

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Niger Shelter Sector Planning			2. PROJECT NUMBER 683-0224	3. MISSION/AID/W OFFICE USAID/Niger
5. KEY PROJECT IMPLEMENTATION DATE <u>10/1981</u>			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) <u>82-1</u>	
A. First PRO-AG or Equivalent FY <u>78</u>			B. Final Obligation Expected FY <u>82</u>	
C. Final Input Delivery FY <u>83</u>			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>727,000</u> B. U.S. \$ <u>655,000</u>	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>August 1980</u> To (month/yr.) <u>November 1981</u> Date of Evaluation Review <u>November 1981</u>	

8. 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., algram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Confirmation to GON of USAID acceptance of Evaluation Team recommendations.	Sadler/USAID	December 1, 1981
2. Preparation of Terms of Reference for 6-9 month advisor	Sadler/USAID Lippe/RHUDO Kalla/DU	December 1, 1981
3. Revision of PIO/T to reflect new TOR for 6-9 month advisor.	Sadler/USAID	December 4, 1981
4. Recruitment of 6-9 month advisor	Deakin, PRE/H Sadler/USAID	March 1, 1982
5. Recruitment of short term housing finance consultant for 4 to 6 weeks.	Deakin, PRE/H Sadler/USAID	December 15, 1981
6. Finalization of Hammam, Perez Reports	Deakin, PRE/H Sadler/USAID	March 31, 1982
7. Preparation of work plan for remaining project activities during 1982.	Kalla/DU Lombardini/GON Sadler/USAID	December 15, 1981
8. Approval by USAID of GON proposal for research activities following submission of acceptable documentation by GON.	Kalla/DU Project Mgr., USAID	
9. Preparation of terms of reference for additional short term consultants following decision by GON concerning project.	Kalla/DU Project Mgr., USAID Lippe/ RHUDO	
10. Quarterly RHUDO visits	Lippe/RHUDO	Quarterly

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)
<input checked="" type="checkbox"/> Financial Plan	<input checked="" type="checkbox"/> PIO/T	_____
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.  Continue Project Without Change

B.  Change Project Design and/or

Change Implementation Plan

C.  Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Charles Sadler, Project Officer  
Boubacar Bako, Ministry of Public Works  
Michael Lippe, RHUDO  
Cameron Pippitt, Evaluation Officer  
Soni Gardá, Ministry of Plan

12. Mission/AID/W Office Director Approval

Signature *Irving Rosenthal*

Typed Name  
Irving Rosenthal, USAID/Niger

Date  
*January 29, 1982*

13. Summary: This Project was designed to assist the Government of Niger (GON) to establish an institutional framework within which low and medium income shelter projects could be coordinated. During implementation, basic information describing the existing shelter situation was to be collected and analyzed leading to the drafting of a national housing policy. Within the framework of this policy a national housing plan and specific project proposals were to be drafted.

The project experienced considerable start-up delays. The first AID long-term technician arrived nearly one year after the signing of the project agreement and worked without a GON counterpart, or even much logistical and administrative support, for nearly the first year of his two-year contract. Following the first evaluation, which took place in August 1980, a number of decisions were taken which have since contributed to the major progress being made. In particular, the GON has provided the necessary counterparts and logistical support, has permitted the establishment of a housing division, and has enabled this division to work steadily toward attainment of the project outputs.

Following the first evaluation, USAID and the GON agreed to extend the PACD to December 31, 1982 in recognition of the earlier delays. Disappointingly, while the GON has lived up to its commitments in the intervening time, AID has been unable to provide all of the inputs expected of it, including a second long-term technician and satisfactory short-term consultants. Nevertheless, significant progress has been made in preparation of the draft housing policy and a shelter sector assessment.

With little more than one year left in the project, the Evaluation Team has concluded that a modest shift in emphasis from data gathering, analysis, and planning to research activities and project preparation is now appropriate if the project is to achieve its purpose of firmly establishing the desired institutional framework. The Team has recommended that further AID and GON inputs be geared to this change in emphasis and that funds be reprogrammed in support as a consequence.

14. Evaluation Methodology: The purpose of the evaluation was to measure progress in the project prior to the departure of the long-term technical assistant and recommend adjustments in project inputs so as to complete the project in the time required. The evaluation was conducted jointly by the GON and USAID. The GON prepared an initial pre-evaluation paper which detailed progress to date and served as a basis for discussion. Subsequently a sub-committee consisting of representatives from the GON Ministries of Plan and Public Works, the USAID Evaluation Officer and the RHUDO

Chief from Abidjan met to prepare the detailed report attached to this PES. That report was subsequently distributed to both USAID and the GON for discussion and approval.

15. External Factors: Since the last evaluation, no additional external factors have intervened.

16. Inputs: As described comprehensively in the attached evaluation report, GON inputs over the past year have substantially met and even exceeded the requirements of the Project Agreement. Unfortunately, the same cannot be said for AID which has been unable to recruit the second long-term technician. While two of the three short-term consultants requested were provided, delays in finalizing their reports have diluted the intended benefits.

17. Outputs: In spite of the shortfall in the provision of inputs, reflected in the fact that 3 years into the project only \$270,000 out of the programmed total of \$655,000 has been spent or committed, the attainment of project outputs is surprisingly far advanced. Thus both the shelter sector assessment and the draft national housing policy are nearing completion and a Housing Division has been established within the Ministry of Public Works. Stated outputs which remain to be achieved include a National Housing Plan and the development of project proposals.

18. Purpose: In spite of the substantial progress made in achieving the project outputs, the Evaluation Team recommends that in order to achieve the project purpose, which it regards as still valid, a slight shift in emphasis is needed from the planning and analysis functions of the Housing Division to more implementation-oriented research and project preparation activities. This is in line with the hoped for evolution of the Housing Division and would help to confirm the Division in its institutional role.

19. Goal: The project goal remains valid as originally described.

20. Beneficiaries: While the direct beneficiaries of this institution-building project are the shelter sector and the planning authorities of the GON, the indirect beneficiaries as projects are implemented will be low and medium-income households which are able to improve their living conditions as a result of greater access to housing finance, urban services and low and medium-cost housing.

21. Unplanned Effects: None have been identified to date.

22. Lessons Learned: There are three lessons which may be drawn from events over the past year, in addition to previous lessons described in the first evaluation.

(A) It is extremely difficult to secure French-speaking short and long-term technical assistance for projects of this kind. Long-range planning is essential as is flexibility in choice of consultants. In the event that Americans are not available after the expenditure of a reasonable amount of time and effort, foreign nationals should be actively considered.

(B) Careful consideration should be given from the beginning in most institution-building projects to the inclusion of funds for mutually agreeable activities which will permit the institution to exercise more than a planning function and will demonstrate to the host country the full value of having such an institution.

(C) It is absolutely indispensable to a project of this nature to have the full, and preferably the enthusiastic, support of the host government. In its absence, literally nothing of significance occurs in the achievement of project outputs or the attainment of the project purpose. This was the case in this project in the first year. When the government takes a real interest, promised support is quickly forthcoming and the project begins to achieve its objectives. This was the case in this project in the past year. At that point, AID should be ready to take full advantage of the opportunity to maximize potential benefits from the project.

23. Special Comments: None

## I. Conclusion and Summary of Recommendations

The purpose of the Shelter Sector Planning Project, as stated in the Grant Agreement signed September 12, 1978, is to establish an institutional framework within which the Government of Niger (GON) can generate and coordinate low and middle income shelter projects.

Two years into project implementation, with a little more than one year remaining until the project completion date, the Project has taken substantial steps toward achievement of its outputs, this in spite of a disappointing failure on the part of AID to furnish all the programmed long and short-term technical assistance called for. Thus, a shelter division has been established within the Ministry of Public Works, a shelter sector assessment and draft national housing policy are being prepared, and the GON has provided considerable support for the operation over the past year.

In spite of these impressive gains, which auger well for eventual attainment of the project purpose, the Evaluation Team believes that a modest change in emphasis on project activities is now appropriate in order to firmly establish the Shelter Division in its role. Specific recommendations are as follows:

- (1) That increasing attention be paid in the project to on-the-ground implementation of selected research activities;
- (2) That further elaboration of existing project proposals for low-cost housing be undertaken;
- (3) That mid-term technical assistance beginning no later than April 1982 for 6-9 months be provided by AID to assist with the implementation of Recommendations # 1 and 2.
- (4) That further short-term technical assistance be provided as appropriate, if necessary through procurement of foreign nationals;
- (5) That AID take the necessary steps to have the reports of the short-term consultants currently in preparation put into final form;
- (6) That efforts be made to secure short-term training for Mr. Tahirou and that long-term training in the socio-economic field be provided for a suitable candidate starting in September 1982;
- (7) That AID continue to encourage through the Project GON participation in short-term conferences and seminars on shelter, urban development, relationship between rural and urban development, and other relevant topics;
- (8) That the Shelter Division strive to achieve all anticipated project outputs, including the completion of the plans and studies necessary for a shelter sector component for the next Five Year Development Plan.

(9) That within the overall limitation of Project funding, additional funds be earmarked for research activities and short-term consultants with correspondingly less allocated for both long-term and short-term consultants.

## II. Purpose of the Evaluation

This is the second evaluation to be undertaken of the Shelter Sector Planning Project. Its primary purposes are: to assess progress made since the first evaluation of August, 1980; to review the relationships between project inputs, outputs and purposes to determine their continuing validity in light of the two years of implementation experience now gained and; finally, to recommend solutions to perceived problems. The first evaluation in August 1980 concentrated on the very manifest lack of delivery of planned inputs with a view toward putting the project back on its anticipated course. In the year that has since passed, there has been considerable progress in the establishment of the institutional framework originally sought. This second evaluation will assess this progress, and make recommendations for what remains to be done. Perhaps more importantly, the Evaluation Team has attempted to look at the original Project design to determine, in the light of inputs already made and reasonably likely to be made and in the light of outputs likely to result, whether the project purpose will be achieved by the project completion date. The conclusion of the team on this point is that there must be a shift in project emphasis from data collection, analysis and policy formulation to on-the-ground implementation of selected research activities if the project purpose, which in the view of the team remains valid, is to be accomplished.

## III. Project Purpose

The purpose of the project, as set forth in the logical framework, is "to establish a framework within which the GON can generate and coordinate low-income shelter programs". The genesis of the project can be found in a number of concerns shared by both the GON and USAID in the late 1970's, concerns which remain valid today and which both parties continue to address in a variety of ways. The Sahel drought of the mid-1970's had immediate and severe effects upon the traditional rural/urban relationships which had been evolving in independent Niger. Urban areas, particularly Niamey but also the secondary centers, expanded rapidly. The problems of shelter in dense urban centers became of considerable immediate importance to the GON. These problems can be viewed from a number of different optics.

First, in perhaps the narrowest sense, both the GON and USAID considered shelter as a "basic human need" which deserved to be given attention by the GON. Second, in a somewhat broader context, assistance by USAID to the shelter sector fit in very well with USAID's traditional emphasis on helping the GON with manpower training and institutionally-focussed activities. Third, developments in urban areas including secondary centers, if soundly managed, could have positive and long lasting effects and could support the GON and USAID's attempts to secure higher standards of living for the entire population, 90% of which still remains in the rural areas. As was stated only recently in USAID's FY 1983 Country Development Strategy Statement, "Current economic growth and development in the urban sector could stimulate rural development through demands for rural outputs, but the boost from the urban sector will depend upon proper planning and management of anticipated urban growth." The Shelter Sector Planning Project is an attempt to respond to these concerns and as such deserves the continuing support of both the GON and USAID. The final optic through which this Project may be viewed concerns USAID's efforts to emphasize activities which will lead to greater involvement of individuals and private activity in the economic sphere. This project responds to this desire in its long-term goals to encourage shelter activity by the private sector and private initiative.

Turning more directly now to the Project purpose, the establishment of an institutional framework for the development of shelter programs, the Evaluation Team's conclusion is that there has been considerable progress made toward achieving the purpose. Detailed accounts of inputs and outputs will be given in later sections of this evaluation. In general, it is possible to say that, in spite of a disappointing lack of a substantial portion of the technical assistance promised by AID, both long and short-term, most of the major outputs envisaged by the Project are within reach of attainment. Nevertheless, it is not evident to the Evaluation Team that once the outputs are accomplished that the project purpose will necessarily be achieved. The reason for this lies in the fact that final acceptability within the GON of the value of the institution being established as well as evidence that the institution is performing its function of coordinating shelter-related activities, requires a greater emphasis on activities which will have more immediate and tangible results. The Evaluation Team can see this being accomplished in one important way and possibly in others as well. First, it recommends that the Housing Division, with modest

project support, undertake an expanded research program during the remaining project time. The Division has tentative ideas concerning research in the areas of urban planning layouts, provision of simple infrastructure, use of local materials in core housing, community acceptance of designs and implementation procedures, and possibilities of cost recovery in projects. These ideas should be tested not only in the arena of national policy formulation but on the ground as well, through a small integrated research activity which the Housing Division could propose and execute over the next 13 months. Second, the team recommends that further elaboration of an existing project proposal for low-cost housing be undertaken. In both cases AID should be requested to furnish needed short-term consultants as well as funds for purchase of necessary research materials. RHUDO/Abidjan should also be requested to actively participate in the research design activity.

While there does remain work to do on a number of fronts which concern policy and planning and these should not be neglected, the Evaluation Team believes that this changed emphasis, for which funds are available and for which project inputs may be easier to secure than, for example, long-term TA, will thereby secure the attainment of the project's stated purpose.

#### IV. Project Implementation - Progress and Issues

##### A. Project Inputs

##### 1. Long-term Technical Assistance

In accordance with the grant agreement, AID agreed to furnish two shelter experts for a period of two years each, i.e., 48 person-months, to assist the Central Urbanism and Shelter Service. As was pointed out in the first evaluation, "a major cause in delaying implementation of this project has been the inability of AID to identify, recruit, and construct the long-term assistance team specified in the Grant Agreement". In addition, once the first expert, Mr. Marc-Antoine Lombardini, arrived in August 1979, USAID was reluctant to actively recruit the second long-term consultant until such time as the Government of Niger provided the agreed logistical support for the project. These matters are fully discussed in the first evaluation and need not be repeated here.

As a result of agreements reached during the 1980 evaluation, the GON has been most supportive and, as will be discussed later, has more than lived up to its responsibilities. Unfortunately, and in spite of repeated efforts, AID has been unable to recruit the second long-term consultant. Mr. Lombardini had been scheduled originally to depart in August 1981, with the second consultant arriving not later than spring of 1981 in order to insure continuity. When it became evident that this object could not be met, Mr. Lombardini agreed to stay on until December 1981. When he departs, therefore, Mr. Lombardini will have been in Niger for 28 months under project auspices.

In spite of Mr. Lombardini's versatility and the hard work of the Shelter Division over the past year, the Evaluation Team believes that there remains considerable work to be done before the project's purpose can be attained and reaffirms that further technical assistance is very much in need. The team believes that the changed emphasis in recommended activities could best be served by the attachment to the Division of a medium-term technical consultant for about 6-9 months. During this period, the consultant's primary job would be to assist the Division to coordinate the implementation of research and technical study proposals. This person should have had previous experience in organizing similar short-run construction activities designed to achieve specific research results. It is therefore recommended that AID renew its efforts to recruit a capable individual for this assignment to be in place not later than April 1982.

## 2. Short-Term Consultants

AID agreed to provide up to 15 months of short-term consultants, subject to specific needs being spelled out through the process which has been undertaken over the past two years of preparing the shelter sector assessment and policy. During the past year, the GON identified three areas in which such assistance was needed: socio-economic studies, land questions, and housing finance. While consultants were recruited for the first two of these studies and did come, various events have combined to prevent the reports being issued to date. Following the collection of considerable socio-economic data, and after completion of the required surveys, it appears that the boxes of raw data have been lost in the process of being shipped by USAID to Washington. Without this data, the report cannot be written. In the case of the land study, the final report submitted by the consultant was unsatisfactory in its French language text. The housing finance study remains to be done. Each of the three studies is important to the final compilation of the shelter sector assessment and the Evaluation Team recommends that the necessary steps be taken to finalize the two reports already undertaken and to provide a consultant for the third. If necessary this should include: re-surveying to procure the missing socio-economic data; insisting that the land consultant provide the required satisfactory French text; and, in the absence of the near-term availability of an appropriate consultant of American nationality, the recruitment of a suitably qualified foreign national for up to four weeks work to analyze Niger's financial institutions in the shelter sector.

Besides the three short-term studies mentioned above, the Evaluation Team has been able to identify further needs which could be met with the assistance of qualified short-term consultants.

At the appropriate time, the GON should request assistance in the following areas:

- (1) Following the discussion of the first draft National Housing Policy at the Inter-Ministerial technical level, assistance in preparing the final draft for submission to the Council of Ministers;
- (2) Assistance with the preparation of specific research proposals for submission to USAID for approval for funding under the Project;
- (3) Assistance in specific areas of investigation during the execution of the research proposals including market testing of shelter options and credit systems;
- (4) Assistance in the preparation of studies involving larger shelter projects.

### 3. Participant Training

In the context of training, the Chief of the Housing Division, Mr. Boubakar Bako, participated in the Seventh Africa Housing Conference held in Mauritius in March 1981. The Conference's goal was to try to elicit the experiences of different African countries in the execution of shelter projects for the entire population including low-income households.

Mr. Bako also participated from May 25 to July 3, 1981 in a seminar on urban shelter upgrading organized and sponsored jointly by the Senegalese government, the United Nations' Habitat Center and the World Bank's Economic Development Institute. Mr. Ankourao Kalla, Director of Urbanism, took part in the 3rd Seminar on Spontaneous Settlements and Low-Cost Housing held in Yaounde from the 5th to the 9th of October 1981, organized by UNESCO and the Experimental Center for Building Research and Studies.

Mr. Yacouba Moumouni, Director of Construction, accompanied by Mr. Katchere Assoumane, the ex-chief of the Directorate of Urban Development and Studies of the Municipality of Niamey, along with Mr. Alhora Naba, Director of Credit du Niger, Mr. Sidi Ahmed Askia, Chief of the Service Central d'Architecture et de Habitat and Mr. Lombardini attended a Conference on Housing in Africa held in Abidjan in April 1980. This conference reviewed housing construction activities in the Ivory Coast targeted for low-income people.

In June/July 1980, the Director of Construction also participated in another seminar organized and supported in Abidjan by EDI and CNVEH, which lasted six weeks.

In November 1980, a delegation consisting of Mr. Moumouni, Mr. Askia, and Mr. Issa Tahirou, one of the project counterparts, participated in a conference on housing organized in Tunis by A.I.D.

No long-term training has yet been undertaken by any of the project's counterparts. Mr. Tahirou who was designated to study in the United States has been studying English since April 1980 in order to prepare him for his studies. Unfortunately, after being nominated formally by the GON for training and having completed his English instruction, AID/Washington decided that there would be little chance of successfully placing Mr. Tahirou in the desired program. The Evaluation Team believes that continued efforts should be made to place Mr. Tahirou in short-term training, in view of the experience he has gained working with the shelter division and the likelihood of his continued involvement in this field. To that end, it recommends that USAID contact directly the Boucentrum Institute in Holland for information on courses given there. Other possibilities have been discussed and should also be pursued for Mr. Tahirou. In the context of longer term training, the Evaluation Team recommends that if the GON proposes a suitable candidate for undergraduate socio-economic studies in the U.S. who will return and become part of the Shelter Division, that such request be favorably considered. Finally, the Team recommends that USAID continue to fund under the Project GON representation in Africa and elsewhere. These conferences and seminars play an important role in the training of GON personnel and increasing the awareness in general of the government toward constructive solutions to shelter and urban growth problems.

#### 4. Research, Translation and Reproduction

There have been no problems to date with inputs in this category. The GON has, however, requested that during the final year of the project a considerably expanded program of research be undertaken. The Evaluation Team believes there is merit in the proposal and recommends that USAID consider favorably research proposals prepared by the GON which are adequately documented. The merits of this recommendation have been discussed in the previous section as well as the contribution which it will make toward achieving the project purpose.

#### 5. Counterparts

The provision of counterparts by the GON, which constituted one of the basic issues during the first evaluation, has been resolved. A second counterpart was assigned to the project by decision number 566/MTP/TU of the GON dated October 3, 1980, which fulfills the Nigerien commitment.

6. Transport, Travel and Expenses, Office Space, Equipment and Supplies, and Secretarial Support

The GON is responsible for providing all of the above. During the first year of Mr. Lombardini's tour, there was great difficulty in securing the needed support. During the second year of the project, the situation has been resolved.

Transportation for the project has been assured through the furnishing of a Renault 4 TL and a Peugeot 504 Station Wagon. It should be noted that gasoline and upkeep have also been provided by the GON.

In connection with elaboration of the National Housing Policy as foreseen in the Project Agreement, a mission consisting of the Chief of the Housing Division, the American planning expert and a French volunteer architect travelled over 8000 kilometers in order to make contact with the authorities in the interior of the country. The support for this tour came entirely from the GON.

The Directorate of Urbanism has made available three adjoining offices in conformance with recommendations made during the first evaluation. In addition, office equipment and furniture costing 5,106,000 FCFA have been provided by the GON. A secretary and a chauffeur have also been made available for the full-time use of the Project.

B. Project Outputs

Project outputs as listed in the logical framework include the preparation of a draft national housing policy, the design of preliminary projects which would maximize use of Nigerien public and private resources, and the existence of a trained staff within the Housing Division of the Service Central d'Urbanisme which would carry on the work begun under the project. The outputs, once achieved, were to have indicated the establishment of an institutional framework for the generation and coordination of a low-income shelter program, i.e., the project purpose. In addition to these specified project outputs, the Grant Agreement called for the preparation of a Shelter Sector Housing Policy, for sector planning, and for subsequent project design. Finally, the project work plan, prepared by Mr. Lombardini and the GON, called for a National Housing Plan. Looking in turn at each of the five project outputs:

1. Shelter Sector Analysis

This Analysis has occupied a major portion of Mr. Lombardini's and the Housing Division's time over the past two years. As an on-going exercise which is constantly being updated, it has not yet been issued in a final, definitive form. In addition, as

mentioned earlier in the context of project inputs and the development of a draft National Housing Policy, several important chapters have had to be either left out or summarized briefly because of the absence of the consultant's reports or the required consultant. The Evaluation Team recommends that during the course of 1982 the Shelter Sector Analysis be published with the use of project funds following the completion of the remaining sections.

## 2. Draft National Housing Policy

This Policy is currently being drafted by the Housing Division and Mr. Lombardini. It is expected to be completed before Mr. Lombardini's departure. While certain sections of the draft will not be as complete as would have been desired due to the absence of the reports referred to earlier, the draft will be submitted to the National Committee on Housing, discussed and revised during 1982 and eventually submitted to the Council of Ministers for approval as official Government policy.

## 3. Project Proposals

The Grant Agreement envisaged both the draft National Housing Policy and Housing Sector Plan to precede or at least be developed concurrently with the generation of initial project proposals. The Housing Division has, in fact, been actively involved during the past year, both of which were cited as possibilities for consideration in the first evaluation, i.e., the expansion of infrastructure, services, and access roads, and a shelter project of 1000 low-cost units. In the first case, the Division has collaborated closely with the United Nations Organization in Niamey and the Habitat Center in Nairobi in the preparation of an \$1.8 million pilot project. Latest information indicates, however, that the chances of this proposal being approved for funding are not particularly good in spite of the support of both the UN/Niamey and the GON. Should it be approved, it is unlikely that the technical assistance team envisaged to bolster the Housing Division would be in place before 1983. In the low-cost shelter project, it is envisaged that the project would be funded entirely by the GON.

The Evaluation Team does not believe that this particular project output has been entirely achieved. Although proposals have been prepared, they are insufficiently detailed or advanced to have given the Housing Division the Experience in project preparation that was originally anticipated in the project design. Because this aspect is an essential prerequisite to reaching the project purpose, the Evaluation Team recommends that during the next year the Housing Division devote a part of its time and

energy to further elaboration of the two projects noted above. It is further recommended that project funds for short-term consultancies be made available to assist this elaboration effort. While insufficient funds remain to conduct actual feasibility or engineering studies for either project, it is recommended that the Housing Division undertake a thorough analysis of the basic steps leading up to the detailed studies stage with a view to requesting USAID to fund from project resources discrete portions in the chain.

#### 4. Trained Staff

The Grant Agreement requires that the Project produce "a trained staff of at least two persons". While this output has been treated previously in the discussion of inputs under participant training, the Evaluation Team believes it should emphasize that the project output has not yet been fully met and that continuing efforts need to be made in short-term, medium-term, and long-term training.

#### 5. National Housing Plan

Work has not yet begun on this Plan which is of major importance in the context of the National Development Plan and the setting of overall sector investment goals. However, in the context of the achievement of the project purpose and given the delays in the timing of project inputs, the Evaluation Team does not believe that attainment of this output is essential to overall project success. Given the other important remaining tasks which deal with establishment of policy and establishment of the Housing Division as a going concern, the team believes that this Plan be accorded a lower priority in the Division's work.

#### V. Financial Situation

The Project Agreement enunciated the funding levels for five different categories of expenditure, totalling \$655,000. To date, approximately \$270,000 of this total has been committed under various contracts and other obligating documents for work which has been carried out or is being carried out. In addition, another \$245,000 is the subject of a PIO/T for a second long-term technician, which must be amended if the recommendations of the Evaluation Team are accepted. A table setting forth the original levels, current actual expenditures/commitments, and revised levels based on the recommendations contained in this report is shown below.

	<u>Original</u>	(\$000) <u>Current</u>	<u>Revised</u>
Long Term Technicians	436.0	207.0	300.0
Short Term Consultants	100.0	37.5	160.0
Participant Training	50.5	21.7	50.0
Research, Production, Translation	14.0	2.3	125.0
Miscellaneous	<u>54.5</u>	<u>.4</u>	<u>20.0</u>
TOTAL	655.0	268.9	655.0

In addition to the need to issue an amended or completely new PIO/T for the services of a medium-term resident consultant, there are a number of specific tasks which must be undertaken by the GON and USAID if this report's basic recommendations are accepted. These include:

1. Preparation of a revised work plan covering the period between now and the end of 1982. The work plan which should be prepared before Mr. Lombardini's departure, will schedule the needed consultants and the timing for preparation of terms of reference and other documents;
2. Preparation of a document for submission to USAID for approval detailing proposals for undertaking the recommended research activities;
3. Issuing of necessary project implementation letters for modifying the categorical funding limitations in the project agreement.