

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
LIMITED

#31172

E/CN.14/SWCD/III.2
23 October 1969



ENGLISH
Original: FRENCH

ECONOMIC COMMISSION FOR AFRICA
Africa Regional Conference on the
Integrated Approach to Rural Development
Moshi, Tanzania, 13 - 24 October 1969

INTEGRATED RURAL DEVELOPMENT POLICY IN THE IVORY COAST

by

Duon Sadia
in charge of studies at the Study Centre^{1/} at the
Ministry of Planning

^{1/} Direction des Etudes de Développement

M69-2856

After independence in 1960, the Ivory Coast introduced a development plan under the general title of "Ten Year Prospects" 1960 - 1970. An assessment of this experiment in 1966, five years after it had been launched gave cause for satisfaction as far as the general growth of the economy was concerned. According to the calculations, the growth rate was expected to be of the order of 7.8 per cent, but in fact proved to be 8.2 per cent from 1960 - 1966.

However, there were certain disconcerting features:

- (1) Unequal distribution of investments
- (2) Glaring inequalities in development from region to region.
- (3) Inadequate equipment for education and health.
- (4) Very little participation by nationals in industrial development.
- (5) The predominance of coffee and cocoa in agricultural development, which is still the motor of the economy.

With this fact in mind, it was decided to give the national rural development policy a bias towards diversification, improving the quality of produce, and modernizing agriculture by setting up rural animation and staffing units in the interest of the peasants.

The study will be in two parts:

- (1) Agricultural modernization and diversification in the Ivory Coast.
- (2) Methods and structures for attaining this objective.

Agricultural diversification and modernization in Ivory Coast.

A glance at development in agricultural production, animal husbandry, fisheries and forests from 1961 to 1980 indicates that although activities in the primary sector showed an average growth rate of 5 per cent, in actual fact development in the various sectors was quite different.

As regards foodstuffs and livestock, production in value added rose (in constant francs) from 36 billion in 1960 to 70 billion in 1980, in other words, an annual growth rate of 3.4 per cent.

This rate is slightly in excess of the total population (including immigration). There are two reasons for its relative smallness: the limited markets for foodstuffs and local difficulties in developing livestock. From 1961 to 1980, food and livestock production will drop by more than half from 25.5 per cent of the gross domestic product (GDP) in 1960 to 11.1 per cent in 1980. However, it is worth noting that in this sector rice production will triple in fifteen years, rising from 250,000 tons in 1980. The production of maize will increase by 80 per cent during the same period.

Where agriculture for industry and export is concerned, the upswing will be much more rapid. Value added will increase by 3.6 per cent in twenty years, in other words, a growth rate of 6.7 per cent, which will mean that all the activities in the primary sector will continue to show an average annual growth rate of 5 per cent. However, to avoid excessive dependence on coffee and cocoa and fluctuations in world prices, the Ivory Coast has in recent years taken steps to diversify the crops and modernize the rural areas.

A. Diversification of crops.

Although the Ivory Coast is industrializing fast, it is not losing sight of the part played by agriculture and fishing as motors of economic development. Consequently attention is being paid to the primary sector in the development policy of the Ivory Coast.

In addition to the rapid strides being made in the promotion of industrialization, there are two factors of primary importance in the economic growth. These are agriculture and fishing whose rate of production will be stepped up; they will also provide industry with raw materials and boost exports.

Thus the basic aim is still to implement a policy of increased agricultural production, and raise the living standard of the inhabitants in the rural areas by means of diversification.

The activities on which rural development depends, which must be successfully undertaken in the three successive five-year periods, are as follows:

- (1) Rice and maize schemes.
- (2) Developing livestock farming and ranching.
- (3) Pressing forward with schemes affecting oil palms, coconuts, cotton, bananas and pineapples.
- (4) Cultivating sugar cane, avocado pears and kénaf, and making a fresh attempt at rubber growing.
- (5) Modernizing coffee and cocoa plantations.
- (6) Forest conservation.

To stop exodus from rural areas to urban centres, and keep the young people who have had some schooling on the land, labour in the savannah areas had to be made more productive by extending the areas under cultivation and reducing working hours. Rice, cotton and maize were considered as crops that might be cultivated in the savannah lands, but if they are to produce the results expected, they must form part of an overall plan of crop cultivation in the savannah lands.

Consequently, a new type of agricultural farming, largely mechanized, will have to be introduced in those areas. It will be necessary also to introduce a new type of farmer, different from the traditional peasant. He will have to be capable of introducing new parameters in farming and management techniques.

The public authorities will have to decide on the experiments and programmes to be implemented. For example, SOTRACI (Société d'assistance technique et de modernisation agricole de la Côte d'Ivoire) ^{1/} has been made responsible for the operation of the rice CFDT (Centre Français de Développement des Textiles) ^{2/} which is responsible for cotton, has already started work in the north and centre of the country. The same company in the Centre, Centre-West and west, provides staffing for maize cultivation as a crop for planting prior to cotton. (30 per cent of the area under cotton in the West is used for the cultivation of maize as a prior crop,

^{1/} Company for technical assistance and agricultural modernization in the Ivory Coast

^{2/} French Textiles Development Centre

and 50 per cent of the area under cotton is put to the same use in the Centre and Centre-West).

The development of livestock farming has been handed over to SATMACI and should progress fairly quickly, as a result of ranching experiments at SIPILOU (West) and ABOKOUAMEKRO (Centre). However, there are many difficulties connected with livestock breeding due to the unsuitability of the traditional structural patterns for the tasks to be undertaken. In addition, the profitability aspect of traditional activities such as ranching and fattening, raises problems connected with the price paid to meat producers in the Ivory Coast. It would probably be advisable to establish a price differential based on the quality of meat.

Studies now in progress should provide answers to the questions raised. As far as oil palms, coconuts, bananas and pineapples are concerned, development is proceeding by way of the establishment of industrial complexes with village plantations around them. These receive technical assistance and staffing from the complexes which, in turn, are supplied with produce. The cultivation of sugar cane, avocado pear and kénaf is also considered a possibility in the savannah areas. Experiments have been undertaken in cane sugar growing at Koudougou and Mamingui in the Centre. An attempt has been made to modernize cocoa plantations, by planting new cocoa trees (bonuses are paid to farmers who cut out old cocoa trees and plant new seedlings) and by improving production through "Operation Capsids" conducted by SATMACI.

Research by IFCC, Institut Français pour le Café et le Cacao^{1/} has led to the introduction of new varieties of coffee trees which give a much higher yield than the old seedlings. The proposed programme in connexion with the new selected clones is to put 10,000 ha under intensive cultivation, and a similar area under extensive

^{1/} French Coffee and Cocoa Institute

cultivation.

As a result of discussions by the agricultural planning committee, a decision has been reached for the production of 265,000 tons in 1975 and 300,000 in 1980.

There was some discussion about rubber planting which would add to the list of products, if funds can be found to implement the project. IRCA and the Ministry of Planning are now engaged in studies which should make it possible to state the problem better.

In conclusion, action is being taken to conserve forests by replanting and limiting the felling of the best quality trees, and, generally, taking steps to reduce and eliminate waste as far as forest resources are concerned.

However, the most remarkable efforts made in the Ivory Coast in recent years relate to the modernization of the rural areas.

B. Modernization of the rural areas

Rural development is a composite which calls for joint action to increase production, produce more revenue and change the living conditions. Consequently, in addition to diversification for increased production and greater revenue, steps had to be taken as regards health, education, village development, the marketing of farm products and the promotion of rural handicraft which are of far greater importance when it comes to modernizing the rural areas.

1. Health and Education

The three main factors in connexion with educational and health equipment in the Ivory Coast areas follows: (1) the rural areas are inadequately equipped as compared with the urban centres; (2) inequalities exist as between regions as well as (3) within same regions. There are two main reasons for this situation: (1) Most of the time basic equipment is made by the inhabitants themselves or financed by other persons. Obviously the poorest places are those with the least equipment. (2) Staff distribution is organized on such a basis that the poorest departments are at a disadvantage as staff are reluctant to live too far away from the capital, at any rate, from the large urban centres.

It is recommended that an effort should be made to enable every citizen at least to speak the same language, at the minimum level. Legislation providing the opportunities for this, and fixing limits will soon be passed, affecting education and health.

2. Village development

A great deal has been done in marking out village lots and building houses with modern materials. The model village of Yamousokro is a striking example of this. Most of the villages of 3,000 inhabitants have been cut up into lots of from 2,000 to 3,000 inhabitants, the percentage of villages so divided up varying from 10 to 40 per cent.

The number of villages with less than 2,000 inhabitants divided up into lots is negligible. It is for the public authorities to take effective measures as regards these small units which often raise more problems than the larger ones. However, activities like "village regrouping" which have been undertaken in the West and "Sogefiha credit establishments" should lead to a rapid solution of modernization and rural housing problems, especially as they are supported by such incentives as "the National Trophy for Progress", about which more will be said later when dealing with staffing arrangements.

3. Marketing agricultural products

A criteria of modern agriculture is the switch from subsistence farming to market economy. Modern methods of marketing agricultural products have been expressed in terms of new legislation dealing with co-operative type groupings and strict co-operatives. The first type is temporary (1 to 3 years), the advantage being that it helps in studying conditions for, establishing real co-operatives.

In addition, the co-operative units of the Ministry of Agriculture have undertaken studies, the results of which will enable a national co-operative promotion centre to be established at Bingerville. This centre will train leaders, animators and accountants for work with co-operatives.

4. Encouraging rural handicraft

The activities already briefly mentioned in connexion with rural animation for production, housing and marketing have given some idea of the changes that have taken place or will take place in the rural areas. These will require qualified craftsmen, organized and capable of meeting increased demands that are bound to arise as a result of change.

The actual position is that artisans are unqualified, and their work unorganized; they are not grouped together in terms of trade or occupations, and have no sectoral organizations as between the various trades or occupations. The policy of having the economy manned by Ivory Coast nationals, is exemplified in the establishment of OPEI, the Office de la Promotion de l'Entreprise Ivoirienne^{1/} which should make it possible to secure good staffing. This ought to induce artisans to set up an internal organization and get the qualifications they now lack. Below is an example of the facilities and structures provided by the Ivory Coast Government to secure the objective of integrated rural development.

II. Rural development facilities and structures in the Ivory Coast.

The Ivory Coast has not been content with merely stating the serious decisions that must be taken for rural development, but has also provided facilities and structures for attaining the objectives. This has been done on a country-wide basis, a regional basis, and at the level of selected rural modernization areas.

1. Arrangements on a country-wide basis.

These activities have been conducted by companies which provide development and assist with supervisory staff. The three principal companies operating in the savannah areas are the CFDT, the SATMACI (for rice) and the CAITA whose staffing position might be improved if it were more comprehensive. Apart from CAITA which deals with a very special type of crop (tobacco), not included in the recommendation for crop rotation a single company might be responsible for all the crops

^{1/} Ivory coast Enterprise Promotion Centre.

that come under a crop rotation system in a particular zone. For instance, in the northern part of the Country, CFDT might be responsible for rainfed rice in rotation with cotton, whereas swamp rice is the responsibility of SATMACI which deals with the development and improvement of the market garden crops peasants traditionally grow after reaping swamp, rice.

2. Regional arrangements

An effort to regionalize plan objectives has been made by setting CRD Commissions Régionales de Développement ^{1/} There are seven such committees, one for each department (six of the departments being old ones) and one for the San Pedro district.

The main task of the committees is to examine the portion of the national programmes covering a particular region, make comments and distribute the targets within the area. After this is done, the committees should take additional steps necessary for implementing their objectives and meeting any additional expenditure involved. Once the credits for the region are known, the CRD in conjunction with the regional agents for plan implementation could draw up definite programmes for each sub-prefecture and submit them to the CARs, Comités d'action rurale ^{2/} These are rural animation units set up in the Ivory Coast and are responsible for getting decisions passed on to the village level.

To support all these rural animation activities, and as an incentive to the inhabitants to participate in the drive for progress, a competition known as the "National Trophy for Progress" has been organized at two levels. At the departmental level, there is the ~~trophy~~ offered by the sub-prefectures to the one which excels in agricultural production and urbanization. At the national level, the trophy is awarded to the sub-prefecture winning the first prize in the departmental award. It is an incentive of some importance which should make a substantial contribution to activities for renovating the structures.

^{1/} Regional Development Committees.

^{2/} Rural action committees.

3. Arrangements in connexion with selected rural modernization zones.

Obviously, a policy of modernization cannot be conducted simultaneously throughout the territory. Although rural animation activities such as "the National Trophy for Progress" are country-wide, the Ivory Coast has selected two projects as motors for expansion the rural areas. These are the San Pedro and the Kossou dam projects.

The establishment of the San Pedro port should ease pressure on the Abidjan port, and open up the south west. The fact that this zone which was previously uninhabited is now a populous zone, should enable integrated activities in connexion with agro-industrial crops to be undertaken, and so reduce the disparities between regions already mentioned in the general analyses.

As a result of the establishment of the Kossou dam which affects several areas on the banks of the Bandama river, a series of activities ought to be made possible: the production of cheap energy, irrigated farming, cheap water, even the possibility of fishing, live-stock farming on the American system, river transport and the development of the tourist trade. The Yaourés mountains opposite the artificial lake which will be created, should be a tourist attraction.

The inhabitants still living in the zones which will eventually be flooded, are to be transferred to the San Pedro region. This explains why any enlightened Ivory Coast national appreciates the link between two activities. These are some of the special aspects of recent activities in integrated rural development policy in the Ivory Coast.

The foregoing statements are facts, not fabrication. The Ivory Coast is, for the time being pursuing, a policy of partial imbalance, in order eventually to achieve balanced development. The policy of integration in the Ivory Coast is not evenly spread. This would be unrealistic and, indeed, ineffective. It is a definite policy of concentrating resources on a limited number of points or targets, while at the same time providing adequate supervisory staff and the necessary incentives, to bring about a change in mental habits and age-old methods, to secure or speed up economic expansion and the overall development of the Ivory Coast.