should control the management and conservation of their resources and their institutions must be recognised and strengthened. Participation should be equal at all levels and the draft UN Declaration on the Rights of Indigenous Peoples should be the basis for the recognition of our rights. The results of Leticia were lobbied and reflected in the reports of IPF4, CSD5 and the United Nations General Assembly Special Session (UNGASS) in 1997.

The Convention on Biological Diversity came into force in 1993 and has been ratified by over 100 governments. The CBD focuses on the rights of States although indigenous peoples are mentioned

The International Alliance of the Indigenous-Tribal Peoples of the Tropical Forest is the worldwide network of the organisations of indigenous and tribal peoples living in tropical forest countries - in Africa, Asia and the Americas. The alliance was founded in 1992, during an indigenous conference in Malaysia, where the Charter of the Alliance was agreed. The alliance has an international Technical Secretariat based in London.
 Tel.: (44 171) 587 3737
 E-mail: morbeb@gn.apc.org

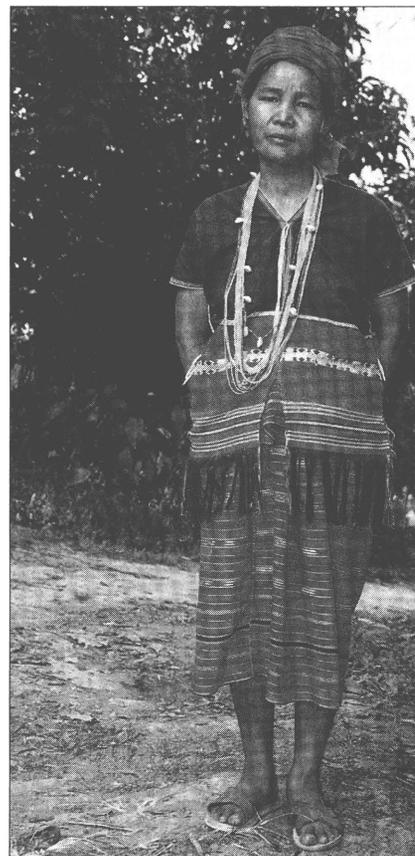
in several articles, particularly Article 8j, which says that national legislation should 'respect, preserve and maintain knowledge, innovations and practices of indigenous and local communities... and promote their wider application with the approval and involvement of the holders of such knowledge... and encourage the equitable sharing of the benefits'.

The CBD is implemented by an inter-governmental forum known as the Conference of the Parties (COP) to which indigenous peoples have very limited access. Nevertheless, at COP3 in Buenos Aires, indigenous representatives made our concerns about the CBD known to the governments: the heavy focus on state sovereignty; the emphasis given to protected areas without acknowledging the rights of those peoples living in them; the way benefit

sharing comes under the control of the state; and the threat of the expropriation of indigenous knowledge for commercial purposes. As a result of lobbying, an official CBD meeting was held on indigenous peoples in Madrid at the end of 1997, which proposed to COP4 in Bratislava that a Working Group should be established under the COP for indigenous peoples. This was approved and the first meeting will take place in Montreal in 1999. Indigenous peoples have thus been successful at getting our voices heard at the United Nations. The task is to ensure that our demands are understood and respected.

Two principal problems face indigenous peoples and their relationship to the environment. The first comes from large scale development projects and multinational companies. For many years, we indigenous peoples have tried to convince governments and companies to establish controls so that environmental damage can be addressed directly. Particularly relevant here is the World Bank Operational Directive 4.20 which is currently being revised. The policy aims to protect indigenous peoples from the adverse impacts of Bank projects and also opens up the possibility of indigenous participation in the development process. Although the policy has been used successfully in campaigns, the Bank is still a difficult institution to deal with as it lacks transparency and accountability. Furthermore, private enterprise should take on board the principles included in the World Bank's Operational Directive.

Of all the environmental problems facing indigenous peoples, some of the gravest threats come from protected areas. The classic model of conservation poses serious problems to us. Not only does the imposed vision of nature accord very little with our own perception of our territories and natural forces, but it also leads us into direct conflict with state agencies that seek to take over our lands in the name of conservation. 'National Parks' and other protected areas have led directly to serious human rights abuses and the forced relocation of indigenous peoples from our ancestral lands. Often our customary ways of managing and controlling



Scenes from a ceremony held in Maesai District, Chiangrai, Thailand on the occasion of a meeting of the International Alliance of the Indigenous-Tribal Peoples of the Tropical Forest. The photograph reproduced earlier in this article also features part of the ritual. It involves 'giving the forest back to the God for protection', and celebrates the use of traditional Lisu knowledge in conserving the forest.



our traditional lands have been thrown into disarray by the imposition of external rules and regulations, undermining the authority of our leaders and causing impoverishment and environmental degradation. Fortunately, since the mid 1970s, some conservationists have taken note of these problems and the IUCN at its recent Montreal Congress took important strides towards recognising indigenous rights. Furthermore, the Worldwide Fund for Nature has now adopted its own policy on indigenous peoples and conservation which explicitly re-

cognises our rights to our territories and to free and informed consent about what happens on them.

The recently approved indigenous policy of the European Union is the latest welcome initiative to recognise the rights of indigenous peoples in relation to the environment. The policy has been adopted by the Commission and has the broad support of many indigenous peoples throughout the world. The EU policy recognises indigenous rights and our contribution to the conserva-

tion and sustainable use of the environment. It also recognises the dangers from externally imposed development programmes which take place without our consent. Indigenous peoples' rights have come a long way in the last 10 years. What remains is for these constructive and positive initiatives to be proved useful in practice through their implementation. After all, the UN and other international bodies will only receive the respect due to them if they act on their positive words and support the recognition of the rights of indigenous peoples. In this way we can all secure a healthy environment to the benefit of everyone. ■

Responding to change in Inuit society

Can global partnerships help us?

by Aqqaq Lyngé*

I came to realise early in childhood that the society in which I grew up is unique. Not only do we Inuit live in what people further south describe as a cold and sometimes harsh environment, but we live as one people and one culture across a vast Arctic territory ranging from the Far East of Russia to the east coast of Greenland. For millennia, we lived in harmony with the tundra and the ocean by observing the weather, by respecting ice floes, by learning the patterns of animal migrations, and by understanding the cyclical disappearance and return of species. It was this traditional knowledge passed on from generation to generation that enabled us wisely to manage the living resources of the land and sea for our benefit. And it is in this environment that we continue to live.

Today, our society remains unique but it has also rapidly changed. We continue to rely on our environment for physical, spiritual and cultural nurturing. Yet due to the rapid technological and development forces that we have experienced, Inuit across the circumpolar Arctic are facing enormous social and economic upheaval. We also face new opportunities. We are impacted upon by outside forces that often seem beyond our control. We are experiencing social change which we feel should somehow be within our control. Inuit all agree on one thing: we must better manage the change around us. We must respond both internally and externally to the changing local and global landscape if we are to retain our culture and our ability

to thrive in this vast Arctic region. Do we respond by insulating ourselves from the rest of the world? Or do we forge global partnerships that can be mutually beneficial? And if the answer is the latter, then how do we determine the type and nature of these new relationships?

In this article, I will briefly describe who we are, outline the changes we have faced and tackle the question of how global partnerships can help us respond to the changes we are experiencing in our communities.

Who are we?

The world's 152,000 Inuit live in four nation states and are indigenous to the Arctic. Inuit live in the coastal regions of Greenland, northern Canada, Alaska and the Chukotka Peninsula in the Russian Federation. We have lived here for millennia and, despite the great distances between us, the vast Arctic territory we cover and the diverse colonial influences we have endured, Inuit have maintained a very similar lifestyle and a common language. Inuit are, for the most part, a coastal people who have relied on our intimate relationship with the environment, taking from it sea mammals, terrestrial animals, birds, eggs, berries and fish.

Since before the early 1700s, colonial, and later, modern-day governments cut artificial boundaries through our homelands, presenting us with enormous difficulties. Not only were Inuit subject to colonial influences that changed us forever, but because of foreign political boundaries, we lost a sense of Inuit unity across the circumpolar north. They took our land rights from us and we were divided among different political maps. It was not until decades, indeed

centuries later, that we came to understand our place in the world and how our relationship to these foreign entities was, at the least, dependency-creating and, in many instances, overtly destructive. Yet through our political struggles throughout most of the Arctic, we survived and remained committed to living in peace with our new neighbours, our former colonisers.

Greenlandic Inuit

Today there are 55,000 Greenlandic Inuit, who still have political and economic ties to their former coloniser, Denmark. In fact, 6000 of these Inuit live in Denmark today. In 1979, Greenland established a 'home rule' government which gives Greenlanders control over many resources and decisions. The exceptions are foreign affairs, monetary policy, the police and the judicial system. Greenlandic Inuit rely on the sea for much of their income, and hunters and fishers continue to play a strong economic role among other trades and professions such as government services, tourism, small-scale mining and the export trade. Most foreign exchange is derived from the fishing industry. In most villages, Greenland's culture and language is thriving, yet social indices such as suicide rates, alcohol abuse and domestic violence are escalating. Greenland continues to be strongly connected to Europe while at the same time has close ties to North America.

Canadian Inuit

In northern Canada, there are 45,000 Inuit scattered across Labrador, northern Quebec and the Northwest Territories. Over the past fifteen years, Inuit from different regions have negotiated various forms of land claim set-

* A Greenlander and writer who is currently President of the Inuit Circumpolar Conference.

tlement with the Canadian government. In 1999, a new, predominantly Inuit territorial government called *Nunavut* will be carved out of the existing Northwest Territories giving approximately 25,000 Inuit a large measure of self-government. Canadian Inuit also continue to rely on fishing, sealing and whaling for food. Rapid development changes such as northern mining, tourism and cultural influences have had both positive and negative effects on the Inuit population and, as in Greenland, social indices in some areas are of major concern.

Alaskan Inuit

Alaskan Inuit number 50,000. Most live in the coastal regions of Alaska and continue to rely on whaling, fishing and subsistence hunting for a major part of their well being. They are politically influenced by both American policies aimed at indigenous peoples and by the Alaskan State legislature, which is increasingly supporting non-native Alaskans, at the expense of indigenous peoples. Most of the former group have moved into the state from further south in the past few generations and they now greatly outnumber Alaskan natives.

Russian Inuit

Across the Bering Strait from Alaska in Chukotka live the Russian Inuit, known as Siberian Yupik. The Yupik number only 2000 and they live today among 86,000 Chukotkans, 25,000 of whom are from other indigenous groups. Until the collapse of the former Soviet Union, there was very little exchange between Yupik and other circumpolar Inuit. At the start of the current century, ethnic Russians moved into Chukotka taking up positions as teachers, doctors, and industry managers, among others. At the beginning of the 1990s, there was a rapid exodus of many of these people. Starting in the 1950s, the hunting and whaling rights of

most Chukotkan Inuit were taken from them. In order to provide food for the people, a Russian whaler would, for example, drop off whales at each Yupik village along the coast. In the early 1990s, this centrally-planned service came to an abrupt halt. A generation whose hunting skills had been lost faced a dramatic reduction in food supplies upon which it had become dependent. Today many people lack food, medicines and the basic necessi-



Canadian Inuit choir and drum dancers.

ties of life. Some have resorted to eating dogs and others are suffering increasingly from disease. Stress levels and psychiatric illness are also on the rise. Death rates, especially those related to accidents and alcohol, have dramatically increased over the past few years. Household heating in this cold environment is often dramatically reduced to just a few hours a day and, in some cases, heating fuel is lacking altogether. Russia's Arctic indigenous peoples, including the Inuit in Chukotka, face serious and immediate dangers.

Changing Inuit societies

As described above, Inuit in all four countries have experienced colonial influences, technological change, political upheavals and, in some instances, severe social stress. Yet we have demonstrated that we are resilient. We have thrived as a people and, with certain exceptions, have been able to take on technologies and methods from the out-

side world and adapt them to our world for our benefit. We have been less successful in dealing with outside forces such as the collapse of the sealskin market, for example. This was brought on, in part, by the European Union's ban on the import of sealskins in 1983. Further contributing to social stress in many Inuit villages have been the well-financed negative campaigns by animal rights groups. The US government's Marine Mammal Protection Act (MMPA) has also had an impact on our lives. This excludes virtually all imports of marine mammal products, even of species not considered endangered or at risk. Outside forces have had detrimental effects on us, yet we must continue to strive to find answers to these difficult questions, take control of our destiny and maintain our spirit.

Inuit are at a crossroads. We must look at new ways of operating on a globalised planet. Although hunting, fishing, whaling and gathering food will continue to be the backbone of our society, Inuit must come to understand that, to maintain our culture and environment, we must start to make stronger international links. There is, admittedly, an irony in this analysis. To maintain our way of life, I argue that we must reach out. It is the *nature* of this reaching out that will determine how successful we are in rebuilding our strong and vibrant past, and maintaining our way of life.

The Inuit Circumpolar Conference

In response to recognition among Inuit that we were being divided by the interests of nation-states, and the need for a common approach to many of the Arctic's problems by all Inuit, the Inuit Circumpolar Conference (ICC) was founded in 1977. ICC's founding principles included a commitment by all Inuit to promote unity among us, to work towards safeguarding the Arctic environment, to promote the

rights and interests of Inuit at the international level and to actively seek the involvement of Inuit in all policy-making and decisions affecting the circumpolar north. ICC holds a general assembly every four years in which delegates from the four countries meet to elect an executive council and president, and to discuss policies, develop strategies and plan activities for a four-year period. It is also a time of celebration of culture, music and art. It is a milestone event to promote and celebrate our unity. The ICC is well situated to be a key player in assisting all circumpolar Inuit in forging global partnerships for their benefit.

Forging global partnership

International trade within the circumpolar north, as well as with Europe and other parts of the world, can serve as one vehicle for Inuit to improve their economic and hence social and cultural well-being. We are, by tradition whalers, sealers and hunters. We have experience in clothing manufacture, especially using sealskins and other animal products. We have experience in making beautiful handicrafts as well as world-renowned works of Inuit art. We are starting to become experts in 'exporting' our environment – by inviting eco-tourists from around the world to share our land and culture. If we are to derive the best possible benefits from international trade, and ensure that trade barriers are removed, we must be willing to work with global entities such as governments and selected businesses.

In 1983, ICC gained NGO consultative status at the United Nations, enabling it to speak at important international fora such as the UN Commission for Human Rights and the UN Working Group on Indigenous Populations. At the UN, ICC, in solidarity with many other indigenous peoples' organisations, has played an active and important role. Inuit will need to strengthen partnerships with other indigenous peoples and with UN government members. The World Council of Indigenous Peoples (WCIP) is another

important vehicle through which Inuit could be assisted and receive assistance from other indigenous communities.

Although ICC played a key role in the recent establishment of the eight-nation Arctic Council, we must ask ourselves if this is a partnership in which we should continue to play an active role? Membership is only open to governments. Issues of importance to Inuit (such as military questions) have been excluded from the agenda and, more recently, the USA has threatened to veto any project proposal that deals with marine mammals. The former Arctic Environmental Protection Strategy, which has been incorporated into the new Arctic Council, has, some say, been weakened. ICC agrees with these criticisms, but believes that the Arctic Council nevertheless is a partnership we should maintain and work within to improve. Despite membership being restricted to the eight Arctic governments, we have been able to negotiate status as Permanent Participants, which essentially gives us the right to participate equally in all ministerial summits, senior governmental officials' meetings and working group activities. We will continue to fight within the Council to have our voices heard on issues of marine mammals in spite of certain objections. Marine mammals and other components of the Arctic environment make up a whole, and we believe single items cannot be subtracted from the equation without compromising the ability of the Council to deal with the Arctic as a whole.

What about non-governmental organisations? ICC and Inuit will need to forge greater partnerships with NGOs, but may need to do so with caution. There are many overlapping goals among Inuit and a vast number of NGOs worldwide. However, the sheer volume of special interest groups, and the inconsistent goals that many NGOs have from region to region or country to country, make partnerships difficult in many cases. Yet, Inuit must join hands where warranted if Inuit society is to meet the challenges ahead.

What about the EU? Inuit have not had very strong links to the EU over the past decade, but several factors may allow this to change. For example, the recent initiative by the European Commission to establish a strategy document on aid to indigenous peoples is encouraging. Also, the assistance that the EU has very recently provided for Russian indigenous peoples who are in dire straits has been very welcome. We must also find ways in which the EU could partner us in expanding our trade of marine mammal products, among others things.

The way ahead

I have identified only a few examples of how broader partnerships and alliances may help Inuit in tackling the pressing societal and cultural issues facing us. Inuit have a history of peaceful coexistence with governments and institutions on our own terms. In order for circumpolar Inuit to face the future with optimism, to deal with our critical concerns and to ensure our survival as a people, we will continue to forge broader alliances with indigenous peoples, foreign governments and regional and global organisations.

Inuit society has changed and will continue changing. Yet our economic, cultural and spiritual expressions will still be strongly based on the Arctic environment that has sustained us for thousands of years. The Arctic is no longer environmentally, politically or economically isolated. We Inuit must come to terms with this fact and reach out to the broader world while maintaining our independence. We will base our future decisions on our own strengths and knowledge of our environment, and on who we are as a people. ■

A.L.

The land of Araucanía

by Aldisson Anguita*

The Mapuche, the 'people of the land' (in the Mapuche language, Mapu means land and Che means people), are the principal indigenous population in Chile. They are also found, in smaller numbers, in Argentina. The author of this article is the coordinator of the Mapuche Inter-regional Council. The Council was set up in March 1993 in Temuco, the capital of Araucanía, by a number of Mapuche associations, institutions and communities, to act as a central body.

The Mapuches are one of South America's oldest nations. They used to occupy a huge area covering the southern parts of what are now the Republics of Chile and Argentina. The arrival of the Spanish in 1541 sparked off one of the cruellest and longest wars in history, an era of great military epics and heroic acts by brave warriors.

As the Spanish were unable to subdue the Mapuche by force of arms, they were obliged to enter peace talks. The Treaty of Quillén was signed on 6 January 1641. This recognised, *de facto*, the independence of a territory bordered by the River Bío Bío (in Chile's eighth region) in the North and the River Toltén (in the ninth region) in the South. This was achieved at the cost of about half a million Mapuche lives. The peace established with the Spanish crown was not, however, the end of the conflict, as certain colonists subsequently sought to 'acquire' people to put them to work as slaves further North.

Following Chilean independence, and the establishment of a Republic in 1810, covetous eyes began to turn towards the Mapuche lands. In 1868, the Chilean army was mobilised and the suppression began. Again, many lives were lost and this period in Mapuche history is now remembered as the 'reign of terror'. Women were abducted, children sold as slaves and the menfolk were taken prisoner or simply murdered 'to set an example'. In Chile, the carnage was referred to as the 'Pacification of Araucanía'. Argenti-

na's 'Desert Campaign' had the same objective.

For the Mapuche people, military defeat signified the beginning of a long struggle for survival. Whole communities were subjugated and forcibly moved to reservations, where the land was of poor quality. Confiscation of land was facilitated by successive governments, interested only in a quick solution that would mollify the *latifundistas*, regardless of the legal position. The Mapuches were denied ownership of land and Araucanía was held to belong only to the State.



Mapuche peasant.
'Whole communities were subjugated and forcibly moved into reservations, where the land was of poor quality.'

Accordingly, during the 19th century and first half of the 20th century, Mapuche territory shrunk to almost nothing. The population was completely marginalised and driven into poverty. Despite the endeavours of the *lonko* (Mapuche community leaders) to approach the national authorities and obtain a reversal of

the situation, all was in vain. Subsequent years saw the enforcement of numerous laws that were largely unfavourable to the Mapuche population. Huge numbers of people were forced to leave their ancestral lands. Their only chance of employment was to enter a life of servitude. Many were forced to eke out a meagre existence on the outskirts of the major towns and cities. This treatment prompted the creation of a number of Mapuche organisations whose *raison d'être* was to address their own poverty and the lack of understanding shown by others. Ancestral institutions continued to exist in the countryside, with communities retaining their hereditary leaders (*lof*) and traditional religious elders (*machi*).

Current situation

According to the 1992 census, there are about 1.5 million Mapuche living in Chile today – representing about 11% of the total population. They are widely distributed in rural areas, towns and cities. Some 500,000 live in the capital, Santiago. The Mapuche organisations themselves have had a chequered history. Although they have retained strong links with their religious beliefs, they have also become politicised and militant. In difficult times, they have demonstrated a capacity to react and to unite their forces to fight for a common objective.

In 1993, after Chile's transition to democracy, the 'indigenous peoples' special law' (no. 19253) was promulgated. Under this law, the state undertakes to protect indigenous peoples and promote their development – and thereby acknowledges their existence. A series of papers on education, culture and land were also published and the

* General coordinator of the *Consejo Interregional Mapuche* (Pje. 4 Nro 2439, P. Ercilla, Temuco, Chile, Tel/fax: 56-45-225766, e-mail: aanguita@uctem.cl).

National Indigenous Development Corporation (CONADI) was created. This public body now looks after relations between the government and indigenous peoples. The rules, however, are largely ignored, the growth in Chile's trade and its neoliberal economic policy placing undue pressure on the natural resources found in abundance on Mapuche territory. Land and resources continue to be confiscated.

The economic interest

Forestry has been at the root of many conflicts, often resulting in the intervention of the national police force. This occurred in the Mapuche communities of Puren, Lumaco and Cuyinco, whose legitimate claim to their ancestral lands, seized 'legally' and arbitrarily by the former military regime, conflicts directly with the interests of major forestry companies.

In December 1997, in Lumaco, Chile's 'democratic' government decided to enforce the 'internal state security law' against twelve Mapuches from Pichi Lincoyan and Pilil Mapu. This law, promulgated under the Pinochet regime, allows security organisations forcibly to enter homes and to imprison and interrogate any suspect person. Those detained say they have been physically and psychologically mistreated, and their families have suffered confusion and despair, having been offered no reasons for the detentions. The many attempts by communities to regain their lands are exacerbated by the systematic refusal of the authorities to address the issue seriously and the absence of any genuine intention to seek a real solution. Last November's Cuyinco case is significant. Many *Mapuches* in the region were threatened over a long period. Community members and their supporters alike were caught up in the dispute. Shots were fired and injuries sustained. A large police contingent (the *carabineros*) was deployed, but this did not prevent the private militias employed by the forestry companies from continuing to act with impunity.

The Ralco case

The conflicts between economic and cultural interests have



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intensified since ENDESA, the national electricity company, announced its intention to build a series of six hydroelectric power plants in the Bío Bío basin. The mountain range in the eighth region has been home, since time immemorial, to the Mapuche-Pewenche communities (meaning, men of the *pewen* or *araucaria* tree). On the pretext that it was necessary to meet the country's energy requirements, the Pangué power plant went on line in 1997. Of course, no national legislation on indigenous peoples nor any environmental law could prevent this kind of thing from going ahead. The protests of Mapuche organisations were ignored. Once the power plant was up and running, ENDESA revealed plans to construct a second dam, to be called Ralco. Up until then, the company had systematically denied any such plans. The new power plant would involve flooding an area of approximately 3500 hectares – the bulk of the Mapuche-Pewenche land. If the project goes ahead, it is estimated that 100 families (500 people) could be forced off their ancestral lands.

This proposal has generated a great deal of controversy, following the publication of numerous environmental and socio-cultural impact reports. The government, meanwhile, has been putting pressure on the fiscal authorities. A report unfavourable to the company led to the dismissal of the director of the National Environmental Commission (CONAMA) and two directors of CONADI were fired for similar reasons. This led to a breakdown in communication between the government and the corporation's advisers on indigenous issues. In addition, employing a well-known strategy, the company has promoted

Rural school on the outskirts of Temuco.

'Huge projects have only worsened the situation of the Mapuche people in rural areas.'

division in the affected communities, which have not been given enough information about the scope of the project. At present, it is almost impossible to get accurate figures of how many people will be directly affected.

The controversy has also rekindled the development debate, and there are questions which obviously need to be answered. Is this the type of development that the country wants and needs? Should the Mapuche-Pewenche be made to pay the price of such development? Is the inherent right of peoples to live, be respected and develop in their own culture subordinate to economic interests?

The huge dam projects, together with the coastal road and the Temuco city bypass, have had the effect of worsening the situation of the Mapuche people in rural areas. And paradoxically, the impact is felt almost exclusively by Mapuche communities. The estates of the major land owners in these areas are left largely intact. The final outcome, when such schemes are proposed, may well be a foregone conclusion, but it is nonetheless an issue which deserves our consideration. ■

A.A.

Hill tribe women of Thailand

Where to turn now?

by Anchale Phonklieng*

The mountainous regions of northern Thailand have an interesting note as they are home to nine officially recognised indigenous communities, preferably and better known as the hill tribe peoples. Each of these communities has its own system of beliefs, languages, customs and traditions. In 1995, the Department of Public Welfare in Thailand estimated that there was a total population of 784,000 hill tribe people, concentrated mainly in the upper northern provinces.

These indigenous communities, isolated for centuries due to the difficult terrain and inaccessibility to communication, are now slowly beginning to come into contact with mainstream society as a result of widespread tourism, pressure for resettlement, population growth and the need for formal education.

Six hill tribe groups, the *Lisu* (in Thai *Lisaw*), *Mien* (*Yao*), *Lahu* (*Musser*), *Hmong* (*Meo*), *Pgakenyaw* (*Karen*) and the *Akha* make up by far the majority of these peoples and are therefore those we will concentrate on for the purpose of this article. Each of these groups has its own complex social structures and rules which differ greatly from each other.

* Law graduate of Ramkhamheang University. The author has worked for two years in the field of gender issues in development at IMPECT Association (Inter Mountain Peoples' Education and Culture in Thailand), Chiang Mai. More specifically, her work consists in supporting and promoting gender equality in both the Association itself and in all programmes and projects undertaken by IMPECT. This is a reprint of an article which was published in 'Indigenous women: The right to a voice', a volume recently published by IWGIA (International Work Group For Indigenous Affairs, Copenhagen, Denmark, E-mail: iwgia@iwgia.org).

However, when it comes to the status of women, alarming trends can be seen across the board.

Tribal women: ignored or forgotten

Tribal women are traditionally regarded as occupying a lower social standing than the men, even in the Karen and Lahu societies which have a matrilineal structure. Traditionally, Karen and Lahu women occupy a higher status than the other hill tribe women which can be clearly seen by the more equal work division between the two sexes. However, in recent years, the status of all hill tribe women has deteriorated, especially from a development perspective. As a result, women are sometimes ignored or forgotten and their views never heard. In many development programmes, many of which have a direct impact on the women themselves, they never have the opportunity to receive the much-needed information and education, much less participate in the decision-making process. It is often left to the mercy of men, usually the male village leaders, to decide and determine the fate of these women. In a very real sense hill tribe women therefore belong to a group of disadvantaged people within a very disadvantaged population.

As influences from local Thai and foreign cultures encroach onto tribal societies, it is imperative for women to gain knowledge and information about these forces and factors which affect their lives and communities. These new influences include the introduction of formal education, public health care, development projects, infrastructure and modern agricultural techniques. Although many of these introduced developments will benefit the villages

in which they are implemented, they bring the added danger of a weakening or loss of traditional culture. The women of these societies have traditionally filled the role, not only of nursing their families (and in many cases extended families), but also of safeguarding their traditions and ensuring the continuity of their cultures. Thus, any attempt to preserve these cultures must educate the women to allow them to better understand the new dangers and changing pressures.

Need for equal access to information and training

Current Thai laws and government policies are having an added, and in many cases, devastating impact on the lives of tribal communities. Effects of government policies include relocation of village communities, the constant unstable land ownership situation due mainly to a lack of understanding about indigenous peoples' rights and the curtailed use of the land for traditional hunting, gathering and the collection of traditional medicines. Historically, these changes have had both positive and negative effects on individuals and communities. Therefore it is imperative again that they be fully understood by all members of the community, including the female members, so that informed decisions can be made when the community is faced with choices that affect the future of the group. At present, while men from tribal communities have limited opportunities to meet and discuss the possible effects of new influences on tribal life, even the sparse information about these changes are not made available to women. Often, women are placed in a position where they must deal with new issues, influences and effects without an informed perspective. Even when programmes do allow for their input, they are often scheduled at inconvenient times for women, when their roles as nurturers and carers must be fulfilled. Any serious attempt to gain the participation of these women in decision-making processes must take into account the lives they lead and be scheduled accordingly.

Programmes must provide opportunities for women to learn

to analyse changing situations and communicate with other women to allow knowledge-sharing. Women must have equal access to information and training activities from both community and external organisations so that a situation where the men are the primary receivers and holders of information does not develop or persist. Unequal access to opportunities for education and personal development in favour of the men would result in an undesirable situation where the men could assume respectable positions and status as 'teachers' or 'experts' over women and vital information would not be openly available to all members of the community.

Negative impact of modern development

The work done by women has always differed from that done by the men. Traditionally, this split has been more or less even with the women looking after cultivated fields and men hunting and doing the seasonal jobs such as burning and/or clearing fields. However, in Thailand, and probably in all developing countries, the introduction of new technology and the changing methods of agricultural systems have shown the potential for creating more work for the women. In communities that have adopted 'modern' farming methods, agricultural work that used to be seasonal can now be performed all year round. Families that participate in cash cropping or other commercial farming to gain income for formal education, or other things, use irrigation and/or chemicals and pesticides which enable year round farming. The extra work involved often falls to the women, who used to work only seasonally, and takes away time for other traditionally important activities such as weaving or embroidery.

The arrival of new methods, in retrospect, actually tends to widen the gap between the working hours performed by men and women, with more hard work being left to the women while the men may have more time to pursue education or other activities. The introduction of chemicals in agricultural production, which has been adopted by some villages

in earnest, has had devastating effects on the health of villagers and exacerbated the environmental problems already plaguing much of the north. Women are again among the most affected by this. Information about the long term effects of these chemicals must be made available to women's groups in these communities so that they have a clear understanding of the effects on their health and their surroundings.

This brings us to a very important aspect of the lives of the hill tribe women. Often, adequate medical services are not provided to the villages. This situation is exacerbated by the increased workloads and can and does have devastating effects on women's health. Many women suffer from general pain associated with physical labour as well as increased complaints during

pregnancy because of a forced inability to take proper care of their bodies during this time. In addition to the specific problems associated with hard physical labour, women in the villages tend to suffer from a wide range of health problems including respiratory diseases, digestive problems, mental health disorders, drug addiction and the ever growing threat of HIV/AIDS. As a result of the inadequate medical services, these women often try to cure the problems themselves using a cheap form of antacid as a cure-all. When this is ingested every day, it has an addictive effect, not to mention the fact that the original problems do not go away.

Again, good, clear information is vital to women in these communities: information which

Karen woman harvesting hill rice



Christian Emi

must cover every aspect of the newly-introduced influences. This would go a long way towards lowering the incidence of mental health problems – as most are caused by worry about the future and worry about the effects that the changing lifestyles will have on their children. Living in such uncertainty is not an easy thing.

The promotion of family control and planning by the government in recent years to reduce population expansion has again denied information to women, who in this case are the primary targets. Hill tribe women are not educated on the objectives or effects of family planning, an immediate issue facing them due to a rapid population expansion and increasing lack of fertile land. They are also not informed of the possible side effects of techniques such as the oral contraceptive pill and they routinely undergo hysterectomy operations with the knowledge that it will deny them the ability to bear children but without the other side effects being explained to them. In addition, the doctor's orders of rest and recuperation are often impossible to follow. Six months to two years of rest from farm work is just not realistic, and this has obvious and terrible effects on their health.

Environmental policies have inhumane consequences

In addition to the local problems facing these women, there are huge pressures brought to bear on all members of these communities by forces from outside the country. Many international agencies have become involved in northern Thailand, driven by their concern about the environmental crisis or about the opium traditionally grown in this area. The environmental problem is by no means a small one as the deterioration of the natural forests and water catchment areas is alarming. However, the resulting government policies have been to relocate people out of the affected areas and any other areas they have designated as a National Park or conservation area. The ability of the affected hill tribes to contest these policies is often curtailed by their uncertain citizenship status. Arbitrary move-

ment of these highland people to lowland areas, without respect for their rights, has resulted in them being settled in areas which are unsuitable for any sustainable agriculture and certainly unsuitable for the traditional methods which are so inextricably bound with their culture. In addition to this, proper compensation is often not given. The results of these policies have thus worked against their possible positive effects and rendered the policies both harmful and inhumane to the population concerned.

The effects of the collapse of agriculture on people who know only agricultural ways of life are devastating. These effects are more apparent for the women as they do not possess the knowledge and skills to make a living by other means. Many do not know the lowland language and communication poses huge difficulties for them. This results in them often becoming unskilled labourers on construction sites, hired farm hands and, for some, commercial sex workers. Data from the Social Research Institute of Chiang Mai University reveals that most of the slum dwellers in Chiang Mai province are resettled hill tribe people who have moved to the city in search of work. Due to their lack of resources coupled with the slum areas' inherent lack of basic infrastructure, the newly settled migrants have to deal with the threat of drugs, poverty and in recent years, the emerging threat of HIV/AIDS.

Denial of citizenship rights

Some of the resettlement issues could be solved if the questions of formal nationality among the hill tribe communities could be answered. Those who, in general, practise permanent agriculture or can prove Thai ancestry and can speak the Thai language have, or are entitled to, Thai citizenship or identification cards. This is a qualification which is essential for purchase of land. In this too the women are disadvantaged as they often do not fulfil the requirements necessary for Thai citizenship. As mentioned before, many do not speak the Thai national language and there is a further qualification dependent on the

amount of formal education a person has received. Once they have been denied their cards or citizenship status, they are then denied all the basic rights inherent to any country. They will not be issued a health card and are therefore denied the right to visit the government health clinics. They have no way of obtaining the education needed as government schools are also closed to them. In short, this denial of their rights places them in a dead end with no way to turn to improve their situation.

For those communities that have not been resettled, there is increasing pressure on young women to leave their homes and obtain work in the centres of cities such as Bangkok and Chiang Mai to supplement their parents' incomes. This adds to the swell of those from unsuitable resettled lands and those who have had their lands declared national parks (a policy which has drastically reduced the cultivable land area). Many hill tribe women can now be seen in Bangkok and they are increasingly visible in the Night Bazaar of Chiang Mai, selling handicrafts and woven items to tourists and visiting locals.

Conclusion

It is clear from the preceding description that the hill tribe women of north Thailand are very disadvantaged. And as long as they are living in these conditions and with such uncertainty about their future, there can be no excuse for not recognising the real problems they face and doing something about them. It is therefore a challenge to NGOs working in the area, the Thai government and the international agencies to see that this situation does not persist. A first urgent step would be to at least provide the hill tribe women with education and basic rights as this would go a long way to alleviating their suffering.

■ A.P.

The ravages of oil activity in Ecuadorian Amazonia

by Carlos Viteri Gualinga*

The author of this article, who is an Ecuadorian journalist, offers his own hard-hitting assessment of oil exploitation in his country. He fiercely criticises the oil companies' record in dealing with indigenous people and argues that, while there may have been some recent initiatives to protect the original inhabitants, the reality is that not much has changed.

In January 1956 the international press reported the death on the beaches of the river Curaray of five members of the Summer Institute of Linguistics (SIL) at the hands of the 'savage Aucas from the eastern forests of Ecuador'.

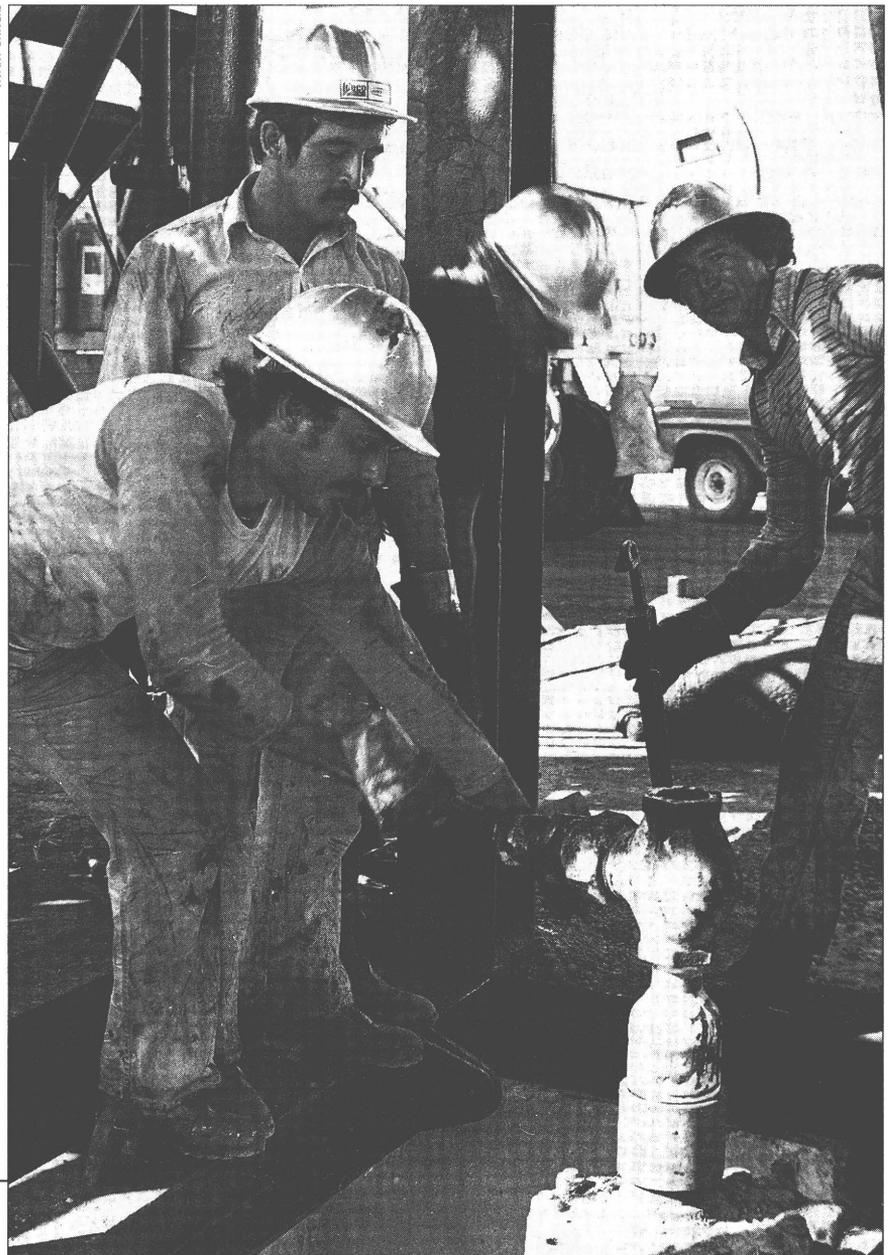
The 'summer linguists' were killed while attempting to make contact with members of the Huaorani people, for evangelising purposes. The SIL came to Ecuador in 1952 under a cooperation agreement with the Ecuadorian government for 'research into indigenous languages'. A few years previously, the oil company, Royal Dutch Shell, had suspended its exploration activities and closed down its operations in central Amazonia, after repeated attacks on its camps and employees by the Huaorani, in response to the invasion of their territories.

This was the start of the modern era when Ecuador enjoyed an economic boom as a result of banana exports. It was a time when Amazonia was described in mythical terms, when the only thing known about it was that Peru seized it in the 1941 war.

After the decline in banana exports in the mid-1960s, the oil era began. Almost 30 companies fought to get their hands on the 'black gold'. Meanwhile, in Limón Cocha – a breathtakingly beautiful corner of the Amazonian forest, which the Ecuadorian government had given to the SIL as a base for its operations – govern-

ment officials, oil company representatives and linguistic 'missionaries' were conspiring to uproot the Aucas from the area where the oil companies planned to start operating. This course of action was decided in the light of Shell's experience. In 1964, exploration activities began in Amazonia.

In February 1968, the first group of 104 Huaorani came to Tihueno, to all intents and purposes the first concentration camp in the forest. These people had succumbed after constant harassment by low flying aircraft with loudspeakers that sent 'messages from the skies' urging them to



* Ecuadorian journalist

abandon the area. By June of the same year, 160 Huaorani were living in the Tihueno camp, which had been built on the official pretext of 'protecting the natives from the settlers and allowing them a reasonable time for their cultural adaptation.'

In September 1969, 16 Huaorani died in a polio epidemic and several others were disabled. This sealed the dependence of these people – hitherto perfectly capable of existing by themselves – on the 'missionaries'.

The paradox of the 'oil boom'

In 1972, Texaco (USA) discovered the first oil well, which was given the curious name of 'Lago Agrío 1' (Bitter Lake). The name turned out to be a terrible omen, heralding a benighted and bitter existence for the Indians and thousands of settler families from other regions of Ecuador.

Today, more than quarter of a century since the beginning of oil activity, Ecuador's long-awaited progress is still a pipe dream. Foreign debt has rocketed from \$200 million in the 1970s to close on \$16 billion today. The mirage of oil development is reflected, not only in figures, but also in a terrible paradox: the two Amazonian oil provinces top the statistics for poverty, violence and lack of services.

The scale of the damage wrought by oil production defies belief. It is enough to mention the activities of Texaco between 1964 and 1990, when it operated in the north of Ecuadorian Amazonia, in an area of 500 thousand hectares (most of it in the indigenous territories of the Cofán, Siona, Secoya and Quichua).

The company operated 15 oil fields, 22 production stations and 339 wells, of which 232 are still active in the provinces of Napo and Sucumbíos. In the course of its activities, 30,000 kilometres of seismic lines were opened and heliports were carved out of the wilderness. It was equivalent to deforesting a million hectares of tropical forest. Texaco has extracted enormous volumes of oil

over the years, and in the process, 16.8 million gallons are said to have found their way into rivers, either as a result of spills or through acts of negligence. 20 billion gallons of toxic water also found its way into rivers. The workers carrying out seismic testing hunted down about half a million animals for food and 100,000 anacondas were killed. Powerful seismic detonations every hundred metres caused unsuspected pollution. Texaco left behind 600 open pools of toxic waste in the area while an estimated 235 billion cubic feet of gas were burned off in the atmosphere. The oil boom meant a massive influx of settlers whose way of life and economic activity caused more deforestation and conflict with the indigenous population.

Quite apart from its invisible and indirect consequences, this ecocide has affected six indigenous tribes and some 30,000 settlers. They are now suffering the effects of decades of soil and river pollution that has caused physical complaints and illnesses, such as cancer, and reduced sources of food supplies.

In 1993 a group of Ecuadorian victims filed a lawsuit against Texaco in a New York court. In October this year, after a tortuous case, a US judge upheld their claim, which means that for the first time in three decades of destruction, an oil company will be judged for its acts in its country of origin. Everything depends on whether the current Ecuadorian government backs the plaintiffs.

Sociocultural impact

From the moment the first oil company set foot on this part of the planet, the fundamental rights of the indigenous peoples were violated. The loss of territorial rights was just the beginning. Other basic rights were soon lost, such as the right to decide one's own destiny freely and the right to plan one's own development.

The government's arbitrary practice of unilaterally deciding to award millions of hectares of land to the oil companies continues unabated today. Between 1985 and 1996, there have been eight

licensing rounds and 3.6 million hectares have been handed over. These, plus the new oil areas in the centre and south of Amazonia and the mining concessions, cover almost 50% of the region. It is a scene of intense oil or mining activity. Ecuadorian Amazonia covers a total of 13 million hectares, equivalent to 46% of the country's territory.

There have been countless calls from the Indians and environmental groups for the government to change their policy. However, the colonial mentality passed on down the centuries, that Amazonia is a 'land without men for men without land', and a region of boundless wealth, still prevails. Oil continues to be given 'strategic' status, generating between 43% and 59% of the government's revenues. In addition, because the resource is found in the subsoil, and is deemed to be a vital component in national sovereignty, it is treated under the heading of 'national security'.

The official response to the indigenous peoples' claims has been that 'the Indians cannot stand in the way of the development of 11 million Ecuadorians'. The government's inflexible stance led to the death, in July 1987, of two Basque missionaries. They were speared to death by a Huaorani group called the Tagaeri, who were acting in what they said was self-defence. Today this family group lives in isolation, fleeing from the relentless inroads of the oil companies.

In 1989, a group of senior government officials was detained in a Quichua community in Amazonia. This led to the signing of the 'Sarayacu agreement' which included provisions on the recognition of indigenous territories, defence of the environment, the right to be consulted and to share in decisions that affect the indigenous territories, and resources for education, health and community development. Many of these aspects have begun to be implemented in the last six years – but not without pressure from the indigenous communities.

In 1992 many Indians took part in a march from the forest to



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Pirogue on one of Amazonia's numerous rivers.

the capital, Quito. The marchers managed to obtain the title deeds of much of the ancestral land of the Quichua and reminded the government again that the jungle has owners.

Is there no end in sight?

In the last eight years, the Indians have mounted an organised and targeted response. On several occasions, they have felt the need to resort to force, for example taking over oil installations or holding officials in their communities. The oil companies have developed their own strategies. They recruit anthropologists, sociologists and native people to make up 'community relations' units, the main purpose of which is essentially to get the Indians to accept oil activity. Their tactics are to offer bribes, or goods and services, and in so doing, they engender conflict, dividing families, communities and organisations.

Their approach can sometimes be Machiavellian, involving agreements with communities whose terms are heavily weighted in the companies' favour. For instance, Maxus (USA) signed an 'agreement' with the Huaorani, under which it claims to be the virtual 'owner' of this tribe. When an oil company comes up against a well-organised force, it adopts delaying tactics – interminable, and fruitless discussions designed to wear down its interlocutors and stall any questioning, while the machinery of oil production grinds on. This is the situation with ARCO (USA), which has been holding talks with the Organisation of Indigenous Peoples of Pastaza (OPIP) for six years without achieving anything. In the meantime, it has twice obtained military sup-

port at its camps, and has fomented divisions among local people, enabling it to complete the final phase of its pipeline.

There are several cases of oil companies, under the pretext of conserving botanical species, fostering bio-prospecting activities with scientists from botanical gardens in the USA, thereby gaining a foothold for themselves in the deplorable world of bio-piracy.

Then there is the security aspect: paramilitary units, the national police and even the army, are often deployed to protect oil installations. When there are protests, the so-called community relations units step in to offer bribes or implicate the indigenous leaders.

The oil companies also ensure that they control Amazonia's urban media, so that they can vaunt their alleged environmental and social sensitivity, and denigrate the indigenous protest organisations, thereby rekindling incipient racism among settlers who tend to see the oil companies as an economic opportunity.

The power of the companies has no limits. In Ecuadorian Amazonia, they even operate in protected areas. Despite Texaco's experience, procedures have not changed substantially. The policies remain antidemocratic. Any objections and local demands are deemed a threat to the country's progress. The usual tactics for dealing with them are 'backhanders' or misinformation, and if these do not work, procrastination or military action.

Of the 15 consortia operating in Amazonia, two are private Ecuadorian groups and the re-

mainder are foreign. The companies have *carte blanche* in their 200,000 hectare blocks. Toxic water is still released into the environment. When there are spills on farmland, the oil company buys the farm to avoid having to deal with claims and cleaning up the land. This is the approach adopted by the CITY Company (USA), in my view, one of most irresponsible operators in Amazonia.

To sum up, oil activity continues to be the principal factor that is destroying Amazonia from a socio-environmental, cultural and economic point of view. More than any other, this activity has generated a culture of corruption, violence and social and environmental pollution. Yet officials claim that procedures have changed and that now there is environmental awareness. What there is, however, is purely cosmetic: the government now requires companies to draw up a prior environmental management plan. This is done but it is a mere formality.

The hope today is that the current administration, which includes some well-known environmentalists, has the will to change this awful situation. Hopefully, the people who are responsible for this deadly policy will wake up to the fact that so many lives have been wasted and bring the relentless destruction of Amazonia to an end. ■

C.V.G.

The multinationals: a new challenge

by Survival International (France)*

'As long as the gold stays buried underground, everything is fine. It is not dangerous. But when the Whites dig it out, they burn it and heat it by spreading it over the fire, as if they were preparing cassava flour. Then the smoke is released. That is how the shawara happens. This gold smoke poison spreads everywhere in the forest, where the Yanomami live, and over the lands of the Whites as well. That is why we are dying - because of this epidemic smoke. It is very aggressive and if it keeps spreading like this, all the Yanomami will eventually die.'

Davi Kopenawa, from 'Chroniques d'une conquête' (Chronicles of a conflict), Ethnies n° 14, 1993, p. 40.

In August 1997, simultaneous dramatic events on opposite sides of the planet hit the headlines, showing that indigenous people were more determined than ever to stand up to the multinational companies that exploit their land without taking notice of their claims. In Canada, Innu and Inuit campaigners occupied the world's largest nickel mine, at Voisey Bay, demanding the right to monitor the social and environmental impact of the operation. Meanwhile, in West Papua (Irian Jaya), a demonstration by more than a thousand Papuans paralysed the Grasberg gold mine (the world's largest), operated by the multinational

giant, Freeport. They were protesting that their rights had been violated, and that compensation the company had undertaken to pay, to tribes whose land was contaminated by mining activity, had been misappropriated (see box).

More recently, in a demonstration in Djakarta, a hundred or so students accused the same company of exploiting the natural wealth of Papua to the detriment of its poorest inhabitants. Such reactions against multinational undertakings, often associated with the interests of local politicians, are not unusual today. They occur increasingly often wherever the rights of indigenous peoples are disre-

garded and their lives threatened by the unbridled exploitation of their ancestral lands. The indigenous peoples, sometimes backed by international organisations like Survival, are now taking successful steps to defend their land and environment against states and multinational companies stampeding in pursuit of new resources.

Today, there about 300 million indigenous people located on every continent. Swallowed up by states in which they are usually not involved, these minorities are politically, economically and culturally marginalised. They are people who have retained their own social organisation, which differs from that of the majority population. While some, in Amazonia for example, have been able to live for centuries in relatively protected isolation, the situation is now changing due to global economic expansion by the industrialised countries, and a determination to exploit the earth's resources more intensively. Their land, environment, means of existence and lifestyle are under attack as never before.

Caught in a vice

The Amungme are a highland people living in the south central region of West Papua. Over the last 30 years, they have seen their sacred mountains destroyed by the Grasberg mine and relatives shot by its 'protectors', the Indonesian army. Grasberg is the world's largest copper and gold mine, generating more than a million dollars profit every day. The American company, *Freeport McMoRan*, owns more than 80% of it. The British firm *Rio Tinto* (formerly RTZ) is the second largest shareholder, with 12%. Former President Suharto of Indonesia and his eldest son also have a financial stake in it.

Freeport arrived on the site in 1967. Many Amungme living in the mining region were relocated to the lowlands, where they fell victim to malaria, to which they have no resistance. They are also under pressure from all the foreigners coming to the region in search of work. Their lowland neighbours, the Kamoro, have also been driven from their homes by the 125,000 tonnes of spoil from the mine which pour into the rivers every day. This causes flooding, and kills the fish and palm trees which are essential to the local diet. Freeport's plans to extend the mine, using \$750m put in by the British company Rio Tinto, presages further disasters for the Amungme and Kamoro.

The mine is regarded as a 'vital' project by the Indonesian government, which keeps some 6000 troops in the field to protect it. Consequently, the area around the mine is now the most heavily militarised in Indonesia. This massive armed presence has resulted in many human rights violations. Local people claim that Freeport security personnel have also been involved in murders, torture and disappearances that have occurred in the mine area. (In August and September 1997, nine members of the indigenous population died in suspicious circumstances, with allegations that company personnel may have been involved in three of these deaths.)

The Amungme want, more than anything, to be recognised as a people. They want the world to know that they exist, and they want their land and beliefs to be respected. When the company offered them 1% of the profits from the mine, they regarded the offer as an insulting bribe that failed to address the reasons for their anger. As an Amungme chief put it: 'The problems we have faced for more than 25 years cannot be solved by money alone. The wounds from which we suffer will not heal until our rights as Amungme are recognised.'

* Survival International is a worldwide organisation for the support of the indigenous peoples. It defends their freedom to decide their own future, and helps them to safeguard their lives, lands and basic rights. 45 Rue du Faubourg du Temple, 75010 Paris. e-mail: survival@wcube.fr

Areas that used to be a long way from the decision-making centres have been transformed into growth focal points, reserves (containing huge quantities of natural and other resources), sites for dams and mining operations, and targets for settlement projects.

The rush for land and wealth often makes us forget that many of these regions are the ancestral homelands of indigenous peoples. For them, the land is more than just a production resource or an economic factor: it is their habitat, their territory, the basis of their socio-political organisation and cultural identification. It is the key element in the cultural reproduction of the group, an essential condition for its survival. The industrialisation and economic development necessary to the countries of the southern hemisphere have too often been achieved at the expense of the interests and living habits of these peoples, but with the assent of local and international ruling classes driven by economic forces.

Every continent has examples of indigenous peoples whose way of life has been deeply disrupted by the intensive exploitation of their lands. Take, for example, the catastrophic situation of the small tribes in the far north of Siberia. They have suffered brutal cultural repression, backed up by massive assaults on their environment. The pollution caused by the exploitation of underground natural resources (gas and oil) has been disastrous. Before his execution in November 1995, *Ken Saro-Wiwa* was drawing the public's attention to the ecological damage wrought in Nigeria by Shell and other companies, with the support of the government. Oil was discovered in the Niger Delta, which is home to half a million Ogoni people, in 1958. Since then, the whole area has suffered badly through pollution and loss of biodiversity. In Guyana, the Carib Indians of the Baramita region were helpless witnesses to the carving-up of their lands by the mining companies. The government, whose policy is to open up the region for timber and mineral exploitation,

has still not recognised the territorial rights of these Indians. In the western United States, the lands of the Shoshone Indians were unlawfully confiscated for use as nuclear testing sites. In the Philippines, the international mining companies are bringing heavy pressure to bear on the authorities to expedite approval of their mining rights. These rights have been granted to more than a third of the country's land area and they pose a threat to many indigenous inhabitants. In Sarawak, large-scale destruction of forests is taking place. A World Bank report of 1991 estimated that the rate of forestry exploitation was four times as great as the replanting rate. In Canada, the Cree Indians of James Bay have been struggling for 20 years to prevent a large proportion of their land being swallowed up by a hydroelectric scheme.

What can we say, today, about the future of these indigenous minorities? There is no legal system, no specific measure, that can be applied appropriately to all of them. The concept of international legal protection, guaranteeing respect for their rights – especially land rights – and the granting of their vital claims, is a relatively recent one, and the current provisions offer only limited guarantees. The International Labour Organisation's Convention 107, adopted in 1957, was designed to protect the indigenous peoples by encouraging their integration into modern society and their participation in

western style development. Although this assimilationist tendency was removed from the 1989 revision of the Convention, the text still fails to meet the needs of the indigenous peoples and, indeed, retains a paternalistic tone to the point of refusing to recognise their status as peoples.

The Working Party on Indigenous Peoples, set up in 1982 under the aegis of the UN, has encouraged the formation of intercontinental networks such as the International Alliance of the Indigenous/Tribal Peoples of the Tropical Forest (established in 1992). The development of these movements, their increasing presence in international fora, and the pressure exerted by international support organisations, have prompted some governments and international institutions to adopt some unprecedented provisions. Thus, in 1991, the World Bank decided to grant priority to human beings and to make the granting of credits to large-scale development projects conditional on guarantees relating to the wellbeing of the indigenous inhabitants. Despite the opposition of powerful economic interests, the Brazilian Constitution of 1988 granted exclusive rights to the Indians over their land and resources, excluding all the plans for assimilation which had dominated earlier legislation. While progress was made as a result of the international conferences in Rio (1992) and Vienna (1993), these meetings did not result in any mechanism allowing indigenous peoples to claim rights protecting their land and resources. The draft declaration on indigenous peoples, which should be completed by the end of the decade named in their honour by the UN (1994-2005), offers some hope that legal instruments taking due account of their diverse situations and claims will be available to them in the years to come. ■ S.I.

United Nations study of transnationals

According to a UN study of transnational companies, developments on tribal lands have a number of serious effects. These include water and air pollution, toxic emissions, forced relocation, qualitative and quantitative damage to water and soil fertility, the disappearance of game and fish and a reduction in the nutritive value of the population's diet. In addition, massive influxes of 'colonists' associated with such developments can have fateful consequences in the shape of imported diseases and the destabilisation of family and community life. (*Investments and operations by transnational companies in the lands of the indigenous peoples*).

Points of view

During the conference on 'Dialogue for Democracy and Development', which is featured on pages 6 and 7 of this issue, *The Courier* had the opportunity to interview three of the ACP participants about some of the issues they had been debating.

Maître *Djovi Gally* from Togo is a former government minister, lawyer and President of OPAD (the Pan-African Observatory for Democracy).

Fijian, Dr *Satendra Prasad*, is a lecturer at the University of the South Pacific who is involved in an NGO in his country called the 'Citizens Constitutional Forum'.

Professor *Rob Davies* is an elected ANC legislator who chairs the Trade and Industry Committee of the South African Parliament.

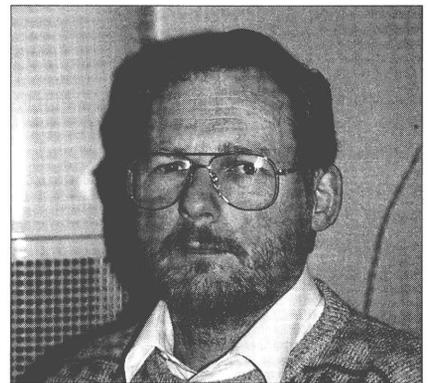
There seems to be a consensus that while there is no single model of democracy, there are a number of basic criteria that a country or system needs to meet to qualify as 'democratic'. What, in your opinion, are these basic criteria?



Djovi Gally. These criteria, what you might call the fundamental principles of democracy, include the classic ones based on the separation of powers – with the executive, legislature and judiciary each having its role. There is also respect for human rights in the broad sense of the term including freedom of expression and conscience, a free press, and the right to life and security. Then, in my view, there is a third criterion which is 'multi-partyism'. You can't have democracy if you don't have pluralist expression. Next there is transparent management of public affairs, which is also vital. Citizens must have access to information about what the government does with the taxes it raises and the resources it administers. Finally, I would stress the importance of free and transparent elections leading to the possibility of what one might call 'political alternation'. For this, you need elections to be conducted properly, well-founded structures of civil society, electoral registers that are as accurate as possible and an equitable approach to the organisation of the polling. All of these components are essential to ensure that the results are accepted by



Satendra Prasad. It will differ from country to country depending on the historical background and recent events. Some nations are coming out of armed conflict, others are so-called 'collapsed states' and then there are those that have already made significant strides towards democracy. In the South Pacific, we are talking about ACP states where the basic democratic framework exists. There are periodic elections which are generally free and fair. There is a well-established separation of powers and some commitment to integrity and accountability through institutions like ombudsmen and anti-corruption bureaux. Fiji obviously posed a problem, having experienced military coups about a decade ago. It is a multi-ethnic society with all the divisions that entails. But recently, it has made quite dramatic strides in democratisation. It now has a constitutional settlement that is a product of national debate and consensus-building. This sets out very high standards and establishes institutions such as a human rights commission and a bill of rights. It also includes a social justice process. Some of these things are very new to ACP coun-



Rob Davies. I think it is accepted that democratic development is the way forward: that democratic institutions must complement the promotion of economic development. The basic element is essentially that there should be participation by the people of a country in the decision-making process. That means they must choose the government. There must also be mechanisms in place for them to participate after the election has taken place – in policy-making and legislative processes. I think that is the essence of it, but as you said, there are a number of models that can be used to give effect to those principles.

everyone. I think too that it is important to have a genuine opposition which fulfils that role properly. The opposition should not simply be swept off the political stage once they have lost at the ballot box. These, in my view, are the basic requirements when we are talking about democracy.

tries. There are also aspects, such as freedom of information, that even advanced democracies are dealing with at the moment. So answering your question in terms of Fiji, the basic elements are in place. The main issue is how to sustain the democratic framework and reforms.

Is it possible to have a meaningful dialogue with people in power who reject the basic democratic criteria?

D.G. Political dialogue is the essential tool of democracy. You cannot construct a democratic society, whose basic virtue is tolerance, in any other way. So we need to find some means of getting through to those in power who do not accept the basic criteria and get them to accept dialogue; perhaps even to impose it on them. Of course, when power is seized by the barrel of a gun, the parties involved have abandoned the field of democracy altogether. I very much doubt if armed conflict can be a basis for democracy. This dialogue can occur within the national parliament, using local structures, or at particular times in the history of a country when everyone gets together to discuss problems of concern to them.

S.P. Again, this will vary. We should recognise that difficulties of dialogue also exist in nations that already pass some kind of democratic test. Obviously, it is much more difficult when you are dealing with states where the centre no longer exists or where it is fragmented into too many competing and contradictory parts. Talking of dialogue, I am very impressed by this conference. It appears that both the ACP and the EU people here are warming to the idea that dialogue should occur at different levels, and that civil society has a definite role. It is interesting to see how some of the ACP countries, that have had all sorts of problems with civil society, are also showing interest. I think this could be the most interesting feature of the post-Lomé arrangements. We are moving away from the emphasis on the state – not radically, but in creative and interesting ways nonetheless.

R.D. It is obviously difficult if people reject the basic democratic criteria – but I don't think this is actually the situation in the majority of ACP countries. I believe that most ACPs have come to accept the basic democratic criteria, and are making progress in implementing them. In this respect, there is an important role for dialogue between the EU and the ACPs. And one of the problems, in terms of political dialogue, is that there is too much focus on the transgressors. Take the Joint Assembly. A lot of its discussion time is devoted to those states that have strayed from the democratic path. One of the points that has been raised here is the need for a broader dialogue about how to assist ACP countries – in a more positive sense – in advancing shared and agreed democratisation processes.

The objective at this conference has been to put forward some concrete proposals. What specific recommendations that have emerged here would you choose to highlight?

D.G. There are two main aspects. The first, obviously, is that we need to ensure the principles are clearly set out in the future Convention so that everyone knows what we are committed to. The second is something that requires a change of mentality on both the ACP and the EU side – which is to put an end to the bureaucracy. We have a civil society, things are opening up, and from now on we need to take a much more subtle approach, even if it isn't always easy to throw off old habits. We must put more faith in the actual actors in development and get over the mistrust which, in my view, explains why things have often not gone the way they should. There are other elements of course. But it seems to me that a change in mentality is important to achieve an adult relationship between the partners. That means that on the EU side, for example, a more realistic approach should be adopted. Too often, the EU sends out people who, while competent, are not fully immersed in the subject. That can lead to unexpected outcomes because of their unfamiliarity with the historical perspective.

S.P. I mentioned the fact that people were warming to the idea of dialogue at different levels, including civil society. The very recognition that different layers must be involved to achieve genuine good governance is an expression of a working democratic process. This involvement includes participation by civil society in the design, implementation and assessment of development cooperation and objectives. From what I have heard here, there appears to be some consensus on this issue, although the bureaucrats are clearly worried about the practicalities. I understand these concerns. When you are dealing with two very large groups of countries, the practical dimensions of involving other, non-state, actors are bound to be complex. But I think we can provide the framework and, in time, develop the modalities that are relevant to national settings.

R.D. One recommendation I found attractive is that we should look at the institutions of ACP-EU cooperation themselves, and see whether they operate in accordance with the principles of democracy. There have been some very interesting suggestions as to the way the negotiation of a successor agreement should proceed. If the intention is to promote an inclusive process that is not restricted to governments, then there should be an effort to involve other stakeholders in the talks themselves. We should also not lose sight of the fact that the particular comparative advantage of Lomé lies in promoting trade access and providing other facilities that assist economic development. We should not allow our current concerns about the state, its structures and its relationship with other actors to completely dominate the agenda. The name of the game is 'democratic development'. While some resources need to be provided to create democratic institutions, this should not be at the expense of addressing some of these other fundamental issues.

Tackling the population problem

Southern countries share their expertise

Partners in Population and Development (now known simply as 'Partners') is a 'South-South' initiative inspired by the 1994 Cairo Conference on Population and Development (ICPD). The Courier reports on how 'Partners' evolved and on the key themes discussed by representatives of the member countries at a recent meeting in the Egyptian capital.

About 180 countries participated in the 1994 International Conference on Population and Development (ICPD), together with NGOs and experts. With the world's population approaching 6 billion, it was time to take action. But the Conference didn't simply deal with numbers and 'family planning', introducing instead the broader concept of reproductive health. This covers a wide spectrum of issues such as reducing maternal and infant mortality, ante-natal awareness, HIV/AIDS care, and family planning.

One of the themes up for discussion at the U.N. conference was South-South cooperation in this area. Many developing countries have acquired expertise in running population programmes, and may have unique insights into dealing with cultural or religious issues. Also adding urgency is the fact that some of the most troubling statistics are to be found in the developing world. According to *Dr Nafis Sadik*, executive director at the UNFPA, in the developing world, a woman has more than a one in 20 chance of dying in pregnancy. There are 30 million new cases of sexually-transmitted diseases (STDs) each year, he says. 'This coincides with a steady decrease in donor support for development, which now stands at just 0.25% of the GDP of the major donor countries.'

It was during the Cairo conference that the idea of a

South-South partnership was first mooted. Ten developing countries got together and launched *Partners in Population and Development*. Initially an intergovernmental grouping, the 10 participating states were committed to setting up programmes for reproductive and sexual health. These countries were firmly behind working together to 'make the dream of Cairo a reality', in the words of *Professor Ismail Sallam*, Egyptian Minister for Health and Population. '*Partners* is one of the most important results of the Cairo conference', he states. 'It introduces a new concept of co-operation in the sphere of reproductive health'. The group has now expanded to 14 member countries – Bangladesh, China, India, Indonesia, Kenya, Pakistan, Thailand, Tunisia, Zimbabwe,

Contraceptive advice is given in a health clinic

Egypt, Morocco, Mexico, Columbia, and most recently, Uganda. Ghana and Mali have expressed interest in joining, and Malaysia is in the process of submitting an application.

'We would love other countries to join' (Dr Salam)

Conditions for joining are that members must be prepared to commit their own resources; each country comes up with \$20,000 annually, and must make personnel available. Usually, member states are represented by their ministers of health. The second important condition is transparency. This means that members should be allowed to see each other's programmes. Funds or travel grants should be made available to allow programme managers to work in other countries. Thus, the cooperation element is fundamental to the group. Countries do not necessarily have to be fully paid-up members to benefit from participation with the group; 'We were working with Uganda for two years before it joined', says *Balla Silla*, executive director of *Partners*.

Using NGO expertise

Starting off as an intergovernmental grouping, *Partners* has, from the beginning, worked closely with NGOs. When the group held its fourth annual



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board meeting – in Cairo in November – arrangements were made to bring NGOs working in the field together to discuss ways of deepening their collaboration. This was the first time that *Partners* had a meeting with NGOs present, and hopes were expressed that it would become traditional. The group is now committed to finding a way of bringing the NGOs into a formal association with the group, for example by having NGO representation on the executive board. *Dr Nabiha Gueddana*, chairwoman of *Partners*, explains: 'When we began, we had the feeling we would not advance if we did not work with the NGOs because they are active on the ground. They didn't wait until governments put programmes in place or announced policies. So it is not possible that the partnership can work without the NGOs – especially as they already have experience of South-South cooperation'.

Dr Gueddana goes on: 'Through the NGOs, countries have the opportunity to learn about other countries, sometimes where there is a similar situation. In this way, they will have a larger viewpoint than if there were just intergovernmental exchanges, big conferences and so on. That is a message which comes from high up to low down. It is not South-South cooperation'.

This appears very positive as NGOs and governments have often had an uneasy relationship. Administrations have tended to view NGOs with suspicion, while

Mobile clinic in a deprived region of Egypt.
This hamlet is visited every two weeks. Treatment, including medicines, is free, and between 15 and 20 patients a day will attend

the latter perceive governments as working too slowly, weighed down by bureaucracy and protocol. 'NGOs have been adversarial and confrontational in the past', explains *Sandra Kabir*, of the NGO *Population Concern*. 'They had a reputation for pushing governments to change policies and reallocate resources – public authorities have often perceived them as enemies'. Now NGOs are learning to be smarter, trying to work more closely with the government, yet maintaining enough distance so that they can retain their autonomy. She is delighted with the recognition that *Partners* has given to NGOs. 'It will shape the future of consultation for years to come in promoting South-South cooperation', she says.

Working on the ground, NGOs are in a position to see the practical application of programmes. For instance, to make services accessible, gender aspects have to be considered. One simple example of this is that in certain cultures, men and women will not go to the same clinic at the same time. Another sensitive issue is the provision of services to young, unmarried people. While 'reproductive health' is an acceptable notion in most cultures, 'sexual health' is perhaps not. Young people are often thinking not about reproductive health, but safe sex, and ways have to

be found to include their concerns.

Sandra Kabir also gives some salutary insights into how lessons learned in the South can be used in developed countries. She cited the example of the UK, where there are a lot of immigrants. These groups may have lower literacy rates and difficulties with education. They can be more conservative, she suggested, than they would be in their own countries, as they are cut off from evolutions there. Often this is a hidden problem, and developed countries do not have the expertise to deal with it. Groups have come from Bangladesh to the UK to meet with immigrant communities, setting up support and advice networks. Similarly, Tunisian groups have met with the Tunisian immigrant community in Marseille.

The UN's Cairo conference was new in another way, being the first time that population and development were linked. 'Population is an important component in all the major issues such as health, environment, and economic development', says Dr Salam. 'A population explosion will counteract any economic gains'. It is the biggest problem that Egypt is facing, he says. He stresses the importance of reaching the villages, where the risk of maternal and infant mortality is high. This is often related to the absence of good health education. One way of reaching isolated rural areas is through mobile clinics. A scheme was started up in 1997 and 460 of them are now operating in Egypt. Mobile clinics have long been in use in other member countries such as Tunisia and Bangladesh. Working in partnership with the Health Ministry, the mobile clinic is a specially equipped motor home, which has a doctor, a nurse and a driver. Village clinics will often incorporate a women's club, where women can learn skills such as sewing, pursue their hobbies, or simply learn social skills. 'A woman can't raise a child well if she's not educated and aware', was the viewpoint ex-

'Must we put on the veil to be seen?'

Dr Nabih Gueddana is Chairwoman of *Partners* and Director-General of the *Office Nationale de la Famille et de la Population*, the organisation in Tunisia responsible for implementing the government's population policy. Originally from the island of Djerba in Tunisia, she is a paediatrics professor, and has long been involved in reproductive health and family planning. She observes that the nature of cooperation is changing, and that South-South links are now becoming institutionalised, especially in Africa. 'The traditional North-South relationship which we have had over the last decade is beginning to be revised – it is not set in stone', she says. South-South cooperation involves working on projects that can be exchanged. The countries of the North have begun to understand this, and many of them have joined the initiative, with Japan even nominating an 'ambassador' for South-South cooperation, an idea which she believes other countries will take up. 'In fact', she suggests, 'there is now a sort of triangular cooperation being created – South-South-North.'

Although relatively advanced in terms of development, and especially in human resources, compared with sub-Saharan Africa, Tunisia decided nonetheless to join the initiative. There was already a tradition of sending Tunisian professionals to countries in need; for instance Tunisian teachers and engineers had long gone to the Gulf region. When there was a recommendation to create a South-South network at the Cairo Conference in 1994, Tunisia was among the founding countries of the network, having already developed expertise in the area of reproductive health.

Dr Gueddana believes that the public declaration by Muslim leader, Dr Tantawi, that family planning is not forbidden by their religion, is very important. 'I think his declaration was very positive for Muslims. First, it brushed away all at once the idea that family planning is forbidden for religious reasons. This idea still persists among many Muslims, but it is among individuals, not on a country level. She also believes that Islam is adaptable and tolerant. If all Muslims followed Dr Tantawi's recommendations 'we would take a step forward very rapidly'. She is also 'agreeably surprised' by the tolerance of Pope Shenouda, the Christian leader in Egypt, on the subject of family planning.

This tolerance and moderation is not given the coverage it deserves in the developed world, she believes. 'Do we see this kind of news in the international media? No, we only see misery and conflict. They show the problems of the countries of the South, but not the positive things. I would like to see Dr Tantawi's words aired on the world stage'. She quotes the exasperated words of a Muslim woman: 'must we put on the *chador* (veil) to be seen'. She also believes that Southern countries could mobilise their energies more effectively to publicise the work they are doing, not just for the benefit of the global media, but also to 'better understand each others work'. In this context, arrangements have just been made to send Tunisian religious



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leaders, *zuleiman*, to discuss with the Sheik. 'We consider that we are advanced in terms of tolerance and moderation, in our religious practice in Tunisia. But we have noted in the Sheik a visionary attitude on medically-assisted reproduction and this is an opportunity for the Tunisian *zuleiman* to come and be informed. We have always counted on the *zuleiman* to pass the message to the population. If laws were to be passed in Tunisia on medically-assisted reproduction, first of all, the views of Islamic Law on the subject would have to be studied. Immediately after Sheik Tantawi's statement, 'we arranged exchanges between our two countries, so that our religious council, which gives its opinion on all laws which concern life and society, can dialogue with the Sheik'.

In Muslim countries, she says, there is a continual dialogue going on with the religious leaders. This must work both ways, she stresses. It is not enough for the Sheiks to make pronouncements. Dr Gueddana also cites the case of Indonesia, a Muslim country where enormous progress had been made in family planning, and where the different Koranic schools are in constant contact with the Indonesian population office. 'Islam is not a brake on population programmes', she insists.

Dr Gueddana believes that the Cairo conference made a great step forward because family planning is no longer talked about in isolation but in the context of reproductive health. Abortion is not ignored, even though it may be illegal. 'If it exists, there can be complications which we can't continue to ignore', she says. 'We have committed ourselves to working on this aspect, the prevention of complications and emergency care'. In 1965, Tunisia voted for the first time to allow abortion in some circumstances and in 1973, it was made generally available. 'This can only encourage other countries to legislate in the same way', she says, 'especially as, in our country, the number of abortions is steadily decreasing, though the population is growing. Muslim countries are generally conservative, and there isn't the same incidence of adolescent and extra-marital sexual activity. 'Pregnancy usually occurs within marriage, rarely outside', she points out. She believes that abortions cannot continue to take place in a clandestine way. Both religious leaders in Egypt declared that abortion is forbidden, except in cases where continuing the pregnancy would harm the mother. But in Tunisia, the law on abortion was adopted with the approval of the religious leaders. The difference in Tunisia, Dr Gueddana explained, is that Tunisians are Sunni Muslims, 'and the Sunni Koran talks about the first breath of life only from the end of the third month of pregnancy.

She believes that bringing together religious leaders is an important aspect of South-South cooperation. Indeed, this kind of dialogue is a requirement of the Muslim religion.



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pressed at one health centre we visited.

Importance of South-South cooperation

Often facing similar problems, countries can share experience and expertise. Some of the difficulties are linked to culture or religion, and here, member countries can learn lessons from each other. One striking example of this in *Partners* is the collaboration with Islamic religious leaders, especially in Pakistan and Egypt. The *International Islamic Centre for Population Studies and Research*, part of Cairo's *Al-Azhar University*, carries out research into reproductive health from an Islamic perspective. There has been a conference on the subject in Indonesia, and travelling seminars in Gambia, Senegal and Somalia. Egypt is seen as a leader in *Partners* with its expertise in involving Islamic authorities. Thailand, meanwhile, is considered to lead the field in HIV/AIDS expertise, and can share this knowledge with its partners. While the tradition of South-South cooperation is not new, what is innovative is the formalising of a system which ensures that others benefit from member countries' innovation and experience.

Discouraging traditional practices

In 1996, the Egyptian Ministry of Health issued a decree stating that the practice of female genital mutilation (FGM) was only permitted in cases

Dr Mohamed Sayed Tantawi, Grand Sheikh of Al-Azhar, who is the highest religious authority of Islam in Egypt

where it is medically prescribed. This was challenged by some doctors and religious leaders, and the decree was initially overruled, but in 1997, it was upheld by the Supreme Court. FGM is now illegal in Egypt, and doctors who carry out the practice can be penalised. 'It was a very difficult decision', says Dr Sallam. 'A lot of work remains to be done to convince people that they don't need it.' According to the *Egyptian Society for the Prevention of Harmful Practices to Women and Children* (the 'Society'), FGM is a practice that is 'deeply rooted in many developing nations, especially in Africa.' They estimate that it occurs in 26 African states. They insist that it is not advocated in the Koran – and in any case, is also practised by Christians in these countries. They cite Saudi Arabia, where the Prophet *Mohammad* received the Koran, but where there is no FGM. One reason that has been given for the practice was to prevent promiscuity – yet the Society says that the incidence of promiscuity is higher in areas where FGM is carried out. 98% of prostitutes in Egypt have been circumcised, they say. *Dr Mohamad Sayed Tantawi*, Grand Sheikh of Al-Azhar, and the highest authority on the Islamic religion in Egypt, boosted the case against FGM when he declared: 'My conclusion is that it is a custom. It is not a religious act.' In cases where an operation is advised on medical grounds, this is a medical decision

and religion has nothing to do with it, he stresses. According to the Society, the decision to carry out FGM is taken by the mother of the girl in 77% of cases. Therefore, it is important that mothers be made aware of the drawbacks of the practice, whether psychological, social or physical.

The religious viewpoint

Dr Tantawi also explains that there is no objection in Islam to the use of family planning, once there is a need for it, where this need has been decided by a husband and wife, and where there is no medical objection. This allows the couple 'to have the number of children they can care for properly and without embarrassment'. Great importance is attached to the health of women in Islam, he says.

The head of the Evangelical Church in Egypt, *Pope Shenouda*, has a similar viewpoint, saying that family planning is allowed but should be in the context of 'a legitimate relationship'. He continues: 'We approve family planning completely; for one thing because it gives attention to the mother's health. Excessive pregnancies are harmful to mothers'. He echoes Dr Tantawi's sentiments, believing that when a couple have fewer children, they can better care for them. Both religious leaders express the view that abortion is not acceptable, except in cases where continuing the pregnancy would harm the mother's health. On the subject of cloning, Pope Shenouda states categorically that it is 'against God's will'. 'Creation', he insists 'is only for God'.

D.M.

University education in Uganda

Quality despite adversity

by Amin Kassam*

Imagine yourself as the vice-chancellor of one of the most distinguished universities in Africa. Your institution has survived many government changes and civil war. Now, financial support from the government is being reduced. To make matters worse, your country needs trained manpower and the demand for university places is rising dramatically. What do you do?

This was the situation confronting Makerere University in Uganda not so long ago. Faced with the challenge of expanding enrolment without sacrificing academic standards, Makerere and the government had to rethink the entire system of university education. The success of their response can be seen in the fact that over the past five years, Makerere has raised its annual intake by 300%, from around 6000 to over 18,000, by using its facilities more effectively.

Along with other universities in the country, Makerere now has two course modules, one taught during the day for students on scholarships and the other in the evenings for self-sponsored students. This has not only enabled Makerere to accept more students, but has also benefited the teaching staff: the fees paid by self-sponsored students are collected by the university and can be used to pay higher salaries – a particularly important development because government tertiary education budget cuts have

seriously affected the remuneration paid to the academic staff.

In spite of an average 6% growth in GDP during the 1990s, the government has limited resources. Civil war and mismanagement had devastated the Ugandan economy by the time the current government, led by President *Yoweri Museveni*, took over in 1986. *Per capita* income had fallen by 43% over 16 years and much of the infrastructure had been destroyed.

Although the GDP increased substantially in percentage terms after 1986, it was only US\$3.7 billion in 1994, of which less than 10% was accounted for by the industrial sector. The next year, the eastern part of the country was hit by drought while the western part experienced flooding because of heavy rains. Of the government revenue in 1996, 32.5% came from grants.

Unable to provide adequate funding for training at all levels, the government decided to let the private sector meet part of the demand for university places while it concentrated on the free provision of primary education. The World Bank calculated that the government spent 150 times more on each university student than it did on each primary school pupil. Thus, the emphasis on primary education would enable the available funds to go further.

According to the Minister of State for Gender and Cultural Affairs, *Jane Francis Kuka*, the government had another reason for the new educational focus. 'Universal primary education will reduce illiteracy and the universities should sensitise the population to understand the objectives of the programme,' she told a recent Kampala conference on inter-university cooperation. The government hopes that this will, in turn, help reduce poverty.

Of Ugandan men aged 15-24 years, 23% are illiterate. The figure for women in this age bracket is 37%. In contrast, in neighbouring Kenya, the corresponding figures are 8% and 14%. In the 25 years and over bracket, 37% of men and of women in Uganda are illiterate. (Kenya also has higher figures in this bracket: 26% and 54% respectively.)

To compensate for the reduction in state funding of tertiary education, the government has allowed the establishment of private universities, with the result that there are now a total of nine universities in the country (Makerere still attracts the lion's share of students). Seven more are expected to be accredited and fully operational within a few years. This expansion has had several effects. It has created a need for more academic staff as well as facilities, and thus more employment opportunities. (However, this is only in private universities because government-aided universities have been forbidden to recruit new staff.) Partly as a result of government encouragement, the expansion has also resulted in more young women receiving university education. In

Makerere University.
Student numbers have increased by
300% over the past five years



* Former managing editor of the Inter Press Service international news agency. This article is partly based on papers delivered at the International Conference on Maintaining Excellence in Multiplicity: Inter-University Cooperation in Uganda, held in Kampala. For more information, contact: ISSAS, PO Box 29776, 2502 LT The Hague, Netherlands. Tel (31) 70 4 260 760, Fax (31) 70 4 260 770, E-mail ISSAS@ISS.NL.



addition, there is now increased mobility of staff between universities.

The growth in the number of institutions has also, inevitably, created problems. The economy is not generating enough new jobs for the sudden flood of graduates. This is made worse by the government's block on recruitment of new personnel. With the state accounting for half of recurrent expenditure, this has a substantial effect on the job market.

Some employers have complained that Ugandan university graduates do not live up to the expected standards. However, Professor *John Ssebuwufu*, Vice-Chancellor of Makerere, says that working conditions are to blame. 'The graduates are under-employed and use only a quarter of their capacity.' He accuses employers of not paying 'reasonable salaries' and failing to provide 'basic tools such as computers and furniture'.

In the context of educational quality, Professor Ssebuwufu welcomes the publication of the Directory of Advanced Training Opportunities in the ACP countries (DTOACP), an initiative of the European Union (featured in the last issue of the ACP-EU Courier on page 102). The DTOACP provides details about post-secondary training institutions and courses in Africa, the Caribbean and the Pacific, that meet a specific set of objective quality criteria. It is available in printed form as well as on CD-ROM and on the Internet. 'It will help to guide students to institutions that maintain high academic standards, and is very much needed,' he said.

The academic community in Uganda also fears that university

The government has recognised the importance of directing resources to achieving universal primary education.

Universities meanwhile, have been allowed to look to the private sector

education is increasingly shutting out the poor. Professor *Michael Lejeune*, Vice-Chancellor of Uganda Martyrs University, warns that 'as long as some members of society are excluded on the grounds of their low income, low social class, etc., there exists a basic problem in our approach to higher education.'

Dr *Ahmad Kewesa Sengendo* of the Islamic University notes that students from the poorer, northern part of the country are already under-represented among the self-sponsored students at Makerere.

The major problem facing Ugandan university education is that of quality harmonisation. Currently, there is no legislation governing the establishment of tertiary training institutions and universities. A bill on higher education is expected soon and, in the meantime, the Ministry of Education has issued interim guidelines.

This has left the field open for some unscrupulous entrepreneurs. A Member of Parliament, *Patrick Kiggundu*, complained during a debate on education about 'self-styled universities (which) not only lack physical facilities, but also woefully lack the academic staff and students'.

The Kampala conference decided that collaboration in several fields is needed to ensure uniform quality among universities. Admission requirements, curricula and accreditation of academic programmes need to be harmonised and, where possible, standardised. Examinations

need to be moderated and the papers marked at an inter-university level.

It was also recommended that optimum use of resources be made by facilitating staff and student exchanges, producing joint publications and sharing research findings. Professor *Syed Abidi*, Director of the East African School of Library and Information Science at Makerere University, told the delegates about five studies of the same Ugandan parastatal in different years by five different individuals from one university, to illustrate the waste of resources caused by failure to share research findings.

Many of the problems faced by Ugandan universities are not unique. Universities all over the world are having to adapt to reduced budgets. However, the speed with which the education environment is changing in Uganda means that the future will create even more challenges for universities there.

Free primary education (for up to four children per family) has raised primary school enrolment from 2.7 million in 1996 to 5.2 million in 1997. The government did not expect such a dramatic response and will have to increase its spending correspondingly. Later, when the pupils leave primary school, they will need secondary places. And ultimately, those who make the grade will need tertiary and university training.

Amid all these changes, the universities will have to produce graduates who can compete in the market. The challenge is summed up by *G.J.O. Eyoku* of Teso College of Higher Education. 'If Ugandan universities are centres of excellence, then the challenge is that their outputs should be seen to be excellent.' ■

A.K.

New EC publication

A strategic approach for managing water resources sustainably

By Alan W. Hall* and André Liebaert**

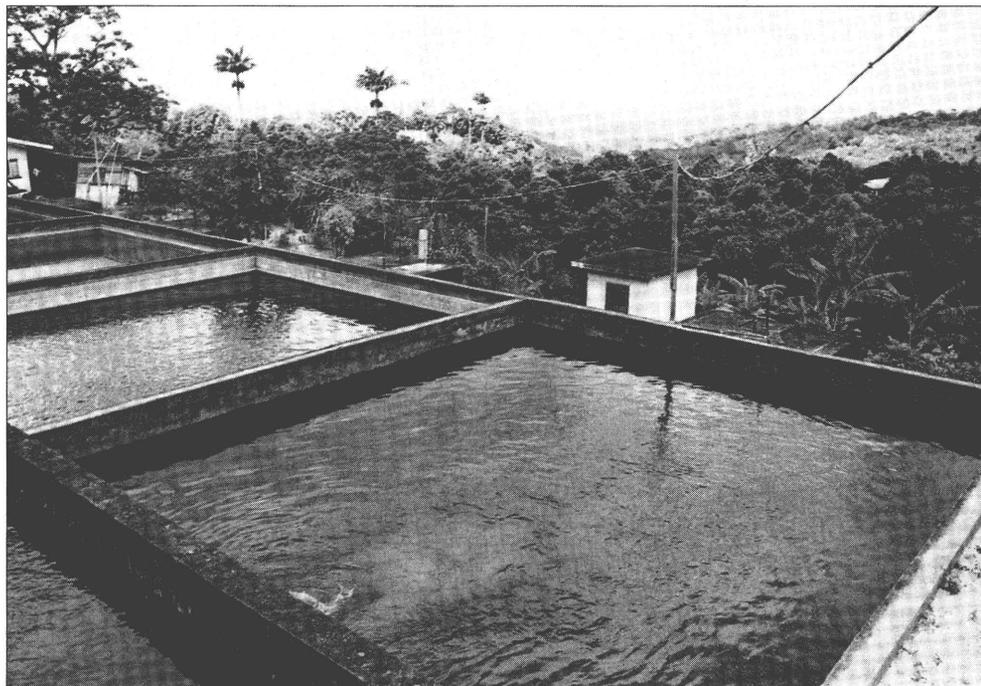
The management of freshwater resources, and of services drawing on water for functions central to human life, is critical to healthy social, economic and political wellbeing. Recently, this simple fact has attracted increasing international attention. The EC's own heightened sense of concern is reflected in recently published Guidelines entitled 'Towards sustainable water resources management: a strategic approach'.

The Guidelines set out a strategic approach for planning and managing water-related activity, from national policy-making, through the implementation of programmes and projects and subsequent operation of services. Its application is intended to extend the health-giving and productive properties of freshwater resources equitably, efficiently and sustainably among humankind, with special emphasis on poorer and under-served people. It involves a radical change in traditional attitudes towards water management, and the introduction of good practice consistent with core principles agreed at a series of meetings held under national, regional and UN auspices in recent years.

The Guidelines have been prepared for the use of all those involved in EC development cooperation for water management and use, and are in harmony with the approaches taken by EU member states, other donors and partner countries. The potential readership, apart from EC officials, therefore includes decision-makers in government, NGOs, the private sector and international organisations.

Rationale and key concepts

Part I of the publication has four chapters. The first of these presents the rationale for the elaboration of the strategic approach. It highlights the com-



The Courier

EC-supported water project in Grenada.
The Guidelines argue for a holistic approach to water use

peting stresses to which the resource is subject in the contemporary world, arguing the case for a holistic approach to water use. The chapter includes a full description of the common basic principles already agreed at international level. Chapter 2 sets out the first key element of the strategic approach, the Guiding Principles. Using already established core principles as a basis, it elaborates a set of 19 detailed principles under the following six headings:

- institutional and management;
- social;
- economic and financial;
- environmental;

- information, education and communications;
- technological.

Chapter 3 describes the second key element of the strategic approach – the programmatic contexts, called *Focus Areas*, in which the guiding principles are to be applied. The four Focus Areas are:

- Water resources assessment and planning;
- Basic water supply and sanitation services;
- Municipal water and wastewater services;
- Agricultural water use and management.

* Water resources specialist, Water Management Group, HR Wallingford Ltd., UK.

** Principal Administrator, DG VIII (Development), European Commission.



Pumping water in rural Senegal.
Special emphasis on poorer and under-served people

Chapter 4 contains a summary overview of actions implied by the adoption of the strategic approach (addressed more comprehensively and systematically in Part II). These are grouped according to priority themes for action.

Applying the strategic approach

Part II contains practical aids to equip the user to apply the theoretical information provided in Part I to the actual planning, development and implementation of water-related development activities. The introductory material in Chapter 5

contains a description of *Project Cycle Management* (PCM), whose phases provide a timeline and project process framework. PCM envisages that projects are planned and implemented within a phased structure:

- programming;
- identification;
- formulation;
- financing;
- implementation;
- evaluation.

The main body of Part II (Chapters 6-11) consists of a series of practical *checklists*, to enable the guiding principles at the heart of the strategic approach to be put into effect in the different focus areas, at the different stages of the project cycle. The checklists do not provide exhaustive instructions on how to proceed in every situation. Rather, they identify problems likely to be encountered and potential responses of the 'what', 'why' and 'how to' variety. The suggestions are an aid to effective problem-solving within the PCM process, not a definitive and prescriptive manual.

Supplementary tools

Part III provides supplementary tools and aids for users to draw upon in carrying out actions they have identified by applying the checklists. Chapter

12 contains a glossary of key concepts used in the Guidelines. These range from 'awareness-raising' to 'gender analysis', 'international water law' and 'tariff structures'. Chapter 13 consists of specific programme and project aids covering a variety of subjects such as capacity-building, national and international water law, gender analysis, monitoring indicators, financial and economic analysis and environmental procedures.

Chapter 14 describes EC structures and funding instruments in the context of water-related development cooperation and Chapter 15 consists of standard formats for terms of reference. There is a bibliography of recent publications which can be consulted for additional information on the issues included in the Guidelines. ■

A.H. & A.L.

Copies of this new EC publication

(currently available in English
ISBN 92-828-4454-4)
can be requested from:

Directorate-General for
Development (DG VIII),
Rue de la Loi/Wetstraat 200,
B-1049 Brussels

For further information,
contact the Information Unit:
Fax (32 2) 299 25 25
E-mail info@dg8.cec.be

French and Portuguese
language versions and a
CD-ROM are planned for
publication during 1999.

Integrating conservation with ecotourism in Dominica

Tourism is growing in importance worldwide, but particularly in the Caribbean. Although Dominica has only become involved in the hospitality business relatively recently, in the last few years it has experienced higher growth than most other Caribbean countries.

Tourism can be divided into different categories, each appealing to different groups of people. Traditionally the Caribbean (and many other places) have catered mainly for 'mass tourism' – low-cost holidays involving relatively large numbers of visitors, with an emphasis on beaches and nightlife. Recently, however, there has been a big increase in special interest holidays, particularly in what is termed 'ecotourism' or nature tourism. Ecotourism can be defined as the 'non-consumptive enjoyment of nature that sustains the well-being of local people'. Examples include hiking, birdwatching, whale watching and scuba diving. All these activities are on the increase, reflecting the global trend towards a general greening of tourism.

Dominica is blessed with the very assets sought by this new breed of visitor. Such assets are in short supply in other countries in the Caribbean, so Dominica is in a good competitive position to exploit this growing market. However, different types of tourism often conflict with one another if they are developed side by side. Nature tourists generally like to hike alone, or in small groups, and explore remote wilderness areas without meeting large numbers of other people along the way, or being disturbed by helicopters overhead. If Dominica decides to exploit the 'nature' sector of the tourism market, it will need to minimise the potential for this kind of conflict. Already the world travel press is alerting readers (and hence potential visitors) to such issues.

EC project

This is the context in which the EU decided to fund a project on eco-tourism in Dominica under a Community budget line ('Environment in developing countries'). The project was undertaken by *Ecosystems Ltd* in close collaboration with *Dr P. Evans* of the University of Oxford, the Environment and Development Group in the UK, the Dominican Ministries of Tourism and Agriculture, and the National Development Corporation. It had the following objectives:

- to identify and catalogue 20 of the most important biological sites within Dominica;
- to develop basic management plans for the 20 sites outlining potential eco-tourism development operations in each;
- to undertake detailed market surveys of both stayover and cruise-ship visitors to assess nature-oriented interests in relation to other activities;
- to investigate the best ways of promoting tourism, raising revenue for a National Parks Service and involving local communities;
- To publish seven guide books on various aspects of Dominica's natural resources, as well as a tourist map, for subsequent sale by the Tourism Ministry.

Visitor needs

Market research was carried out involving more than 1200 visitors to Dominica, split roughly equally between 'stayovers' and cruise-ship visitors. This was supplemented with a questionnaire survey of 100 specialist nature tour operators located in both Europe and North America. Taken together, the findings were used to develop an agenda for developing ecotourism in the country.

All three groups mentioned above emphasised the lack of available information about Dominica's natural assets, both within the country and abroad. There was a demand



Trafalgar Falls, one of Dominica's premier tourist attractions

for more general information about the country's wildlife resources, as well as specific details about the range of natural attractions on offer (including where these are located and how one can find them). Having 'discovered' Dominica, most visitors surveyed were highly impressed with the country – particularly its scenery and wildlife. Minimal development of facilities at nature sites was something favoured by both stayover and cruise-ship respondents. The latter expressed particular interest in having additional viewing stops. They would also like more opportunities for visiting gardens, whale-watching and scuba diving. Stayover visitors wanted more one-day and cross country trails, and a wider variety of wildlife attractions.

The demand for information revealed in the surveys should be addressed by the nature map and the seven specialist booklets (including guides on the geology of the island, climate and habitats, wildlife and plants) which have been funded by the project. These materials have been passed to the Ministry of Tourism, and sales are expected to generate income of about EC \$560,000.

Twenty new nature sites

To cater better for the needs of nature tourists, the project identified 20 locations that would benefit from attention as nature sites. These were chosen to cover all the main habitats (both terrestrial and marine) and wildlife attractions, and to provide a wide geographical spread so that local communities across the island can benefit from visitors. Some sites are recommended specifically with cruiseship tourists in mind. The aim here is both to reduce pressure on some existing popular locations, and to cater for the demand identified in the survey.



P.G.H. Evans

Imperial parrot, one of the rarest birds in the world

Nature site diversification

Minimal development (information, signs, basic trails)

- *Pointe de Fou Seabird Colony*
- *L'Îlet Seabird Colony*
- *Morne Danial Cliffs*
- *Whale & Dolphin Sanctuary*
- *North Coast Trail*
- *Cabrits Dry Forest Trail*
- *Soufrière Trail Network*
- *Colihaut Heights Trail*
- *Morne Trois Pitons Trail*
- *Middleham Falls Trail*
- *River Jack Trail*
- *Layou River Gorge*

Moderate development (hides, boardwalks, car parking, shelters, staff)

- *Cabrits Swamp (boardwalk + hide, staff costs for site management)*
- *Glanvillia Swamp (boardwalk + hide)*
- *Hampstead Beach & Mangroves (staff costs for turtle conservation)*
- *Morne Diablotin Trail Network and Bense Heights Trail (car park, road upgrading)*
- *Carib Trail (picnic shelters, tables)*
- *Penrice Falls (shelter, car park, toilet, road upgrading)*

Major development ('interpretive' visitor centre/parks office, staff)

- *Cabrits Marine Reserve*
- *Scotts Head/Soufrière Marine Reserve*

Sites recommended for development in phase one are in italics

It is recommended that twelve of the sites should have only minimal development (in other words, more information, better signposting, viewing points where appropriate and basic trails). Six of the locations would be provided with extra facilities such as a car park, toilets, boardwalks, hides and some road upgrading. On two sites, it is suggested that there should be visitor centres (where the local flora and fauna would be highlighted and explained), together with a parks office and warden.

The recommendation that most sites should receive only minimal development is designed to ensure that the burden of management is kept small, but also reflects the views of most visitors. Ecotourists prefer natural areas to be left as intact as possible with a minimum of man-made structures.

The estimated total cost of the proposed developments is EC \$2.15 million. There is also a recommendation that there should be a phased programme of investment. This is seen as necessary for cost and manpower reasons, but also because it will enable the progress of ecotourism to be monitored over the coming five years, and for plans to be modified, if necessary, in the light of the experience gained.

The recommendation is for ten sites to be developed in the initial phase (four 'minimal', five 'moderate' and one larger scale development involving construction of a parks office and 'interpretive' visitor centre). The total cost for these is estimated at EC \$1.53 million.

Economic return

If nature tourism is to be encouraged in Dominica, then this

inevitably requires more resources to manage it than currently exist. At present, Dominica greatly underutilises the potential for direct revenue from visitors. Market surveys suggest it would be reasonable to introduce an entrance fee of US \$10 a day (aimed at cruiseship visitors and other excursionists) and a general fee of US \$25 for stayover visitors allowing unlimited access to the nature sites for the duration of their stay. For access to marine areas, a user fee of US \$2 per dive or whalewhatching trip is proposed. The average diver makes eight dives during his or her stay in Dominica so this would equate to a general marine fee of US \$16 for the duration of the holiday.

On the basis of the charges suggested, the estimated revenue from land sites in 1998 would have been US \$1.4m (EC \$3.6m) - 70% from stayovers and 30% from cruiseship visitors. Using the 1995 visitor figures as a basis, the revenue for dives would be up to US \$26,000.

Visitors need to be assured that revenue raised from user fees goes directly towards the upkeep of nature sites, rather than to the general treasury. For some sites with extra facilities such as interpretive centres, and locations where numbers of visitors need to be regulated to minimise disturbance to rare wildlife (such as parrots), a specific site fee is recommended.

Environmental considerations

It is clearly necessary to limit the impact on the environment of larger numbers of visitors. Different sites have different carrying capacities depending on the nature of their fauna and flora. It is evident that a site in the breeding range of the two native parrot species is more vulnerable to human disturbance than a simple scenic trail with viewpoints. Since cruiseship visitors are more likely to move around in large groups, it is recommended that they are directed towards a wider range of broadly scenic locations.

Of the 20 sites considered, four have been identified as being particularly suitable to cruiseship visitors. These include spectacular views, opportunities to observe some local fauna and possibilities for swimming in rock pools.

A number of cruiseship passengers expressed enthusiasm for whale-watching and scuba diving

and, with regulatory mechanisms in place, these could be further encouraged.

Head counts and questionnaires were used to estimate the number of annual visitors to four key sites in Dominica (Emerald Pool, Trafalgar Falls, Cabrits and Syndicate Parrot Reserve). The figures ranged from 84,000 at Emerald Pool to 15,000 at the Syndicate site. The maximum in any one day was 1150 at Emerald Pool and 120 at Syndicate. These levels inevitably impose environmental pressures on certain sites and can reduce visitor enjoyment.

Estimating the 'carrying capacity' of a particular site means making an arbitrary but informed judgment based on visitor behaviour and the extent to which key wildlife is susceptible to disturbance. Once a figure has been set, the numbers visiting the site need to be monitored. Environmental damage should also be measured in various ways – for example, by examining how much trail erosion is taking place and determining whether the numbers of particular wildlife species are falling. If, with a given number of tourists, there are signs



Tourists boating in the Indian River National Park, Northern Dominica

of damage, then the estimated carrying capacity of the site in question must be reduced. The monitoring process provides continuous feedback for setting carrying capacities on a site-by-site basis.

There are two main mechanisms for actually regulating visitor numbers to particular sites. One is to have some sites of remote access, so that there is natural regulation of numbers. The other is to introduce site fees with either an entrance system or, if there are many points of access, a guard who patrols regularly and conducts spot checks to ensure that visitors have the requisite passes.

Local community involvement

The market research mentioned earlier highlighted the nature of the holiday experience sought by

visitors to Dominica. Most of those surveyed wanted to stay in small rural guest houses. In order of preference, the next most popular options were small hotels, mountain huts and private homes. Five star hotels came bottom of the list!

It is essential for the local community to be involved in managing sites and for it to benefit directly from that management. When talking about the co-management of nature sites, four groups need to be considered:

- *An agency responsible for National Parks and Nature Sites* – to train local guides, monitor visitor impacts, contribute to the upkeep of trails and provide training in site management and entrepreneurial skills;
- *Village councils* – to administer a management fund, coordinate local approved guides and organise trail upkeep teams, local cultural events and other entertainment;
- *Local landowners/tenants* – to develop farmers' cooperatives for the management of farm tourism; and,
- *Private enterprise* – providing small-scale accommodation, bars and refreshment stalls, taxis and buses, local produce and handicrafts.

Most people would agree that it would be a mistake to become too heavily reliant on tourism for jobs and income, as happened in the past with agriculture. Indeed, it may be prudent to decide a carrying capacity for visitors to the island as a whole (particularly the 'mass' tourism engendered by cruise-ships) beyond which the environment and social fabric of the country starts to deteriorate. Charges such as user fees and berthing costs can be utilised to help regulate numbers. A portion of the revenue obtained from tourists should be put back, not just into managing nature sites, but also towards ways of improving the overall nature experience available to visitors (for example, through interpretive centres, innovative audio-visual displays, etc). By promoting a measured development of the ecotourism industry, Dominica has the potential to avoid the mistakes that many countries around the world have made. ■

Ingredients for an ecotourism strategy in Dominica

The next ten years

More nature tourism information available locally

More overseas information and marketing of Dominica as a nature tourist destination

Greater diversity of nature attractions

Site development

- *minimal development for major sites*
- *upgrading of a few specific sites*

Training of local guides, craft manufacturers, and other entrepreneurs

Guiding and regulating the tourism industry

- *guest houses, restaurants, taxi drivers, vendors, local guides*

Monitoring of and research on visitor impacts at nature sites

Control number/impact of visitors (particularly from cruiseships) in more sensitive nature sites

Co-management of nature sites

- *develop new relationship between local communities and government*
- *agencies to allow for site management and sharing of financial benefits*

Local benefits

- *direct revenue from users fees*
- *indirect revenue from private enterprise*

Ensure adequate financing for management of nature sites

- *exploiting revenue-raising opportunities from visitors (e.g. user fees)*
- *actively soliciting grant support from conservation bodies*
- *increasing contribution from central government*

Improving collaborative strategic planning involving government agencies and the private sector

Comparing the ACP and EU negotiating mandates

In September, the EU and the ACP Group began talks on a successor to the Lomé Convention. This is an abridgement of a brief, prepared by the European Centre for Development Policy Management (ECDPM), which compares the negotiating mandates of the two groups.*

At first sight, the parties agree on the principles and objectives of future cooperation. Both want a *strengthened partnership*, secured through deeper political dialogue. This should be geared towards poverty reduction, sustainable development and further integration of the ACP into the global economy. Both mandates recognise the need for 'differentiation' between ACP countries (e.g. special treatment for LDCs). However, there is a major divergence on the political basis of the partnership. For the ACPs, *development* should be the primary objective. It is seen as a basic human right that should not be subordinated to political goals or other agendas. Political dialogue should reflect this and be unconditional. The EU seeks a political environment that guarantees peace, security and stability, respect for human rights, democratic principles, the rule of law and good governance. This is seen as a *prerequisite for development*. The same applies to 'sound and sustainable economic policies'. The preamble of a future agreement should therefore refer to numerous pledges made in recent UN Conferences. The EU sees an explicit linkage between development and broader political and economic agendas.

Political and institutional aspects

Both mandates agree that strengthening the partnership will require a fresh look at current provisions. For the ACP, a 'true partnership

cannot be characterised by 'conditionalities'. Political dialogue should not take the form of 'political dictation or be tinged with any notion of conditionality'. The EU is much less explicit. It wants future partnership to be based on 'dialogue, contract rather than conditionality and the fulfilment of mutual obligations'. In practice, the dividing line between 'conditionalities' and 'mutual obligations' may prove rather thin. For instance, the EU mandate is much more specific on ACP obligations than on its own commitments.

Essential elements

The ACP group says it is committed to democracy, the rule of law, respect for human rights and good governance *as set out in the existing Convention*. The EU wants to go further and include a good governance clause as a new essential element. Its mandate spells out what this means. Beyond the transparent and accountable management of resources, it also encompasses 'effective action to prevent and combat bribery and corruption'. The ACP mandate is silent on these issues. This could mean that it rejects the EU proposal or that it is a divisive point, internally. It could also be that inclusion of governance in article 5 is only acceptable to the ACP if preliminary agreement can be reached on definitions.

In this respect, the ACP recall 'that no measurable standards have yet been developed for the current provisions' and that it would be 'beneficial to lay down criteria and procedures for the joint determination of infringement of the agreed principles'. The ACP stress that 'no unilateral withdrawal of development assistance will be accepted', thus criticising the dominant practice since 1995. This is likely to be a tricky issue in the negotiation. The ACP are unhappy with the current use of the suspension clause and would prefer jointly measurable standards. However, levels of democratic development and governance vary considerably among ACPs. This may make it difficult for the Group to come up with a shared and credible set of criteria, indicators and monitoring procedures to determine infringement.

Political dialogue

How can more effective political dialogue be promoted? Both mandates tackle this question from two angles: the *content* and the *format*. With regard to content, there are many concerns that the parties seem to share (e.g. dialogue on conflict prevention, post-conflict reconstruction, sustainable development, etc). In practice the ACP fear that the agenda for dialogue might focus too much on EU priorities (e.g. respect for human rights, democracy, drugs and organised crime, gender). To prevent this, the ACP mandate proposes that certain themes of interest to the ACP Group be included. Thus, they claim a reciprocal right to dialogue on 'EU-third country relations which adversely affect the interests of the ACP Group' or 'activities originating in the EU which affect the stability of ACP countries or regions' (e.g. arms trade, extra-economic activities of transnational companies, nuclear testing, etc.).

Migration is a new and potentially divisive topic. The EU limits the scope of dialogue to issues of poverty, jobs, human rights and armed conflict, as well as voluntary return and ways of discouraging illegal immigration. The ACP want to discuss the treatment of ACP immigrants in the EU in the context of the Schengen agreement. It is doubtful whether the EU is willing to address such issues under the rubric 'political dialogue'.

With regard to format, the parties agree that there should be political dialogue at the global, regional, sub-regional and national level. The EU pleads for flexible procedures and modalities, to be agreed according to efficiency criteria. The ACP go further than the EU in their criticism of the joint institutions (formalism, non-resolution of problems, low and inappropriate level of attendance, particularly from the EU). Institutionally, both mandates favour reinforced dialogue at ministerial level (including the troika responsible for ACP-EU cooperation and foreign affairs), as well as in the Joint Assembly and Committee of Ambassadors. The question is whether the EU will be able to manage such high level dialogue at the global and sub-regional levels. While

* This brief was prepared by Jean Bossuyt, Andrea Koulaïmah-Gabriel, Geert Laporte and Henri-Bernard Solignac Lecomte.

For further information, contact Kathleen Van Hove (kvh@ecdpm.org)
European Centre for Development Policy Management (ECDPM)
Onze Lieve Vrouweplein 21, 6211 HE Maastricht, The Netherlands
Fax: (31)-43-350 29 02,
E-mail: info@ecdpm.org

All ECDPM documents can be found on the Internet: <http://www.oneworld.org/ecdpm/>

an Africa-Europe summit is foreseen in 2000, separate meetings between the EU and the Caribbean and Pacific are less likely.

The actors of partnership

This is likely to be another political battlefield. In various parts of the ACP mandate, openings are made for greater participation by non-state actors (civil society and private sector) in future ACP-EU cooperation. Yet the nature and modalities of this participation remain rather vague. For the EU, extending partnership to a wide range of actors seems to be a political priority. A 'participatory partnership' is seen as fundamental to future cooperation. The mandate dedicates an entire chapter to the 'actors of partnership'. While recognising the primary role of national authorities in defining strategies and programmes for development, the EU wants to involve a wide range of actors in 'dialogue on the policies and priorities of cooperation (especially in areas directly concerning them) and in implementing cooperation projects and programmes'. The mandate also stresses the need for 'increasing decentralised cooperation'.

Geographical coverage

The ACP mandate clearly stresses the *internal solidarity* of the Group. It favours its enlargement to Overseas Countries and Territories that would gain independence, Cuba, and independent Pacific states if they have the support of existing members in the region. Should this happen, the general perception that ACP countries are a continuation of former colonial links to EU countries would be broken. The EU is less clear here, simply stating that the Convention 'will set out the criteria and mechanisms for accession, based on the current provisions.'

Trade

Since the first versions of their mandate, the ACP have switched from an essentially *status quo* position to a more 'reactive' one. Successive drafts have tended to become more lenient towards the principle of FTAs, while emphasising the necessity to soften their impact in all possible ways. The inclusion of services, pushed for by the Caribbean, is new. It is somewhat surprising that the trade proposals do not include more explicit calls for financial compensation packages, should ACP reciprocity be adopted.

Consensus points

There are three main points where both sides agree:

- to preserve a *comprehensive aid and trade agreement*, covering an increasing number of areas;

- the need for *flexibility with the WTO*, should reciprocity be introduced. This means longer transition periods and exclusion of more sensitive products than a strict interpretation of WTO rules would allow. Not only did the ACP mandate grow to reflect (reactively) European positions, but similarly, successive versions of the EC mandate attempted to respond to fears expressed by the ACP. Hence their increasingly explicit reassurance that eventual FTAs could be *softened*, compared to strictly WTO-compatible ones.

- the need to retain a *specific ACP-EU trade link*, as opposed to a 'normalisation' of European trade policies towards developing countries (the GSP and 'MFN' options). For the EU, which presents these stronger trade ties as the driving force towards some form of economic and political *integration*, foreign policy rather than just commercial or developmental objectives is the underlying reason for this privileged link. The ACP want to reinforce the link because they still see it as the only alternative to an MFN approach they fear would leave them worse off. They are concerned that the WTO is not the best place to defend their trade interests, seeing it as biased against smaller and weaker countries. They need the anchor of their traditional development partners.

Differences with the EU mandate

The ACP present three main proposals:

- *Take more time before making changes*. The ACP ask for a ten-year rather than five-year extension of the current waiver. They do not consider themselves ready for FTAs, and will not be ready by the time the EU wants them (2005). The EU seems willing to be flexible, but the ACP intend not to commit themselves to anything too quickly. The agreement on trade should be left for September 2006, while the EU wants the ACP to agree on the principles by February 2000.

- *Retain as much as possible of the current arrangement*. The ACP want to maintain and enhance the protocols, while the EU is far from clear what will happen. Both agree that the sugar protocol has a special status. The EU hints it might be revised during the negotiations: the ACP explicitly oppose this. The latter want commodity mechanisms preserved and improved. They agree to some extent that these have not worked in the past, but argue that this is not because they

were inadequate as instruments, but because they were not properly managed. The ACP believe Lomé preferences should be kept for LDCs, as the EU proposes, but also for 'highly vulnerable countries', and that special and differential treatment should be given to 'small economies'. This is also reflected in general considerations for 'positive differentiation' (for the small, the vulnerable, the landlocked, the commodity-dependent).

- *A fairer deal*. The issue of CAP-subsidised EU agricultural goods remains a concern for the ACP. The EU does not mention it. Regarding ACP calls for simplification and relaxation of the rules of origin, the EU (which only included improvement of rules of origin in its mandate at the last minute) remains very vague. The ACP call for existing access for agricultural goods to be improved, whereas the EU makes no firm proposal.

Areas and priorities for cooperation

There seems to be a broad consensus on the *areas and priorities* of development cooperation. Both mandates contain quite a detailed list of objectives, focal areas and development concerns. These are generally in line with current development thinking and the conclusions of major UN Conferences. They centre around the key objective of poverty eradication and are translated in more concrete objectives with regard to economic development (e.g. support for private sector, infrastructure, competitiveness, technological innovation, employment), regional cooperation and integration, social development, human and institutional capacity building, reform and modernisation of the State, sustainable development and natural resource management, youth and gender issues, culture, etc. At first sight, there is unlikely to be much controversy about this list. Rather, there will be a discussion on how a long and detailed description of objectives can be reconciled with the perceived need for a shorter and leaner cooperation agreement.

Divergent positions can be expected in the choice of implementation strategies to achieve common objectives. For instance, the ACP agree with the EU on the need to reform the state and its institutions. However, compared to the EU mandate, there is less focus on human rights, the fight against corruption and support for the rule of law. Both negotiating mandates also recognise the central role of the private sector as an engine of growth, employment and wealth. The

ACP mandate calls for new forms of 'dialogue between public and private sectors at national level' and for 'more direct and easier access to financial resources'. It remains vague, however, on the operational modalities to make this a reality. The EU requires 'the development of social dialogue with all the actors representing civil society, and specifically between employers and labour'. No reference is made in the ACP mandate to this type of sensitive issue.

It is also interesting to note the ACP call for writing off debt from previous Conventions and for an EU commitment to promote urgent debt relief measures in other fora. This does not appear in the EU mandate. The ACP also urge that monetary arrangements to tackle instability in financial markets be developed and call for enhanced ACP-EU monetary cooperation, especially for currencies pegged to the Euro.

Instruments and management of financial cooperation

This is likely to be a rather complicated and polarised topic during the negotiations. The EU is quite ambitious. It wants major changes in cooperation practices in order to promote ownership and a more effective and viable use of resources. *Differentiation* among ACP states is a key notion. There is also a clear desire to reward development performance. Thus, future (five-year) resource allocations will be calculated in the light of the country's estimated *needs* (i.e. size, population, income, structural and geographical vulnerability and whether the country is an LDC) and an objective and transparent estimate of *performance*. Generally, the ACPs seem more 'conservative'. The principles that they promote are:

– *Local ownership of reforms*. This is also promoted by the EU. The financial consequences (less funding) of the absence of reforms are not drawn by the ACP. This could conflict with the 'security' of resources. The ACP commit themselves to *effective reforms for a stable financial environment*, but do not make it a contractual obligation.

– *Predictability and security of resources*. This is likely to contradict EU views on performance criteria as the basis for aid allocation, and phased programming. In ACP eyes, the flow of resources should not be constrained. They urge the EU to *allocate 0.7% of GDP to ODA*, to subscribe to the aim of *reducing poverty by 50% by 2015*

and to abide by the Copenhagen 20-20 compact.

– *Partnership with more explicit allocation of responsibilities*. This is also an EU principle. However, neither party is explicit on the respective responsibilities.

– *Simplification and rationalisation of instruments*. The EU goes much further by proposing to reduce the number of instruments.

– *Flexibility in programming*. The ACPs are not specific on this: Is *flexible programming* the same as *rolling programming*? Such amalgamation can be done easily. However, a more detailed reading of the ACP mandate would point to an easier revision of the projects and programmes rather than a full revision process which could imply fewer resources for certain NIPs.

The ACP propose to keep STABEX and SYSMIN. The gap with the EU position is very wide on STABEX. The ACP want to 'improve' these instruments in the sense of having fewer constraints, more funding, and simpler procedures. Unlike the EU, there is no fundamental questioning, nor a suggestion that it be used for structural adjustment reforms.

Both sides see an extended role for a renamed Centre for the Development of Enterprise (CDE), currently the CDI. This would imply extending its activities to the area of services and integrating CDE more in strategies for private sector development. The role of CTA should be reinforced.

On modes of financial and technical cooperation, the ACP are not very clear. Critical questions such as putting an end to the entitlement culture, and combining needs and performance criteria for aid allocation, are not openly addressed. These are divisive issues inside the ACP. Diplomatic phrasing is found in their mandate that calls for a 'cooperation policy and framework... suitably tailored to individual circumstances for reasons of efficiency and responsive to different needs and conditions in the ACP'. The focus on *needs* rather than *performance* is clearer when the ACP request that additional funds are allocated to LDCs and that aid is concentrated on poverty eradication.

The ACP wish to tackle the lengthy procedures of current cooperation, and to overcome administrative bottlenecks. They seek a decentralisation of responsibility to the field and more decision-making powers for the NAO and EU Delegate. This is also envisaged in the EU mandate.

On the issue of budgetary aid versus project aid, the ACP are more cautious than the EU. They call for the creation of suitable frameworks and an environment for direct budget assistance, while maintaining project aid where necessary. This may reflect a compromise between 'better performing countries' and those still at a less developed stage.

Finally, as mentioned before, participation and decentralised cooperation get less emphasis from the ACP than from the EU. This may reflect conceptual and operational confusion on what this entails, as well as a lack of ACP consensus on what is a sensitive issue. The ACP recognise the 'need for greater participation and to give consideration to having more EDF money channelled through ACP civil society in areas where they have comparative advantages'. They also mention that 'future cooperation could be reinforced through proper policy dialogue involving all the actors of cooperation'. Two conditions are set, however: that this is done within the priorities and objectives set by the State and provided civil partners can agree on mechanisms of representation.

Final provisions

With a view to ensuring stability and predictability, the EU proposes a global long-term agreement, together with financial protocols for five years and a review clause every five years. It insists on the need for a text that is simple, legible and accessible, limited to the main objectives and general provisions of partnership (with procedural and implementation modalities referred to in annexes). For the ACP, a simplified Convention is acceptable and desirable but it should also be complete – specifying 'concrete objectives, principles and modalities for future specific and regional agreements'. The ACP also call for a long-term agreement with financial protocols for every five years and they suggest that the ratification process be limited to a 12-month period.

Problems in the Logical Framework Approach and challenges for 'Project Cycle Management'

by Des Gasper*

In the May-June 1998 issue of this magazine, Dr *Hellmut Eggers* presented an article called *Project Cycle Management Revisited*. Dr Eggers, when head of the evaluation division in DG VIII (Development) of the European Commission, led the early 1990s work to create the Project Cycle Management (PCM) model, which led to a well known 1993 manual. The aim was to create a framework for project planning and evaluation which would extend the 1970s Logical Framework Approach (LFA) devised in America, and also improve on LFA's 1980s German offshoot, ZOPP (Objectives-Oriented Project Planning, in English). LFA, ZOPP and PCM are all now extremely widely – and increasingly – used in development cooperation. Dr. Eggers's article outlined PCM and ways in which it tries to add to its LFA component and forerunner.

This sister article takes a more sceptical view. It makes a fuller identification of problems experienced with the LFA; and raises questions about how far PCM can provide the remedies, given its continuing central reliance on LFA.¹

PCM's reliance on 'the logical framework'

The 'Basic Format' of PCM specifies a set of *criteria* that must be satisfied in a project, at each of its stages, for it to be worth supporting. These criteria must be referred to during each project *stage*, including the later stages of monitoring and evaluation (mid-term, end-of-project, or after the project). They are held to reflect the accumulated wisdom about necessary factors for fulfilling what PCM asserts should be the *purpose* of any project: 'the creation of sustainable benefits for the target group'.

'In structuring this format (i.e. this set of criteria), the input of the logical framework ('logframe' or LF) has been decisive' (Eggers,

* Senior Lecturer in Public Policy and Administration, Institute of Social Studies (ISS), 2502 LT The Hague, Netherlands (gasper@iss.nl). ISS is a development studies centre core-funded by the Netherlands government, and engaged in postgraduate education, research and advisory work.

¹ A fuller version of ideas in this article appeared as Gasper, D., 'Logical Frameworks: A Critical Assessment', Working Paper 264, ISS, The Hague, December 1997. See also Forster, R., (ed.), 1996, 'ZOPP Meets PRA?', Eschborn: GTZ.

p.70). The logframe is a way of describing a project design. It appears as a matrix, usually with four rows and four columns, as in PCM. The rows correspond to different levels of project objectives; in PCM the four rows are called Activities, Results/Outputs, Purpose, and Overall Objectives. They are supposed to be logically linked in a narrative, in which achieving what is intended at one level leads us to the next higher one. The first column of the matrix describes a project's levels of objectives in general terms; the second and third columns are about how to measure the fulfilment of objectives and where to find the information; and the final column identifies factors external to the project which influence whether the desired project story happens. It thus also identifies a set of assumptions about the state of those factors. PCM uses this format for discussions on a project.

The logframe provides a convenient overview of project objectives, and encourages attention to higher level justifications, external conditions, and the information needs of monitoring and evaluation. The overview given is especially convenient for busy senior officials but could act as an aid to exchange of views between all involved in a project, if real consultation and negotiation are accepted.

'Logic-less frames', 'lack-frames', 'lock-frames'

We now have almost 30 years experience with LFA, and 15 years with ZOPP. Manuals are written to inspire confidence, and they do not mention the ups-and-downs of these methods in many organisations, including in their parents, USAID and GTZ. Often users, especially on the recipient country side, have not been asked their views at all on the planning and evaluation methods that higher levels or donors consider good for them. There is a danger then of an optimistic bias.

Dr Eggers noted three drawbacks of the logframe. Many others have mentioned these, but not highlighted and named them as we do here. First, the LF is very often used only because external funders demand it, and so is then invented after a project has been designed, rather than used to guide the design by promoting logical thinking about the links from one level to

the next higher one and about the role of external factors in affecting these connections. For convenience we can name this case the '*logic-less frame*', where the logframe matrix has been used to describe a pre-existing design, rather than to create a logically solid one. In principle, this failing can be counteracted; the logframe format could be used from an early stage, with its series of means-ends links derived from a systematic prior cause-effect analysis, as specified in ZOPP and PCM.

One related difficulty always encountered with LFA has been how to distinguish, and hence apply, the terms it uses for different levels in the hierarchy: inputs; activities, immediate outputs/results; 'purpose' (or specific objective); 'goal' (or overall/ general/ development objective). Dr Eggers highlights the attempt in PCM to adopt a clear principle: 'the Project Purpose... is, without exception, to be conceived as the creation of sustainable benefits for the target group'. This raises a danger of attempting to 'jam' too much into a four-level one-page diagram. Two inter-level links in a project are supposed to take us already to sustainable benefits. Yet the logframe contains no clear time dimension. 'Jamming' can cause illogic and is part of a problem of oversimplification.

Second therefore, and more difficult to counteract, the LF can frequently be too simple, even for describing simple project designs. Important aspects are often left out. Dr Eggers and I have used the term '*lack-frame*' (Gasper, 1997).

Third, after an LF has been prepared, it tends to be fixed and not updated, and thus becomes a '*lock-frame*' (Gasper, 1997). In principle, this failing can also be counteracted, if staff are permitted, willing and able to do the extra work of updating.

Eggers warns therefore against falling 'back into the routine of the logframe tradition'. He insists that PCM is fundamentally different, due to a 'mutual learning philosophy, the participatory approach and the positive debating culture that are the very essence of PCM' (p.72).

But why have logframes typically been used only where external funders demand them? Why do such simple descriptions continue to be made compulsory, including now for evaluation and not only monitoring, and treated not simply as aids in thinking but as authoritative statements of approved project structure? Why do logframes become fixed/locked? Dr Eggers gives no direct explanation for the drawbacks of the logframe tradition, except that there has not been enough training. A fuller analysis indicates several further problems and strong underlying causes.

Logframes are often only used when demanded by an external authority because they require a high degree of consensus about what is feasible and valuable. When this consensus is missing then only the pressure of a dominant

authority, the controller of funds, may lead to it being declared. But without first a shared analysis of a situation the result is likely to be an illogical project matrix.

Second, distant busy funders and supervisors typically prefer a clearcut, simple description of a project. They feel it is something definite against which those receiving public (or foreign) resources can be held accountable. But the result is likely to be a lack-frame. Distance and low trust contribute too towards the lock-frame syndrome, because of fear of loss of accountability if receivers of resources are allowed to modify what was earlier agreed. Illogical matrices, prepared only as a formality, are also likely to remain unchanged later.

One suggestion that I have heard to counteract stasis and the overweighting of simplified sketches is that all logframes should be dated and signed by those who wrote or approved them. This raises the question: whose project is it?

Frames for learning?

A fundamental problem with logframes concerns how to work in environments of great uncertainty and change. A generally doomed response is to try to plan and control so effectively that uncertainty and external changes are tamed. Lockframe can result: a logframe is stuck to doggedly despite becoming superseded, and then survives later because nobody pays attention any more.

The assumptions column in a logframe gives an opportunity to think about the impact of uncontrollable changes. Unfortunately this column, deposited at the far end of the matrix, is very often poorly used. Greater attention has gone to the middle columns for indicators and information sources, as part of a focus on controlling and trying to enforce a pre-set plan rather than on learning.

Much could be said about pitfalls and confusions in the use of indicators in logframes. Again simple representations often become taken for the full picture. Indicators tell us 'look at variable V'; they should not necessarily become targets ('Achieve level L on variable V by time T'), which can be dangerous in situations of low knowledge and low flexibility. Pre-set targets at input, activity and output levels bring a bias against more fundamental objectives of learning and building capacity. Space prevents further discussion here.

Many other problems exist with the logframe's simple description, concerning for example its step-wise hierarchy of objectives. This matches thinking from the profit sector, and can lead to

neglect of values about process as compared to values of products. In this short article I will instead briefly consider two deeper problems: the diversity of stakeholders in public projects, and the danger of tunnel vision.

Logframes are a simple description of a project *design*. They describe the intended activities and effects; in other words the intended routes for achieving intended effects. To take this description as the basis for all later monitoring and evaluation produces *tunnel vision*: a neglect of unintended and unforeseen effects, and even of unintended routes. This seriously restricts learning. Logframes are a good basis for the type of evaluation study which centres on clarification and updating of a project design, but are very insufficient for evaluations which try to identify project processes and project effects.

Whose project is it?

Who defines 'the target group'? The very name suggests that they themselves do not. 'It is true that defining the target group can be difficult, especially if conflicting interests are involved, with some groups perhaps even affected detrimentally by the project', observes Eggers. Put more strongly, an approach derived from corporate and military planning might be applicable still to some state industries, but becomes problematic for inter-organisational public programmes.

LFA attempts to impose the sort of clarity and order on a project that is easier in the private profit-making (or military) sector, where there is a clear location of authority and a dominant single objective: financial profit (or military victory or survival). To transfer this approach to public sectors has many problems. Even in the sort of industry that might equally be placed in either the State sector or private profit-making sector, the reasons for having it in the State sector include acceptance of a wider range of objectives than financial profit and a wider range of legitimately involved stakeholders than enterprise managers and shareholders. And when we look beyond those sorts of 'public enterprise' parastatals, to other public projects, whether run by government or NGOs or a combination, there may be no single centre of authority and, in practice, quite often no clear agreed objective. Instead there are many different actors – from central government to local government, firms, funders, intermediary NGOs, community based organisations and families. There is no guarantee that a single vision of the project is shared. In fact, while *within* private firms, an army-style unified authority might be possible, for their *external* relations, firms operate in markets. Markets are systems which allow the cooperation of

different agents who do *not* have to agree on objectives.

We need to think about systems for planning and evaluation of *public* projects, that do not always assume that we must have very extensive agreement on objectives and that we can readily create it through a workshop or two. Learning processes also become inhibited when the differences in views between stakeholders are treated so lightly and concealed under a logframe.

Conclusion

Highlighting this range of fundamental problems should contribute to the realism and relevance of current attempts to teach, apply, and improve the PCM approach. An effective PCM approach, or any other possible improvement on the Logical Framework Approach, will have to take them into account.

When assessing methods like LFA, ZOPP and PCM, we must consider how they have worked in practice, not only in the easiest or best-resourced cases, let alone just how they look in the manuals. It remains true that something can be better than nothing; but this does not excuse some of the existing use of logframes, and for certain purposes we have relevant alternatives. Where logical frameworks are still to be used, they must be seen as frames to help logical work. They cannot substitute for that work, nor can the resulting description be a full picture of even all important aspects of a project. Just as logframes could be signed and dated, every logframe could be accompanied by a note on what it has excluded and simplified.

When we learn to drive a car, we begin – unlike in most development planning manuals – not with a list of the benefits of the method, or not only with that. We are immediately reminded or already aware that cars can be dangerous and must be used with care and skill; that styles of use must be different in different cases (highways, urban roads, dirt roads, wet roads, curving roads, night driving, snow, ice, etc.); and that for many cases other methods of transport or communication are better (like trams, bicycles, walking, telephones or e-mail). Similar critical good sense is needed with methods like Logical Framework Analysis and Project Cycle Management. ■ D.G.

CDI's sectoral meetings: tangible impacts

CDI's mission is to meet the needs and requests of ACP companies from all sectors in terms of technical, marketing and financial assistance. In addition to this selective approach, CDI has been developing a more aggressive and programmed approach since 1993 by concentrating on various sectors with strong development potential.

According to the ACP region or country, certain priorities stand out because of the characteristics exhibited by certain sectors: a high market demand, the existence of comparative advantages, the presence of large companies in the sector, etc. After verifying the existence of these characteristics, CDI makes efforts to reinforce the sector, notably by encouraging partnerships with European companies. In so doing, CDI responds to the requests of ACP companies in a programmed manner, and facilitates the creation or reinforcement of professional associations – as well as collaboration between European and ACP professional associations. To cite just one example, CDI identified the existence of a strong demand for spun cotton in Europe and then carried out a

Training workshop on wood drying in Fiji

During the industrial partnership meeting held in Nadi (Fiji) in September 1997, great interest was shown in the course manual on wood drying presented by the CDI expert. This expert was invited to visit numerous companies where he was asked for advice on the drying methods to adopt and the equipment required to implement those methods.

From September 28 to October 2, a five-day workshop on the subject was given in Deuba (Fiji) with CDI experts and representatives of 11 companies from 4 Pacific region countries – Fiji, Papua New Guinea, the Solomon Islands and Vanuatu. The workshop constituted a genuine transfer of technology of a nature that can have a real impact on the wood industry in the Pacific. The participants took exams at the end of the course and received a certificate of competency granted by the Irish Timber Quality Bureau, an organisation recognised by the European Union.

■ CDI Contact: Jordi Tio Rotlan

The workshop on wood drying (Fidji) attended by 11 companies from 4 countries



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.

Editor:

Mr. Surendra Sharma
 Director of the CDI
 Avenue Herrmann Debroux, 52
 B-1160 Brussels, Belgium
 Tel.: +32 2 679 18 11
 Fax: +32 2 675 26 03
 e-mail: director@cdi.be
 Internet Website: www.cdi.be

sectoral study by analysing the supply sources, the local actors, the market and quality requirements, etc. A sectoral approach is now being developed.

Following reports revealing genuine sectoral development opportunities in certain ACP zones, various types of meeting are organised with the objective of bringing together partners and companies of a given sector and, in so doing, to assist the ACP countries in creating a greater impact on their local, regional or international market. In six years, the number of these meetings has

increased considerably, growing from three in 1993 (with fewer than 100 ACP participants and 60 EU companies) to 18 in 1998 (excluding Forums) with 340 ACP and 172 EU companies.

The various types of meetings

Industrial Partnership Meetings (IPM)

This is a novel approach that brings together, for three to four days, 20 to 25 key companies from an ACP country or regional sector with a similar number of

EU companies from the same sector and which are interested in establishing collaboration agreements. Highly motivated, they discuss the marketing and technical aspects of a certain number of themes identified beforehand thanks to a detailed sectoral study developed in the interest of the participating companies.

Seminars

The IPMs often lead to the organisation of training seminars. Between 10 and 20 companies are selected to benefit from a direct technology transfer by means of exposés on one or more key technologies offered by the companies or experts of the sector chosen by CDI. For example, an IPM on increasing the value of fruits led to the organisation of a seminar on packaging. These

seminars are sometimes followed by the drafting of a technical guide that can be useful to the entire sector. Very practical in nature, these guides are part of the CDI publications and provide

pertinent answers to the specific requests of numerous companies from the sector concerned.

Training Workshops

These are workshops on specific production techniques. The themes chosen most often come from debates that took place during the IPMs or the seminars. They are organised by groups of 10 to 15 companies and are led by a specialised consultant sent by CDI. Examples include training workshops on timber drying in the Pacific (see box), on spinning techniques (Ethiopia - Greece), on quarry exploitation and on agricultural techniques.

Trade Fairs

These highly specialised fairs enable ACP companies in a position to export (suitable quality, standards, prices, quantity) to exhibit their products effectively and to meet potential regional and European buyers and partners. Stands are usually organised and financed in collaboration with the CDI's professional European or ACP structures. Examples include the leather tanning sector at the Johannesburg Fair or the Trend Forum (see box) in Mauritius.

Industrial Missions

These are usually organised on the request of European

Participation in the SIAL Foodstuffs Fair in Paris

In collaboration with Adepta (Association for the Development of Exchanges of Agribusiness Products and Techniques), a French association of the major producers of equipment for the foodstuffs industry, CDI organised the 'African Produce' pavilion at the SIAL Fair, Paris from October 18-22, 1998.

Some 20 companies from Benin, Cameroon, Côte d'Ivoire, Gabon, Senegal, Zimbabwe and Mauritius were thus able to present their products to professional buyers at one of Europe's largest foodstuffs fairs. The items presented ranged from tropical fruit-based products (syrops, juices, jams, essential oils, banana chips) to frozen vegetables, manioc flour and canned tuna, all of which have strong potential on the European ethnic and large-scale distribution markets.

These and a few other companies carefully selected by CDI and Adepta were also able to visit a fair held during the same period in Paris on plans and equipment for the foodstuffs industry. A number of Senegalese companies also benefited from CDI support to present their products on individual stands: canned fish, frozen fish and crustaceans, peanut-based products.

■ CDI Contact: Paul Chotard

Textile sector: results of the 3rd Trend Forum in Mauritius

From October 13-15, the Export Processing Zones Development Authority (EPZDA) organised its 3rd Trend Forum in Mauritius. Previously presented in the last issue of The Courier (November-December '98), the forum results are worth mentioning to echo the wide satisfaction felt by the beneficiaries. The fact that 303 companies took part in the 1998 edition (compared to 229 in 1995) proves the value of the information distributed and shared during the 11 seminars held at the forum. All present made it known that their trade perspectives are enhanced by such meetings. A CDI study carried out in August 1998 on the European companies that took part in the Trend Forum 1997 indicated that, following the contacts made, they had placed orders to date for products amounting to over USD 12 million.

■ CDI Contact: Mary-Jane Caudron

Companies from Botswana, Madagascar and Zimbabwe were invited by CDI to the Trend Forum.



Mining Forum: follow-up programme for projects underway

Following the Accra Mining Forum held in March 1998, and on the initiative of ECOWAS, UDEAC, the European Commission and CDI, 110 projects have been presented in the sectors of precious minerals (diamonds, gold), industrial minerals and dimension stone. A first group of 30 projects sufficiently advanced for valid examination by CDI have been counted, 16 of which are in industrial minerals, 11 in marble and granite and 3 in gold. They concern Burkina Faso, Cameroon, Côte d'Ivoire, Ghana, Mauritania, Niger, Senegal, Guinea and the Central African Republic. These products (level 'A') should receive CDI assistance in 1999 in the form of market studies, extensive feasibility studies and technical assistance. Moreover, in early September 1998, the Commission and CDI sent missions to the ECOWAS and UDEAC countries to update the category B and C projects (projects that need better documentation and projects insufficiently defined or less advanced). From these missions will come approximately 25 projects that will move up to category A status and be submitted to CDI from January 1999.

CDI also decided to reinforce its local sectoral network. To enable the ECOWAS and UDEAC mining exploration companies that wish to become more involved in the follow-up of the programme to be more efficient, CDI and the European Commission envisage training them through a specialised Irish mining exploitation company. In May 1999, some 20 ECOWAS, UDEAC and SADC mining exploitation companies will be trained in new exploration techniques and in CDI's analytical tools for mining projects. These consultants will then be associated with the follow-up of mining projects in the three regions. ■

CDI Contact: Sid Boubekeur

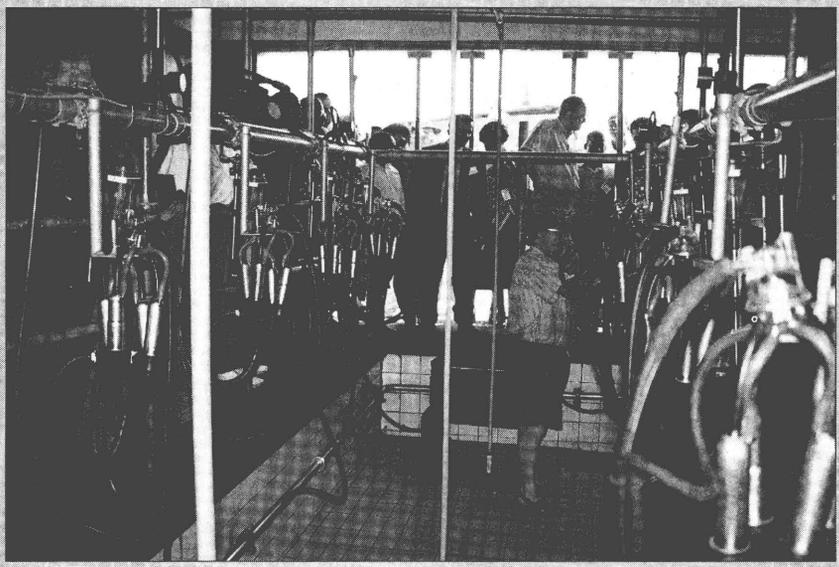
Milk in Eastern and Southern Africa: the follow-up to the Kampala seminar

The ACPIEU-organised seminar on the milk sector in October 1998 in Kampala (Uganda) gives evidence of the genuine boom experienced in this sector in Eastern and Southern Africa. One immediate result of the seminar is that 13 ACP countries have expressed their wish to obtain CDI assistance in the form of technical and training assistance, particularly in the fields of Quality Management, Quality Systems and Procedures, HACCP and ISO 9000 certification. Furthermore, three European companies present (among 70 participants) have decided to create branches in Eastern and Southern Africa.

Africa possesses 16% of the world's dairy livestock but only accounts for 3.7% of global milk production. This represented 17 million litres of milk in 1997, or the equivalent of only 454 litres per cow per year, compared to the 5,307 litres average that a cow yields every year in one of the 15 European Union countries. The request for assistance made by the African companies constitutes an awareness of their need to make better use of the region's potential production capacity.

To enable the African participants to better master the technologies as well as the concepts of Quality Assurance Systems, HACCP and ISO, CDI plans to organise training workshops in 1999.

■ CDI Contact: Chérif Tour
Visit to Jesa Farm, Kampala



companies. Examples include Italian operators wishing to gain an insight into the dimensional stone sector in Namibia or the wood sector in Mozambique, and German pharmaceutical producers wishing to meet Southern African companies. Industrial missions of ACP companies to Europe are also envisaged (see box).

Forums

These meetings involve an entire sector and are organised on the initiative of the European Commission in collaboration with CDI. As was the case of the Accra Mining Forum that included 78 ACP companies, the forums bring together a large number of EU and ACP companies. Forum results are very tangible as illustrated by the numerous orders placed or partnership agreements concluded in their aftermath. (See box: Mining Forum).

Industrial twinning missions

A European region, a country or a group of countries contacts ACP companies (all sectors) with the objective of favouring development.

Impact and follow-up to these meetings

All these meetings lead to a series of tangible results that are spread over time: first, the execution of sectoral analyses targeting one or more countries,

the establishment of company profiles (ACP-EU), technical articles written by sectoral experts and trade agreements concluded during the meetings; second, the cooperation with the ACP-EU professional associations, programmes of support to companies, sometimes co-financed with other cooperation institutions (ACP or EU), etc. All this boils down to a series of concrete actions which illustrate that, in addition to its selective approach, CDI's sectoral strategy is bearing fruit.

Pharmaceutical sector: German industrial mission to Zimbabwe

During the mission that took place in November 1998 in Harare under the aegis of the DEG (German development and investment agency) and the BAH/WIDI (German federation representing 400 pharmaceutical producers) and CDI, 18 German pharmaceutical companies and two from Austria met with 35 matching companies from the region. In preparation for this meeting, a sectoral analysis was carried out which included a series of technical files on the countries concerned and on the companies in the region that are likely to be interested in establishing a partnership. During the mission, the German companies confirmed their wish to create partnerships with the local companies in order to position themselves favourably on the rapidly growing regional pharmaceutical market.

■ Contact CDI: Patrick Keene

Provisional Programme of Sectoral Meetings in 1999

Agro-industries

Fruit & Vegetables – Trade Fair – West Africa – February

Agro-industries – Trade Fair – West Africa – November

Fine Foodstuffs – Industrial Mission – Germany/Caribbean – Dates to be announced

Fruits & Juice – Industrial Mission – France/ACP – September

Dairy Products – IPM – Southern Africa – June

Tuna – IPM – Pacific – February

Dairy Products – Seminar – West Africa – November

Fishing – Seminar – West Africa – February

Fishing – Seminar – Pacific – Dates to be announced

Poultry Farming – Seminar – West Africa – February

Fruits – Seminar – Caribbean – November

Fruits – Seminar – Nigeria – June

Organic Products – Seminar – Dates to be announced

Flowers – IPM – East and Southern Africa – Dates to be announced

Wood and wood furniture

Wood Furniture – Trade Fair – West and Central Africa – March

Wood – IPM – Southern Africa – October/November

Wood/Drying – Training Workshop – Caribbean, Africa – Dates to be announced

Leather

Leather (Tanning) – Industrial Mission – Italy/Ethiopia

Leather (Tanning) – Industrial Mission – Spain/Nigeria – December

Leather (Shoes) – Industrial Mission – Portugal/ Cape Verde – Dates to be announced

Leather (Tanning) – IPM – West Africa – November

Mining and construction materials

Mining – Forum – December

Dimension Stone – Industrial Mission – Spain/Dominican Republic – February

Dimension Stone – Seminar – Southern Africa – Dates to be announced

Quarries/Exploitation Techniques – Training Workshop – Sept./Oct. in Italy and Greece

Quarries/Dynamiting Techniques – Training Workshop – Dates to be announced

Mines/Exploitation Techniques – Training Workshop in Ireland – Africa – June

Chemicals/pharmaceuticals

Pharmaceuticals – IPM – West and Central Africa – Dates to be announced

Polyurethane Foam – Seminar – Pacific – Dates to be announced

Chemicals/Soap – Seminar – Pacific – Dates to be announced

Other sectors

Cotton – IPM – West and Central Africa – July

Financing Techniques – Seminar – All ACP countries – Dates to be announced

Financing Techniques – Training Workshop – Mozambique Venture Funds

Various twinning programmes are scheduled: Belgium-Central Africa, Belgium-East Africa, Belgium and Portugal-Southern Africa, Spain-Caribbean, France-West Africa.

Spain moves to increase industrial partnerships in ACP countries

Spain is keen to extend its assistance through a growing number of initiatives in the 71 ACP countries. The number of projects involving Spanish partners is also on the increase.

In monetary terms, the amount of assistance provided by ICEX (Spanish Institute of Foreign Trade) in 1998 dropped slightly though the number of projects assisted remained identical to that of 1997. Since 1989, some 500 Spanish companies have received support from the CDI and the Spanish institutions to take part in various fairs and company meetings organised and sponsored by the European Commission, CDI or ICEX. In 1998, promotional actions

were undertaken in a number of sectors.

The first such action was the promotion and identification of Spanish companies in the framework of industrial partnership meetings organised by CDI in a number of fields: fishing and processing of fish products in Lisbon; the poultry sector in West Africa (involving 28 Spanish companies); mines and construction materials in West Africa; an ACP-EU seminar on the milk sector in Eastern and Southern Africa (the results of which were sent to 57 Spanish companies).

The second action was the organisation of company meetings with CDI support. In 1998, an initiative was taken together with the Madrid Chamber of Commerce and Industry. The objective was to analyse the opportunity to combine traditional Chamber of Commerce missions with company meetings in

The CDI institutional network in Spain

Instituto Español de Comercio Exterior - ICEX.

Contact: Fernando Aceña

Tel. +34 91 349 61 00, Fax +34 91 431 61 28

Compañía Española de Financiación del Desarrollo - COFIDES

Contact: M. Manuel Solbes

Tél. +34 91 562 60 08, Fax +34 91 561 00 15

Consorci de Promoció Comercial de Catalunya - COPCA

Contact: Abel Conill

Tél. +34 93 484 96 05, Fax +34 93 484 96 09

Instituto Valenciano de la Exportación - IVEX

Contact: M. José M. Tabares

Tel. +34 96 395 20 01, Fax +34 96 395 28 79

Sociedad para la Promoción y Reconversión Industrial - SPRI

Contact: Eduardo Urturi

Tel. +34 94 47 97 000, Fax +34 94 47 97 023

Promociones Exteriores de Canarias - PROEXCA

Contact: Jeronimo Falcón

Tel. +34 928 41 14 34, Fax +34 928 41 43 04

Spanish projects approved by CDI and being executed in 1998

Country	Nature of the project	Assistance approved
Côte d'Ivoire	Wood processing and decorative floor company	Technical assistance for start-up activities and the training of personnel
Equatorial Guinea	Wooden furniture unit at <i>Afrom</i> Guinea	Technical assistance Training of personnel
Senegal	Production of the <i>Sedima</i> poultry company	Maintenance of grain silos acquired for the project in the framework of doubling production
Cameroon	Production of syringes at <i>Campharmed</i>	Study to determine the amount and nature of financing
Mauritania	Fish product processing unit	Financing of a feasibility study
Mauritania	Production of plastic bags for the fishing industry	Technical assistance Training of personnel
Nigeria	Sawmill for the production of musical instruments	Technical assistance for the training of personnel and the start-up of activities

Spanish projects under consideration

Country	Nature of the project	Assistance Requested
Senegal	Production unit for gas cylinders in automatic ovens	Technical assistance Training of personnel
Equatorial Guinea	Pineapple concentrate production unit	Technical assistance Training of personnel
Namibia	Fishing products	Audit
Madagascar	Deep freezing unit (fishing)	Technical assistance Training of personnel
Angola	Explosives production unit for public works and the mining sector with <i>Afroexplosivos</i>	Feasibility study
Haiti	Snack production unit	Technical assistance Training of personnel
Dominican Republic	Create a joint venture with <i>Farmacéutica del Caribe SA</i> to produce medicines	Feasibility study

order to encourage partnerships. The idea was to take advantage of the complementarity between CDI and the Chamber and to link in with their network. Next, a seminar was held on the investment and partnership opportunities in the countries covered by the missions. CDI lent its support by putting its antennae at the companies' disposal and by providing follow-up on agreement protocols between the companies.

The third action is the twinning programme, Caribbean Partnership. With the support of CDI, COPCA (Catalonian Consortium for Promotion), SPRI SA (Company for the Industrial Promotion and Conversion of the Spanish Basque Country), COFIDES (Spanish Development Bank) and ICEX collaborated in a programme of identification, investment development and inter-company cooperation in four Caribbean states: Dominican Republic, Haiti, Jamaica and Trinidad & Tobago.

In the same region, CDI financed a study on quarrying and the processing of natural stone in the Dominican Republic. This study aroused the interest of Spanish companies active in the sector. In this regard, a mission of Spanish companies will take place from 8-12 February, 1999.

■ CDI Contact: Paolo Baldan

In the sectors

Senegal – tuna fishing SERT: a promising future

The growing raw material needs of three tuna processing plants guarantee a bright future for SERT. Although the lines have not yet been cast, the production of its two tuna boats has already been sold.

Vast resources of fish lie hidden off the coast of Senegal, and fishing in general – tuna fishing in particular – has held a significant place in the Senegalese economy for many years. At present, Dakar is one of the Atlantic Ocean's major tuna fishing zones with a fleet of line fishing boats made up of French and Spanish Basques. The three tuna processing plants in Dakar have a total capacity of 50,000 tons per year. These three plants depend largely on long liners for their supply of tuna as the fleet of line fishing tuna boats based in Dakar is only made up of some ten units with an average age of 30 years.

This lack of supply of fish as a raw material is in fact a major concern for the three tuna processing plants. Because of this, SERT, a 100% Senegalese private company, invested in the acquisition of two line fishing boats to ensure the supply of raw material to the canneries. The total investment of approximately € 3 million was financed by the SFI, the CBAO and the promoters.

The total production of the two boats is destined for the tuna canneries/processing plants but will only be able to cover 5% of the raw material needs of the companies concerned. Tuna prices are generally 10% higher in Dakar than on the international market, among other reasons, because of the

Dakar is one of the Atlantic Ocean's major tuna fishing zones.

competition among the canneries to purchase raw materials. The two SERT boats will ensure the supply of approximately 3000 tons of tuna per year to the processing units in Dakar.

Technical and training assistance

Tuna fishing is carried out by means of a particular technique – known as 'à la matie' – that, for the ship's profitability, requires experienced professionals and a well-trained crew. In this regard, the CDI granted technical assistance and provided training to local personnel for the first boat. Co-financed by the Fonds Luxembourgeois, CDI's intervention enabled SERT to recruit and benefit from the services of two European technicians – the captain and the chief engineer. With over 20 years experience in Senegalese waters, these two professionals provided technical assistance, general ship maintenance and modern training to the Senegalese crew during six months in Dakar. ■ CDI Contacts: Paul Chotard and Sebastiao Ditulala.

CDI promotes total quality programmes

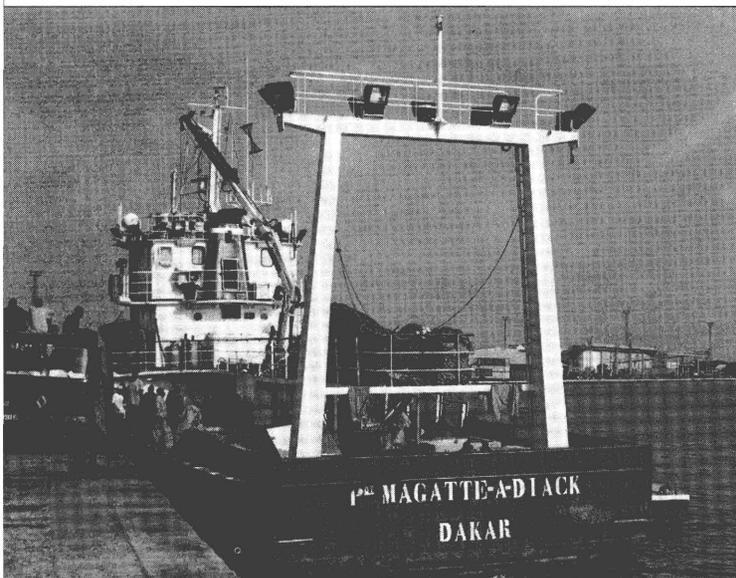
In anticipation of the erosion of trade preferences, most ACP countries are very aware of the need to become more competitive in a world of rapidly changing technologies. ACP companies – in particular, those under protective trade regimes – know that they will have to fight to survive, not only on the international markets, but also on their respective domestic markets.

In this context, the CDI has taken the initiative to assist ACP a large number of companies to prepare for these future challenges through the promotion of issues such as Total Quality Systems, Total Quality Management, Benchmarking, ISO 9000 series and HACCP. These issues will be discussed during future industrial partnership meetings and local antennae meetings in an attempt to change the misconception that being certified is an end in itself. Indeed, quality is only a means to an end; thus it is an ongoing process involving all concerned. As part of the initiative, the CDI will be publishing more specific articles on quality in the forthcoming Partnership issues. A guide will also be compiled to help companies choose the most appropriate quality tool for implementation in their field of activity.

■ CDI Contact: Asenaca Shane Cacao

Dominican Republic Production of five million ornamental plants at Explant

Explant has asked CDI for assistance in preparing a feasibility study and obtaining complementary financing. The objective: to expand annual production from five million to 29 million plants.



Paul Chotard



In order to grow ornamental plants for export to Europe, Italian investors followed the advice of a specialised consultant and chose the Dominican Republic, more specifically the village of Guerra, near Santo Domingo. They bought a 50-hectare site and founded Explant in February 1995.

An initial feasibility study concluded that the appropriate growing area was 20 hectares. They thus began producing four varieties of ornamental plants in high demand in Europe (ficus, dracaena, cadiaem, areca palm). The company's clients are in the Netherlands, Belgium, Germany and Italy, with a majority of the production sold to wholesalers in the Netherlands who then distribute plants throughout Europe.

Today, the demand for certain ornamental plants exceeds supply and has led the promoters to envisage diversifying their product range to 25 species, to expand the number of parent plants from 500,000 to 2.3 million units and to increase annual production from five million to 29 million plants. They are also studying the possibility of converting the traditional production process into a more environmentally friendly and innovative technology. In doing so, they plan to hire additional workers – at present 64 persons, including 53 from Guerra – and invest in a power plant that would enable the company to supply electricity to the village (the company has already financed a well that supplies water to the village).

CDI has already carried out the feasibility study on the extension of production capacity, the diversification of production and the introduction of ecological production methods. The company, with CDI's assistance, is now in the process of taking the steps to obtain complementary financing of € 600,000 to cover the investments required for growth.

■ CDI Contacts: Orlando Perez-Diaz and Jean-Marie Roth

The production of ornamental plants for export to Europe

Equatorial Guinea – Wood Afrom prepares for large-scale exports

CDI support is helping Afrom Guinea shift into a higher gear.

Located in Bata, Equatorial Guinea on the West African coast, Afrom Guinea is the only local company that manufactures and sells furniture whose quality and finishing can rival certain imports from other African and, above all, Asian countries. The company manufactures solid wood furniture in small batches. As 80% of Equatorial Guinea's land is covered with trees, raw material is abundant. So is demand as the city of Bata is growing rapidly, and its demand for furniture is high.

With a staff of 26 persons and a 240 m²



Afrom Guinea manufactures solid wood furniture

workshop, Afrom Guinea suffers from cramped quarters. Moreover, the experience of its production staff is not extensive enough to produce high quality furniture for export. In the light of these facts, it has approached CDI to enable it to develop

its activities, relocate its equipment on a 1000 m² site that belongs to the promoter and train its personnel in the finishing of furniture in order to increase added value. The project is presently near completion.

■ CDI Contact: Georges Tatepo

In brief

Africa Leather Show '98

Sponsored in part by CDI, the second edition of this unique fair in Africa took place from 8-10 October in Johannesburg at the same time as the Footwear and Accessories Africa fair that had previously been held in Cape Town. In cooperation with ESALIA (East and Southern African Leather Industries Association), CDI assisted the African companies with the presentation of their products and in pursuing contacts with potential buyers and partners. ■ CDI Contact: Paolo Baldan

Rouen Forum

On 4 November, the Chamber of Commerce and Industry of Rouen (Normandy), an active member of the CDI European network, organised a workshop on the 'Industrial Twinning Programme' that an association of French regional institutions together with CDI and the French Foreign Ministry has been implementing in Africa since December 1995. The new phase of the programme, which concerns Senegal, Côte d'Ivoire and Madagascar for a period of one year, was officially launched during one forum. The programme's financial sponsors and technical supervisors are the regional association *Entreprises et Développement*, the French Foreign Ministry and CDI.

On 5 November, also in Rouen, the annual workshop of the European Institutional Network welcomed representatives from 11 European countries. The participants worked on the complementarity between the European and ACP networks and on the programme for 1999 and 2000. ■ CDI Contact: Paolo Baldan

Investing in the Franc Area

On 12/13 October, on the initiative of the French Minister of Economy, Finance and Industry, the French Minister for Cooperation and the French-Speaking World, and the CNPF, a conference was organised in Paris on the theme: 'Investing in the Franc Area Today - An Opportunity for Europe'. Other participants included representatives of the European institutions (DG VIII), the CDI, UEMOA (West African Economic and Monetary Union), OHADA (Organisation for the Harmonisation of Business Law in Africa), CEMAC (Central African Economic and Monetary Community) and other public as well as private organisations. Since the devaluation of the CFA franc, the countries using this currency have enjoyed renewed and lasting growth and are now recording enviable rates of the order of 5% per year. They have progressively restored their major balances and are implementing structural adjustment. The accelera-

tion of their development depends on their capacity to attract long-term foreign investment. The fact that the CFA franc monetary zone will be linked to the Euro should reinforce its position. CDI took part in a round table on European support instruments to the private sector.

To learn more on the Franc Area, an Internet site provides information of particular interest to SME-SMIs: www.izf-net ■ CDI Contact: Patrick Keene

Leather sector: Italy and Ethiopia cooperate

The CDI, together with the Italian Institute for Foreign Trade (ICE) and the Italian Tanners Association (UNIC), is preparing a programme to promote financial, technical and marketing partnerships between Italian and Ethiopian companies in the leather sector, particularly in tanning. During the first half of 1999, a mission of industrialists from some 12 Italian companies will travel to Ethiopia to evaluate the possibilities for establishing commercial and technical agreements - eventually, joint ventures. The Association of Ethiopian Tanners, with the support of ESALIA (Eastern and Southern Africa Leather Industries Association) will be associated with all phases of the programme. ■ CDI Contacts: Paolo Baldan & Anani Adade-Heledy

Southwest Pacific: CDI supports the tuna industry

The Southwest Pacific is thought to hold the largest exploitable tuna reserves in the world. In light of this, CDI is organising an IPM (Industrial Partnership Meeting) in Fiji from 1-4 February, 1999, that will gather 25 European companies and 25 companies from the Southwest Pacific involved in the fishing, processing and marketing of tuna and related species. Various observers will also take part, including local hygiene authorities. Among the subjects to be covered are: the assistance of CDI experts provided to companies using the long lining technique, the potential markets in the EU for value-added products coming from South Pacific countries, the harmonisation of South Pacific hygiene standards with those in force in Europe for plants wishing to export to Europe. ■ CDI Contacts: Vana Catsica & Babs Adenaike

Successful Batirexpo Fair in Côte d'Ivoire

From November 11-14, Côte d'Ivoire organised its first Housing Fair, 'Batirexpo'. The objective was to gather all the economic operators that take part in the execution of housing projects: construction material companies, construction companies, real estate companies, architectural and technical offices, housing banks, etc. Inaugurated by the President of the Republic, 140 stands were rented to exhibitors from Côte d'Ivoire and Europe. At its 20 m² stand shared with Codinorm, CDI also welcomed the Prime

Minister and the Housing Minister of Côte d'Ivoire in addition to some 300 daily visitors. The main attraction of the stand was the BTC (Compressed Earth Block) technology. Moreover, CDI took part in the workshop on 'Construction Technologies and Materials' and organised a visit to a BTC company near Abidjan that it has been supporting for two years. Worth mentioning is the fact that 350 CDI technical guides were ordered: on 'Manufacture of Compressed Earth Blocks'. In addition, some ten new projects were identified, primarily in concrete components and bricks. ■ CDI Contacts: Sid Boubekeur & Aïoune Badara Ndiaye

Meeting of CDI antennae for the Caribbean

From November 17-20, CDI organised a meeting in Santo Domingo (Dominican Republic) with representatives of its network of antennae in the region to discuss



Participants at the meeting of CDI antennae in Santo Domingo

issues of common interest, share day-to-day experiences, and discuss areas of priority and concentration in the Caribbean region for CDI's future activities, as well as antenna network development. Important themes discussed during the meeting included strategies to be developed jointly with its Caribbean network. The meeting dealt, *inter alia*, with each country's strategy for developing the private sector, CDI's role in private sector development, CDI's strategy for promoting private sector development, new areas of interest to CDI (e.g. implementation of HACCP procedures and ISO 9000 quality standards, organic products, green labelling, environment and bio-culture...), synergy and complementarity between CDI and EU financing institutions, the dynamism expected from the CDI Caribbean network, the assessment of CDI interventions (impact, obstacles, solutions, distinctive features characterising high impact interventions), the decentralisation of certain CDI interventions to the regional network, and strengthening the capacity of the antennae by using local and regional sectoral experts in implementing certain 'pre-intervention' activities. The meeting also included presentations by local promoters who have benefited from CDI assistance, visits to CDI-assisted projects and individual meetings between CDI and each antenna.

Marketing and distribution of perishable food products

A priority for developing countries

by José Alvarez Ramos*

One of the first priorities for any government is to secure the food supply for the population. This is of paramount importance in the less-developed countries. In many of these countries food security is still an unsolved problem. Food insecurity and uncertainty becomes apparent when the supply of food is inadequate and when the quality of food reaching the consumers is low. Fresh agricultural products (fruit and vegetables) and fishery products, which are known as perishable products, are not properly preserved, marketed and distributed in most developing countries, and the quantity, quality and wholesomeness of these commodities cannot be guaranteed.

There is a marked duality in these countries between the export market, which involves a small number of companies which use modern production techniques, and the domestic market, which is often supplied with products which would be unsuitable for export. Products for the domestic market are produced by small farmers who represent the majority of

producers; they carry out subsistence farming for their personal consumption and part of their production is destined for the domestic market since, in the majority of cases, it would not pass the standards of quality required for export.

However, in many countries the agri-food export sector is a model for the modernisation of the marketing chain and for improvement in quality, and the innovations in this sector can be adapted to the benefit of the domestic market. This also applies to the fishery sector since many developing countries, mainly African, are large exporters and the domestic market is still minimal and is subject to very precarious quality control. The authorities must encourage and promote the consumption of fresh food products because of their rich contribution of vitamins and proteins so necessary in a nutritive diet. They must bear in mind that appropriate handling and health inspection avoids undesirable and easily-transmissible diseases. It is also important to increase the consumption of fish: developing the marine and continental aquaculture can provide cheap protein, often within the reach of the more underprivileged. The basic marketing chain for perishable products is shown in Figure 1. The fundamental needs are to ensure food supply for the population and to reduce the costs of

marketing from producer to consumer.

Four aspects of the production, preservation and distribution of these products must be taken into consideration:

- The perishable nature of fresh products determines their handling, transport, preservation and consumption.
- For each product there are considerable differences with regard to size, maturity, presentation etc, which makes it difficult to describe them.
- The distribution of perishable products is affected by seasonal variation: they are usually seasonal products.
- There is a great diversity of products, which increases because of the requirements of the foreign and national markets; the duality between production for export and local consumption with regard to quality control and the application of international regulations which exists in the majority of developing countries also increases this diversity.

Between producer and consumer, there is a need for an intermediate stage which fulfils the function of bringing the supply closer and concentrating it in order to facilitate retail distribution. The organisation of the whole food chain must be effected with an integral plan, since, if a link fails, it will affect

* Agricultural Counsellor at the Spanish Embassy in the Netherlands



Technical Centre for Agricultural and Rural Cooperation (CTA)

Postbus 380,
6700 AJ Wageningen,
Netherlands

Tel. (31) 317 467100
Fax (31) 317 460067
E-mail cta@cta.nl
Website: www.cta.nl

The Technical Centre for Agricultural and Rural Cooperation (CTA) was established in 1983 under the Lomé Convention between the ACP (African, Caribbean and Pacific) Group of 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.

Figure 1





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and enable them to concentrate their supply, to reduce costs at source and to be able to negotiate fair prices for their products. Training and education is a very important task for improving the marketing structures in the agricultural food sector.

Transport to the destination centres (wholesale markets, superstores) must be organised in such a way that the quality of the products remains unchanged. This is one of the 'bottlenecks' in the chain which also impedes trade between the less-developed countries. For the transport of fresh fish, the use of refrigerated facilities is essential.

Wholesale marketing

In the destination markets, a set of requirements must be met which assures, *inter alia*, the following conditions:

- Concentration of large quantities of products.
- Combination of a large number of operators who favour competition.
- Health inspection.
- Product display, i.e. all the commodities must be physically displayed in order to carry out inspection which will enable the buyers to compare the various qualities.
- Pricing structure must be transparent.
- Sufficient space must be available to facilitate the work of loading and unloading, cleaning,

the whole process and, in the end, the final product. It should always be remembered that the key to good marketing begins with the producer: the farmer or fisherman.

Production

The first stage is the concentration of the supply at source through collection centres and warehouses where the product is standardised, packed and preserved. Sound infrastructures are needed to carry out these operations at source. In the case of fish, a cold-chain which ensures its preservation by ice during the entire process is essential to avoid

Market stall in Gabon.
In terms of quality control, there is a duality between production for export and production for sale locally

decomposition and bacterial contamination.

The standardisation process is important, not only because it addresses the quality and homogeneity of products, but also because it determines the types of presentation, packaging and labelling which facilitate marketing and guarantee quality for consumers.

In view of the lack of financial resources and skills of producers, cooperation is needed to put them in a strong position

MERCASA: a model for perishable food product wholesale markets

The Spanish public company MERCASA, established more than 30 years ago, has a unique experience at international level. 60% of Spain's fruit and vegetable consumption and 50% of its fishery products are channelled through its network of wholesale markets which has a standardised pattern of wholesale distribution structure and logistics services for perishable food products.

MERCASA is a holding company which manages 22 food units in Spain (MERCAS), which are independent companies owned basically by the respective municipalities and MERCASA. All the units have a fruit and vegetable market as well as a supply of

products which are not strictly perishable: processed meats, dairy products, preserves, packaged and pre-cooked products, etc. The majority of the food units have a fish market, as well as a section for meat and flowers and ornamental plants. Logistics companies (transport, packaging, etc.) are present, together with other types of services such as banks, restaurants, insurance agencies, etc.

This food network guarantees the supply of perishable food products to the whole of the Spanish territory, covering all the large towns and regions, including the islands. In 1996, it marketed more than 4 million tonnes of fruit and vegetables, around 500,000 tonnes of fish and some 80,000 tonnes of meat.

checking of receipts and despatches, weighing, etc.

In the functioning of wholesale markets, which are the cornerstone of the chain, the authorities must play an active part through the ministries and municipal authorities in view of the great responsibility they have with regard to the organisation and supervision of food supply. They are responsible for the confiscation and destruction of products which are not found to be in good condition and which do not meet the required health and quality standards. Similarly, they must ensure that the market is transparent by preventing the emergence of pressure groups which can sometimes exercise an improper control over prices to retailers and, in the end, to consumers. Some wholesale markets may also set up a producers' market with communal equipment to handle and classify products, facilitating direct selling by farmers whose production is located in areas near large urban consumption centres.

Distribution

The final stage in the food supply chain is distribution to the consumer. Two major types of distribution can be distinguished: distribution through superstores and distribution through the traditional retail trade.

Distribution through superstores (hypermarkets, shopping malls, franchise chains) has developed spectacularly in recent years in developed countries, with the arrival of large financial groups in distribution. This form of selling has been 'exported' to developing countries. In some European countries, it has been developed so much that it has endangered the balance between the two types of distribution.

Compared with the non-perishable food sector, the perishable goods sector is not dominated by the superstores. This gives a margin for manoeuvre to the competent authorities to order and regulate it in accordance with their priorities. They must keep watch to ensure that these large companies do not form oligopolies and put their interests before those of producers and the processing sector. The superstores are attractive to consumers

CTA/MAPA seminar on the marketing and distribution of agrifood and fishery products

The Spanish Ministry of Agriculture, Fisheries and Food (MAPA) and CTA organised a seminar on the above topic in Madrid from 14 to 24 April 1998. Visits were made to fruit and vegetable producing areas and to fishery installations. The seminar was held because of the interest shown by many ACP countries in the topic. Spain, as both a consumer and exporter of agricultural products, has considerable experience in this field, being the leader in the fishery sector.

The principal objectives of the seminar were:

- to make professionals in the sector aware of the Spanish experience, emphasising the part played by the public company MERCASA, a holding company which manages 22 food units covering the whole of the country;
- to promote access to information as regards pricing structures, institutional organisation, standardisation and classification, quality control, promotion and distribution.

The participants came from 11 ACP countries (Spanish-, Portuguese- and French-speaking) where the fruit and vegetable, and fishing sectors are significant. 22 professionals working in the public and private sectors, chambers of commerce, NGOs and producer organisations attended, representing 11 countries.

The meeting was very practically-oriented, and dealt with the interchange of experiences between professionals in the sector. The major subjects addressed were:

- concentration of supply at source; product normalisation and classification; transport;
- marketing at destination; wholesale markets (management and quality control); health inspections;
- food distribution (superstores, shopping malls, traditional retail trade);
- commercial promotion; quality control; products with denomination of origin; consumer habits.

The intensive horticultural producing areas in Almeria, the major glass-house area in Europe, as well as its fishery market, were visited, as were the cooperatives and the MERCAMURCIA in the Murcia region. In Madrid the MERCAMADRID wholesale market, the foremost European fish market and the second in the world after Tokyo, was studied in detail. Hypermarkets, shopping malls and traditional markets with retail establishments were also visited.

because, by offering other food and non-food products, they facilitate global buying at the same point of sale; they also permit self-service by the consumer and offer special promotional discounts. However, they have the disadvantage that they cover only those areas which are the most populated and have the greatest wealth.

The traditional retail trade, which is maintained through small retail traders (often mainly women), small supermar-

kets, itinerant selling and door-to-door selling, is most widespread in developing countries but it also exists in many developed countries. Some of the advantages and attractions of this type of selling are:

- the confidence and personal relationship that develop between trader and consumer;
- the provision of a local retail trade in every kind of product;
- the employment opportunities;



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It is also important increase the consumption of fish: developing the marine and continental aquaculture can provide cheap protein, often within the reach of the more underprivileged

- the supply of goods to the most remote rural areas;
- the introduction of an element of development in towns;
- the important part played in the culture and way of life of the society.

This trade has, however, the disadvantage that because sales are at a much lower level than in the superstores, the profit is much smaller, which is why the products are normally dearer than in the superstores.

For the sound functioning of the whole marketing process, quality controls appropriate to the specific products, fulfilment of the quality and labelling standards, adequate health controls and control of fraud are all essential to ensure that the con-

sumer has access to a good quality product.

The incorporation of new information and communication technologies throughout the chain can greatly improve awareness of stocks and prices in real time, which gives markets greater transparency. They can also provide access to information about other markets and other countries, and are enabling the development of new trading patterns such as electronic trading, which does not need commercial establishments or intermediaries because they come closer to the producer and the consumer. They present one more challenge to which developing countries must not fail to respond as best they can. ■

J.A.R.

More from CTA on marketing and distributing perishable food products

The CTA/MAPA seminar referred to in this feature was organised for the benefit of participants from Portuguese, Spanish and French-speaking ACP countries. In April 1999, a second seminar will be organised, again with MAPA, but this time mainly for the benefit of English-speaking ACP countries (participation will be at the invitation of CTA). The 1999 seminar is also seen as a follow-up to CTA/ILO seminar held in 1997 on the marketing of agricultural products by producers' associations.

Earlier CTA activities in this field carried out in the context of the Fourth Lomé Convention have resulted in the following two publications:

Post-harvest management of tropical fruits and ornamentals in the Caribbean region, Seminar proceedings, Trinidad, 1991.

CARDI, CTA / 1992 / 342pp. / CTA number 450 / 40 CTA credit points.

Production of ACP fresh fruits and vegetables for export to the EEC, Seminar proceedings, Arnhem (Netherlands), 1991.

CTA / 1993 / 298pp. / ISBN 92 9081 0955 / CTA no. 558 / 20 CTA credit points.

Copies may be purchased from CTA's bookseller:

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The evaluation of the seminars by those attending, or how to satisfy as many people as possible...

Like any other institution anxious to improve the quality of its activities, the CTA tries to get on-the-spot opinions from those invited to its seminars. These opinions, of course, are only one of the factors used to evaluate the seminar programme; the evaluation, in any case, is undertaken by an outside team which uses a wide range of tools such as questionnaires and interviews with participants or partner institutions.

This section sets out to analyse one aspect of participants' reactions immediately after the end of the meeting. First, we should remember who takes part in the seminars organised by CTA (two or three meetings each year, about 70 participants, covering relatively broad topics concerned with agricultural and rural development):

- in the countries selected by the International Steering Committee (set up by CTA when preparation of the seminar begins), a wide range of rural development actors in the public sector (government, research, extension work) and the independent sector (producer associations, representatives of service professions, NGOs). These persons (about 80% of the total) are the 'national participants';
- resource persons (10% to 15%) selected from the international, regional and national institutions (Europe or ACP states) for their expertise in the subject under discussion; and,
- a few representatives of international or regional organisations who are invited to attend but for whom the CTA is not responsible.

All participants receive an assessment form on the final day, relating to the following aspects:

- the achievement of the objectives set for the seminar, as described in the information sheet enclosed with the invitation. These objectives, selected by the CTA in response to a proposal by the Steering Committee, reflect the Centre's general mandate (providing information and communication in agricultural and rural development);
- the results of the discussions that have taken place in plenary sessions and within working groups, whose terms of reference are also identified by the Steering Committee;
- the strengths and weaknesses of the seminar;
- organisation (information given to participants, travel, hotels, working conditions for the plenary sessions and working groups, site visits, etc.); and,
- any specific comments the participant may care to make.

The general assessment, which reflects the participant's overall impression, is recorded using a

five-point scale ranging from 'poor' to 'excellent'. Over all the seminars that have been evaluated in this way, it is pleasing to report that most participants rate them 'good', followed by 'average' then 'excellent', then 'mediocre', with 'poor' being something of a rarity. We study comments by participants who have rated the seminars 'mediocre' or 'average' in the light of comments heard during the meeting.

A distinction might be drawn between adverse comments on physical conditions (travel, accommodation, working conditions) and comments on the substance (choice of topics, structure of the seminar). As regards the first type of comment, the organiser (the CTA) can only take note of the problems, which may be structural (the location chosen by the CTA for the seminar on the basis of the topic failed to offer very good conditions). In such cases, the aim, in future, will be to strike a careful balance between the usefulness of a country/location for the particular subject and the physical conditions available there. In other words, it may be preferable to work under difficult conditions if there are good reasons for doing so (more valuable site visits, for example). Short-term reasons (organisational problems) will also have to be noted in order to improve organisation.

Adverse comments on the substance of the seminar are more interesting, and there is one recurrent one which is worth discussing. A number of participants say that 'there was not enough time available for discussion'. As it is impossible to arrange for a meeting to last longer than one full week (since participants are reluctant to be away from their home countries for longer), the problem is to find the best possible balance between plenary discussion and working groups.

The working groups are specifically organised to enable the largest possible number of people to have their say; in other words to give each participant more time to put forward his point of view. For physical reasons (the cost of interpreting, in particular), however, it is generally impossible to arrange for interpreters at the working groups, which are therefore monolingual (French or English). In such cases, exchanges of experience between regions using different international languages are possible only in a plenary session where interpreters are available. As there are far more people here than in the individual working groups, the time which the Chairman can allocate to each speaker will be more limited, hence the frustration of those who talk most (and, similarly, have most to say on the assessment forms). Whether to give preference to the plenary sessions (where, ultimately, it is always the same people that do the talking) or the working groups (more speakers but all from a single region) is a difficult choice, and someone is bound to be dissatisfied!

EC development policy gets 'peer review'

The Paris-based Organisation for Economic Cooperation and Development (OECD) brings together the world's main donor nations. One of the tasks of its Development Assistance Committee (DAC) is to carry out regular 'peer reviews' of the development cooperation policies pursued by its members. The European Community's policy was the latest to come under the spotlight at a meeting held on 16 September. The examining countries on this occasion were the United States and Canada.

In a news release issued by the OECD after the meeting, it was noted that the EC is the world's second largest multilateral channel for development assistance after the World Bank, and that its combined programmes are the fifth largest among the 22 DAC members. Significantly, the volume of EC assistance has grown over the past five years by an average of 3.3% annually. In contrast, the combined overall effort of the DAC countries has fallen over the same period by about 4.7% per annum.

The reviewers are complimentary to the EC in a number of areas but also point to challenges that need to be overcome. On the positive side, they note that progress has been made since the last DAC review (1995) in the fields of poverty reduction, gender equality and working with civil society. They also express approval of the decision to create a 'single consolidated evaluation unit' (following the establishment, within the Commission, of a Common Service responsible for implementing cooperation activities). This unit, they believe, 'should be kept separate from line operations and its independence should be assured'. Particular attention is drawn to the Commission's 'unique' position in the effort to coordinate development cooperation activity with-

in the EC. In this context, the Community gets a (small) pat on the back. According to the news release: 'complementarity and co-ordination with the bilateral programmes of EU Member States have been somewhat strengthened... especially at field level', while 'co-ordination with other donors also seems to be improving.'

The complexity of the EC's administrative procedures is, perhaps, the main concern of the review's authors. They also suggest there is a lack of flexibility ('difficulty in shifting resources') and a shortage of personnel in the field for project implementation. These factors have contributed, they say, 'to a worrying gap during the 1990s between the amounts committed for ODA and actual disbursements by the Community to partner countries.'

Perceptions of corruption

In September, the global anti-corruption organisation, *Transparency International*, published its latest *Corruption Perceptions Index* (CPI). The number of countries included has been increased from 52 last year to 85 in 1998.

The index is based on a 'poll of polls' drawing on numerous surveys of expert and general public views of the extent of corruption in countries throughout the world. Launching the report, *Transparency International's* chairman, *Dr. Peter Eigen*, said: 'We hope that the publication of the CPI will be an incentive to governments to confront the corruption in their country. The poor scores received by many countries in the new index illustrates just how serious the global cancer of corruption really is.'

The chart below gives the ranking and scores of the EU and ACP countries surveyed. A score of 10 means that a country is per-

ceived to be 'highly clean' while a zero score indicates that those polled believe the country to be 'highly corrupt'.

Country	1998 ranking	1998 score	1997 score
Denmark	1	10.0	9.94
Finland	2	9.6	9.48
Sweden	3	9.5	9.35
Netherlands	8	9.0	9.03
Luxembourg	11=	8.7	8.61
United Kingdom	11=	8.7	8.22
Ireland	14	8.2	8.28
Germany	15	7.9	8.23
Austria	17	7.5	7.61
France	21	6.7	6.66
Portugal	22	6.5	6.97
Botswana	23=	6.1	
Spain	23=	6.1	5.9
Belgium	28	5.4	5.25
Namibia	29=	5.3	
South Africa	32	5.2	4.95
Greece	36	4.9	5.35
Italy	39	4.6	5.03
Zimbabwe	43=	4.2	
Malawi	45	4.1	
Jamaica	49	3.8	
Zambia	52=	3.5	
Ghana	55=	3.3	
Senegal	55=	3.3	
Côte d'Ivoire	59=	3.1	
Uganda	73	2.6	
Kenya	74=	2.5	
Nigeria	81=	1.9	1.76
Tanzania	81=	1.9	
Cameroon	85	1.4	

Humanitarian aid for Sudan

The European Commission has approved humanitarian aid worth €10 million for emergency assistance to victims of drought and war in Sudan. The aid, managed by the European Community Humanitarian Office (ECHO), will enable the World Food Programme (WFP) to purchase and transport food as part of its Emergency Operation in Sudan. The spending will be spread over 12 months.

The worst-affected areas of south Sudan are now firmly in the grip of famine, especially in northern Bahr el Ghazal. In mid-July, *Médecins sans Frontières* quoted a mortality figure of nearly 70/10,000 a day in Ajiep, Bahr el Ghazal. Experts consider a rate of 2/10,000 as representing an emergency out of control.

The Western Upper Nile and parts of eastern and western Equatoria are all giving cause for concern. But the crisis is not confined to rebel-controlled areas. One of the most alarming situations is in the Government garrison town of Wau.

WFP expects to have to deliver about 15,000 tonnes of food per month over the next few months. About 90% of this will have to be flown in because of the security situation.

Microfinance and poverty reduction

Member States' Experts Second Meeting (Brussels 22-23 October 1998)

The Commission booklet entitled *Microfinance: Methodological Guidelines* is proving to be a 'best-seller'. The guidelines have been greatly appreciated by those working in the field, with heavy demand for copies from EU delegations, Member States and academics. Its appearance illustrates a growing recognition that small-scale loans are an important way of reaching those most in need, who are largely excluded from access to credit. Microfinance is increasingly being seen as a way of reaching those most vulnerable to social exclusion, the poor and women. It is all part of a policy move towards supporting sustainable micro-financing institutions, rather than one-off credit components, as was the tendency in the past.

A team of consultants wrote the guidelines, after a long process of evaluation of existing financial services, and reflection on how to reach those most excluded from credit. Once completed, the guidelines were distributed to all delegations where the Community is involved in development cooperation activities. These are mainly in Africa, but the publication also went to countries such as the Philippines and Vietnam. There was immediate and encouraging feedback, with requests for further copies, not just from delegations, but also from NGOs and Member States.

There was even significant interest from Bangladesh, which has long been seen as a leader in the field of microfinance (with its Grameen Bank which has been operating for almost 20 years).

The original version of the Guidelines was in French, and an English version was produced later, allowing for some changes to be included. As demand for the booklet is so high, a second edition is planned. This will not simply be a reprint, but will incorporate changes which have been discussed at experts meetings and seminars. There are also plans to produce Spanish and Portuguese versions.

There is already a lot of literature on microfinance, but the impressive response to the Commission's booklet shows that there was clearly a need for an easy-to-use guide, which is flexible enough to be updated in this fast-moving area. The Guidelines have to tread a fine line between regulating and allowing space for spontaneous development. If there is no regulation, there is the risk of corruption or the 'Albanian pyramid' syndrome. The aim, therefore is for the Guidelines to be a kind of 'ethical code', rather than a rigid set of rules. They reflect the view that there is no one correct solution, but rather a strategic approach that should be taken.

This second experts' meeting brought together representatives from Member States, international agencies and the European Commission, as well as the authors of the Guidelines. The meeting provided an opportunity to discuss specific issues addressed by the Guidelines such as how to reach the poor and women, gender perspectives, and monitoring aspects. The hope is that all the EU Member States will adopt the Guidelines, thereby ensuring a more coherent approach to microfinance in the future. ■ D.M.

US threatens retaliation over EU banana regime

The long-running banana dispute between the European Union and the United States took a new twist shortly before the *Courier* went to press when the Washington administration announced it was considering retaliatory trade restrictions on a number of EU products. The EU's banana regime – which favours traditional ACP banana producers – was examined by a World Trade Organisation panel at the request of the US and a number of other countries. The panel ruled that certain aspects of the system, notably the licensing arrangements, were inconsistent with WTO requirements. Following this ruling, the European Commission made a series of changes to the regime. These, it argues, brings the EU 'into conformity with its WTO obligations' while respecting its treaty commitments to the ACP countries.

The Americans insist that the changes do not go far enough. And unilateral trade measures are, they imply, the only remaining avenue available to them. The Commission rejects this view, claiming that unilateral action would itself, be in breach of the WTO rules. The US authorities, it says, have the option of referring the amended banana regime to the WTO's dispute settlement procedure, if they believe it to be in breach of international trade law.

Fear of famine in the Horn of Africa

Serious food shortages have been predicted in the Horn of Africa due to a combination of floods and drought. In southern Somalia, which was badly affected by flooding last year, unexpected late rains have again destroyed food crops. Meanwhile, eastern Ethiopia continues to suffer from a lack of rainfall.

The warning that food shortages were imminent was issued by aid agencies in early

November. The situation in Somalia was said to be particularly worrying, with the World Food Programme (WFP) indicating that 35,000 tonnes of food aid would be needed for the south of the country by the middle of 1999. Three quarters of a million people are believed to be facing starvation and there have already reports of deaths among malnourished children. Aid deliveries to this region are hampered by the security situation. Somalia still has no central administration and there is intermittent fighting between rival factions. Supplies brought in to alleviate the inhabitants' suffering are particularly susceptible to attack by armed bandits.

In Ethiopia, up to half a million people in drought-stricken areas near the Somali border are believed to be facing famine.

Foreign investment up in 1997

The 1998 World Investment Report, published recently by the United Nations Conference on Trade and Development (UNCTAD) reveals that Foreign Direct Investment (FDI) hit record levels in 1997. FDI inflows reached \$400 billion, an increase of 19% compared with the previous year. UNCTAD is predicting a further rise for 1998, despite the financial crisis in Asia.

Developed countries are responsible for most of the world's FDI in terms of both inflows and outflows. American investments abroad, for example, made up almost 30% of the total while the USA was the chosen destination for more than a fifth of the world's foreign investment funds.

For Africa as a whole, the picture is less rosy. Excluding South Africa, this continent accounts for just over 1% of global FDI and the actual amount declined from \$4.8bn (1996) to \$4.7 bn. Two thirds of the resources involved went to just five countries (Nigeria, Egypt, Morocco, Tunisia and Angola). By contrast, FDI to South Africa – which is calculated separately as it is not viewed as a

developing country – more than doubled from \$760m to \$1.7bn.

EU foreign policy declarations

Executions in Sierra Leone condemned (Declaration of 22 October)

The EU condemns the execution of 24 soldiers by firing squad, which took place on 19 October 1998 in Sierra Leone.

The EU recognises that the military junta overthrew, temporarily, the democratically elected government of Sierra Leone, that it committed appalling atrocities upon the civilian population and that the remnants of the junta/RUF forces continue to commit gross abuses. The EU understands that those responsible for these crimes must be brought to justice.

However, the soldiers had been sentenced to death by a court martial and thus did not have the right to appeal to a higher court, which is contrary to Article 14(5) of the International Covenant for Civil and Political Rights (ICCPR), stating that 'Everyone convicted of a crime shall have the right to his conviction and sentence being reviewed by a higher tribunal according to law'. The EU had appealed to the Government of Sierra Leone to establish a channel for appeals from court martial proceedings in order to comply with its international obligations.

The EU is particularly concerned that the executions were carried out, although 17 of the 34 soldiers sentenced to death had submitted applications to the Human Rights Committee under the Optional Protocol. Under the First Optional Protocol to the ICCPR, which Sierra Leone ratified in 1996, those sentenced to death are entitled to petition the UN Human Rights Committee to complain of any violations of their rights under the ICCPR. The death sentences should not have been carried out while the cases were pending before the Human Rights Committee.

The EU has been following carefully the trials of those accused of participating in the coup which overthrew, temporarily, the legitimate government of Sierra Leone. The EU is convinced that the executions which have just been carried out will not be conducive to fostering the peace and reconciliation process, which the international community is aiming to encourage.

Resumption of fighting in Guinea-Bissau (Declaration of 22 October)

The EU has noted with deep concern the resumption of fighting between government forces and the self-proclaimed military junta in Guinea Bissau, again leading to the exodus of thousands of civilians from the capital.

The Union calls on both parties to the conflict to stop fighting immediately and to continue to respect the terms of the cease-fire concluded in August in Praia, Cape Verde.

The EU urges both parties to continue negotiations under the joint CPLP/ECOWAS mediation to find a peaceful solution to the conflict.

'Exceptional work' of Truth Commission in South Africa (Declaration of 4 November)

Following the handing over of the report by the Truth and Reconciliation Commission to President Mandela, the European Union wishes to pay tribute to the exceptional work accomplished by that body under the Chairmanship of Archbishop Desmond Tutu, winner of the Nobel Prize for Peace.

The EU commends the Truth and Reconciliation Commission's enabling role in the extraordinary efforts of remembering and establishing the truth, efforts serving the necessarily difficult but indispensable process of national reconciliation and the consolidation of democracy in South Africa.



Le commerce colonial triangulaire, XVIII^e – XIX^e siècles

(Triangular colonial trade – 18th and 19th centuries)

by *Raymond-Marin Lemesle, Paris, Ed. PUF, coll. 'Que sais-je?' no. 3393, 127pp.*

The writing of this work coincided with the tercentenary of the Treaty of Ryswick (1697) which saw Haiti recognised as the French part of the island of Hispaniola (also known as 'the Pearl of the Antilles'). The island was the first and last link in the French triangular colonial trade which the author analyses.

This commerce, which took place in the 18th and 19th centuries, was the cornerstone of the maritime/colonial capitalism – based on the slave system and tropical agricultural production – which generated so much wealth for Europe (and France in particular). This volume tells how European goods were traded for African prisoners. The latter were then sold in the Antilles for tropical food products that were brought back to France.

The author seeks to analyse this early form of capitalism. In the first section of the book, he describes how the triangular trade was organised, with detailed information about port installations, the vessels and equipment that were used, navigation aspects and maritime routes. In the second part, he looks at the broader background to the trade and the products that were traded. The third part focuses on the people involved – both the slaves and those responsible for taking them into slavery. Finally, there is a section which deals with the impact of the whole operation on those involved (traders and slaves).

Presidential election in Togo, 21 June 1998.

Observation Report by the joint mission of the OAU and the Francophonie (French-speaking community of states)

The Organisation of African Unity (OAU) and the international grouping representing the French-speaking world (*La Francophonie*) organised a joint mission – at the request of the Togo government – to observe the conduct of that country's presidential election held on 21 June 1998. The mission was led by *Isaac Nguema* of Gabon, former President of the African Human Rights Commission.

The report drawn up by the joint mission has now been published. During their stay in Togo, the observer team met the political authorities, the presidents and members of institutions involved in running the election (such as the National Electoral Commission), the political parties, representatives of civil society and Togo's partners in development co-operation. The visiting delegation drew up recommendations on how the observation should be carried out, and on ways of assisting the electoral process that was under way. The report includes details about the Togolese institutions responsible for organising the poll, the working methods adopted by the mission, and the financing of the campaign. There are accounts of meetings with the Interior Minister, the President of the National Electoral Commission, the President of the Constitutional Court and the development partners.

The conclusions reached by the authors of the report are similar to those of others who observed the election process. In simple terms, the members of the joint mission felt unable to make a judgment one way or the other about the outcome of poll. They did, however, appeal for dialogue as a way of reducing tension within Togo.

Le management des entreprises africaines, essai de "management du développement"

(The management of African companies, a test of managing development)

by *Emile-Michel Hernandez, l'Harmattan, 1997.*

'Management' is essentially a discipline of North American origin. It has been adapted successfully to the different socio-economic contexts that exist in the countries of the EU and in Japan, but it must be acknowledged that it has largely failed in sub-Saharan Africa. Significant difficulties have arisen in the attempt to transfer Western organisational methods to this part of the world.

In this work, the author argues that it is not enough simply to adapt northern management concepts to such very different situations. What is needed, he believes, is an approach based on a profound understanding of the relevant phenomena, leading to the design of models that fit the specific environment. Just as economics were the basis for development economics, management sciences should be the foundation for building genuine development management. Those operating in the informal sector, he observes, know how to reconcile social and economic concerns in an intelligent way, to set up operations that are undeniably dynamic. People in the modern sector should use this as an inspiration for building a managerial model which is truly adapted to African culture. The cultural aspect, according to the author, is vital to all human forms of existence and to organisational structures in particular.

Voyage d'Abyssinie en Ethiopie

(An Abyssinian voyage in Ethiopia)

by *Pierre-Etienne de Fays, Frison-Roche, Nauwelaerts, 1998.*

This is a narrative based on three visits to Ethiopia. The author offers a vivid description of the high Abyssinian plateaux, the Great Rift Valley and the city of Harar (the fourth most sacred site of Islam). He tells of the region which Arthur Rimbaud adopted as his home, the celebrations of the orthodox Christians during Epiphany and Palm Sunday, and the animist clans of the south whose lifestyle has hardly changed since the iron age. It is a tour filled with adventure and comic incident, annotated with historic references and images of daily life.

Analytical index 1998

Publication dates:

Numbers 167: January-February 1998

168: March-April 1998

169: May-June 1998

170: July-August 1998

171: September-October 1998

172: November-December 1998

Note: This index does not include the CDI pages, Bibliography, News Round-Up (with certain exceptions), or the Operational Summary.

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Operational summary

n° 106 - January 1999

(Position as at 8 December 1998)



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

€	Euro
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)
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,
European Commission
B28 6-108,
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

ANGOLA

Reconstruction support programme. €55m. 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). €0.8m. Training, supply of equipment. Project in execution.

EDF ANG/7018/000 - AFb

BAHAMAS

Road Rehabilitation of Queen's Highway on Acklins Island. Est. cost €5.2m. EDF €2.2m, Government of the Bahamas €3m. Construction/ infrastructure, T.A. incl. studies. Project on appraisal. EDF 8.

EDF BM/7001/001 - ABd.

BELIZE

Improvement of Hummingbird Highway (2nd segment - Sibun River Bridge to Belmopan). Resp. Auth.: Govt. of Belize. Est. cost €13.7m. Construction, T.A., studies. Project in execution. EDF 8.

EDF BEL/6001/002 - ABd

Drugs Demand Reduction Programme. Est. cost €1m. EDF part €0.3m; Government of Belize €0.7m. 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. €20m. 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. €27.5m. Strengthen the country's macro-economic policy. Project in execution. EDF 7.

EDF BEN/7200/003 - AAC

BOTSWANA

Sysmin - support to base metal industry (Copper-Nickel-Cobalt). Resp. Auth.: BCL Ltd., €33.7m. 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.: Dept of Tourism (DoT), Commerce and Industry. €1.91m. 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 €1.7m. 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 €17m. 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. cost €7m. Works, supplies, T.A. Project on appraisal. EDF 8

EDF BT/6001/002 - ACz

Community forestry development. Est. cost €2m. 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 €1.6m. 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. €11m. 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. cost €1.200m. EDF part €0.300m. Cofinancing with CFD (F), The Netherlands (possible). Project in execution. EDF 7.

EDF BK/7023 - AHf

Support for decentralisation. Resp. Auth.: Ministère Administration Territoriale et Sécurité. Est. cost €2m. 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 €6.4m. T.A. foreseen. Project in execution. EDF 7.

EDF BK/7200/004 - AAC

Support for the judicial system. Est. cost €1m. Training of magistrates and improvement of judicial services. Project on appraisal. EDF 7

EDF/BK/7027 - AAz

Support for rural development. Est. cost €24.2m. 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. cost €44m. T.A., Works. Financing decision taken in July 1998. Project in execution. EDF - 8

EDF BK/6017/002 - ABd.

CAMEROON

Support for the people of Lagdo. esp. Auth.: MINEPIA. €3m. 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. €98m. 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 €9m. 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 €55m. Construction, T.A., studies. Project on appraisal. EDF 8.

EDF CM/6031/002 - ABd

Support for the Structural Adjustment Programme 1998-1999. Est. cost €25m. Budgetary support. Project on appraisal. EDF 8.

EDF CM/7200/002 - AAC.

Urban Development Programme (FOURMI II). Est. cost €3.5m. 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. cost €1.945m. 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. €1.4m. Works, T.A. Project in execution. EDF 7.

EDF CV/7011 - ABb

Water distribution and sanitation in Praia - Phase 2. Est. cost €6.5m. 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. Est. cost €12.7m; EDF part €9.6m. Project on appraisal. EDF 8.

EDF CV/7010/000 - ABc.

Support for the Structural Adjustment Programme. Est. cost €9.4m. Budgetary

New projects and updated information in existing projects appear in italics

support, T.A. incl. studies. Project on appraisal. EDF 8.
EDF CV/7200/000 - AAb.

CENTRAL AFRICAN REPUBLIC

Support for the legislative elections process. €516,871. Date financing: September 1998. EDF 7.
EDF CA/7010/000 - AAz.

Support for structural adjustment (PAS II 1998/1999). €7.2m. Date financing: October 1998. EDF 8.

EDF CA/7200/001 - AAz.

Support for the Transport Sectoral Programme. €18.726. Date financing: October 1998. EDF 8.

EDF CA/6008/001 - ABd.

CHAD

Restoration of bridges that fall within the framework of the Second Transport Sectoral Programme. Resp. Auth.: MINTP Chad. Est. cost €4m. 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 €1.98m T.A. Training of doctors, medical supplies. Project in execution. EDF 7.

Support for Water Policy. Est. cost €17m. 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. 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. Est. cost €16.8m. 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. €3.250m. Works, by int. tender. T.A. for further investigations, tender dossier and works supervision. Project on appraisal. EDF 7.

EDF COM/6006/7003 - ABd

Technical Management Unit for the NAO for managing and coordinating Community aid. €1.7m. Financing decision taken in June 1998. Project in execution. EDF 7.

EDF COM/7009/000 - AAz.

CONGO (REPUBLIC)

All projects suspended

CONGO (DEMOCRATIC REPUBLIC)

Rehabilitation Support Programme. Resp. Auth.: Coordination and Management Unit.

Est. cost EDF €84m. and an indicative amount of €6m 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. €45m. Rehabilitation of health service structures in Kinshasa, Kasai and Kivu. Support for the health service at the basic and intermediate levels. Reinforcement of basic juridical services. Works, supplies and T.A. Project on appraisal. Date foreseen for financing 1st half 98.

Support programme for the preparation of elections. Resp. Auth.: Commission Nationale des Elections (CNE). €30m. 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. €25.5m. General import programme. T.A. Project in execution. EDF 6 & 7.

EDF IVC/7200/004 - AAc

National Agricultural Census. Resp. Auth.: Ministry of Agriculture and Livestock. Est. cost: €4.6m. Creation of a real new starting point for the introduction of a permanent system of agricultural statistics. T.A., supplies of equipment and studies. EDF 8.

EDF CIV/7018/000 - ACz.

Support Programme for decentralisation and town and country planning. Resp. Auth.: Ministry of Home Affairs and Decentralisation. Total est. cost: €49.5m of which €47m from EDF 8. Infrastructures needed to strengthen human resources (schools and universities). T.A., training and studies. EDF 8.

EDF CIV/7001/001 - AAz.

DJIBOUTI

Support for the structural adjustment programme. General import programme. €4.100m. 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. cost €0.558m. Works, equipment and training. Project in execution. EDF 7.

EDF DOM/6002/001 - ACa

Agricultural Diversification Programme. Resp. Auth.: Diversification Implementation Unit. (DIU). €2.25m. 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. €1.65m. 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 €1.350m.

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 €26m. Construction/ infrastructure, supplies, T.A. Project on appraisal. EDF 8.

ABb, AHc.

Project for the improvement of technical and professional education. Est. EDF part €13m. Construction/infrastructure, supplies, T.A., training. Project on appraisal. EDF 8.

AFd

Programme to strengthen the health system. Est. cost: €12m. Resp. Auth.: National Authorising Officer. Restructuring the system of regulating, acquiring and distributing medicine. Development and reinforcement of health institutions at central and provincial levels. T.A., training and qualification of national staff. Project on appraisal. Date foreseen for financing: December 1998. EDF 8.

EDF DO/7008/001 - AGz.

EQUATORIAL GUINEA

Rehabilitation and extension of the Malabo water supply and sanitation systems. Resp. Auth. Ministry of Public Works. Est. cost €12m. Construction, infrastructure; T.A. including studies. Project on appraisal. Date foreseen for financing september 1998. EDF 7.

EDF EG/6007/000 - ABb, AHc.

ERITREA

Sector study on national water and irrigation potential. Resp. Auth.: Ministry of Energy, Mines and Water resources €4.5m. 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. cost €20m. 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. cost €10-12m. 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 €1.2m. 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. €20m. Project in execution. EDF 7.

EDF ET/7001/000.

ETHIOPIA

Rehabilitation of the Addis Ababa - Jima road, Addis Ababa-Abelti (180 km).

Est. cost €80m. Improvement of the road network. Works and supplies. T.A. Feasibility studies and dossiers projects preparation. Project in execution. EDF 7/8.

EDF ET/7005/002 - ABd

Support programme for the transport sector (TSSP). Resp. Auth.: Ethiopian Road Auth. €2m. 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. cost €35m. 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 €1.999m. Equipment, works. Project in execution. EDF 6, 7.

EDF ET/7016/001 - AFz, AFb

Rehabilitation of the Addis Ababa/Desse/Weldyia road. Est. cost: €120m. Construction/infrastructure. Project on appraisal. EDF 8.

ET/7020/000 - ABd.

Preservation of the rock-hewn churches in Lalibela. Resp. Auth.: Centre for Research and Conservation of the Cultural Heritage in Ethiopia. Design through open international competition of protective shelters above five churches built in the 11th century. Invitation to tender will be published in the OJ in early 1999. Estimated design cost €0.3m. Project on appraisal. EDF 7. ET/70007

FIJI

New Rewa River Bridge and Town Bypass. Est. cost €12.3m; EDF part €10m. 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-Mitzi road. Auth. Resp.: Ministre de l'Equipeement et de la Construction. €23.4m. Mainly works, some supplies and service contracts. Project

in execution. Tender for works to 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.

€3.8m. 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. €12m. 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.

€4.85m. Training and equipment. Project in execution. EDF 7.

EDF GH - ACc

Transport Infrastructure Programme Phase II. Resp. Auth.: Ministry of Roads & Highways. €54m. 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. cost €15m. Construction of water supply systems. Strengthening of institutions responsible for operations and maintenance. Consultancy services, including community mobilisation, 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. €1.5m. 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. €4m. 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. €15m. Project in execution. EDF 7.

EDF GH/7200/005 - AAc

Rural electrification programme. Resp. Auth.: Ministry of Mines and Energy. €9.5m. 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. cost €3m. Project on appraisal. Financing decision expected at the beginning of 1999. EDF 7.

EDF GH - ABai

Support to the Ghana Audit Service. Est. cost €4.8m. T.A. incl. studies, supplies. Project on appraisal. EDF 8.

EDF GH/7020/000 - AAC.

Health sector support. Reinforcement of primary health services. Private sector involvement in health services. T.A., supplies of equipment through 'Procurement Agent' and financial support. Project on appraisal. Date foreseen for financing: October 1998. EDF 8.

EDF GH/7022/000 - AGe.

GUINEA

Pilot programme for the development of secondary towns. Resp. Auth.: Direction nationale de la décentralisation. €1.91m. 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. €5.5m. 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. €74.5m. Works, T.A., supervision, studies. Project in execution. EDF 7.

EDF SYSMIN GUI/9999/000 - ABd.

Urban health support project. Est. cost €1.2m. 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. €13m. 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 Vicente. Resp. Auth.: Ministry of Public Works. Est. cost €27m. Works and works supervision. Project on appraisal EDF 8.

EDF GUB/7014/000 - ABd

Support for road maintenance. Est. cost €8m. 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 €1.950m. T.A. Project in execution. EDF 8.

EDF GUB/6003/002 - ABd

Construction of Municipal Slaughterhouses at Bissau, Gabu, Bafaté. Est. cost €1.91m. Construction, supplies, T.A. incl. studies, budgetary support. Project on appraisal. EDF 8.

ACH

Rural and Semi-Urban Hydraulics Project. Est. cost €4m. Construction, supplies, T.A.

incl. studies, budgetary support. Project on appraisal. EDF 8.

ABb

Support for the Structural Adjustment Programme. Total estimated cost €8m. Budgetary support, T.A. incl. studies. Project on appraisal. EDF 8.

EDF GUB/7200/001 - AGe, AFe.

GUYANA

Rehabilitation of sea defences and shore zone management. Est. cost €20m. Construction, T.A. studies. Project on appraisal. EDF 8.

EDF GUA/6003/004 - ABd

Support Programme for Economic Reforms. €5.29m. T.A., feasibility study, training. Financing decision taken in June 1998. Project in execution. EDF 8.

EDF GUA/7200/003 - AAb.

HAITI

Support for the Structural Adjustment Programme II. €10.800m. 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 €1.8m. Project in execution. EDF 7.

EDF HA 7007/000 - AAz

Support for decentralised cultural initiatives. Resp. Auth. Ministry of Culture. Est. cost €0.75m. T.A., supplies. Project in execution. EDF 7.

EDF HA/7155/000 - AHi

Road rehabilitation in the western area of the South Peninsula. Est. cost €47.36m. Works, T.A. Project on appraisal. Project on appraisal. EDF 7,8.

EDF HA/7012/000

Support Programme for Local Initiatives. Est. cost €1m. T.A. incl. studies. Project on appraisal. EDF 7.

EDF HA/7013/000 - AAb.

JAMAICA

Northern coastal highway improvement project. Segment 3 (Ocho Rios - Port Antonio - Fair Prospect - 116 km). Resp. Auth.: Government of Jamaica. Est. cost €80m. 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. Project in execution.

Institutional strengthening and road rehabilitation. Auth. Resp.: Ministry of Transport and Works. Cost €13.5m. 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 €1.95m. 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 €15m. Feasibility, works and supervision. Project on appraisal. Financing decision foreseen in 1999. EDF 8 - AHb

Rural water supply - Phase 2. Est. cost €10m. 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. Est. cost €6m. 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. Est. cost €5m; EDF part €4m. 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). Est. cost €53.6m; EDF part 6m. 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. cost €14.6m. 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. cost 28.710m. Reproduction health status of Kenyans family planning services broadened. EDF €14.81m, ODA (UK) €13.9m. Project in execution. EDF 6

EDF/KE 7015 - AGb

Technical Education. €5m. 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 of private and public sector members and the European Commission. €4m. 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. cost €10m. Development of micro-enterprises and informal sector of the economy. Project in execution. EDF 6 & 7.

EDF KE/7009 - AEe,f

Northern Corridor rehabilitation programme. €87m. Rehabilitation of priority roads and establishment of a sustainable maintenance system plus T.A. Project on appraisal. Date foreseen for financing: December 1998. EDF 7,8.

EDF KE/7010/002 - ABd.

Mai-Mahiu/Naivasha Road rehabilitation. Est. cost €25m. Project on appraisal. EDF 7.

EDF KE/7010/003 - ABd

Community development. Poverty alleviation. Est. cost €12.5m. 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. €1.993m. 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. €1.97m. 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. €1.795m. 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. €8.3m. Works and supplies. Project in execution. EDF 6.

EDF KE/6003/001 - ACa

KIRIBATI

South Tarawa Recycling Programme. Adm. Resp.: Ministries of Environment and Natural Resources and of Works & Energy. Estimated total cost €0.495m. Setting up of a centre for the maintenance and refurbishment of abandoned machines and vehicles. Supplies. Project on appraisal - EDF 7.

EDF KI/7008.

AHf.

LESOTHO

Urban Water Supply and Sanitation. Resp. Auth.: Water and Sanitation Authority. Est. cost €4m. 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. €18m. 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. €0.850m. 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 €1.996m. 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 €0.5m. Supplies. Project in execution. EDF 7.

EDF LSO/7009/000

LIBERIA

Freeport of Monrovia emergency rehabilitation. Resp. Auth.: Government of Liberia. Est. cost €1.95m. 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. €27m. 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. €72.5m. 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. €1.9m. 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. €1.2m. 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. €1.9m. 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. €1.91m. 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. €0.9m. T.A., equipment. Project in execution. EDF 7.

EDF MAG/7028 - AFd

Support for the Structural Adjustment programme 1997-98. €27m. 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 €0.613m. 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. €1.95m. 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 €15m. EDF 8. Project on appraisal.

EDF MAG/6041/001 - AGE

Rehabilitation of the customs system. Resp. Auth.: Direction Générale des Régies Financières. Total cost €0.42m. T.A., supplies. Project in execution. EDF 7.

EDF MAG/7200/001 - AAC

Support for Structural Adjustment Programme II.

Est. cost €43.4m. 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. €23m. EDF €15.5m, local €1.3m, counterpart funds 5.7m. 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. €4.4m. 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. €18.7m. Project in execution. EDF 7.

EDF MAI/6009/002 - AGE

2nd Lomé IV Micro-project Programme. €6m. Improvement of infrastructures in the farmer framework with the EC participation. Building, school's rehabilitation, health centres, water points. Project in execution. EDF 7.

EDF MAI/7012/038 - AGz, AHZ, ABb

Land Utilisation Study. €1m. 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. cost €33.5m. 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. €6.45m. 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 €3m. Construction,

supplies of equipment. Project on appraisal. EDF 8.

EDF 6022/001 - ABd

Urgent maintenance to roads and bridges. Resp. Auth.: Government of Malawi. €1,994m. 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. €0.78m. 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 €1,55m. Training, workshops, equipment, T.A. Project in execution. EDF 7.

EDF MAI/6009/003 - ACb, AGc

Feeder Roads Rehabilitation Programme. Est. cost €30m. Construction/infrastructure, T.A., incl. studies, training. Project on appraisal. EDF 8.

EDF MAI/6021/004 - ABd.

Asycuda - Phase II. Support for the customs reform programme. Est. cost: €5.8m. Resp. Auth.: Ministry of Finance. Construction/development and modernisation as foreseen by Phase I plus T.A.. Date foreseen for financing: October 1998. EDF 8.

EDF MAI/7012/001 - AAb.

3rd Microprojects Programme. Est. total cost: €15m. Improvement of infrastructures in rural environment with community participation. Buildings, school rehabilitation, health centres, water points. Environment protection activities. Evaluation and contingencies, T.A. Project on appraisal. Date foreseen for financing: December 1998. EDF 8.

EDF MAI/7102/039 - ABb, AGa, AHf.

MALI

Geological and mining sector survey. Adm. Resp: Ministère de l'Energie et des mines. Est. cost €15m. Aerial geophysical prospecting, geological mapping, mining prospecting, sector-based survey. Project in execution. EDF 7.

EDF MLI/9999 - ADa

Support for the Planning and Statistics Unit of the Ministry of Rural Development and Environment.

Est. cost €0.8m. T.A. Financing decision taken in June 1998. Project in execution. EDF 7.

EDF MLI/7024/000 - AAC.

Support for the Transport Sector Programme. Est. cost €85m. Construction/infrastructure, supplies, T.A. incl. studies, training. Project on appraisal. EDF 8.

EDF MLI/7004/001 - ABd.

Support for the Coordination of Development Activities in the Northern Regions. €1.85m. Supplies, T.A. incl. studies, training. Financing decision taken in June 1998. Project in execution. EDF 8.

EDF MLI/7025/000 - Aib.

Support for the Structural Adjustment Programme V. €29.4m. Financing decision taken in July 1998. Project in execution. EDF 8.

EDF MLI/7200/004 - AAc.

MAURITANIA

Kaédi and Mederda water supply. Est. cost €2.2m. 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. €1.865m. 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 €4.5m. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7014/001 - ACb, ACg

Oasis rural development in the Atar region. Est. cost €5m. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7025/000 - ACb, ACg

Diversification of irrigated agriculture. Est. cost €4m. Works, supplies, T.A. Project on appraisal. EDF 8.

EDF MAU/7015/001 - ACa

Support for Structural Adjustment (Phase III). Est. cost €11.2m. T.A., incl. studies; budgetary aid. Project on appraisal. EDF 8.

EDF MAU/7200/003 - AAb.

Coordination Unit for Programmes financed by the EU. Est. cost €1.9m. T.A. incl. studies, supplies. Project on appraisal. EDF 8.

EDF MAU/6007/004 - AAc.

Support for Population Censuses. Est. cost €3m. Supplies, T.A. incl. studies, training. Project on appraisal. EDF 8.

EDF MAU/7200/004 - AAI.

Gold Survey. Est. cost €2.75m. Construction/infrastructure, T.A. incl. studies, supplies, budgetary support. Project on appraisal. EDF 8.

EDF MAU/7002/001 - ADA.

Development of drinking water network in rural environment. Est. cost: €4.7m. Resp. Auth.: Ministère de l'Hydraulique et de l'Energie. Works, supplies of equipment.

Network equipment with photovoltaic solar pumps. T.A. plus management of drinking water service. Project on appraisal. EDF 8.

EDF MAU/7012/001 - ABb.

MAURITIUS

Irrigation of the Northern Plains. Resp. Auth.: Ministry of Agriculture. €9m. 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 €1.85m. To promote agricultural diversification, and also to upgrade the city centre. Feasibility study. Works, supplies, TA. *Financing date August 1998.* EDF 7.

EDF MAS/7008 - ACe

Phoenix-Nouvelle France road. Est. cost €4m. Upgrading the existing Phoenix-Nouvelle France road to a dual carriageway. Works, T.A. Financing decision taken in June 1998. Project in execution. EDF 7.

EDF MAS/7010/001 - ABd

Upgrading of sewerage infrastructure of housing estates. Resp. Auth.: Ministry of Works. Est. cost €7.4m. 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 €0.43m. T.A. and training. Project in execution. 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. €16.7m. T.A., services. *Date foreseen for financing December 1998.* EDF 8.

EDFD MAS/7005/000 - ABz

Technology Development in Private Firms. Resp. Auth.: Ministry of Industry and Commerce. Est. cost: €2.9m. T.A., monitoring and evaluation. Project in execution. EDF 7.

EDF MAS/7013/000

Anti-Erosion Programme in Rodrigues.

Est. cost €5m. EDF part €3.3m; Government of Mauritius €1.7m. Construction, T.A., supplies, training. *Financing date October 1998.* EDF 8.

EDF MAS/6003/002 - ACb.

Support for Small and Medium-Sized Enterprises. Est. cost €7m. Budgetary aid, T.A. incl. studies, training. *Financing date October 1998.* EDF 8.

EDF MAS/7011/001 - AAb.

MOZAMBIQUE

Socio-economic reintegration of young people. Est. cost €1.95m. Supplies, T.A. and pilot actions. Project on appraisal. EDF 6.

EDF MOZ/7017 - AHb

Rehabilitation of the rural health system. Est. cost €22m. 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. €5.6m. 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. €15m. Project in execution. EDF 7

EDF MOZ 7200/001.-. AAc

Support for the judicial system. Est. cost €2m. 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

€1.995m. Supplies, T.A. Int. Tender. Project in execution. EDF 6.

EDF MOZ/7024 - AAz

Private sector development. Resp. Auth.: Mozambican Government, NAO. Est. cost €1.98m. 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 €9.5m. 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. cost €60.9m. 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. €13.5m. 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. cost €5.7m. EDF €5m, local €0.7m. 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. €7.7m. 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. €1.88m. 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. €1.882m. 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., €3.75m. 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. €3.9m. 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. €5.37m. To promote an 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. cost €1.5m. 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 €2m. 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 €7m. T.A. Project on appraisal. Financing decision foreseen at the end of 1998. EDF 8.

EDF NAM/7001/001 - ACa

Education programme. Est. cost €12m. 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 €15.8m. 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 €1.3m. 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. €1.77m. 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 €1.85m. T.A., supplies. Project in execution. EDF 7.

EDF NIR/7101/011

Support for Structural Adjustment. Est. cost €15.8m. 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 €24m. Construction of and improvements to educational buildings. Scholarships, training

and T.A. Project on appraisal. *Date foreseen for financing: December 1998.* EDF 8.

EDF PNG/6008/002 - AFb

RWANDA

Return and social reintegration of students currently still in the central and east European states. €0.996m. T.A. Project in execution. EDF 7

EDF RW/7012/002 - AAc

The First Priority Programme for Employment Creation (PPGE). Est. cost 1.99m. Construction/ infrastructure, T.A. incl. studies, supplies. *Financing date August 1998.* EDF 7.

EDF RW/7012/003 - AHb

SAMOA

Rural water supply programme. Resp. Auth.: Ministry of Finance. Est. cost €16.7m. 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. €0.9m. Project on appraisal. EDF 7.

EDF STP/7200/001 - AAc

SENEGAL

St-Louis regional development programme. €22.5m. Job creation, lines of credit, T.A. to the SME'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. cost €3m. 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. Est. cost €27.9m. 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. Est. cost €0.7m. Resp. Auth.: NAO. Formation, travaux, A.T. Project on appraisal. EDF 7.

EDF SE/6002/002 - ACa, Alb

SEYCHELLES

Victoria market rehabilitation. Resp. Auth.: Ministry of Agriculture. Est. cost €1m. EDF €0.77m, local €0.23m. Works and improvements. Project in execution. EDF 7.

EDY SEY/7011 - ACb

Anse Royale landfill. €2.85m. Construction of a fully-engineered landfill. Works, supplies, T.A. Project in execution. EDF 8.

EDF SEY - AJz

Le Nioi water treatment plant extension. €1.35m. 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 €30m. 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. €22.5m. 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 €1.98m. 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, AHI

North West Artisanal Fisheries and Community Development Phase II.

€1.98m. 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. cost €6m. 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. €1.885m. 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 €1.2m. Institutional support. Supplies, works, services, T.A. Project on appraisal. EDF 7.

EDF SOL/6022/000 - AAz

SOMALIA

2nd rehabilitation programme. €47m. 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. cost €3.5m. 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. cost €8.4m. Construction of 29.5 km road. Project on appraisal. EDF 6.

EDF SUR/5602/001 - ABd

Sysmin programme to upgrade and expand the electricity and telecommunications sectors. Est. cost €20.72m. 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'. Est. cost €20.5m; EDF part €13.5m. 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.

Environmental Management Programme. €0.59m. Date financing: September 1998. EDF 7.

EDF SUR/7012/000 - AHf.

SWAZILAND

Maize Marketing and Storage. Resp. Auth.: Ministry of Agriculture and Cooperatives. €1.555m. 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. €1.5m. 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 €16m. 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 €55m. 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 €21m. Works, pumping equipment, studies and supervision. Project on appraisal. EDF 7.

EDF TA/5005(7) - ABb

Iringa Water Supply. Resp. Auth.: Ministry of Water, Energy and Minerals. Est. cost €22m. Pumping, treatment, storage and distribution. Works, equipment, design and supervision. Project on appraisal. EDF 7.

EDF TA/7009 - ABz

Mwanza/Shinyanga-Nzega road rehabilitation. Resp. Auth.: Ministry of Works. Est. cost €70m. 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 €1.91m. 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 €22m. 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. cost €1.985m. 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 €1.945m. 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. Est. cost €2.5m, EDF part €2m. 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. €7.7m. Construction/ infrastructure, T.A. incl. studies. Financing decision taken in June 1998. Project in execution. EDF 7.

EDF TA/7027/000 - ABd.

Structural Adjustment - SAF IV. Est. cost €61.9m. 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 €0.43m. 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 €1.8m. Construction, supplies, T.A., training. Project in execution. EDF 7.

EDF TO/6003/002 - ACa

Development of basic mining information. €1.11m. 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 €7.3m. EDF €5m. local €2.3m. 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 €0.347m. 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 €3.5m. Construction, T.A., feasibility study. Project on appraisal. EDF 8.

EDF TR/5013/000 - ADc

UGANDA

Water supply in Hoima, Masindi and Mubende. Resp. Auth.: Ministry of Natural Resources. Est. cost €12m. Rehabilitation of catchments, treatment plants and water distribution network. Project on appraisal. EDF 7.

EDF UG/7010 - ABb

Third structural adjustment support programme (SASP 3). Resp. Auth. Ministry of Finance. Est. cost. €51.06m. T.A. Project in execution. EDF 7, 8.

EDF UG/7200/002

Uganda Blood Transfusion Service. Phase 3. Est. cost €2.5m. Supplies, T.A. incl. studies, training. Project on appraisal. EDF 8.

EDF UG/6012/004 - AGz.

Human Resources for Health. Est. cost €12m. Construction/infrastructure, T.A. incl. studies, supplies, training. Project on appraisal. EDF 8.

EDF UG/6012/002 - AGz.

Improving sexual and reproductive health. €8m. Grants to NGOs and costs of Project Implementation Unit. Project on appraisal. EDF 8.

EDF UG/6012/003 - AGz.

VANUATU

Education development programme. Est. cost €7.5m. 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. Est. cost €1.6m. Training supply of equipment, studies and T.A. Project on appraisal. EDF 8.

EDF ZA/7009 - ACc

Rehabilitation of the Kabwe-Kapiri Mposhi and Chisamba Road. Resp. Auth.: Ministry of Works and Supply. Est. cost €26m. Works and supervision. Project on appraisal. EDF 8.

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. €1.15m. T.A., supplies and training. Project in execution. EDF 6.

EDF ZA/7020/000 - AEh

Technical assistance to the Roads Department. Resp. Auth.: Dept. of Roads. €1.9m. 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 in execution.* EDF 8.

EDF ZA/7022/000 - ABd

Educational capacity-building programme. To plan and deliver effective and relevant education and training. €10m. Feasibility study, T.A., construction, budgetary aid and training. Project in execution. EDF 8.

EDF ZA/7003/003 - AFz, AFh, AFi

Urban Market Development. Est. cost €1.9m. 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. €8m. 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 €6m. 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 €10m. Feasibility study. Project on appraisal. EDF 8.

EDF ZA/7002/001 - AEc

Agricultural sector support. Est. cost €0.5m. 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 €4m. 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 €37.5m. 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 €3.735m. T.A., equipment, training. Project in execution. EDF 8.

EDF ZA/7003/002 - AGd

Drugs Master Plan Implementation. Est. cost €1.1m. Supplies of equipment, T.A., miscellaneous. Project on appraisal. EDF 8.

EDF ZA/7019/000 - AGz

Structural Adjustment Facility (SAF IV). €53.69m. Financing decision taken in July 1998. Project in execution. EDF 8.

EDF ZA/7200/005 - AAC

Health sector support Programme. Est. cost: €4m. Resp. Auth.: Central Sanitary Council of the Ministry of Health.

Reinforcement of districts and communities for the management of health services plus T.A. and training on communication strategies. Project on appraisal. EDF 8.
EDF ZA/7024/000 - AGe.

ZIMBABWE

Minefield clearance in N.E. Zimbabwe. €10m. Rural development, clearance of landmines. Minefields survey. Works, supervision. Project in execution. EDF 7.

EDF ZIM/7004 - ACa

Trade development programme - import/export. Est. cost €9m. Project on appraisal. EDF 8.

EDF ZIM/6001/002 - AEd, AEe

Tourism development programme - master plan. Resp. Auth.: Government of Zimbabwe. Est. cost €1m. Feasibility study. Project on appraisal. EDF 8.

EDF ZIM/6008/002 - AEc

Health sector development programme. Est. cost 14m. Project on appraisal. EDF 8.

EDF ZIM/7002/000 - AGe

Education sector support programme. Improvement of education system. Est. cost €14m. Project on appraisal. EDF 8.

EDF ZIM/7009/000 - AFa, AFe

Natural resources project. Est. cost €2m. Project on appraisal. EDF 8.

EDF ZIM/7012/000

Agricultural services and management project (ASMP). €12.7m. Works, supplies, T.A. *Financing date October 1998.* EDF 8.
EDF ZIM/7011/000

Decentralised cooperation programme. Est. cost €5m. Project on appraisal. EDF 8.
EDF ZIM/7013/000

Support Services Framework Contract. Est. cost €1.2m. T.A., incl. studies. Improved effectiveness of NAO's office. Financing decision taken in June 1998. Project in execution. EDF 8.

EDF ZIM/7016/000 - AAC

OVERSEAS COUNTRIES AND TERRITORIES

BRITISH VIRGIN ISLANDS

Beef Island airport terminal. Est. cost €16.84m. 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

Management of land and hydraulics to install young farmers. €1.234m. Study. Project in execution. EDF 6.

EDF POF/6010/000 - ACg

NETHERLANDS ANTILLES - ARUBA

Tourism development programme. €5m. 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. €1.3m. T.A. supplies Restricted tender. Project in execution. EDF 7.

EDF NEA/7012/000

Netherlands Antilles social action programme. Est. cost €13.2m. Project on appraisal. EDF 7,8

EDF NEA/7011/000

Small Enterprises Stimulation Programme in the Netherlands Antilles (SESNA). €7.488m. Financing decision taken in July 1998. Project in execution. EDF 7.

EDF NEA/7009/000 - AAb.

NEW CALEDONIA

New aquarium. To increase the capacity and improve the infrastructure of the aquarium. Est. cost €4m. 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. cost €1.743m. 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. €3.7m. Water supply works and pipes. T.A. Project in execution. 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. cost. €0.11m. 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). €0.9m. 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 €12m. 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). €5m ECU. 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 €1.86m. Training, T.A. Project on appraisal. EDF 7.

EDF REG/6900/002 - AEe

Business Assistance Scheme for Exports (BASE) Est. cost €30m. 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 - AE d.

Support to regional cooperation for HIV/AIDS control. €20m. 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 €1.976m. Training, equipment and educational material. Project in execution. EDF 7.

EDF REG/7004/014 - AFb

Support for Regional Economic Integration. Est. cost €1.75m. Incl studies, training. Project on appraisal. EDF 7.

EDF REG/6929/003 - Alb.

Installation of the African Virtual University (AVU). Est. cost €1.1m. Institutional capacity building, training. Project on appraisal. EDF 8.

EDF REG/70012/35 - AFb.

Surveillance on HIV/AIDS in developing countries. €2,994,942. Perform an in-depth assessment of the current situation about HIV/AIDS/STD and RISK data. Studies on public health surveillance. T.A., financial support.

B7.6211 - SURV 98/1.

CARIBBEAN REGION

Caribbean Postal Union.

Resp. Auth.: S.G. Cariforum. €0.5m. T.A. and other action necessary for the creation of the Caribbean Postal Union. Project in execution. EDF 7.

EDF REG/7605 - ABc

Caribbean Telecommunications Union. Resp. Auth.: S.G. Cariforum. €0.5m. T.A. for the accomplishment of the C.T.U. and the harmonisation of legislation on telecommunications within the Cariforum member states. Project in execution. EDF 7.

EDF REG/7605/001 - ABc

Education policy and dialogue. Resp. Auth.: Cariforum S.G. €0.45m. 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 €1.965m ECU. 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 in execution. EDF 7.

EDF REG 7610 - AHi.

Tertiary level programme. Est. cost €5.946m. 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. cost €11m. 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. €0.725m. Equipment, office supplies, T.A. Project in execution. EDF 7.

EDF REG 7615 - AAc.

CARIFORUM Programming Unit. Resp. Auth.: CARIFORUM. €3.94m. 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 in execution. EDF 7 and 8.

EDF REG/7615/001 - AAb

Caribbean News Agency Development Programme. Resp. Auth.: Regional Authorising Officer. Est. cost €4.179m. 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 in execution. 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 €2.543m. TA and training. Project on appraisal. EDF 7.

EDF REG/7321 - AEe

Regional Integration in Eastern and Southern Africa. Assistance to COMESA Secretariat. €1.95m. 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. cost €1.93m. 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. €1.98m. Student accommodation, equipment, scholarships. T.A. Project on appraisal. EDF 7.

EDF REG/7205 - AFb

ECOFAC II, Forest ecosystems. Resp. Auth.: Ministère du Plan. Rep. of Congo. Est. cost €16m. 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-Toubo-ro-Moundou Road. €102m. Construction, T.A. Financing date October 1998. EDF 8.

EDF REG/7203/001 - ABd.

EAST AFRICAN COUNTRIES

Statistical training centre for Eastern Africa in Tanzania.

Resp. Auth.: Secretariat of the centre. €5m. Widening of capacity. Construction of classrooms, offices and housing. Project in execution. EDF 5.

EDF REG/5311(7) - AFb

Combating the tse tse fly in East Africa (Ethiopia, Kenya, Uganda). €20m. Evaluation, training and research. T.A., equipment. Project in execution. EDF 7.

EDF REG/736 - ACa, ACe

Lake Victoria Fisheries Research Project (Phase II). Project headquarters in Jinja, Uganda at FIRI-Fisheries Research Institute. EDF part €8.4m. 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 €20m. 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 €35m. T.A. works. Project on appraisal. EDF 7,8.

EDF REG/6304/001 - ABd

Support for economic integration. €2m. T.A., incl. studies; training. Financing date August 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. cost €22.5m. EDF €3.8m. 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. cost €5.1m. 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. cost €1.9m. 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 IGAD'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. cost €7.8m. Project on appraisal. EDF 7.

EDF REG/7314/000 - ACd, AFd

Grain marketing training programme. Resp. Auth. IGADD Executive Secretary. €1.99m. 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 €9.3m. T.A. training, management. Project in execution. EDF 7.

EDF REG 7503 - AEz.

Indian Ocean University. Resp. Auth.: IOC. Est. cost €1.925m. Training. Project on appraisal. EDF 7.

EDF REG/7506/000 - AFd

Technical Unit for the Management and Coordination of Community Aid in the Indian Ocean Region. €1.3m. Financing decision taken in June 1998. Project in execution. EDF 8.

EDF REG/7509/000 - AAz.

PACIFIC ACP STATES

Pacific regional agricultural programme. Phase II. Resp. Auth.: Forum Secretariat - Fiji. €9.265m. 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. €4.9m. 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. €0.6m. T.A. EDF 7.

EDF REG/7714 - AHf

Air communications - upgrading of Fua'amotu Airport in Tonga. Resp. Auth.: Ministry of Works. Est. cost €0.34m. Construction, supplies of equipment. Project in execution. EDF 7.

EDF REG/7704/001 - ABc

MEMBER COUNTRIES OF PTA

Regional integration in East and Southern Africa. Assistance to PTA Secretariat. (Preferential Trade Area). Short and long-term. T.A., studies, training. Est. cost €1.5m. Project on appraisal. EDF 7.

EDF REG/7316 - AAb.

SADC

SADC Intraregional Skills Development Programme. Est. cost €12.5m. 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. Est. cost €4m. Training, T.A. Project on appraisal. Financing decision foreseen early 1999. EDF 8.

EDF REG/6415/001 - AFci.

SADC Regional Vegetation Project. Est. cost €1.8m. T.A., supplies, training. Project on appraisal. EDF 8.

EDF REG/7410/000 - ACb.

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. cost €13.3m. 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. €0.5m. 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 €13.3m. 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. €9.5m. 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. cost €50m. 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. cost €6m. EDF €5.175m. France (foreseen) €0.375m. Denmark (foreseen) €0.15m. Mali-Guinea (foreseen) €0.3m. Flood forecast system, hydrological model of local simulation with parametric regionalisation. arning 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. €16m. 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. €12m. Project in execution. EDF 7.

EDF REG/7106/02 - AAf

Support for the ENAREF. €0.9m. 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. €1.995m. T.A. studies, evaluation. Project on appraisal. EDF 7.

EDF REG/7138 - ACa

GUINEA, GUINEA BISSAU, SENEGAL, MALI

Support for the Rational Management of the Natural Resources of the Niger and Gambia Basins. Est. cost €23m. T.A. incl. studies, construction/ infrastructure, supplies, training. Project on appraisal. EDF 8.

EDF REG/6137/001 - AHf.

ETHIOPIA, KENYA, TANZANIA, UGANDA, BURKINA FASO, CENTRAL AFRICAN REPUBLIC, CHAD, DEMOCRATIC REPUBLIC OF CONGO

African Wildlife Veterinary Project. Resp. Auth.: OAU - Inter-African Bureau of Animal Resources. €1.6m. T.A., training, evaluation, contingencies. Financing decision taken in June 1998. Project in execution. EDF 7.

EDF REG/5007/004 - AHf.

DELEGATIONS OF THE COMMISSION IN ACP COUNTRIES AND OCTS

Angola

Rue Rainha Jinga 6,
Luanda C.P. 2669
Tel. (244 2) 393038 - 391277 - 391339
Telex 3397 DELCEE - AN
Fax (244 2) 392531

Barbados and the Eastern Caribbean

James Fort Building
Hincks Street, Bridgetown.
Tel. (1 246) 4274362 - 4297103
Fax (1 246) 4278687
Telex (0392) DELEGFED WG 2327

Benin

Avenue de Clozel,
01. B.P. 910 Cotonou.
Tel. (229) 312684 - 312617
Fax (229) 315328

Botswana

P.O. Box 1253,
North Ring Road, Gaborone
Tel. (267) 314455 - 314456 - 314457
Telex 2403 DECEC - BD
Fax (267) 313626

Burkina Faso

B.P. 352,
Ouagadougou.
Tel. (226) 307385 - 307386 - 308650
Fax (226) 308966

Burundi

Avenue du 13 Octobre,
B.P. 103, Bujumbura.
Tel. (257) 223426
Fax (257) 224612
Telex FED BDI 5031

Cameroon

105 rue 1770, Quartier Bastos,
B.P. 847 Yaoundé.
Tel. (237) 201387 - 203367
Fax (237) 202149

Cape Verde

Achada de Santo Antonio,
C.P. 122, Praia.
Tel. (238) 621392 - 621393 - 621394
Fax (238) 621391

Central African Republic

Rue de Flandre,
B.P. 1298, Bangui.
Tel. (236) 613053
Fax (236) 616535

Chad

Route de Farcha,
B.P. 552, N'Djamena.
Tel. (235) 528977 - 527276
Telex 5245 KD
Fax (235) 527105

Congo (Democratic Republic)

71 Avenue des Trois Z,
B.P. 2000, Kinshasa.
Tel. (by satellite) (871) 685 053 336
Fax: (by satellite) (871) 685 053 337

Congo (Republic)

Avenue Lyautey (opposite Italian
Embassy),
B.P. 2149 Brazzaville.
Tel. (by satellite) (871) 761.480.259
Fax (by satellite) (871) 761.480.261

Côte d'Ivoire

18 rue du Dr. Crozet,
B.P. 1821, Abidjan 01.
Tel. (225) 212428
Fax (225) 214089

Djibouti

11 Boulevard du Maréchal Joffre,
B.P. 2477, Djibouti.
Tel. (253) 352615
Fax (253) 350036

Dominican Republic

Calle Rafael Augusto Sanchez 21,
Ensanche Naco, Santo Domingo.
Tel. (1 809) 5405837 - 5406074
Fax (1 809) 5675851
Telex 4757 EUROCOMSD DR

Eritrea

Gainer Street 1,
P.O. Box 5710 Asmara.
Tel. (291 1) 126566
Fax (291 1) 126578

Ethiopia

P.O. Box 5570,
Addis Adaba.
Tel. (251 1) 612511
Fax (251 1) 612877
Telex 21738 DELEGEUR - ET

Gabon

Bas de Gué-Gué,
B.P. 321, Libreville.
Tel. (241) 732250
Fax (241) 736554

Gambia

10, 10th Street South,
Fajara
P.O. Box 512, Banjul
Tel. (220) 495146, 497846, 497847
Fax (220) 497848

Ghana

The Round House, 81 Cantonments Road,
P.O. Box 9505, (Kotoka International
Airport), Accra.
Tel (233 21) 774201 - 774202 - 774236
Fax (233 21) 774154

Guinea

B.P. 730 CONAKRY.
Tel. (224) 464942
Fax (224) 461874

Guinea Bissau

Bairro da Penha,
C.P. 359, 1113 Bissau.
Tel. (245) 251027 - 251071 - 251469 -
251471
Fax (245) 251044

Guyana

72 High Street, Kingston,
P.O. Box 10847, Georgetown.
Tel. (592 2) 64004 - 65424
Fax (592 2) 62615

Haiti

Delmas 60, Impasse Brave n°1,
B.P. 15588, Petion Ville, Port au Prince.
Tel. (509) 494480 - 493491
Fax 490246

Jamaica

8 Olivier Road, P.O. Box 463,
Constant Spring Road, Kingston 8.
Tel (1 876) 9246333/4/5/6/7
e-mail eudeljam@wtjam.net
Fax (1 876) 9246339

Kenya

Union Insurance Building, Ragati Road,
P.O. Box 45119, Nairobi.
Tel. (254 2) 713020 - 713021 - 712860 -
712905 - 712906
Fax (254-2) 71.64.81
Telex 22483 DELEUR KE

Lesotho

167 Constitution Road,
P.O. Box MS 518, Maseru.
Tel. (266) 313726
Fax (266) 310193

Liberia

EC Aid Coordination Office,
UN Drive, Mamba Point, Monrovia.
Tel. (231) 226273
Fax (231) 226274

Madagascar

Immeuble Ny Havana,
B.P. 746 Antananarivo 101.
Tel. (261 20) 22 242 16
Fax (261 20) 22 645 62
E-mail delcemad@bow.dts.mg

Malawi

Europa House,
P.O. Box 30102, Capital City, Lilongwe 3
Tel. (265) 783199 - 783124 - 782743
Fax (265) 783534

Mali

Avenue de l'OUA, Badalabougou Est,
B.P. 115, Bamako.
Tel. (223) 222356 - 222065
Fax (223) 223670
e-mail: eudelmli@cefib.com

Mauritania

Ilot V, Lot 24,
B.P. 213, Nouakchott.
Tel. (222 2) 56396 - 56384
Fax (222 2) 53524

Mauritius

8th floor, Batiment St. James Court,
Rue St. Denis,
Port Louis, B.P. 1148
Tel. (230) 2116295 (6 lines)
Fax. (230) 2116624
E-mail. Europe@bow.intnet.mu

Mozambique

1214 Avenida do Zimbabwe,
C.P. 1306, Maputo.
Tel. (258 1) 490266 - 491716 - 490271
Fax (258 1) 491866
Telex (0992) 6-146 CCE MO

Namibia

4th Floor, Sanlam Building, 154
Independence Avenue,
9000 Windhoek.
Tel. (264 61) 220099
Fax (264 61) 235135

Niger

B.P. 10388, Niamey.
Tel. (227) 732360 - 732773 - 734832
Fax (227) 732322

Nigeria**Lagos**

Knorr House,
Ozumba Mbadiwe Avenue (opposite 1004
flats)
Victoria Island
P.M.B. 12767, Lagos
Tél (234 1) 2617852, 2610857
Fax (234 1) 2617248
E-mail: ecnig@infoweb.abs.net

Abuja

Tel. (234 9) 5233144 - 5233146
Fax (234 9) 5233147

**Pacific (Fiji, Kiribati, Western Samoa,
Tonga, Tuvalu and Vanuatu)**

4th Floor, Development Bank Centre,
Victoria Parade,
Private Mail Bag, Suva.
Tel. (679) 313633
Fax (679) 300370
e-mail: eudelfiji@eu.org.fj

Papua New Guinea

The Lodge (3rd Floor), Bampton street,
P.O. Box 76, Port Moresby.
Tel. (675) 3213544 - 3213504 - 3213718
Fax (675) 3217850

Rwanda

Avenue Député Kamuzinzi 14,
B.P. 515 Kigali.
Tel. (250) 75586 - 75589 - 72536
Fax (250) 74313

Senegal

12 Avenue Albert Sarraut,
B.P. 3345, Dakar.
Tel. (221) 8231314 - 8234777
Fax (221) 823.18.83

Sierra Leone

Wesley House, 4 George Street,
P.O. Box 1399, Freetown.
Tel. (232 22) 223975 - 223025
Fax (232 22) 225212

South Africa

P.O. Box 945, Groenkloof 0027, Pretoria.
Tel. (27-12) 464319
Fax (27-12) 469923

Sudan

3rd floor - AAAID Building,
Osman Digna Avenue,
P.O. Box 2363, Khartoum.
Tel. (249 11) 775054 - 775148
Telex 23096 DELSU SD
Fax (249 11) 775393

Suriname

Dr. S. Redmondstraat 239,
P.O. Box 484, Paramaribo.
Tel. (597) 499322 - 499349 - 492185
Fax (597) 493076

Tanzania

38 Mirambo Street,
P.O. Box 9514, Dar es Salaam.
Tel. (255 51) 117473 (pilot) - 117474 -
117475 - 117476
Fax (255 51) 113277
Telex (0989) 41353 DELCOM TZ

Togo

Avenue Nicolas Grunitzky 37,
B.P. 1657 Lomé.
Tel. (228) 213662 - 210832
Fax (228) 211300

Trinidad and Tobago

The Mutual Centre,
16 Queen's Park West,
P.O. Box 1144, Port of Spain.
Tel. (1 868) 6226628 - 6220591
Fax (1 868) 6226355

Uganda

Rwenzori House, 1 Lumumba Avenue,
P.O. Box 5244? Kampala.
Tel. (256 41) 233303 - 233304
Fax (256 41) 233708

Zambia

Plot 4899, Los Angeles Boulevard,
P.O. Box 34871, Lusaka.
Tel. (260 1) 250711 - 251140
Fax (260 1) 250906

Zimbabwe

6th floor, Construction House,
110 Leopold Takawira Street,
P.O. Box 4252, Harare.
Tel. (263 4) 707120 - 707139 - 752835
Fax (263 4) 725360

OFFICES OF THE COMMISSION IN ACP COUNTRIES AND OCTS

Antigua and Barbuda

Upper St George's Street,
P.O. Box 1392, St. John's.
Tel. (1 268) 462 2970
Fax (1 268) 462 2670

Bahamas

2nd floor, Frederick House, Frederick
Street,
P.O. Box N-3246, Nassau.
Tel. (1 242) 325 5850
Fax (1 242) 323 3819

Belize

1 Eyre Street,
P.O. Box 907, Belize City.
Tel (501-2) 32 070
Fax (501-2) 72.785

Comoros

Boulevard de la Corniche,
B.P. 559, Moroni.
Tel. (269) 732306 - 733191
Fax (269) 732494
Telex 212 DELCEC KO

Equatorial Guinea

Route de l'Aéroport,
B.P. 779, Malabo.
Tel. (240 9) 3284
Fax (240 9) 3275

Netherlands Antilles and Aruba

Scharlooweg 37,
P.O. Box 822, Willemstad (Curaçao).
Tel. (599 9) 4618488
Fax (599 9) 4618423

New Caledonia (OCT)

19 avenue du Maréchal Foch - 6th floor,
98845 Noumea.
B.P. 1100, 98845 Noumea Cedex.
Tel. (687) 277002
Fax (687) 288707

Samoa

4th floor, Ioane Viliamu Building,
P.O. Box 3023, Apia.
Tel. (685) 20070
Fax (685) 24622

São Tomé and Príncipe

B.P. 132, São Tomé.
Tel (239 12) 21780 - 21373
Telex 224 DELEGFED ST
Fax (239-12) 22683

Seychelles

P.O. Box 530, Victoria, Mahé.
Tel. (248) 323940
Fax. (248) 323890

Solomon Islands

2nd floor, City Centre Building,
P.O. Box 844, Honiara.
Tel. (677) 22765
Fax (677) 23318

Somalia

EC Somalia Unit,
Union Insurance House (first floor),
Ragati Road, P.O. Box 30475, Nairobi,
Kenya.
Tel. (254 2) 712830 - 713250 - 713251
Fax (254 2) 710997

Swaziland

Lilunga House, 4th Floor, Gilfillan Street
Mbabane.
P.O. Box A.36, Swazi Plaza, H101
Tel. (268) 42908 - 42018
Fax (268) 46729

Tonga

Mailetaha, Taufa'ahau Road,
Private Mailbag n° 5, Nuku'Alofa.
Tel. (676) 23820
Fax (676) 23869

Vanuatu

Moore Stephens House, Ground Floor,
Kumul Highway, Higginson Street
P.O. Box 422, Port Vila.
Tel. (678) 22501
Fax (678) 23282

Austria
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Denmark
Finland
France
Germany
Greece
Ireland
Italy
Luxembourg
Netherlands
Portugal
Spain
Sweden
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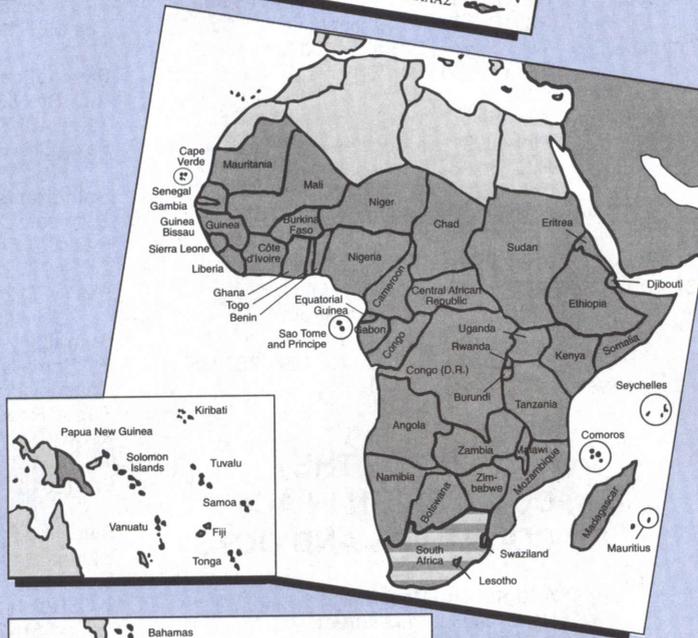
France
(Territorial collectivities)
Mayotte
St Pierre and Miquelon
(Overseas territories)
New Caledonia and dependencies
French Polynesia
French Southern and Antarctic
Territories
Wallis and Futuna Islands

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
and dependencies
Montserrat
Pitcairn Island
St Helena and dependencies
Turks and Caicos Islands

THE EUROPEAN UNION



THE 71 ACP STATES

Angola
Antigua & Barbuda
Bahamas
Barbados
Belize
Benin
Botswana
Burkina Faso
Burundi
Cameroon
Cape Verde
Central African Republic
Chad
Comoros
Congo
Congo (ex-Zaire)
Côte d'Ivoire
Djibouti
Dominica
Dominican Republic
Equatorial Guinea
Eritrea
Ethiopia
Fiji
Gabon
Gambia
Ghana
Grenada
Guinea
Guinea Bissau
Guyana
Haiti
Jamaica
Kenya
Kiribati
Lesotho
Liberia
Madagascar
Malawi
Mali
Mauritania
Mauritius
Mozambique
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
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Trinidad & Tobago
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Uganda
Vanuatu
Zambia
Zimbabwe

General Secretariat
of the ACP Group
of States
Avenue Georges Henri, 451
1200 Brussels
Belgium
Tel.: 743 06 00

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the status of these countries and territories
now or in the future.
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of sources. Their use does not imply
recognition of any particular boundaries
nor prejudice the status of any state
or territory

*Not all provisions of the Lomé
Convention apply to South Africa

Tackling youth exclusion

What are we doing today to tackle the sense of exclusion that so many of the world's young people feel? Images abound of violence, unemployment, delinquency, despair and conflict. There is a great deal of discussion about the underlying causes, but what do we know of solutions that have been proposed elsewhere in the world, and especially in the countries of the South?

These are the kinds of question posed in the introduction to a brochure (the first in a series) published by UNESCO in the framework of its project *Education to fight exclusion*. The aim is to identify innovative projects and share knowledge about them, enabling those who are trying to tackle the problem of youth marginalisation to tap a new and rich vein of information. The first issue is devoted to the work done by *Enda Tiers Monde* with young people in Dakar. This NGO is one of the few based in the South that has gained international recognition for its work. The brochure provides comprehensive information about *Enda Tiers Monde* and gives details of its various projects and programmes. More significantly, it

contains a lot of information about the experiences of young people living in the Senegalese capital. The publication is attractively illustrated with photos and paintings by *Boubacar Diané*. We reproduce below, the image which appears on the front cover.

The brochure is available in English and French from:

Education to fight exclusion,
UNESCO,
7 Place de Fontenoy
75352 Paris 07 SP,
France.

Tel: (33-1) 45 68 08 25
E-mail: efa.yth@unesco.org

Enda Tiers Monde,
BP 3370,
Dakar,
Senegal.
Tel: (221) 22 42 29
E-mail: webmaster@enda.sn





INUIT SPIRIT
FOR GLOBAL PARTNERS

Indigenous peoples