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ASSESSMENT OF PROGRAM IMPACT (API)

USAID/NIER

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SECTION I:**SPECIAL FACTORS AFFECTING THE USAID PROGRAM**

USAID/Niger cannot stress enough the importance of recognizing that the unprecedented political and economic transition taking place in Niger today will need to be monitored over a period of several years after the new, democratically elected government is in place. Expectations for economic renewal and activity, as well as improved management and planning, will not be met overnight. In addition to struggling with many of the ongoing constraints to development, Nigeriens must learn new skills in decentralized decision-making. In promoting democracy, we need to understand that the United States has an interest in helping to provide the skills and inputs, at least in the near-term, that will support a successful transition. A decrease in support may lead to disenchantment with a system as yet poorly understood, before it is given a chance to succeed. It is in this context that this year's Assessment of Program Impact (API) must be weighed.

Background to the Current Transitional Period: The National Conference of July 29-November 3, 1991, consisting of 1200 delegates representing all regions and ethnic groups of Niger, led to the dissolution of Ali Saibou's government and the call for elections in late 1992. It also established political institutions for the transition period from November 1991 to February 1993. The transitional government inherited from the previous regime difficult and at times overwhelming problems which it has had to attempt to solve in this very short span of time.

In 1989, the then military regime of President Ali Saibou went through an elaborate process of promulgating a constitution and holding single party, uncontested "elections" to establish itself as the authoritarian Second Republic of Niger. Two key events finally led to the Saibou government's undoing: on February 9, 1990, security forces killed at least three student militants who were part of a group of students attempting, despite Government of Niger (GON) warnings, to cross the Kennedy bridge from their campus into downtown Niamey; in May 1990, threatened and actual attacks by Tuaregs on government installations in west central Niger were countered with widely condemned government torture and killings. By summer 1990, few Nigeriens had any faith in what their government was telling them. After several months of intermittent strikes and protests, President Saibou agreed November 15, 1990 to the formation of other political parties and the holding of a National Conference.

The problems the current transitional government inherited from the Saibou era are staggering and include a bankrupt government, wide-spread shutdowns in the formal private sector, constant pressure from well-organized, largely public sector unions determined to defend their members' advantages and benefits, a loss of government authority and increasing security problems, particularly with regard to banditry and ethnic rebellion in the northern part of the country, a widespread lethargy among civil servants aggravated by the uncertainty of the transition and irregular salary payments, and a lack of enthusiasm among government officials for seriously attempting policy change when their tenure in power is likely to be short-lived, as well as an increased tendency towards rent-seeking.

The economy also started its current downward slide prior to the time the transitional government came to power (see page 6 for the chart and narrative concerning major economic indicators since 1988). In addition, the GON fell out of compliance with structural adjustment program (SAP) targets before the National Conference and has not signed a new SAP since that time, despite government and donor recognition of the need for one. As a result, an Enhanced Structural Adjustment Facility loan from the International Monetary Fund (IMF) to Niger expired last December, before the last tranche was disbursed.

The National Conference: By the time the Conference started on July 29, 1991, years of neglect, denial and mismanagement had already caused the social fabric of the country to start unraveling. Unions and students were exerting their influence as never before; ethnic frictions continued to grow; the military was in disarray; more and more political parties had formed, and religious fundamentalism was starting to appear. Still, the National Conference succeeded in opening a debate on past grievances and elaborating a political, economic and social action plan for the transition period. The Conference also established political institutions for the transition period: (1) the Presidency, which was reduced to a ceremonial role; (2) the High Council of the Republic (*Haut Conseil de la République-HCR*), charged with passing laws and supervising the Prime Minister elected by the National Conference; and (3) an executive branch consisting of a Prime Minister and the ministers he appointed. In addition, three special commissions were created: (1) the High Court of Justice to judge former political leaders; (2) the Commission of Economic, Political, Cultural, and Social Crimes to investigate citizens potentially guilty of such acts; and (3) the Superior Council for Communications to ensure equal access to government-controlled media for all political parties.

Transitional Government: The National Conference contributed to further weakening of authority and government administration that has resulted from distrust of the state's ability to carry out meaningful social and economic reforms. The lack of progress in social and economic areas has diminished the effectiveness of the transitional GON. In addition to all of the constraints inherited from the previous regime described above, the transitional government also made critical errors from the start: indecisive leadership led to an inability to effectively mobilize support from political parties and unions or to solve the Tuareg rebellion in the North.

On the economic front, after Niger allowed its SAP to lapse in 1991, the GON prepared a new *Programme de Redressement Economique et Financier* (PREF) in 1992. The GON has not succeeded in meeting the PREF revenue targets or in reinstating an IMF/World Bank-supported SAP. Some regional and bilateral donors are unable to grant additional budgetary support until a functioning SAP is in place or until the GON is able to provide requisite counterpart funds. Consequently, the GON is operating under a chronic, substantial budget deficit. Current efforts to move toward a SAP agreement with the IMF/World Bank are hampered by the GON's inability to impose austerity measures or reach previously agreed upon revenue targets. By the most optimistic of predictions, an agreement is unlikely with the IMF/World Bank before mid-1993.

The transitional GON, in spite of the mess it inherited and its failure to meet key challenges during this critical period, can point to several successes in starting to establish the basis for democracy. Since the National Conference, three privately-owned newspapers have emerged on the scene. Furthermore, the private proprietors of the newspapers created the *Association des Editeurs de la Presse Indépendante au Niger* (ANEPI). The *Association des Journalistes du Niger* (AJN) with membership among both public and private sector journalists and the *Syndicat des Agents de l'Information* (SYNFO), a union of employees of the Ministry of Information, are also playing a role in the new environment of freedom of the press that is visible in Niger.

The democratization process has also resulted in:

- a growing number of associations, labor unions and local NGOs (now legally able to form) with mandates from their members to promote their social, professional or development interests;
- eighteen officially registered political parties (down from 40 during the National Conference), albeit immature in organizational terms and inexperienced in democratic processes;

- newly organized human rights groups and non-governmental women's organizations breaking ground in their participation in the social, economic and political life of the country. Women are particularly increasing their involvement in the day-to-day defense of women's rights and their place and role in society. In the political sphere alone, two of the current 14 ministerial posts of the transitional government are headed by women: Ministry of Social Development, Population and Women's Development and the Ministry of Public Service and Labor. For the first time ever, women have been named to local administrative posts including one deputy Secretary General of the Prefecture, two deputy *sous-prefets* and three mayors; and
- utilizing the radio, traditionally the information source of the majority of Nigeriens, especially in rural areas, to inform the population of the political processes resulting from the National Conference, and other national events occurring in the country. The public media have also become more accountable to the general public and not solely to the GON, evident through their more objective expression and balanced treatment of news.

Next Steps: The next test of movement towards a functioning democracy will be the upcoming elections. To set conditions conducive to fair elections, the HCR established the *Commission des Textes Fondamentaux*, charged with writing the Constitution, the Electoral Code and other key guidance documents. The Electoral Code and the Political Party Charter are in effect. The Constitution, after being publicized and amended, has now been adopted by the HCR. A Rural Code is in the process of official adoption, while a Family Code is still in the draft stage. Several Islamic groups oppose the concept of a secular state in the Constitution and several aspects of the Family Code.

A referendum on the Constitution, originally scheduled for October, 1992, will now be held on November 28, 1992 after translation and further publicizing of the Constitution occurs. The Constitutional referendum will be followed by local, legislative and presidential elections. A newly formed, legitimately elected government is projected to be in place by February, 1993. Meanwhile, despite GON announcements of more rigorous economic reforms, progress towards a SAP remain stalled. The next several months in Niger will be ones of some tension but much anticipation and hope as well.

SECTION II: PROGRESS TOWARD OVERALL COUNTRY PROGRAM GOALS

In February 1992, USAID/Niger submitted a new Country Program Strategic Plan/Concept Paper (CPSP/CP), upon which this API is based. The CPSP/CP details the strategy and vision of the Mission, and outlines the strategic objectives and targets that accompany these program changes. While many of the indicators are similar or the same as those used in prior APIs, some have been modified to reflect new emphases the Mission is placing on sustainability and capacity development, and management of resources by users.¹ New data collection tools and studies (mentioned below) have also enabled USAID/Niger to improve the quality and type of data it can monitor. The targets and objectives that have been chosen will enable the Mission to track people-level changes more closely, especially in conjunction with the considerable resources being allocated to monitoring of program impact.

¹ Due to the overall revision of the API that is documented in the new CPSP/CP, and the assistance received from AID/AFR/SWA in developing these new indicators, USAID/Niger has not included an Annex A that would normally justify and describe all API revisions individually.

The Program Goal adopted by the Mission in the FY 1992-94 CPSP/CP is:

To promote sustainable market-based economic growth while emphasizing locally-managed resources and reduced population growth.

Activities contributing to the achievement of this goal will occur through two strategic objectives, discussed in greater detail in Section III. They are:

Strategic Objective I: To increase quality, coverage, and use of family planning, maternal, and child health services.

Strategic Objective II: To increase the opportunities for sustainable agricultural production and rural enterprises.

USAID/Niger chose these strategic objectives and the targets that accompany them as the foundation of their overall strategy for addressing the key constraints facing Niger. The individual efforts that contribute to these objectives were structured to complement each other, other donor programs, and the changing needs of the country.

In addition, USAID/Niger paid special attention to certain issues that are key to equitable distribution of development benefits. During this API period, the Mission developed a Women in Development (WID) Action Plan: 1992-1994 (WAP), which includes the following management targets as they apply across the Mission portfolio:

- disaggregation of data in all Mission documents, to the extent possible, including surveys, evaluations, and the various project and program related papers;
- incorporation in all new projects of specific WID targets for proportional involvement of women with appropriate discussion and justification of target shortfalls;
- development of appropriate targets at the time of mid-term evaluation for any ongoing projects without WID plans;
- inclusion in all new activities, where appropriate, of gender impact statements for projects reflecting women's involvement in the sector (how women are involved at various stages from needs assessment, design, implementation and evaluation);
- disaggregation by gender in all analyses of project outcomes where appropriate;
- assessment in project implementation reviews (PIRs) of gender targets and recommended modifications as needed; and,
- aggregation of training figures across all programs to assess gender differences and needs, and to identify areas where greater attention may be needed in recruiting women.

A USAID Mission Order now in draft provides guidelines to project officers on how attention to gender should be incorporated into programs and projects to meet the above targets. This allows project officers to be specific about their expectations from contractors on this issue. As appropriate, workshops will be organized to provide skills in gender analysis including monitoring and evaluating women's participation in USAID-financed activities for project teams including USAID/Niger staff, GON counterparts, contractors and PVO/NGO collaborators. A Mission Gender Working Group has been monitoring WID performance of all projects and recommending modifications. A formal Mission-wide yearly WID review will be held as well. A focus on Nigerien women offers a particular window of opportunity at this time given the increasing voice and visibility women are displaying during the democratic transition. USAID/Niger takes pride in its fully-integrated approach to measuring gender-disaggregated impacts, and in promoting the integration of women as full partners in program and project activities, rather than WID-specific projects, though in the Nigerien context women often prefer having separate accounts and activities within the larger project. Beyond the management and project targets set in the WAP, continued efforts are being made to improve the Mission's knowledge base with studies being undertaken related to women's role in agro-pastoral marketing, resource management and use, women's participation in democracy, and the potential of women's associations in promoting women's affairs.

Macroeconomic indicators: Two fundamental constraints dim Niger's macroeconomic picture. The first concerns the country's geography and related climatic conditions. Annual changes in the level of economic activity in Niger, which has at its base traditional agriculture, are explained more by rainfall patterns than by any other single factor. Real gross domestic product (GDP) is now about equal to its 1980 level. Poor rainfall in 1984, 1987 and 1989 led to declines in real GDP of seventeen, five and six percent respectively for those years. Agricultural sector growth in non-drought years was not sufficiently strong to lift the economy above pre-drought levels. The second constraint, the high population growth rate (estimated at 3.3 percent per year) and the fertility structure of the population base, will continue to depress per capita GDP growth well into the 21st century.

An additional problem facing Niger as it struggles for economic growth is the decline in demand and price of its major export commodity, uranium. The mining industry, as well as support industries such as construction and transportation, formed the basis of much of Niger's earlier economic growth. But Niger's major export industry has fallen on hard times, starting with safety concerns about nuclear power plants, then from declining worldwide weapons demand and recently by the uranium glut on the world market following substantial destocking by the former U.S.S.R..

Structural Adjustment: The major results of Niger's first Structural Adjustment Loan program (SAL I, 1983-87) included stabilizing deficits in the balance of payments and government budget by halting commercial borrowing, increasing concessional loans, and reducing debt service payments, as well as liberalization of prices, abolition of monopolies, and dismantling and cutting of losses in some parastatal enterprises. Constraints also appeared, however, impeding the fulfillment of the ambitious SAL I, such as overestimation of government capacity for change and coordination, erratic rainfall, the weak modern private sector, and border closings and devaluation in Nigeria, to name a few. Fiscal restraint has mainly taken the form of cuts in capital expenditure, not in effective limiting or reducing of the government wage bill, or recurrent cost control.

The 1990-91 adjustment program (supported by the second annual IMF Enhanced Structural Adjustment Facility [ESAF]), included elements such as widening the revenue base, enhancing the elasticity of the tax system, controlling the government wage bill, and intensifying the reform of public enterprises and the financial sector. The ability of this program to be implemented has been severely affected by social disruptions and finally, by the National Conference, which put in place the transitional government and

specifically refused it authorization to decrease the government wage bill. Niger now has its own emergency program (PREF) in place, in lieu of the third annual ESAF arrangement, given the current political situation and transitional nature of the government.

TABLE 1 MACROECONOMIC INDICATORS

Economic Trends	1988	1989	1990 (est.)	1991 (est.)	1992 (proj.)
Gross Domestic Product (GDP)					
Real GDP in Constant Prices (annual % change)	5.6	0.1	-1.8	1.9	3.0
GDP Per Capita (dollars)	331	315	292	261	-
Traditional Sector (in % of GDP)	68.9	68.2	70.7	71.6	-
Modern Private Sector (in % of GDP)	31.1	31.8	29.3	28.4	-
Balance of Payments (in billions of FCFA)					
Trade Deficit	-16.8	-24.9	-34.3	-14.6	-
Imports, c.i.f.	-126.7	-123.1	-118.9	-99.5	-
Exports, f.o.b.	109.9	98.2	84.6	84.9	-
Current Account Deficit (includes official transfers)	-18.4	-28.3	-25.7	-2.1	-
Total External Debt (in \$ mn)	1742	1576	1829	1480	-
External Public Debt as a Percent of GDP	60.8	47.8	48.7	52.0	-
Debt Service After Rescheduling (in % of exports of goods and nonfactor services)	33.5	27.2	15.8	29.4	-
Official Development Assistance (billions of FCFA)	371	296	358	182	-
Finance, Banking and Credit (see below)					

Sources: GON Ministry of Finance and Plan, IMF, World Bank

Table 1 Notes:

A particularly disquieting trend is the continued shrinkage of the modern sector, especially given that only a fraction of rural production is marketed in documented and monetized exchanges, and unrecorded cross-border transfers continue to occur.

Niger's external debt has risen sharply since the late 1970s, with the total up from \$863 mn in 1980 to \$1,829 mn ten years later. Although estimates for external debt and current account are not yet available for 1992, there may be continued improvement from 1991 to 1992 resulting from the buy-back of debt and forgiven concessional debt, including, most recently, some debt to Saudi Arabia. A poorer-than-expected harvest in 1990 resulted in higher-than-envisaged cereal imports in 1991, but this trade balance may improve in following years, depending on rainfall levels, and because of increasingly liberalized export policies.

Although extensive liberalization of private sector policies in recent years has improved Niger's ability to diversify production and generate new employment, these opportunities have not developed as quickly as hoped due to a wide lack of investment financing, and problems of key financial institutes such as the *Banque de Développement de la République du Niger* (BDRN), which had accounted for 43% of the banking system deposits at the end of 1988. With the GON unable to meet many of its obligations on contracts, both public and private enterprises financed their shortfalls in part by accumulating tax arrears and cross-debts. In 1990, the BDRN was closed down, with performing loans transferred to a new bank, SONIBANK. Bank credit in the economy declined in 1990 by 4 percent, and a further 1 percent in 1991, reflecting the drop in economic activity.

TABLE 2 COMPARATIVE DEMOGRAPHIC AND SOCIAL INDICATORS

(A) WORLD BANK DATA: SOCIAL INDICATORS	1965	1988	1990	(B) NIGER OFFICIAL 1988 CENSUS: SOCIAL INDICATORS	1988
Population (millions)		7.3	7.7 (mid-1990)	Population Male Female	7.252 3.605 3.647
				Number of Years for Population to Double	21
Adult Literacy (age 15 and over)(percent)		(1985)		Literacy (age 10 and over)	
Total	0	14	28	Total Literate Population	12.5
Male	-	-	-	Male	18.4
Female	2	9	17	Female	6.9
Education (percent enrollment)			(1989)		
Primary	11	30	28		
Secondary	1	7	6		
Tertiary	-	1	1		
Life Expectancy (years)	-	45	45	Life Expectancy	44
Under Age 5 Mortality Rate per 1000 Live Births	-	(1989) 219	215	Under Age 5 Mortality Rate per 1000 Live Births ²	287
Average Live Births per Woman (TFR) ³	7.1	-	7.2	Average Live Births Per Woman	7.1
Urbanization (percent of total population)	7	18	20	Urbanization (percent)	15.2

Data Sources: (A) 1990, 1991 and 1992 World Development Reports, World Bank
 (B) Niger, Ministère du Plan, (i) *Recensement General de la Population 1988, Analyse des Données Définitives, Rapport de Synthèse*, (ii) *Résultats définitifs serie 6, Caractéristiques des ménages et de l'habitat*, (iii) *Caractéristiques socio-culturelles des ménages, des chefs de ménage et caractéristiques de l'habitat*, (iv) *Estimation du niveau de la mortalité*, (v) *État de la population*, Niamey, February, 1992.

Table 2 Notes:

The above figures from the World Bank Reports may be compared with the data from the latest census, conducted in 1988 and found on the right-hand portion of the table. The census figures are believed to be the most accurate available data for social indicators in Niger, though the Demographic and Health Survey, discussed on pages 8-9 and currently being analyzed, may represent even better and certainly more up-to-date information. However, as trend information is of interest for purposes of this report, we continue to supply the World Bank data since it presents a picture of Niger over time. As future Demographic and Health Surveys are conducted, USAID/Niger will use their data rather than the projections and multiple sources of the World Bank.

The population doubling figure of 21 years is of interest not only to family planning and health programmers, but also to natural resource and agricultural planners. If the population does in fact double in 21 years, the stress on land and natural resources will be enormous. If agricultural production cannot keep

² As reported in the 1988 Census, retrospective from 1980.

³ TFR = Total Fertility Rate (average number of live births over a woman's reproductive lifespan)

up with this increasing demand, the economy will be embroiled in further turmoil, and nutritional deficits and famine are likely to increase. The success of family planning is critical to the future of Niger, especially if primary health care improves, and the mortality rates of infants and children decline.

Note that USAID/Niger has added several social indicators, and corrected others. The first figure, adult literacy, was incorrectly reported in last year's API as "male" and "female" literacy, when in fact the World Bank statistics reflect "total" and "female" literacy levels. The decline in enrollment from 1988 to 1989 may reflect the depressed economic situation in Niger over the past few years, and it is possible that this estimated percentage has worsened since 1989, given strikes resulting in school closings, lack of pay for teachers, and insecurity in some parts of the country.

The child mortality rates are especially of interest given USAID/Niger's focus on family planning, and maternal and child health. Though there appears to be a slightly reduced mortality figure for children age 5 in the World Bank statistics, the 1988 census shows a much higher level for this indicator. Even more disturbing data is provided in the new Demographic and Health Survey (DHS) baseline figures citing a level of 318 deaths per 1000 children under age 5. The DHS is the most accurate survey of its kind that has been conducted to date. Future sampling should be conducted based on these data, and need to be monitored carefully over time. In addition, as access to health facilities in the villages increases, it is likely the reported morbidity and mortality rates will rise due to the increase in real (not projected) data. It is likely, as well, that mortality rates may increase as access to primary health facilities is improved, as the tendency to bring patients to clinics as a last resort is common.

SECTION III: PROGRESS TOWARD STRATEGIC OBJECTIVES AND RELATED PROGRESS INDICATORS

USAID/Niger has made substantial progress toward developing its overall program strategy, targets and indicators. A critical issue has been identifying realistic, documentable data that represents both the initiatives the Mission is undertaking, as well as the people-level impacts that can be achieved. The objectives, targets and indicators that follow represent much thoughtful discussion over time, and are based on the practical limits of what is available in Niger. However, USAID/Niger feels that in spite of the limitations of documentation and data, the indicators listed below will prove to be not only enlightening to AID/Washington, but also useful as management tools that can be used to shape and monitor the programs the Mission implements.

Data Collection and Monitoring

The following provides an update on USAID/Niger's efforts to enhance and increase its impact monitoring capacity:

- In cooperation with the Ministry of Agriculture and Livestock, USAID/Niger recently completed production of a French language agricultural data user's guide for the GON and other data users. The guide, entitled *Guide d'Utilisateur des Données Agricoles au Niger*, is a three-volume set: an index (consisting of four fields listed by data parameter (including data type, source and page number reference to status sheets on source); status sheets of data sources (containing information about each of the data sources); and data parameters and questionnaires (listing all data parameters by source as well as questionnaires used by each source to collect the data).
- Another major activity that came to fruition during the past year was the study conducted by the

International Food Policy Research Institute (IFPRI) funded under the Niger Economic Policy Reform Program (NEPRP): *Food Consumption Patterns and Crop, Livestock, and Non-Agricultural Product Transactions of Rural Households in Western Niger*. Another report, IFPRI/INRAN's *Study on Consumption and Supply Impacts of Agricultural Policies in Niger* is also providing useful information. Some of the initial findings from these reports are striking, and will assist USAID/Niger in developing household-level indicators. Some of the data gathered will also form the basis for the targets and indicators that will need to be developed for the Agricultural Marketing and Export Promotion Project (AMEP), currently being designed. A tranche of funds has just been added to expand the study, covering four additional issues.

- The Sahel Water Data Network and Management III (AGHRYMET) Project is developing a regional system, including national elements, for receiving, processing, interpreting, and documenting accurate weather and climate information in the Sahel. It disseminates this information to appropriate national and international agencies and organizations for early warning and for crop production monitoring, to promote regional food self-reliance and national food security. To this end, the project provides capacity building in data collection and analysis.
- The focus of the FEWS/Niger Geographic Information System (GIS) development to date has been to prepare a plan for the integration of the Vulnerability Assessment Methodology (VAM) within a GIS context. A GIS will provide a structure to organize various types of data that can then be used in the development of spatial models. FEWS/Niger is currently using IDRISI software, and developing procedures for data conversions. This new organization will facilitate the linking of existing data (currently in Lotus, DBase, image-type data for vegetation, and dekadal) with potential GIS spatial modeling scenarios. Critical missing data includes better estimates of actual area used for crop production, which is a key factor in the pre- and post-harvest reports. Greenness maps and other outputs are being generated, and these data are used to monitor crop production and locust/grasshopper infestation.
- As part of the design of the USAID/Niger Disaster Preparedness and Mitigation Program (DPM), the Mission completed a study of "victim" perceptions of disaster and famine. During January-March, 1992, rapid, informal surveys were conducted in three departments chronically deficit in cereal production: Zinder, Diffa, and Tillaberi, where USAID distributed food aid during 1991. Because disaster in Niger is largely synonymous with drought, famine became the focus of the study. Field work included open-ended interviews with: 1) the chef and elders of the village/camp in a group setting, often including the group's designated historian; and 2) a random sampling of individuals found in the village/area. Site selection within departments sought to include areas of differing productivity, remoteness and ethnic diversity. Field work was conducted in each department by individuals who had lived from one to four years in the respective region and who spoke one of the local languages. Supervision, supplemental field work, and analysis were provided by the Mission. A total number of 52 group interviews and 139 individual interviews were completed, providing information on and insights into the perceptions of disaster assistance.
- A Demographic and Health Survey (DHS) was conducted in Niger in 1992, and analysis of the data is underway, with preliminary results already available. This survey was conducted at the national level, permitting careful calculation of demographic rates, particularly concerning fertility and infant/child mortality (see *Table 2 Notes*). It also provides family health information on vaccination, attitudes towards contraception, treatment of diarrhea, prenatal care, and many other factors. The results of this survey will form an important baseline for future year comparison.

Training and Education

Though not a specific target or strategic objective of USAID/Niger's portfolio, the training and education of Nigeriens reinforce all program objectives and form the foundation of developing an independent, capable population, with the ultimate capacity to manage their resources, health and growth activities in a constructive manner. Training is an integral component of many Mission projects, and is often a prerequisite to successful project impact. Therefore, USAID/Niger feels it is important to mention briefly the Mission activities included in this category, as well as the formal, higher education programs that also help build a base of educated, technically experienced Nigeriens.

The AID-funded participant training program dates to the mid-1960s. A total of 1,120 Nigeriens have been trained in the U.S. and in third countries. To date, 16.4% of the participants have been women. Most USAID-funded programs include support of some kind of technical training relevant to the project's focus, such as village-health training, information systems monitoring, early warning assessment methodology, technical trades, family planning service provider training, and many more. Most are local, with occasional special needs being met in third countries or in the U.S.. These are key inputs to improving the capacity of Nigeriens to continue activities once USAID funding ceases. In addition to these specific activities, basic literacy training is occurring in the Credit Union Development Project (implemented by WOCCU) and the Rural Organizations Development Project (implemented by CLUSA). As of April 30, 1992, the latter project had trained over 9,000 cooperatives members, with over 2,500 attaining functional literacy. In addition, 413 trainers in literacy have been trained, with 356 functioning literacy training centers. USAID/Niger considers these important indicators of Mission potential for future impacts.

Target of Opportunity — Democratization

USAID/Niger, in collaboration with the American Embassy, has been carefully monitoring progress towards democratization and fuller participation in decision-making among various parts of the population of Niger. Most American Mission Democracy Support activities are being carried out under the African Democracy and Human Rights Fund, an AID/W-based project.

Mission support to the Niger democratization process is being carried out through four distinct but complementary sets of activities:

- The Niger Multi-Media Democracy Development Support Project. The main purpose of this project is to sensitize the population to the basic concepts of democracy, and increase participation during elections. The target group is the urban and rural population at large; however, as most of Niger's population (85%) are in rural areas, and with 90% illiteracy, the country faces a challenging task of education and information dissemination. The strategy of this activity, therefore, is to work with the media and in particular radio and television, to reach a broad audience. The following activities have taken place:
 - a) A Workshop with the Superior Council for Communications to develop strategies for building knowledge about democracy through media channels;
 - b) A Niamey Journalist Democracy Workshop, convened both public and private sector media professionals to discuss the role of the press in a democratic environment;
 - c) A series of three regional workshops convened delegates of women's associations, human rights associations, religious groups, radio club promoters (local organizers of radio clubs), and local language journalists to discuss (in local languages): 1) the

fundamental elements of Niger's new constitution; 2) the elements of the Electoral Code; 3) women's roles in the country's democratization process; 4) voting rights and electoral participation; and, 5) the role of journalists in the democratization process. The selection of participants was based on their positions in the community as communicators and opinion leaders.

The following activities are planned:

- d) Two popular songs about democracy composed and broadcast on radio in Hausa and Djerma;
 - e) Several radio and television drama plays about the Constitution, democracy, and elections in various local languages;
 - f) Short radio and television messages on democracy, voting rights, decentralization, women's right to vote, citizens' responsibilities and duties accompanying democracy, etc.; and
 - g) International travel for Nigerien journalists to observe elections and other democratic processes.
- Books Received: One air conditioner and 68 volumes of legal texts have already been delivered to the *Barreau du Niger* (Bar Association of Niger). Other volumes are ordered and scheduled for delivery in late October/early November.
 - Printing of Codes/Charters/Decrees: Funds have been programmed for printing of the Constitution in French, Hausa, and Djerma, the Charter of Political Parties, and Supreme Court Decrees since 1983. To date, reproduction of the Supreme Court Decree has been completed.
 - Ballot Boxes: A contract has been signed for the construction of approximately 2,400 ballot boxes to equip a portion of the polling stations throughout the country, in time for local, legislative and presidential elections.

Other Mission democracy activities include supporting the travel of two Constitutionalists from Senegal and Benin to advise the HCR on the development of the Constitution, financing the travel of a communications specialist to advise the High Commission Council, sending seven journalists to the Cotonou Democracy Workshop, sending two journalists to attend the Lomé Democracy Journalism Workshop and the Niamey National Democratic Institute for International Affairs (NDIIA) Elections Observations Workshop. NDIIA is also staging two workshops for political party leaders in late October, 1992.

Indicators of Program Impact

The following pages present USAID/Niger's program achievements, and begin as well to add substance to future objectives for projects now starting. The melding of past and future activities into a long-term goal is not in itself difficult; the difficulty arises in projecting outcomes and needs from an environment that is swiftly changing. Nevertheless, the Mission is confident that the objectives can be both achieved and measured, given time and resources. Good beginnings, especially in the area of baseline data collection, have already occurred, and USAID/Niger feels strongly that the health, natural resources, and private sector policy environments the Mission has helped to mold will result in sustainable benefits over time.

USAID/NIGER Program Logical Framework, Fiscal Years 1992-1994

<p><u>MISSION PROGRAM GOAL</u></p> <p>TO PROMOTE SUSTAINABLE MARKET-BASED ECONOMIC GROWTH WHILE EMPHASIZING LOCALLY MANAGED RESOURCES AND REDUCED POPULATION GROWTH.</p>	<p><u>Country Trend Indicators</u></p> <ol style="list-style-type: none"> 1. GDP growth and GDP growth per capita increase. 2. Formal and informal private sectors increase. 3. Population growth rate declines. 4. Child mortality (under age 5) declines. 5. Basic literacy and national levels of education increase.
<p><u>Strategic Objective 1:</u></p> <p>To increase the quality, coverage, and use of family planning, maternal, and child health services.</p>	<p><u>Indicators:</u></p> <ol style="list-style-type: none"> 1.A End use distribution of modern (male and female) contraceptives (couple-years protection) increases from 29,948 per year in 1990 to 132,000 per year by 1995. 1.B Percent of children vaccinated against measles at one year increases from 19% in 1990 to 40% by 1995.
<p><u>Targets</u></p> <ol style="list-style-type: none"> 1.1 Develop and implement sustainable cost recovery and cost containment systems. 1.2 Increase in the percent allocation of health resources to basic health services. 1.3 Extension and integration of priority family planning, maternal and child health programs in primary health care facilities and improvement of service delivery effectiveness. 	<p><u>Indicators:</u></p> <ol style="list-style-type: none"> 1.1.a Number of facilities with staff fully trained and equipped to implement standard treatment protocols, and pharmaceuticals in stock, increases from 0 in 1990 to 225 by 1995 (end-of-project ((EOP))). 1.1.b Number of PHC (non-hospital, primary health care) facilities implementing cost recovery systems increases from 0 in 1990 to 225 by 1995 (EOP). 1.2.a Percent of Ministry of Public Health (MOPH) pharmaceutical supplies distributed to non-hospitals increases from approximately 30% in 1991 to 50% by 1995. 1.2.b Progressive increase in annual number ('000s) of non-hospital consultations through 1995: curative, from 5,376 to 9,130; pre-natal, from 227 to 423, and; well-baby, from 373 to 688. 1.3.a Number of PHC facilities providing a full range of maternal/child health (MCH) services, including family planning services, increases from 114 in 1989 to 380 by 1995. 1.3.b Number of PHC facilities providing vaccinations increases from 184 in 1990 to 400 by 1994.

<p>Strategic Objective 2:</p> <p>To increase the opportunities for sustainable agricultural production and rural enterprises.</p>	<p>Indicators:¹</p> <p>2.A Number of resource users adopting natural resource management (NRM) practices increases by 1995.</p> <p>2.B Number of metric tons of agricultural products exported increases from the baseline year (the average of 1986-90) to 1995: onions, from 13,337 mt to 39,233 mt; cowpeas, from 5,703 mt to 41,440 mt; skins and hides, from 446 mt to 542 mt, and; livestock, from 17,197 mt to 20,903 mt.</p>
<p>Targets:</p> <p>2.1 Increase individual and community control of natural resources.</p> <p>2.2 Increase participation in and output of private sector activities.</p>	<p>Indicators:</p> <p>2.1.a Number of managed hectares of agricultural land increased by 1995: overall, from 400,000 ha in 1989 to 567,000.</p> <p>2.1.b Number of hectares of community-controlled woodland sites increased by 1995; overall, from 1,500 in 1986 to 113,250.</p> <p>2.1.c Number of public wells attributed to individual or community management increases by 1995.</p> <p>2.1.d Number of hectares of pasture under management by pastoral associations increases by 1995.</p> <p>2.2.a Number of members/participants in financial services institutions increases from 2,551 in 1990 to 19,039 in 1995.</p> <p>2.2.b Financial services increase by 1995: Total savings of members in savings programs, from 5,559,475 FCFA in 1992 to 68,520,000 FCFA in 1995; number of loans by cooperatives from 30 in 1990 to 90 in 1994; and total loans disbursed in the micro enterprise lending program from 69,586,000 FCFA in 1990 to 597,126,000 FCFA in 1995.</p> <p>2.2.c Number of businesses created resulting from loans-made increases by 1995.</p> <p>2.2.d Number of jobs created increases per year from 0 in 1990 to 11,500 in 1995.</p> <p>2.2.e Increase in self-financing capability of group or institution by 1995: Cooperatives, average percent of coverage, from 0% in 1990 to 50% by 1994 (EOP); lending institution, percent of costs covered, from 30% in 1992 to 100% by 1995.</p>

<p>Cross-Cutting Target 1.4 and 2.3:²</p> <p>To promote systems to forecast and respond to natural disasters.</p>	<p>Indicators:</p> <p>1. Institutionalized, vertically integrated GON Early Warning System and assessment capability in place and functioning by EOP.</p> <p>2. Response systems for addressing crises are in place and functioning by EOP.</p>
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¹ Some of the indicators for this Strategic Objective have not yet had baseline data studies conducted to provide the essential figures for tracking. In some cases, overall data is available, but is not gender-disaggregated. In this summary table, we have not included indicator elements for which no data yet exists; however, in the following pages the indicators are described in more detail, and plans to acquire and disaggregate the missing data are mentioned. A key factor is the lack of a technical team in place for the ASDG II program. One of their first tasks will be to conduct the baseline survey.

² This target is considered important for both strategic objectives as the overriding negative impact on development that is caused by famine, epidemic disease, flooding and other disasters sets back development and economic growth. The activities to be implemented will take into account both natural resources and family planning/health sectors.

STRATEGIC OBJECTIVE 1: INCREASE QUALITY, COVERAGE, AND USE OF FAMILY PLANNING (FP), MATERNAL AND CHILD HEALTH						
SO-1 INDICATOR	Baseline: 1990	1991 pl./act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
1.A End use distribution of modern contraceptives (expressed in Couple-Years Protection³)						
Female-use contraceptives	26,668	33,000/ 48,332	55,000	70,000	85,000	120,000
Male-use contraceptives	3,280	- /4,201	6,000	8,000	10,000	12,000
TOTAL	<u>29,948</u>	<u>52,533</u>	<u>61,000</u>	<u>78,000</u>	<u>95,000</u>	<u>132,000</u>

Data Source: Yearly reports by the Directorate of Family Planning

The figures above represent an increase over last year's API planned figures, due in part to the fact that the training has occurred more expeditiously than expected. This year is the first year that USAID/Niger has tracked the distribution of condoms; it is included here in preparation of the social marketing activity planned for FY 94.

The National Population Policy was adopted by the GON in 1992. Completion of analyses and awareness-raising activities for key decision-makers on population and family planning (FP), and assistance in drafting the policy were provided by USAID. Standards for integrated Family Planning/Maternal-Child Health services were also developed in 1991 with USAID support. USAID provides support for technical assistance training and local costs associated with expansion of family planning services. Special attention will be focused on four Departments under ongoing PVO or AID contractor programs, managed by resident advisor staff. Training for more than 400 new service providers has been held along with workshops in the areas of client rights at health facilities, contraceptive techniques and safety, and family planning provider sensitivity. From these actions, a higher level of awareness of standards and the need for FP service delivery in facilities is developing. There is evidence (see above trends) that more promotion of FP and outreach activities is occurring.

³ Couple-Years Protection (CYP) is calculated as follows: 1 CYP = 13 cycles hormonal pills, or 1/3 IUD (avg use 3 yrs), or 100 foaming vaginal tablets or 100 condoms.

SO-1 INDICATOR		Baseline: 1990	1991 act.	1992 pl.	1993 pl.	1994 pl.	1995 pl.
1.B	Percent of children vaccinated against measles at one year.	19.0%*	23.7%	25.0%	30%	35%	40%

Data Source: Ministry of Public Health (MOPH) Health Information System (SNIS), *UNICEF Vaccination Coverage Survey

This strategic objective indicator is considered representative of the overall level of quality and coverage of health services as measles vaccination coverage is among the last activities to be integrated into a health service delivery system. When this service is available and being applied, it indicates that the range of normal services accompanying MCH are in fact being delivered.

The national Expanded Program of Immunization (EPI) is in the process of expanding the number of fixed and outreach vaccination sites and of restructuring mobile teams. In support of these efforts, USAID assistance will continue to focus on training health personnel in the areas of planning, organization, and supervision of vaccination services, health education, and service provision. Using quality assurance and operational research techniques, emphasis will be placed on increasing coverage by decreasing drop-out rates, missed opportunities, and incorrectly administered vaccines. In 1992 the mobile strategy is no longer being funded; as a result, EPI is being forced to restructure mobile teams, which may result in decreased coverage during the transition period.

TARGET 1-1: DEVELOP AND IMPLEMENT SUSTAINABLE COST RECOVERY AND COST CONTAINMENT SYSTEMS						
INDICATOR	Baseline: 1990	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl.
1.1.a Number of PHC facilities with staff fully trained and equipped to implement standard treatment protocols, and pharmaceuticals in stock	0	43	43	51	90	225

Data Source: Ministry of Public Health (MOPH) Health Information System (SNIS)

Development of standard diagnostic and treatment protocols was a pre-requisite that USAID/Niger established before being willing to implement cost recovery initiatives. These protocols were finally developed under the RESSFOP project (Belgian assistance) beginning in 1986 in the Dosso Department, and adopted by the GON in 1991. While these protocols can now be considered ready for replication, they will be further refined during implementation of planned cost recovery pilot tests, prior to full implementation elsewhere in the country. In addition, USAID worked with MOPH to develop an essential drug list, also a prerequisite to the cost recovery initiative. As this list has been formally adopted by the MOPH, USAID is now ready to proceed with the training of staff in standard treatment protocols at PHC facilities in the cost recovery pilot zones, with later expansion to other regions. Once a PHC facility has trained and equipped staff, the cost recovery program will be introduced to that facility.

INDICATOR	Baseline: 1990	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl.
1.1.b Number of PHC (non-hospital) facilities implementing cost recovery systems.	0	0	0	18	51	225

Data Source: MOPH Health Information System (SNIS)

As of this report, preparatory work for cost recovery pilot tests of two alternative cost recovery methods is well under way. Cost recovery activities will begin in January 1993 in two districts. The tests are scheduled to last one year, after which the MOPH will adopt and implement the chosen system. It is believed that all 400 PHCs will have begun cost recovery activities by 1996 (note that this does not mean facilities will have 100% cost recovery). It should be noted, however, that Niger's nascent democracy and new political parties may seize upon cost recovery as a political issue, with unforeseeable results. USAID/Niger will provide a long-term advisor to oversee the implementation of project activities, which include training in pharmacy and drug stock management, financial and administrative systems (such as patient registration), and facility management. USAID/Niger is also supporting the development of an audit capability in the MOPH, with mechanisms included to present and resolve findings resulting from audits.

TARGET 1-2: ALLOCATE INCREASED PERCENT OF HEALTH RESOURCES TO BASIC HEALTH SERVICES

INDICATOR	Estimate: 1991	1992 est.	1993 pl.	1994 pl.	1995 pl.
1.2.a Percent of MOPH pharmaceutical supplies distributed to non-hospitals increases.	30%	30%	35%	45%	50%

Data Source: To be developed through project intervention in 1993-94

This indicator is a proxy measurement of the importance that the government gives to preventive and ambulatory care (basic health services), as opposed to curative care. The presence of pharmaceuticals in a facility is considered to be a good indicator of resources allocated to that sector. Currently, no good data is available to indicate the percentage of resources (pharmaceuticals) going to curative facilities, but anecdotal data suggest that it may be as high as 70%. Part of USAID/Niger's efforts in the next two years (1993-94) will be to assist the government to put a data tracking system in place that will provide this kind of information for planning and decision-making purposes. Actions taken to date to increase the percentage of pharmaceuticals found in preventative and ambulatory facilities include the adoption of the List of Essential Drugs, which laid out the authorized categories of drugs and minimum requirements for pharmaceuticals to be located at each facility level. Further encouragement of the government to allocate increased resources to these facilities is mentioned below.

INDICATOR	Baseline: 1990	1991 pl/act	1992 pl.	1993 pl.	1994	1995 pl.
1.2.b Annual number of non-hospital consultations ('000s):						
Curative	5,376	5,560/7,987	8,258	8,539	8,830	9,130
Pre-natal	227	235/345	363	382	402	423
Well Baby	373	385/562	590	622	654	688

Data Source: MOPH Health Information System (SNIS)

Data in last year's API report was based on incomplete reporting of districts. 1990 is considered the baseline year, as it is the first year the National Health Information System (SNIS) gathered data on a nationwide basis. Data are collected quarterly from 38 districts for a total of 152 district-quarters/year. However, data were missing for 1990 as follows:

Curative: 16 district-quarters
 Pre-natal: 24 district-quarters
 Well Baby: 20 district-quarters

1991 showed a considerable increase in the number of non-hospital consultations reported in all categories, which is at least in part attributable to improved reporting. All 152 district-quarter reports were received, which explains the variation between the planned figures showing in last year's APIs, and the actual figures for 1991 appearing above.

Planned increases in future years are related to the population growth rate (3.3%) for curative consultations and to the crude birth rate (5.2%) for the pre-natal and well-baby consultations, as well as to results from USAID interventions. The number of consultations are most influenced by drug availability which is currently insufficient and likely to remain so until cost recovery is fully implemented. The general economic condition of the country will also influence cost recovery initiatives, and the amount of revenues generated for the procurement of drugs. USAID/Niger will provide support to achieve this target by helping the MOPH improve the quality of planning information available to it. With support in accounting and financial management, pharmaceutical and personnel tracking systems (training of personnel and installation of automated systems), and assuring availability and use of improved demographic and health information, the MOPH will be able to improve its planning and implementation of adopted strategies and health service delivery programs.

TARGET 1-3: EXTEND AND INTEGRATE PRIORITY FAMILY PLANNING, MATERNAL AND CHILD HEALTH PROGRAMS IN PRIMARY HEALTH CARE FACILITIES AND IMPROVE SERVICE DELIVERY EFFECTIVENESS							
INDICATOR	Baseline: 1989	1990 act.	1991 act.	1992 pl./act.	1993 pl.	1994 pl.	1995 pl.
1.3.a Number of PHC facilities providing a full range of MCH services, including family planning services, increases.	114	125	144	160/201	280	320	380

Data Source: Quarterly reports by the Directorate of Family Planning, Logistics Management System

The increase in 1992 from planned to actual figures is a result of an increased in the rate of staff training for PHC facility service providers in family planning. Instead of centralized training held only in Niamey, clinical training has now been decentralized, with USAID support, to each Department. Training programs can now be conducted simultaneously in several regions of the country. Future years planned figures have been increased accordingly.

There are a total of approximately 400 fixed site facilities other than hospitals in the Niger PHC system. Many of these have only one nurse and very limited equipment, medicines and locale. Training of staff, as mentioned above, along with outreach services to villages without fixed facilities are being tested by PVOs with USAID support. At the end of each training session, the centers where the trainees are posted are added to the FP logistics system. The immediate result is that more fixed site facilities have health staff trained in FP service provision, with an accompanying higher level of awareness of standards and the need for FP service delivery among staff. True people-level impact of the presence of FP-trained staff will be felt in the Strategic Objective Indicator 1.A: end use distribution of modern contraceptives, and of course, eventually, declining birth rates.

INDICATOR	Baseline: 1990	1991 act.	1992 pl.	1993 pl.	1994 pl.	1995 pl.
1.3.b Number of PHC facilities providing vaccination increases.	184	187	303	355	400	400

Data Source: MOPH Health Information System (SNIS)

USAID/Niger has provided support to the national vaccination program to procure medical equipment and supplies, train vaccination staff, procure vehicles and spare parts, improve vehicle repair capability, and improve timeliness and accuracy of EPI service statistics (SNIS). The Mission is also providing more intensive support under its special measles initiative for MOPH vaccination efforts in the Departments of Tahoua and Maradi. Planned increases in API indicator figures over the next year will be the result of revamped training content and community-level training, support and training of supervisors, and expansion measures under the national EPI that will increase the number of new centers with vaccination capability, new equipment, and vaccination management training. The resultant expanded availability and increased access to vaccination services will enable the MOPH to increase the percentage of children fully vaccinated against the six most common childhood diseases and reduce infant and young child mortality.

STRATEGIC OBJECTIVE 2: INCREASE THE OPPORTUNITIES FOR SUSTAINABLE AGRICULTURAL PRODUCTION AND RURAL ENTERPRISES

SO-2 INDICATOR	Baseline 1993	—	1995 pl.					
2.A Number of resource users adopting NRM practices: Men Women	Baseline data will be established in approximately 1993, when implementing contract team arrives.		Until baseline data is gathered, this projection cannot be made.					

Data source: Sampling of various projects

Explanation: To achieve this strategic objective, the Mission has targeted the policy and institutional environment in which natural resources management takes place. Policy reform and institutional strengthening programs will establish favorable conditions, thereby increasing the opportunities for the widespread adoption of sustainable agricultural practices. As it will take some time for initiatives in the policy and institutional arenas to be implemented and further time for them to have a downstream impact on the adoption rate of NRM practices, this indicator is not scheduled to be measured until 1995. Measurement will be made by sampling adoption rates at a number of representative project and non-project sites. Historical baseline data will be gathered when the ASDG II contract team is in place, in approximately early 1993.

Activities/Actions: Over the past year, the transitional GON has taken several very important steps in the natural resources management policy area. In March, the GON officially issued a document outlining the national rural development strategy for Niger (*Principes Directeurs d'Une Politique de Développement Rural pour le Niger*). Shortly thereafter, the GON issued three decrees which together lay out the structure for developing a natural resources management strategy. USAID/Niger was instrumental in the formulation of this structure through the use of ASDG II policy reform and budget support leverage, and reviewed documents being prepared by Nigerien committees to ensure the decrees were commensurate with the requirements of the ASDG II Conditions Precedent. A formal governmental structure including a Natural Resources Management Unit (Cellule GRN) now exists that is responsible for developing a national policy and strategy leading to rational utilization of natural resources. This structure will also ensure coordination and harmonization of ongoing and new natural resources management activities, both within the GON as well as donor-generated. As almost all development activities in Niger are donor-funded, it is critical that donor resources be better managed to have full impact on the intended beneficiaries. A part of USAID/Niger's ASDG II budget support portion of the first transfer will go to support the newly created Natural Resources Management Unit. Other donors have already begun to work with this structure, including separate World Bank and FAO-supported NRM initiatives.

Another imminent policy-level achievement is the forthcoming passage of the Directing Principles of the Rural Code. Once this is passed by the transition Government, it will be translated into local languages and publicized throughout Niger. The Rural Code represents Niger's effort to synthesize traditional resource use customs with modern regulations into coherent and workable resources use/tenure legislation. Population pressure on Niger's poor resource base and the sometimes conflicting interpretations of existing regulations result in conflicts among competing resource users. USAID/Niger participated in the formulation of the Rural Code with the assistance of the Land Tenure Center, who, with USAID staff, were involved in meetings and Code formulation geared to develop policies reflecting the concerns of sustainable management of natural resources in an agropastoral society. Adoption and widespread diffusion of the Code, which will also be supported by USAID, will provide clearer guidance and authority to local governments to resolve resource-user conflicts and promote more active management of the natural resource base. Under ASDG I (now winding down), USAID/Niger emphasized policy initiatives such as the Rural Code in order to develop an environment favorable to the local control and rational utilization of natural resources. With these conditions in place, ASDG II will focus on providing support and assistance to resource

users for sustainable and economically-rewarding management of the resources back under their control. Currently, however, implementation of ASDG II has been delayed due to lack of award for the technical assistance component.

Long-term people level impacts: Widespread adoption of NRM practices will have the effect of both conserving the productivity of the natural resource base upon which the rural population depends, as well as assuring a sustainable level of income for producers from that resource base.

SO-2 INDICATOR	Baseline: Avg. of 1986-1990	1990 act.	1991 act.	1992 pl.	1993 pl.	1994 pl.	1995 pl.
2.B Metric tons exported:							
Onions	13,337	32,857	26,797	29,477	32,424	35,667	39,233
Cowpeas	5,703	32,062	34,053	35,798	37,588	39,467	41,440
Skins/hides	1,629	924	446	463	492	516	542
Livestock	—	32,782	17,197	18,057	18,960	19,908	20,903
	(no data available)						

Data Source: Customs Bureau

Explanation: The figures for 1990 provided in last year's API report were provisional, and have since been revised based on up-dated data from the Customs Bureau. Also shown in the above table are revised projections through 1995 that are based on the actual data from 1990 and 1991, projecting a 5% increase per year except for onions, which are projected at a 10% increase per year.

It is unclear why livestock decreased so much in 1991 compared to 1990, or the reason for the decrease in skins and hides. The latter decline may be due in part to the closing in late 1990 of the one tannery that existed in Niger, and could also confirm a decrease in livestock exports if the number of livestock being brought to the market in general decreases. A general decrease in animals being brought to market and slaughtered would mean that fewer skins and hides were available. It could also mean, in the case of both skins-and-hides and livestock, that exports of these products are going across the border in smaller lots, since small lots are excluded from taxes (including the statistical tax), and thus might not be recorded. This possibility may make sense, since in a good agricultural season the need to sell livestock to support living expenses is reduced.

With respect to onions, significant reporting errors by the GON have led to lower estimates of export levels than what was reported in last year's API. This question is being further researched by the Mission. Two important points must be emphasized: (1) despite the data problems, the projected yearly growth of onion exports expressed as a percentage has not changed significantly; and (2) production figures, which are fairly reliable and show production increasing from 123,433 metric tons in 1989 to 220,000 metric tons in 1990, suggest that a large percentage of onion production is marketed domestically. Although increasing exports of agro-pastoral commodities is the purpose of the Niger Economic Policy Reform Program (NEPRP), both exports and domestic markets will be emphasized in the Agricultural Marketing and Export Promotion (AMEP) Project (currently being designed).

The discrepancy in reported data for cowpeas is large, but may be less unexplainable than at first appears. A large parastatal, SONARA, closed operations this year, and the market for cowpeas may have responded accordingly. Not only would the deregulation have positive effects on production and export from the policy side, it also may have resulted in more reporting at the border of export of cowpeas that went unreported in former years.

Activities/Actions: Policy reforms in export regulations and control may take time for the market to digest and respond to. Certainly the change in border taxes and paperwork will make export of commodities easier, but production and market channels must still be given time to respond. The Nigerian market and *naira* valuation also play a major role in the private sector opportunities in Niger. All of this data must be closely monitored in years to come, and both the amended NEPRP and the new AMEP Project, coming on line in 1993, should improve the ability to collect accurate data, as well as continuing to address the marketing issues at a technical level.

TARGET 2-1: INCREASE INDIVIDUAL AND COMMUNITY CONTROL OF NATURAL RESOURCES

Explanation: Activities undertaken to achieve this target aim to provide local populations with both the legal authority and the means with which to manage the natural resource base in a sustainable manner. The four impact indicators that have been selected relate to four key elements of the natural resource base: soil (agricultural land), woody vegetation (woodland/forests), water (wells), and herbaceous vegetation (pastures), and cover three general systems of production: agriculture, livestock, and forestry.

The Land Tenure Center, University of Wisconsin, will conduct research and studies in the area of resource use and management, and has just begun its proposed field research activities. Although ASDG II has not yet started field-level operations, baseline data collection on these and other issues will give USAID/Niger a good grasp of the people-level issues and lead to a tracking/monitoring capacity over the life of the project. LTC will also begin monitoring numbers of resource use conflicts registered with local officials, a key presumed initial impact of implementation of the new Rural Code and attendant changes in resource control. Once the Rural Code is adopted, LTC will continue monitoring resource conflicts as one source of information on the status of application of the Rural Code. The long term TA team for ASDG II (when in place) will have responsibility for assisting the GON in developing projects, and also in monitoring impact. The baseline for the indicators listed below, then, will be established in this interim period, and future APIs will be able to provide a measure of the impacts that project implementation is having on the target populations.

Once ASDG II becomes operational, additional work with the users of technologies and resources will occur, and will be reported on in future years. Briefly, some examples of the impacts expected are changes in roles for forestry agents, who will be trained in extension methodologies, and reduce their current role of policing forestry resources. Farmer-to-farmer visits will be part of the new program, making use of the fact that while many farmers are not aware of the usefulness of some the natural resource management (NRM) technologies or are not convinced of their value, some have already successfully adopted these practices and can be used as agents of change in their own communities. Additionally, continuing to provide a policy environment that is conducive to rational natural resource management is critical, and will be actively supported by taking government officials to see farmers' use of technologies, and exposing them to the changes that can be wrought through support of such adoption measures. Finally, an institutional strengthening component will work within the Ministry of Agriculture and Livestock and relevant offices (environment, forestry, etc.) to develop new personnel management systems, including "management by objectives," strategic planning capabilities, and clearer lines of authority and responsibility. This process should help provide a functioning, responsive, and sustainable policy environment. These and other activities will help information to flow to various stakeholders, with a positive impact on overall adoption rates of NRM technologies.

A new grant to AFRICARE, authorized in September 1992, will enable them to continue NRM work in the Gouré arrondissement. While this is a continuation of an ASDG I-funded activity, changes include a new emphasis on community-level planning and a sharper focus on the implementation of NRM activities in target villages. AFRICARE will identify appropriate activities, target groups (including women), and monitor to track project impacts. The above activities represent the next step in implementing natural resources management programs, at the people-level, where the applications of the policy reforms need to be disseminated and carefully monitored to ensure the intended benefits result.

GENDER SPECIFIC DATA: Attempts will be made to obtain gender segregated data wherever possible, and a baseline data survey will be conducted upon the arrival of the implementation team.

PEOPLE LEVEL IMPACT AND INDICATORS OF SUSTAINABILITY OF THE NATURAL RESOURCE BASE: The API indicators for NRM do not track impact at Levels IV & V which are biophysical and socio-economic impacts respectively. Widespread impacts at these levels are not expected to be significant in the short to medium term. Nevertheless, project-level impacts on these levels will be monitored at specific sites where due to the nature of the project interventions, more rapid impact will be realized. In terms of impacts on the natural resource base, we will be fortunate to have baseline data from the intensively monitored HAPEX-Sahel experiment of 1992. The HAPEX program, part of the World Climate Research Program (WCRP), has just completed intensive monitoring of a host of biophysical parameters (e.g. soil moisture, reflectance, temperature, vegetative cover, etc.) in a variety of land use settings (cropped, fallow, pasture, woodland, etc.) in a 100 kilometer square around Niamey. As there are a number of NRM practices being adopted within the boundaries of the HAPEX experiment, we will be able to monitor impact of these practices on the natural resource base over time. In addition, we will be able to monitor socio-economic impacts using detailed baseline data being collected in western Niger by the IFPRI/INRAN Study on Consumption and Supply Impacts of Agricultural Policies in Niger. This study is due to be completed by the end of 1992.

INDICATOR	Baseline: 1989	—	1995 pl.					
2.1.a Number of hectares of managed agricultural land	400,000		567,000					
Managed by men								
Managed by women								

Data Source: Evaluation and Planning Division (DEP) of the Ministry of Agriculture & Livestock, Project-level data

Explanation: Both baseline and 1995 target figures are taken from "Economic Issues Affecting NRM Strategy Options in Niger" by Asif Shaikh which was part of the ASDG II PAAD design. As with the SO-2 indicator, #2.A, the monitoring of this indicator will begin when the ASDG II contract team is in place. "Managed agricultural land" is hereby defined as land used for agricultural activities in which a long term investment has been made that substantially enhances its potential for sustainable production.

INDICATOR	Baseline 1986	1990 act.	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl
2.1.b Number of hectares of community-controlled woodland sites							
Male participants	1,500	12,692	26,609	57,431	73,250	93,250	113,250
Female participants							

Data Source: Environment Division of the Ministry of Hydrology and the Environment (various projects)

Explanation: This is the best indicator of the four (indicators 2.1.a through 2.1.d) in terms of currently available quantitative data. All figures represent woodland areas that are actively managed by local populations. "Active management" implies that a technically sound management plan has been drawn up for the area which provides for both sustainable production and conservation of woodland resources, and that the local population has begun to implement the plan.

Activities/Actions: In addition to ongoing and planned activities as described earlier, this target indicator has shown so much progress to date because of a Ministerial decree that authorizes local communities to manage woodland areas in the vicinity of their villages. This decree, which was issued in May 1990, was the direct result of USAID support to the Rural Code program, the ASDG I agriculture policy reform and earlier work through the Forestry and Land-Use Planning (FLUP) Project. Other specific activities that have fueled the expansion of community controlled woodland management are the cooperative training activities of the USAID-supported Rural Organizations Development (ROD) Project which are described elsewhere.

Conditions created: The above activities have created both the legal authority and the organizational capacity for community level management of woodland resources. In response, villages have requested assistance from government services and/or development agencies to establish and implement woodland management plans. From the initial site at Guessebodi in 1984, community level woodland management is now practiced at 12 sites throughout the country.

Long-term people-level impacts: In addition to the conservation of the natural resource base and the assurance of sustainable levels of income, the achievement of this target will also reduce the necessity for non-traditional socially disruptive seasonal migrations that occur in stress-years by providing dry season work opportunities to the local population. At the natural forest management site of Dorobobo, a recent evaluation team elicited the comment that "le plateau, c'est notre Côte d'Ivoire", meaning that they no longer need to travel to Côte d'Ivoire to find work during the dry season as they can make money harvesting fuelwood on the forested plateau that is now under community management.

INDICATOR	Baseline: 1993					
2.1.c Number of public wells attributed to individual or community management Male individ./group managed Female individ./group managed Mixed group managed						

Data Source: Rural Code Secretariat

INDICATOR	Baseline: 1993					
2.1.d Number of hectares of pasture under management by pastoral associations Male associations Female associations Mixed associations						

Data Source: Rural Code Secretariat

Explanation: Attributing public water points to private management entities and delegating responsibility for pasture management to pastoral associations are two key elements of the forthcoming Rural Code legislation. As neither this legislation nor the ASDG II T.A. contractor is yet in place, no indicator baseline or other data is available at present.

TARGET 2-2: INCREASE PARTICIPATION IN AND OUTPUT OF PRIVATE SECTOR ACTIVITIES

Indicator	Baseline: 1990	1991 act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
2.2.a Number of members/participants in financial services institutions increases.						
Male participants	1,151	4,552	11,028	13,210	19,251	11,110
Female participants	1,400	4,641	10,922	13,698	13,547	7,889
Corporate Entities	—	—	10	13	25	40

Data Source: CARE, WOCCU, CLUSA

USAID/Niger decided to use the number of participants as an indicator instead of the number of cooperatives or other groupings (except in the case of WOCCU's corporate entities, *personnes morales*, of which a description follows). The purpose of measuring in this manner is that a male cooperative could have 300 members receiving services, while 4 female cooperatives might only have 20 members each. Thus, the spread of the resources between entities is less important than the spread of resources individually. In the case of the corporate entities of WOCCU, each is a legally-constituted member of a credit union that is treated as an individual account, though it may in fact have multiple members. Ideally, a corporate entity's ownership should also be broken down by individual, but given their legal status vis-a-vis the credit union, it is unlikely that such data can be provided easily.

Note that the figures for 1992 are based on actual data through June, and extrapolated based on past year seasonal variations to give the estimated figure for 1992. This figure will be revised with "actual" data in the 1993 API report. Note also that the 1995 planned figures in this and the following indicators decrease due to the fact that the CLUSA project end-of-project (EOP) is 1994. Finally, note that in 1989, when WOCCU began their credit union activities, the baseline was zero (0). Equivalent category data for WOCCU is not currently available for 1990-91 because their reporting method has changed; however, field records are being analyzed to disaggregate the data, and figures should be available for the 1993 API report which will be revised accordingly.

Along with the lending activities of the CARE Micro Enterprise Development Project in Maradi, technical training is also conducted. The training includes trades such as radio repair, various types of agroprocessing, vehicle maintenance and repair, and many others. The project has recently stopped conducting business/financial management training as participants were not willing to pay for it as they are for the technical training. While participating in a technical training does not automatically guarantee an applicant a loan, many of the trainees do go on to start their own businesses or go to work for others. This and the following indicators have a planned increase rate of 5%. Given the extremely high performance of the CARE project over the past several years this may be low; however, it is difficult to find a scientific basis for estimating future increases. In addition, CARE is contemplating expanding its lending program to another Department (possibly but not necessarily with USAID/Niger funding support), which would dramatically change future reports.

CLUSA, with an end-of-project date of 1994, is working to organize and stabilize its cooperatives. They have conducted literacy and numeracy training, as well as management skills training. Over 9,600 cooperative participants have been given literacy training, with over 2,500 reaching functional literacy to date.

WOCCU also provides training to its credit union members, both in literacy/numeracy and credit union management.

Indicator	Baseline: 1990	1991 act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
2.2.b Financial services increase:						
Total savings of members in savings programs (FCFA)	—	—	5,559,475	16,245,000	36,600,000	68,520,000
Number of loans of lending programs per year						
- Number of loans by cooperatives	30	45	70	80	90	N/A
- Total loan disbursement under micro-enterprise lending project (FCFA)	69,586,000	385,278,000	515,820,000	541,611,000	568,692,000	597,126,000

Data Source: CARE, WOCCU, CLUSA

Indicator	Baseline: 1990	1991 act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
2.2.c Number of businesses created as a result of receiving loan-funding:						
At least 2 years old	—	2,217	4,500	5,500	6,750	8,000
At least 4 years old						
Five years old or more						

Data Source: CARE

The data for the bottom three categories are not available at this time due to telecommunications strikes which caused a lag getting the data to USAID from the field. However, future API reports will report on these categories. The data that are provided are based on a formula based on past data.

The final three categories of data are seen as more qualitatively expressive in that many businesses may be created, but the health and contribution to the overall economy should improve as the longevity of the business increases. The latter data will be drawn from a sample collection conducted by CARE every quarter. In the past, CARE attempted to keep records on all borrowers and their enterprises, but as borrower numbers grew beyond 5,000, the data collection activities began to overwhelm the lending activities. This year, CARE is beginning a new data collection methodology based on random sampling. That sampling methodology will be reinforced at period intervals by follow-up with a select number of already-sampled borrowers to check on the viability and growth of their enterprises.

Indicator	Baseline: 1990	1991 act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
2.2.d Number of jobs created per year:	—	2,536	8,648	9,500	10,400	11,500
Farm, male						
Farm, female						
Non-Farm, male						
Non-farm, female						

Data Source: CARE

The break-out of this indicator by farm/non-farm jobs and gender will be available with the new sampling methods currently being initiated.

Indicator	Baseline: 1990	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl.
2.2.e Increase in self-financing capability of group or institution:						
Cooperatives (percent of coverage)	0%	10%	25%	40%	50% (EOP)	
Lending institution (percent of costs covered)	—	—	30%	50%	75%	100%

Data Source: CLUSA, CARE

Cooperatives vary greatly at this time in the extent of their self-financing. All cooperatives dispensing loans for their activities must furnish 10% of their loan demand. Several cooperatives (4) are self-funding at 100%. Up to 70 cooperatives are self-financing to some degree. Discussions with two local banks have resulted in their involvement in a new financing service operation and the establishment of better loan systems to cooperatives. Those systems should become active in 1993, and increase the levels of self-financing. CLUSA is also working to establish a free-standing non-governmental organization (NGO) to replace itself at the end of the project.

The CARE micro-enterprise project refers to the extent to which operating costs are covered. While the initial loan fund was provided by USAID/Niger (and other donors), and operating costs were initially covered through these programs as well, subsequent activities to cover all operating costs from interest payments on loans (currently at 18%) are being undertaken. The CARE project recently moved the lending organization onto separate property so that all costs such as utilities, rent, and maintenance could be isolated and assigned to the lending program. Various systems have been developed to reduce operating costs, including new vehicle policies, streamlining of procedures, and an auction of seized property. The repayment rate, currently at approximately 92% for Phase II of the project, will continue to be monitored.

TARGET 1-4 and 2-3: PROMOTE SYSTEMS TO FORECAST AND RESPOND TO NATURAL DISASTERS

The highly variable nature of Niger's climate and physical environment, and the vulnerability of its population to drought and disease, constitute major constraints for the development of the country. In order to mitigate the potential effects of crises, such as food shortages and disease outbreaks, on the ability of the population to advance their well-being, the Government of Niger must be capable of averting, mitigating, and responding to disasters. Currently, each crisis is followed by a period of struggle to regain the pre-crisis status quo. Energy and resources are spent on recovery and reconstruction, and not on new growth. With the issues of famine and disease tied so closely to the sectors being targeted by the Mission in its other programs, synergistic linkages can be made in reducing the vulnerability of the country to natural resource, agricultural and health disasters. To this end, USAID/Niger is working with the GON to develop timely, effective policies and programs that avert or at least minimize the impact of such outbreaks. The Disaster Preparedness and Mitigation Program (DPM) will develop GON capacity to deal with disasters, and promote local-level capabilities to enhance the coping mechanisms employed by men and women to assure their own well-being. In a democratic environment, systems that depend on decentralization of information and access to resources, be they local or national, must be developed. Bolstering local coping mechanisms and the policies that allow them to function is also key to this activity. Initiatives promoting responsibility and coordination between local, regional, and national levels will be implemented, and will enable food security and health issues at the household level to be addressed.

To build the capability of the Government of Niger to prepare for and address crises, the program will operate on two basic fronts. The first is assistance to the early warning capability, the collection and analysis of data that leads to determining whether or not a problem threshold is approaching. The second emphasis, the larger of the two, will be on building the capability of the GON to prepare and conduct response activities for impending crises that have been identified, including mitigation activities that reduce the severity of impending emergencies. This part of the program will emphasize the use of data from the early warning system in a timely manner to address identified problems with plans that have been prepared and through channels that have been established in advance. Working with the GON to develop a more formalized and strategic approach to mitigating crises will, in the long run, result in fewer disasters that put a region's development back years at a time.

The following indicators should be recognized as draft, with revisions likely upon the arrival of the implementing contractor in early 1994. Since the lag time between the program approval and getting the team into the field is likely to be large, some activities will be undertaken in the interim, especially in attempting to establish the environment that will allow the team to start quickly on their technical activities. Working with the GON to meet the Conditions Precedent will be the subject of most activity in the next year. Upon arrival of the technical team, a detailed workplan and strategy will be developed, and the appropriate indicators and benchmarks will be established.

INDICATOR	Baseline: 1992	1993 pl.	1994 pl.
Institutionalized, vertically integrated GON Early Warning System (<i>Système d'Alerte Précoce, SAP</i>) and assessment capability in place and functioning.	<ul style="list-style-type: none"> - 8 Department Committees (includes Niamey) legally established - SAP structure in place and legally formalized - National Committee in place - Some SAP components (PSAC and 3 Sectoral Offices) not legally established - Weak assessment capability in early warning system 	<ul style="list-style-type: none"> - Outstanding legal texts will be established - Definition of requirements for appropriate early warning structure (including local-level threshold indicators and national-level analysis framework) - Development of job descriptions and responsibilities - Management training of early warning system staff - Training in report production conducted and administrative channels for timely submission developed for committees 	<ul style="list-style-type: none"> - Identification/formalization of local-level vulnerability threshold levels - Implementation plan developed for effective EW structure - Training conducted for early warning committees and national staff in vulnerability assessment methodologies

Data Source: USAID/Niger

In order for the GON (and donors) to effectively mitigate and avert crises or respond to disasters, a system must be put in place that collects data, interprets the data against established crisis indicators, and assesses assistance needs, all in a timely manner. Such a system must be integrated, with the local level (arrondissement or even canton) activities providing input to upper-level decision-makers who know how to interpret the data and have plans and resources in place to use if necessary. In beginning to establish this kind of integrated system, several *Conditions Precedent* will need to be met. They include (among others): providing legal texts at the ministerial level for the creation of three additional Sectoral Work Groups for early warning (Agricultural and Livestock Pest Monitoring, Crop Production Forecast and Stock Estimates, and Livestock Market); and establishing a plan for institutionalizing an integrated capability in warning and disaster response for food-related and other emergencies that describes the coordinating institution within the Prime Minister's Cabinet, and the role of GON entities at the national, departmental and arrondissement levels.

A key factor in developing the capacity of the Government of Niger to plan and manage its resources and respond to emergencies in its territory is to assist the flow of information from local centers to the decision-making levels for resource distribution. To achieve this, committees will be trained in data collection, preliminary analysis, and submission of timely reports to the users. While some committees are already in place, refinement is needed in their ability to collect appropriate data, perform preliminary analyses, and get the information through the system in a timely manner. Additionally, local-level (arrondissement) committees are needed to develop a more detailed knowledge base through risk assessment studies and resource inventories. A phased approach to training committees will occur, with those in the most historically vulnerable areas being supported first. Currently, committees exist in all 8 Departments (including Niamey), and draft legal texts exist for half of the 35 arrondissements. Over time, all 35 arrondissement-level committees will be established and trained.

The capacity of the GON to assess the vulnerability of different populations is in its infancy. Some baseline data collection activities such as SNIS (Ministry of Public Health) are reasonably well developed, but their ability to analyze the data, isolate problem areas, decide whether a stress threshold is being approached, and make decisions based on these analyses, is in its infancy. As the committees become functional, indicators specifying regional variations and levels of tolerance in sectors such as food security, flooding, etc., will be developed. The overall methodology of determining vulnerability from data collected will also be developed at the national level, and a *scénario*-system for decision-making put in place. Research, pilot-testing, training, and awareness-building activities will be conducted to establish the conditions necessary for achievement of the target indicator.

INDICATOR	Baseline: 1992	1993 pl.	1994 pl.
<p>Response systems for addressing crises are in place and functioning.</p>	<p>-Ad hoc, nonformalized response mechanism in place</p>	<p>-<i>Bureau de Prevention, Secours et Attenuation des Catastrophes (PSAC)</i> established</p> <p>-A document establishing the legal basis for declaration of emergencies is in place based on clearly defined and measurable thresholds</p> <p>-A legal text in place designating GON Food Aid Coordinator and responsibilities</p> <p>-An office and individual authorized to represent the Grantee regarding the management of the Emergency Fund are designated.</p> <p>-Risk assessment process initiated</p> <p>-Development of a format for resource inventories</p> <p>-Development of job descriptions and responsibilities</p> <p>-Management and administration training conducted</p> <p>-System to coordinate data collection and preliminary analysis (EW) with response (PSAC) structure in place</p>	<p>-Signed legal texts in place laying out authorities and procedures for disaster response</p> <p>-Emergency Fund established</p> <p>-Risk assessment process continues (ongoing)</p> <p>-Contingency plans drawn up for 9 arrondissements</p> <p>-Resource inventories for all arrondissements and departments completed</p> <p>-Communications network (hardware and channels) in place and functioning, based on resource inventory needs assessment</p> <p>-2 models for mitigation activities identified and evaluated for appropriateness in different situations</p> <p>-Development of an accountability system for tracking commodities and performance</p>

Data Source: USAID/Niger

This set of benchmarks lays out the plan for institutionalizing the capacity of the Government of Niger to prepare plans for responding to crises and to carry out those plans. Using the information from the early warning system (described in the first indicator), the purpose of the DPM Program is to build the management structures and technical support, along with mitigation technologies and disaster relief resources, to alleviate the hardships resulting from drought, food shortages, epidemic diseases, and other crises. The response mechanisms must be prepared to operate on several levels. They must be integrated with the early warning data collection and analysis operation so that they receive warning of impending problems in a timely manner. The objective of these interactions is to catch potential problems and conduct mitigation activities to stop them before they become disasters. When disasters occur, however, the PSAC must also be prepared to respond to them as quickly and efficiently as possible, using the Emergency Fund and coalescing donor support through plans which lay out the actions to be pursued.

Activities that will lead to the preparedness of the office and local-level communities to identify and make plans for addressing for crises include the training of staff in analyzing risk with the data available from the early warning system, developing plans to mitigate problems once identified, installation of communications networks that are relatively bureaucracy-free, and putting in place the official authorities and procedures for Government action when disasters are declared.

While the above indicators are obviously process indicators, people-level impact of this target would be difficult and artificial to measure in any other way. In the absence of knowledge of future crises or disasters that may occur, it is not possible to say that "famines will be averted in 5 locales in 1994" or "disease outbreaks in 2 regions will be contained to those regions." Any information about such incidents will be after-the-fact and negative; that is, "the coordination of donor relief efforts did not occur because..." or "the information emanating from the arrondissement committee did not forecast the magnitude of the disease outbreak because..." Such measurements of impact are best left to mid-term and final evaluations of the program/project (DPM/FEWS), with on-going monitoring to identify and document problems as they occur, and make program adjustments accordingly.

Clearly, the process of building the capacity at the local and national levels to pre-empt crises or respond to them in a timely, effective manner will have a positive impact on the population. Since it is difficult to analyze incidents that did not occur (because they were successfully mitigated or averted), the use of process indicators — a system in place functioning in a well-managed manner — is USAID/Niger's best indicator at this time. In the future, the arriving DPM Program implementation team may be able to be more precise, and an indicator such as the following might be put in place: "based on a functioning, integrated system, donor coordination and participation in emergency fund activities will result." Such an indicator is best left, however, for later years of the program (1997-98) when knowledge about the potential achievements is more easily determined.