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UNCLASSIFIED
 CLASSIFICATION

683-0224

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Iger Shelter Sector Planning 6830224001501 6830224001301			2. PROJECT NUMBER 683-0224	3. MISSION/AID/W OFFICE USAID/Niger
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 80-4			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
5. KEY PROJECT IMPLEMENTATION DATES		6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY 78	B. Final Obligation Expected FY 80	C. Final Input Delivery FY 81	A. Total \$ 727,000	From (month/yr.) September 1978
			B. U.S. \$ 655,000	To (month/yr.) August 1980
			Date of Evaluation Review August 1980	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIC, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Schedule meeting between GON, USAID/Niger and RHUDO/ Abidjan to discuss evaluation report, consider recommendations and specify necessary actions and decisions to be taken.	Baker, USAID Sadler/USAID	October 1980
2. Determine if the scope of the project needs modification and if so, what technical assistance requirements would remain valid within the modified scope of the project.	Sadler/Golden USAID/Niger, Votaw/RHUDO	November 1980
3. Based on No. 2 above, determine the most efficient use of existing team member with accelerated use of short-term consultants, and determine if the need remains for a second long-term team member.	Sadler/Golden USAID/Niger, Votaw/RHUDO	December 1980
4. Extend PACD date from December 1980 to December 1982.	Baker/Sadler USAID Huffman, AFR/DR	December 1980

8. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT	
<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input type="checkbox"/> Continue Project Without Change	
<input type="checkbox"/> Financial Plan	<input checked="" type="checkbox"/> PIO/T		B. <input type="checkbox"/> Change Project Design and/or	
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)	<input checked="" type="checkbox"/> Change Implementation Plan	
<input checked="" type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P		C. <input type="checkbox"/> Discontinue Project	

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
MGolden, Prog. USAID/Niger CSadler, Prog. USAID/Niger (dft) Baker, PDE, USAID/Niger Frankel, RHUDO, Abidjan (dft)		Signature Typed Name: Jay P. Johnson, Director Date: USAID/Niger	

13. Summary: This Project represents AID's first direct involvement in Niger's Shelter Sector in at least ten years. The project was designed to assist the Government of Niger establish an institutional framework within which low and medium income housing projects could be generated and coordinated. The Project seeks to strengthen the Housing Studies Division of the Ministry of Public Works and Urbanization by providing technical assistance and staff training. During the implementation of the Project, basic information describing the existing shelter situation is to be collected and analyzed leading to the drafting of a national housing and shelter sector policy. Then, within the framework of this policy, a national housing plan and specific project proposals for low income housing are to be drafted.

One year into project implementation, the Project is moving toward achievement of its objectives, although progress has been considerably slower than originally anticipated. The basic reason for delays in the implementation schedule has been the slow rate of input delivery. Most significantly:

- a) Only one member of the USAID technical assistance team has joined the project;
- b) The Nigerien counterpart for the U.S. contractor has only recently been assigned to the project;
- c) Logistical and administrative support has not been provided as required.

The Project's outputs conceptually follow in sequential order: first, the Shelter Sector Assessment; then, the National Housing Policy; then, the National Housing Plan and discrete project proposals. Thus far, the Shelter Sector Assessment is nearing completion. It is obvious that the current level of input delivery is not sufficient for the project to obtain all the planned outputs within the planned timeframe. Rather than rapidly accelerating the rate of input delivery, the attached evaluation report proposes that the life of the project be extended by approximately two years.

14. Evaluation Methodology: This evaluation was scheduled to assess progress to date and determine future courses of action to improve the rate of project implementation. The evaluation was intended to be conducted jointly by the Ministries of Public Works/Urbanization, Plan and concerned USAID officials. However, scheduling problems encountered in organizing the evaluation resulted in only informal participation by the Ministries of Public Works/Urbanization and Plan. Thus the attached Evaluation Report was drafted by USAID/Niger personnel with assistance from the Regional Housing Development Office in Abidjan. The attached evaluation report has been translated and submitted to the host government

with the anticipation of a meeting of the concerned parties to consider its conclusions and recommended actions and propose specific actions to be taken in response to the evaluation's recommendations. *

15. External Factors: It was originally intended that this project provide assistance to the GON while it was preparing its current development plan. Initial project implementation delays resulted in the planned technical assistance arriving as the current development plan was in advanced stages of preparation. As a result of not having adequate technical studies on which a national housing policy can be properly founded, the current 5-year Development Plan presents only long-term sectoral goals and calls for conducting various housing studies and based upon these studies the formulation of a national housing plan. In retrospect, the extended time frame which the government has given itself to develop a national housing plan seems very appropriate and should result in a more substantial national policy and plan.

A second external factor impacting on the project has been the reorganization of the Ministry of Public Works/Urbanization. The reorganization of the Ministry consolidated various offices dealing with different aspects of urbanization and housing. These different offices were regrouped in a single organizational department. In addition to changing personalities involved in the project design and early implementation, the reorganization also added an additional supervisory layer between the office of Housing Studies to which the USAID funded technical assistance is attached and the top management of the ministry. This additional organizational layer may have certain advantages in better coordinating the offices dealing with urban planning and housing but it has also restricted access to the decision-making levels of the ministry.

16. Inputs: As described comprehensively in the attached evaluation report, considerable delays have been encountered in input delivery. USAID's inputs into the project were largely limited to technical assistance (both short and long-term) with most of the supporting inputs (offices, vehicle, secretarial services, and counter-part staff) for the project being provided by the GON. USAID/Niger has chosen to link its project input delivery schedule with that of the GON to avoid having an AID funded technical assistance team working with little institutional involvement of the Ministry of Public Works/Urbanization. While such an implementation strategy is in compliance with the project purpose, it has and most likely will continue to retard the completion of project outputs.

*See Addendum, page 4 of this PES.

17. Outputs: As noted above in topic 13, the project outputs are of a sequential nature and are examined in detail in the attached Evaluation Report. It was originally anticipated that the project outputs would be completed within thirty months. Now, twenty-four months after the signing of the project agreement and twelve months after the first member of the Technical Assistance Team arrived, the first output (Shelter Sector Assessment) is nearing completion and one Nigerien professional has been assigned for several months to the Housing Studies Division. It is apparent that the life of the project will need considerable extension in order to produce the planned outputs and it has been suggested that the scope of the project may need redefining to take into account policy and planning activities which have taken place as a result of preparing Niger's current Five Year Development Plan and past implementation experience.

18. Purpose: The purpose of this Project is to "establish an institutional framework within which the Government can generate and coordinate low and middle income shelter programs". The Evaluation Report notes that while documentation for the desired type of programs are expected to be forthcoming, such documentation is primarily due to the expatriate technical advisor capabilities and does not yet represent an institutionalized capability of Nigerien officials. The project purpose remains valid and the described End-of-Project Indicators are appropriate. However, to achieve this purpose considerable efforts must be put forth by the GON to assign counterpart staff and provide individuals for training.

19. Goal: The project goal remains valid as originally described. This evaluation did not however specifically examine progress toward goal achievement.

20. Beneficiaries: The direct beneficiaries will be shelter sector and planning authorities. Indirect beneficiaries will be low and medium income urban families able to improve their living conditions as a result of greater access to housing finance, urban services, low cost housing and a consistent GON approach to shelter sector policy. While the number of project beneficiaries remains small due to delays in implementing the project, it should be noted that studies undertaken by the USAID funded advisor have assisted the GON and other donor agencies plan projects having a direct impact on low and medium income families.

21. Unplanned Effects: No such effects have been identified to date nor are such expected.

22. Lessons Learned:

A) Future project planners in Niger should be aware of the delays and complications which can arise from relying on the host government to provide supporting services needed by AID funded technical advisors. Given the available trained manpower constraints of Niger, difficulties can also be expected in securing full-time counterpart staff to work with AID provided technicians.

B) The Ministries of Public Works in Africa have traditionally played more of a implementation role than conceptualization and national level planning. One of the objectives of this project is to change that trend. A clearer definition of responsibilities between the Ministry of Plan and the Ministry of Public Works/Urbanization would have been helpful.

C) Even in the best of conditions, the development and adoption of a National Housing Policy will require more than thirty-six months.

23. Special Comments:

A) Evaluation Addendum.

On September 30, 1980, a meeting was called by the Ministry of Plan to discuss this project evaluation and recommendations for future actions to be taken. The meeting was attended by representative of the Ministry of Plan, the Ministry of Public Works and Urbanization, USAID/Niger and RHUDO/Abidjan. This occasion permitted Nigerien officials to express their opinions and concerns vis-a-vis this project and thus provided host country participation in the project evaluation.

Government of Niger representatives stated with conviction that the scope and general direction of the project remains in complete conformance with the ongoing activities of the Direction of Urbanization and Housing and with the current Five Year Plan. As a result it was determined that the goal, purpose and outputs as originally specified remain valid without modification.

The delivery of project inputs was discussed in depth and the factors slowing or blocking the delivery of various inputs were clearly identified and as far as possible solutions were agreed upon to expedite the delivery of the needed project inputs. Shortly after the September 30 meeting a second highly qualified Nigerien counterpart was assigned to full time to the project team. Two additional Nigerien counterparts were identified to be available to work part time on the project and lastly a secretary has been assigned full time to the project office.

The need to revise the project implementation schedule was mutually accepted. This revision must take into account AID contracting procedures,

training plans for Nigerian counterparts and scheduled meetings of the National Housing Commission. In respect to the latter, the Director of Urbanization and Housing expressed a sincere desire to sensitize GON officials and members of the National Housing Commission on the need and importance of developing a housing policy and plan which emphasizes the concerns of low and middle-level income households. A revised project implementation schedule is expected to be forthcoming within the next two months.

In sum, the evaluation and subsequent meetings seem to have refocused the attention of the various parties on this project and at least for the time being has elicited the institutional support required by the project in order for it to attain its objectives.

B) Attached to the PES is the Evaluation Report prepared by USAID/Niger. The Evaluation Report contains 29 pages including text, table of contents, and title page.