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GENESYS

THE
FUTURES
GROUP

GENDER CONSIDERATIONS IN PROJECT DEVELOPMENT AND IMPLEMENTATION: FOLLOW-ON FOR USAID/NIGER

GENESYS
AFWID

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Acronyms

AFWID	Africa Women and Development project
GAD	Gender and development
GENESYS	Gender in Social and Economic Systems project of the USAID/G/R&D/WID Office
GON	Government of Niger
NGOs	Non-government organizations
REDSO/WCA	Regional Economic Development Support Office for West and Coastal Africa
WID	Women and development

I. Executive Summary

A team consisting of three GENESYS consultants and the REDSO/WCA AFWID Advisor visited USAID/Niger to conduct follow-on activities to the REDSO/WCA sponsored "Gender Dimensions of Program Impact" workshops which were conducted for eight USAID missions in Abidjan and Banjul in March 1993. During this week-long consultation the four person team conducted two types of activities: training workshops for Mission collaborators and office-specific meetings at the Mission to address gender considerations in a variety of projects.

Two one-day workshops entitled "Gender Considerations in Project Development and Implementation" were conducted in French for seventy Mission collaborators. The participants included USAID contractors, GON officials, local NGOs and members of the donor community. The goal of the workshops was to increase the USAID's partners' understanding of the benefits that can be gained from effectively integrating WID/GAD considerations into development activities. The workshops utilized highly participatory techniques which included an interactive demonstration of a simple analytical tool for gender analysis and application of the tool in small group work. A list of participants and a description of the workshop schedule and training materials are provided in this report.

This activity served to facilitate the implementation of the long-standing USAID/Niger WID Order which mandates the integration of women and gender considerations in the Mission's program. The reaction of the participants was that, although they thought that the workshop was too short, they felt that they had learned a lot and that it had been a worthwhile use of time. The assessment of the Mission GAD Committee was that the workshops were very successful in initiating a substantive dialogue with the Mission's collaborators about gender considerations as well as providing them with useful information on "how-to" conduct gender analysis.

The meetings with USAID/Niger program and project offices were organized to examine gender issues in specific Mission activities. The sectors that were discussed include: human resources development (training), agriculture, natural resources, disaster preparedness and policy analysis. The schedule of meetings, and a brief summary of topics discussed in each, is provided in Appendix 1. The office meetings were useful in focusing more attention on the implementation of the Mission's policy.

One result from this consultation will be an internal review and rewrite of the Mission's GAD Implementation Plan. The GAD Committee also identified other next steps which included more different kinds of training, and rehiring of a social scientist at the Mission. The specific steps are listed under Findings and Recommendations.

During the REDSO/WCA regional workshop in Banjul, The Gambia, which was attended by USAID/Niger, the team was impressed with the Mission's seriousness and degree of progress on gender considerations. This consultation only deepened our appreciation with how much the Mission is committed to advancing the argument for sustainability, efficiency and equity in its development program. Having taken the lead in raising the dialog about social and gender

considerations among its partners, collaborators and staff, the Mission has demonstrated this commitment. In this way it serves as a positive example to other African USAID Missions.

II. Overview

This activity is a follow-on to two regional trainings for USAID initiated by the REDSO/WCA through a buy-in to the GENESYS project to develop staff skills and knowledge in analyzing and planning for gender considerations in country programs. The regional trainings, conducted in Abidjan and Banjul in March 1993, were also supported by staff from the AFWID project. After attending the Banjul workshop, USAID/Niger expressed an interest in hosting a team of GENESYS and AFWID consultants to conduct in-country follow-on activities. These activities included two one-day workshops for USAID collaborators and a series of meetings with USAID technical staff to discuss gender implications in specific project activities. The Mission GAD Committee conceptualized and organized the various activities. This included extensive preparations to determine the official guest list as well as the logistical preparations for the workshops.

A four-person team consisting of 1) Pietronella van den Oever, GENESYS Project Director, 2) Drew Lent, Senior Training Specialist and 3) Karen Lippold, Training Specialist on the GENESYS Project with Management Systems International and 4) Fatou Rigoulot, AFWID Advisor, REDSO/WCA visited Niger from November 11 through November 20, 1993 to prepare and conduct the follow-on activities. Prior to traveling to Niger the team held planning and preparation sessions during the first week of November in Washington, DC. The scheduled activities began in Niamey on Monday November 15 and continued through out the week *(see the annotated schedule of activities in Appendix 1, page A-1).*

Following the week-long consultation, Pietronella van den Oever accompanied the AFWID Advisor to Abidjan to debrief the REDSO/WCA about the activity.

A. Workshops for Mission Collaborators "Gender Considerations in Project Development and Implementation"

The goal of the workshops was:
To increase USAID's partners' understanding of the benefits that can be gained from effectively integrating WID/GAD considerations into the country and projects development agenda.

The workshops were held at the USIS Cultural and Language Center in Niamey. Over eighty people, with almost equal proportions of men and women, were invited of which more than 90% attended. This was the first time the Mission had engaged its partners and fellow donors in a dialog about the social/gender considerations in development programming. It was also the first time that the distinctions between WID and GAD had been aired in any

public forum in Niger. This conceptual change was of particular interest to the workshop participants as well as the national press that covered the event.

The workshop goal was translated into four training objectives for which the workshop was designed to achieve. The workshop objectives were stated as follows:

1. USAID's institutional partners will acquire an appreciation of AID's WID/GAD mandate and an understanding of the USAID's approach toward meeting it.

2. USAID's institutional partners will examine the mission WID/GAD Action Plan and consider it implications for the project activities in which they are associated.

3. The participants will gain experience with working with one gender analysis tool designed for use at the project implementation stage (analysis of the availability and access to essential project inputs).

4. Using gender analysis, the participants will identify gender-related constraints within their project and determine specific actions to increase project impact. This may include changes in the project objectives, strategies or activities depending on the particular stage of project implementation.

WORKSHOP DESIGN

The limited - six-hour - duration of the workshop proved to be challenging for the training team to achieve the four objectives listed above. For this reason the first two objectives were treated very quickly in plenary while more detailed information was provided in the participants' training materials. The bulk of the training time was given to gender analysis techniques and practical application in small work groups.

During the workshop the participants were guided through:

- a review of the legislative and policy parameters relevant to gender considerations in USAID/Washington and USAID/Niger as well as current concepts in WID and GAD;

- the use of an analytical tool adaptable to gender analysis *(for a description of this analytical tool see page A-10)*; and

- the practical application of this tool in small group work, based on typical development activities from a variety of technical sectors.

(An outline of the workshop schedule appears in Appendix 2, page A-4).

TRAINING MATERIALS

Each participant was provided with a notebook which consisted of a large variety of state-of-the-art information on gender considerations in the USAID context. This included:

- information on USAID, the history of WID policy and current concepts of gender considerations;
- English and French versions of the USAID/Niger GAD Order and Implementation Plan as well as a review of statistics on women in Niger;
- description of eleven analytical tools useful in performing gender analysis; and
- references on WID and GAD theory, gender and project evaluation, a Niger case for training purposes and list of worldwide GAD and WID resources.

TRAINING EVALUATION

The results of the evaluative discussions held at the end of each workshop and a lengthy discussion with the GAD Committee resulted in the following conclusions about the quality and applicability of the training.

- The workshops could have been longer. Many participants voiced the opinion that the topic needed two days to be dealt with adequately. The fact that the participants would have wanted more time is a good indication to the team of the level of interest in the program.
- The concept of GAD as opposed to WID and need to conduct gender analysis in the planning of development activities was applauded by the group. Many appreciated the logic of the GAD approach, noting that as a leading message it is impossible to refute. Good social analysis is one very effective way to get women's and men's interests on the development agenda.
- What is needed now is to apply the lessons-learned to concrete projects. The GAD Committee concluded that more Mission staff needed to be at the workshop (staff attendance was very low, especially for those outside of the GAD Committee). In addition to getting the right people on board with gender analysis skills, good analysis also requires much more time than a short workshop or an office meeting can offer. Application of these skills will

Application of these skills will require some investment of staff time in order to see a difference in the way the Mission's work is being done.

require some investment of staff time in order to produce an improvement in the way the Mission's work is being done.

- The particular analytical tool demonstrated in the workshops was seen to be very useful for gender/social analysis. Understanding the necessary conditions for project success and the sufficiency of these conditions in the environment is essential to identifying constraints before project implementation. The training team noted that the description of the tool provided during these workshops needs to be expanded to include much more comprehensive information on how the analysis should be conducted. More specific examples than "the poverty trap" would also render the description more easily applicable for people who have a limited background in the social sciences.

In reality, the project planners and managers will have to return to the analysis several times after collecting more complete information about the social dynamics of the activity.

- Finally, the participants made the recognition that getting to the gender analysis is not complicated *per se* yet it is not simple because a lot of cultural, societal and household information is needed. Analytical - gender - tools do help facilitate the process. Unfortunately one session of gender analysis is seldom sufficient to identify the social implications of an activity. In reality, the project planners and managers will have to return to the analysis several times after collecting more complete information about the social dynamics of the activity. A first attempt at gender analysis often only identifies a list of questions that need to be asked in order to continue the analysis. Despite its difficulties, gender and social analysis is necessary to effectively implement any development activity. This analysis helps assure that the activity is "socially realistic" and hopefully more sustainable and equitable.

B. Meetings with USAID/Niger Program and Project Offices

Meetings were held with the activity managers and implementers to examine implementation of the WID/GAD strategy within the following projects:

- Human Resources Development Assistance' Sahel Human Resources Development III; and Atlas (to examine the issue of increasing women's participation in participant training programs)
- Agricultural Sector Development Grant II (ASDGII)
- Africare's Goure NRM Interventions Project
- Agricultural Marketing and Export Promotion Scope of Work (AMEP)

- Disaster Preparedness and Mitigation (DPM)
- Family Health and Democracy Project
- Niger Health Sector Support Project
- Health and Population Sector Support Project Scope of Work (HPSS)

(A discussion of the topics discussed in these meetings is included in the Annotated Activity Schedule in Appendix 1, page A-1).

III. FINDINGS AND RECOMMENDATIONS

The findings regarding the gender training workshops are listed on page 5 under Training Evaluation. In addition, the GAD Committee also identified other next steps during the debriefing on November 19. These recommended next steps include:

A. Conducting a Training of Trainers' workshop to build gender and social analysis capacity at the university and in local NGO's;

B. Continue to work with specific projects to facilitate more focus on people-level impact;

C. Sponsor different types of sector-focused training for overall project personnel. These workshops would vary in length and breadth depending on the particular audience;

D. Find a replacement for the Mission social scientist, Ellen Taylor Powell, who had provided important assistance in social analysis during her tenure; and

E. Revise the Mission GAD Action Plan to include implementation steps. The current GAD Action Plan represents a good start in that it outlines process objectives for each Mission project. A revised plan needs to reflect gender considerations as well as WID concerns. It also needs to link its implementation steps to the actual projects in the Mission's portfolio.

Relative to the modification of the GAD Action Plan and achieving an increased people-level focus of the Mission program, the team identified, in working with the Mission staff, the following recommendations:

- The need to move beyond tendency to use process indicators, which seek to the answer "What did we do?", toward the development of impact indicators, which answer the more important question of "What changed in people's lives? and in people's environment? Nevertheless, the fact that the Mission has identified so many gender-specific policies and indicators should not be minimized as a small accomplishment especially compared to the progress of other USAID Missions. The need to develop more people-focused impact indicators is a challenge shared by many other Missions in developing their strategic management plans.

- Mission staff are encouraged to access and use existing sex-disaggregated data sources, if they haven't already done so, to establish a better baseline of the socio-economic situation. Data sources such as the national population census of 1977 and 1988 and the agricultural census have sex-disaggregated information. Another source of sex-disaggregated data on Niger is at IFPRI in Washington, DC. The contact person there is Jane Hopkins.

APPENDICES

1. Annotated Activity Schedule A-1
With notes on the results of the technical assistance meetings.

2. Workshop Schedule A-4

3. Workshop Participant List A-5

4. Description of the analytical tool presented in workshop: A-10
Analysis of Necessary and Sufficient Conditions for Project Activity Success with two examples presented by workshop participants.

5. Post-consultation evaluation correspondence from USAID/Niger A-17

6. Niger Demographic Profile A-18
As prepared for the consultation by GENESYS (French overheads with English notation).

Appendix 1. Activity Schedule

CONSULTATION WITH GENESYS ON WID/GAD CONSIDERATIONS

Monday, November 15 through Friday, November 19.

Monday, 15 November:

8:30 a.m. - 9:00 a.m.: Consultants met with WID Committee to finalize the tentative schedule and share with Committee AID's current thinking on WID/GAD.

9:00 a.m. - 9:15 a.m.: Consultants met with Mission Director to discuss consultation activities.

9:15 a.m. - 12:00 p.m.: Consultants met with Health, Nutrition and Population Office (HNP) to discuss projects targets. Attendees' reaction were that the office had already taken GAD into consideration in planning their program although it was agreed to hold a project-specific meeting with staff and contractors on Friday the 19th.

2:00 p.m. - 5:00 p.m.: Consultants met with Disaster Relief Unit to discuss project targets.

Tuesday, 16 November:

8:30 a.m. - 10:30 a.m.: Consultants conducted the first workshop on "La Considération du Genre dans l'Exécution des Projets du Développement".

(See detailed workshop schedule on page A-4 of this report.)

Wednesday, 17 November:

8:30 a.m. - 10:30 a.m.: Consultants conducted the second workshop on "La Considération du Genre dans l'Exécution des Projets du Développement".

Thursday, 18 November:

8:30 a.m. - 9:00 a.m.: Process meeting with Mission WID Coordinator and consultants to discuss progress to date.

9:00 a.m. - 10:30 a.m.: Consultants met with the Education and Training Unit to discuss projects targets to examine the issue of increasing women's participation in participant training programs.

2:00 p.m. - 5:00 p.m.: Consultants met with Program Office to discuss the Mission's CPSP and implementation of GAD targets. After discussing the differences between the WID and GAD approaches the meeting attendees concluded that in activities where it is difficult to integrate men and women (due to social constraints to women's involvement) certain budget allocation should be held out to fund women-only activities that complement the scope of the project. This would be in cases where women-specific activities would be necessary to achieve women's participation within the activity.

The Program Officer is totally "on-board" about the need for integrating gender considerations within the Mission's activities although GAD is not yet being systematically implemented in every activity. Another aspect covered in the meeting was the need to tighten the program performance indicators to reflect increased attention to people-level impact by expanding the use of sex-disaggregated measures. This said, it is important to note that USAID/Niger is a model for other missions interested in addressing the integration of gender considerations. This Mission has taken great strides in establishing mission policy toward this end. And the workshops were another step in convincing the Mission's partners of the value of gender considerations in project planning and implementation.

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Friday, 19 November:

9:00 a.m. - 10:00 a.m.: Consultants debriefed Mission staff on its findings and recommendations *(These are listed under Findings and Recommendations on page 7).*

10:00 a.m. - 12:00 p.m.: Consultants met to discuss the Health and Population Sector Support Project Scope of Work (HPSS SOW) with HNP Office staff (managers from the Niger Health Sector Support Project and the Family Health and Democracy Project). The team conducted a working session on the HPSS which utilized the "necessary and sufficient" analysis tool used in the workshops *(see a description of the tool on page A-10).* It was noted that in the health and family planning sector the

necessary infrastructure is now in place. The challenge is now to increase demand for services. Using the analytical tool, the group was able to draft a set of questions to be addressed by the implementation team. These questions get at the gender-specific aspects of the objective to increase demand for services. These will be included in the SOW. Among the key questions are:

- Are male providers of health and family planning services acceptable?
- Are the locations and operating hours of service delivery points acceptable to both men and women?
- Are the languages being used in the delivery of services appropriate for both men and women? and are the messages themselves appropriate (of sufficient interest) to both sexes?

2:00 a.m. - 5:00 p.m.: Consultants met with a group representing the Agriculture, Natural Resources and Private Sector Development Office to discuss projects targets and Agricultural Marketing and Export Promotion Scope of Work (AMEP SOW). In attendance were Mission project officers and contract staff for the Agricultural Sector Development Grant II and Africare's Goure NRM Interventions Project.

The consultants were impressed with how conscious the group already was about gender issues. The group reviewed the project logframe for the AMEP which had mostly process indicators with little people-level focus as opposed to indicators of people-level impact. In addition, the baseline data were not sex-disaggregated where people were involved, even though the group demonstrated extensive awareness of the social implications of the project activities. Note that many of activities are designed to occur on the community level. There was a discussion of the need for more socially-informed data collection activities. The group expressed interest in: 1) conducting a preliminary survey to develop a sex-disaggregated baseline data base, and 2) sponsoring a training workshop for agricultural agents *(moniteurs)* in social and gender considerations in order to increase their effectiveness in getting their message out to all people.

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Appendix 2. Workshop Schedule

Below is a summary of the workshop schedule showing topics and types of sessions:

	TOPIC / ACTIVITY
8:30	*Arrival of participants* ■ Opening Comments from USAID/Niger Mission Director ■ Participant Introductions and Expectations ■ Warm-up exercise: "Fact or Fancy" ■ Presentation of AID Mandate & WID → GAD (10 mins) ■ Presentation of USAID GAD Policy and Implementation Plan (10 mins)
10:30	*break*
10:50	■ Introduction to Gender Analysis ■ Demonstration of the use of a Gender Analysis Tool - "Necessary and Sufficient Conditions for Sustainable Development Interventions"
12:00	*lunch*
13:00	■ Introduction to the Small Group Exercise in Gender Analysis ■ Small Group Work (1 hour) - participants were grouped into sectoral work groups to examine specific project activities ■ Groups report on their conclusions for the improvement of project activities ■ Short wrap-up session to process conclusions about the workshop ■ Closing co comments by a representative of USAID/Niger
15:30	

Appendix 3. Workshop Participant List

DATE: Tuesday, 16 November 1993

1. Mr. Morou Abdou, Direction du Développement Industrel (DDI), Minstère de l'Industrie et de l'Artisanat, Niamey, Niger
2. Mme Zaratou Adamou, Membre du Bureau National, Association des Femmes Nigeriennes (AFN), Niamey, Niger
3. Mme Danté Aminata Ballo, Responsable du Programme Femmes Niger, Cooperation Suisse, Bureau de Coordination, B.P. 728, Niamey, Niger
4. Mme Hadiza Bolho, GDO/ET, USAID/Niger
5. Mr. Rouscoua Boubacar, DPEP, Ministere de L'Hydraulique et de l'Environnement, Niamey, Niger
6. Mr. Issa Camara, HKI, Niamey
7. Mr. Issoufou Danga, Directeur Adjoint, Drection de la Protection des Végétaux, Ministere de L'Agriculture et De L'Elevage, amey, Niger
8. Mme Diene Djermakoye, Assistante au Représentant Résident, PNUD, B.P. 11207, Maison de L'Afrique, Niamey, Niger
9. Dr. Brah Ferdows, HKI, Niamey
10. Mr. Issaka Gamatche, Service Etudes et Programmation, (D.E.P.E.P) Ministère du Commerce des Transports et du Tourisme, Niamey, Niger
11. Mme Hamadou Mariama, Sécrétaire Générale aux Relation Extérieures, Rassemblement Démocratique des Femmes du Niger (RDFN), BP 11933, Niamey, Niger
12. Mr. Souley Hamani, Chargé de Programme, Fonds des Nationals Unies pour la Population (FNUAP), B.P. 11207, Maison de L'Afrique, Niamey, Niger
13. Mme Annet Hermans, Association Neerlandaise d'Assistance au Developpement (SNV), s/c Avenue de Djermakoye, B.P. 10110, Niamey, Niger
14. Mr. Boulama Inoussa, Responsable du Volet Administratif et financier, Direction de la Protection des Végétaux, nistere de L'Agriculture et De L'Elevage, amey, Niger
15. Mr. Christian Issifi, Coordonnateur National, CARITAS-Niger, B.P. 2381 (Coté Est du Grand Marché), Niamey, Niger
16. Mr. Philippe Kouton, Responsable des Projets Intégrés , CARITAS-Niger, B.P. 2381 (Cote Est du Grand Marche), Niamey, Niger
17. Mlle Helena Laakso, Chargé de ProgrammeFonds des Nationals Unies pour la Population (FNUAP), B.P. 11207, Maison de L'Afrique, Niamey, Niger
18. Ms. Felicia Lightfoot, DEO, USAID/Niger
19. Ms. Nancy Lowenthal, USAID/HPN, BP 13300, Niamey
20. Mme Fadima Marcel, Presidente, Association des Femmes Commercantes du Niger (AFCEN), B.P. 11918, Niamey, Niger
21. Mme Marilyn Merritt, C/O USAID/PROG, USAID/Niger, Niamey, Niger
22. Mr. Patrick Molière, Représentant de l'IUED , Cooperation Suisse,Bureau de Coordination, B.P. 728, Niamey, Niger

23. Mme Fatouma Zara Moussa, Chargée de Programme, PNUD, B.P. 11207, Masison de L'Afrique, Niamey, Niger
24. Mr. Danté Ousmane, Conseillé économique, Cabinet du Premier Ministre, Niamey, Niger
25. Mr. Hassane Saleye, Directeur Adjoint, GTZ, B.P. 10814, Niamey, Niger
26. Mme Marguerite Schlechten, Attachée Adjointe, Cooperation Suisse, Bureau de Coordination, B.P. 728, Niamey, Niger
27. Mme Anke Schnoor, Conseilleur SIM, Niamey, Niger
28. Mr. Kaï Seeboreger, SIM, Niamey, Niger
29. Mr. Aboubacar Sidi, DEP/SDSA II (MAG/EL), BP 12091, Niamey
30. Mme Alima Souley, GDO/ET, USAID/Niger
31. Mme Silfa Soungaize, DEO, USAID/Niger
32. Mme Afiwa Trétou, Sécrétaire Générale Adjoint à l'organisation, Rassemblement Démocratique des Femmes du Niger (RDFN), B.P. 11933, Niamey, Niger
33. Mr. Piet Van Gils, Association Neerlandaise d'Assistance au Developpement(SNV), s/c Avenue de Djermakoye, B.P. 10110, Tahoua, Niger
34. Mr. Omar Kolimi Weddeye, Secretaire Général, SOS Elevage/ONG, BP 10008, Niamey, Niger
35. Mr. Bob Winterbottom, IRG-ASDG II (SDSA II), Ministry of Agriculture and Livestock, Niamey, Niger
36. Mr. Issa Alidou Zeno, Chambre de Commerce, d'Agriculture, d'Industrie et d'Artisanat de la Republique du Niger, B.P. 209, Niamey, Niger

DATE: Wednesday, 17 November 1993

1. Mme. Mariama Abdou, Responsable celluel fulfulde du bureau pédagagique, Direction de l'Alphabétisation Martin Luther King, Niamey, Niger
2. Mr. Alkassoum Ali Ahmed, Tresorier Adjoint, SOS Elevage, B.P. 10008, Niamey, Niger
3. Mme Patience Asante-Odame, Administrative Assistant, Disaster Relief Unit, General Development Office, USAID, Niamey, Niger
4. Mme Fati Bagna, Responsables au Développement Social, Ambassade du Canada, Niamey, Niger
5. Mme. Fatima Bagri, Association des Femmes Juriste du Niger (AFJN), Niamey, Niger
6. Mr. Christophe Bandaogo, Economiste, Nations-Unies (MULPOC), Maison de L'Afrique, B.P. 744, Niamey, Niger
7. Mr. Thomas Bergmann, Coordonnateur des Programmes, UNICEF, B.P.12481, Niamey, Niger
8. Mme Sitti Bernadette Koffi, Chef de Service Information Commerciale - formation, Chambre de Commerce, d'Agriculture, d'Industrie et d'Artisanat du Niger, B.P. 12480, Niamey, Niger
9. Mme Hadiza Bolho, GDO/ET, USAID/Niger

10. Mme Fatouma Boube, Administrateur du Programme Femmes et Développement, UNICEF, B.P.12481, Niamey, Niger
11. Mlle Fassouma Boukary, Association des Femmes Juristes de Niger
12. Mlle Natasha Cadet, AFRICARE, Niamey, Niger
13. Ms. Pauline Clarke, AIDS Research Coordinator, Niamey, Niger
14. Mr. Karamoko Djibrilla, Directeur par Intérim de la DEP, Ministère de la Santé Publique, Niamey, Niger
15. Mme Djouel née Fadima Agoumo, DFI/DP, Ministère des Finances et du Plan, Secrétariat Général, Niamey, Niger
16. Mr. Amadou Goumandakoye, Directeur des Bourses de l'Enseignement Supérieur, Minstère de l'Education Nationale, BP 234, Niamey, Niger
17. Mme Kadi Handou, Sociologue, O.M.S, B.P. 10739, Niamey, Niger
18. Mr. Abdou Hima, Secrétaire Général, Ministère du Développement Social de la Population et de la Femme, Niamey, Niger
19. Dr. Abdou Ibrahim, Médecin de Santé Publique, O.M.S, B.P. 10739, Niamey, Niger
20. Mr. Gamatche Issaka, Etdues et Programmation au NET/T, BP 480, Niamey, Niger
21. Mme Safiatou Karimou, Formatrice, CLUSA, B.P. 12909, Niamey, Niger
22. Ms. Felicia Lightfoot, DEO, USAID/Niger
23. Mr. Dillé Mahaman, Directeur du PASP, GTZ, B.P. 10814, Niamey, Niger
24. Mr. Jean-Claude Maignan, Cooperation Française, Niamey, Niger
25. Mr. Bassirou Maman, DPP, Ministère des Finances et du Plan, Secrétariat Général, Niamey, Niger
26. Mr. Samuel Ochola, Economiste, Nations-Unies (MULPOC), Maison de L'Afrique, B.P. 744, Niamey, Niger
27. Mr. Bakoye Saadou, DAEEDP, Ministère des Finances et du Plan, Secrétariat Général, Niamey, Niger
28. Mr. Mahamadou Sani, Formateur et Vice-President de l'ONG Actions, CLUSA, B.P. 12909, Niamey, Niger
29. Mme Haoua Sani-Issiaka, Chef de départment de géographique, Faculté Pédagogique, Université Abdou Noumouni, Niamey, Niger
30. Dr. Reggie Simmons, AFRICARE, Niamey, Niger
31. Mr. Keith Simmons, Chief, Design and Evaluation Office, USAID, Niamey, Niger
32. Mme Alima Souley, GDO/ET, USAID/Niger
33. Mr. Aboubacar Souleymane, Project Development Specialist, DEO, USAID/Niger
34. Mme Silfa Soungaize, DEO, USAID/Niger
35. Mme. Affioua Tretou, Sécretaire à l'organisation RDFN, BP 11399, Niamey, Niger
36. Mme. Shona Wynd, Etudiant-PhD, University of Edinburgh, Scotland

APPENDIX 4. Analytical tool presented in workshop:

A TOOL FOR DEFINING THE NECESSARY AND SUFFICIENT CONDITIONS FOR SUSTAINABLE DEVELOPMENT INTERVENTIONS

I. INTRODUCTION

1.1 Purpose of the tool

The purpose of this tool is to provide program planners and project implementers with a simple framework to identify which resources need to be made available, and which conditions need to be fulfilled, to bridge the often existing gap between **necessary and sufficient conditions** for particular development interventions. Specific attention is given to different social roles and responsibilities assumed by men and women, and by different social groups generally, in the community or society in which the development intervention is to take place. The tool is generic, intended for customized adaptation to specific substantive areas and geographical/social settings. Just as an example, in this text reference will be made to development interventions intended to alleviate the "poverty trap" in Sub-Saharan Africa.

1.2 Defining necessary conditions: Technical and economic analysis

Most development interventions begin with a technical analysis to determine which resources and conditions need to be available to implement the activity under consideration. For instance, before actually starting the implementation of a project intended to promote agro-export production, an inventory will be made of needs and pre-conditions such as: agricultural implements, distribution systems for information and means of production, banking facilities, and miscellaneous infrastructure, to name just a few. Usually, an economic or cost-benefit analysis is carried out at this stage as well. These preparatory analyses help to determine what are the **necessary conditions** for a particular intervention to succeed.

1.3 Defining sufficient conditions: Social and gender analysis

Common knowledge dictates that, for any activity to succeed, the **necessary as well as sufficient conditions** need to be identified and fulfilled. The information needed to make the step from the necessary to the sufficient conditions can be obtained by a thorough social and gender analysis. A puzzling reality is, that such an analysis is rarely conducted at the onset of an activity. This is evident from many years of field experience in international development. What usually happens is that program and project implementers run into a number of difficulties and decide only then, on an ad hoc basis, to conduct social and gender analysis retro-actively. Nevertheless, the need for social and gender analysis can not be emphasized enough. Without it, it is impossible to capture the existing social reality, and to foresee the differential impact on men and women or other social groupings of a particular development intervention in a given region or community.

II. EXAMPLE OF ISSUE TO BE ADDRESSED

2.1 The "poverty trap" in Sub-Saharan Africa

In Sub-Saharan Africa, several factors coincide which seem to keep many of the countries in the region in what could be called "the poverty trap." For instance, according to the World Bank's World Development Report, most of the Sub-Saharan African countries fall within the category "low income countries" with GNP Per Capita below US$ 650. In addition, most of the countries rely heavily on agriculture as the backbone of their economies, although erratic patterns of rainfall in much of the region, and sub-optimal infrastructure do not favor rapid agricultural development. As for the quality of life, the expectation of life at birth is between 48 and 56 years, implying a high rate of infant- and child mortality. A rapid rate of population growth, and significant population movement contribute to a rapidly changing balance between people and resources in the region.

2.2 Is there an escape from the "poverty trap?"

Is there an escape from the poverty trap in Sub-Saharan Africa? This is a crucial question which a multitude of people from a large variety of origins, and with a wide range of interests have asked themselves for several decades. This is also the main question which will be explored as a case example for introducing the use of the tool for defining the necessary and sufficient conditions for sustainable development projects. A schematic representation of this tool is provided in Figure 1 *(see page 16)*.

Of course, each development project is based on the implicit hypothesis that there **is indeed** a possibility to improve people's lives in Sub-Saharan Africa, otherwise there would be no point in undertaking any development intervention at all. The second question then becomes automatically: What would be the necessary and sufficient conditions to bring about changes in the variables mentioned above in section 2.1, so that they would have a positive, rather than a negative influence upon each other and would be mutually reinforcing in efforts for sustainable development?

2.3 The necessary conditions for escape

First of all, some of the most necessary conditions need to be identified. So far there seem to be the following ten conditions which at least need to be fulfilled to get an in-road in breaking through the poverty trap: 1) information and education, 2) health care, 3) family planning services/contraceptives, 4) transportation, 5) water, 6) land, 7) agricultural technology and implements, 8) energy, 9) processing facilities, and, 10) household implements. These necessary conditions are listed in Figure 1. The conditions just mentioned are not exhaustive, but they allow to start a discussion on major difference between necessary and sufficient conditions, and, closely related to that, to make a differentiation between availability and accessibility of the preconditions for development in Sub-Saharan Africa.

2.4 Availability of, versus accessibility to the necessary conditions for breaking through the poverty trap

If all the necessary conditions mentioned above are fulfilled we would perhaps assume that there is a good chance for success of our development efforts, This is not the case, however, because in many instances the availability of certain resources by no means guarantees that these resources are equally accessible to all groups in society. Whether a certain group in society has access to the available resources depends on a number of factors, such as (amongst many others): 1) language, 2) means of communication, 3) financial means, 4) legal rights, and 5) social group status. Like the necessary conditions, mentioned above in section 2.3, the "accessibility factors" are mentioned in Figure 1.

a. Language

We will now look at each one of these individual factors to clarify what is meant in reality by "access." Starting with the language factor, it is a well-known fact that in most of Sub--Saharan Africa formal instruction in schools is given in English, French, or Portuguese; the languages of the former colonizing nations. At home, however, the overwhelming majority of African families speak their own local language, which is in most instances not written, and usually covers only a small territory, and is therefore shared by a relatively small number of people, with the exception of languages like Haussa, Bambara, Yoruba, Swahili, and the like.

b. Schooling/formal instruction

In most countries, only a small proportion of the population goes to school, and among those going to school, boys generally outnumber by far the girls, especially in the higher grades and in secondary and higher education. It follows, that written instructions on agricultural improvement, miscellaneous skill building, and any necessary information for participating in a modernizing society are only accessible to a very small proportion of women. And it is precisely the women who would need this instruction, since it is they who have traditionally been the key players in agriculture and would be the best informed to complement traditional with modern methods of cultivation. Furthermore, it is they who need to be the primary target for health improvement and family planning services.

c. Rural-urban residence

In addition, in many countries in Sub-Saharan Africa, there are many more women than men in the rural areas, since the men tend to migrate, either to the cities in their own countries, or to neighboring countries, in order to find work, while their women stay on the farm. This is a perfectly compatible pattern with traditional African society, where the women tended to the farm work, while the men went out for big game hunting, fishing, or warfare with neighboring tribes.

d. Means of communication

Access to the means of communication is not equally distributed among all groups in the population either. For instance, television sets and radios are much more prevalent in the

cities than in the rural areas. And, as mentioned above, in countries where agriculture is the most common mode of production, and the level of technology is rudimentary, human labor is the most important factor in agricultural production. It follows logically, that under these circumstances a large proportion of the population is still living in rural areas, and it is precisely there where modern means of communication are scarce. Therefore it is problematic to bring the right information to farmers, even if this information is available in radio and television programs. Furthermore, even within families and households, it is not certain that all members have equal access to the means of communication. In some countries it is customary that the men congregate to chat and watch television, while the women continue domestic and other chores. Therefore, even if instructional programs reach the target families, this is still no guarantee that the right target group has been reached.

e. Financial means

As for access to financial means, it is easy to imagine that financial resources are not equally distributed among families and communities. In most countries city populations tend to be wealthier that the rural people. And even if such conditions as, for instance, agricultural credit or building loans are available, it is not certain that all groups benefit equally from these services. Members of a particular tribe or ethnic group may be privileged over other groups. And, generally, women are less likely to have access to credit and loans than the men, while it is precisely the women who need it to improve agriculture and to promote the transition from a small-scale, overwhelmingly subsistence economy, to modern agricultural market production.

f. Legal rights

Access to legal rights follows again the same pattern. It is only recently that women have started to acquire legal rights equal to men in a number of countries. The "poverty trap" countries on which we focus specifically in this paper, are in general not yet at the stage where laws apply equally to men and women. For instance, to go to a family planning clinic for contraceptive services, women in most Sub-Saharan African countries need their husbands' or fathers' written consent. The men, on the other hand can engage in any legal act without their wives' written consent. As for land ownership or usufruct, it is usually the men of the family who acquire legal title to land, while, as we have mentioned several times above, the women are key players in agricultural work. Hence, while they do the brunt of the task, they have a minimum of control over their major means of production. This is obviously not conducive to a rapid modernization of the agricultural sector. And it is precisely this sector which continues to be the backbone of the economy in the "poverty trap" countries.

g. Social group status

The status of one's social group is another factor which often determines accessibility -- or lack thereof -- to certain resources and conditions. In societies with clearly identified social strata, or castes, different groups may have access to different professions. In Mali, for instance, it would be difficult for a member of a noble family to engage in handiwork such as ironwork, woodwork, or jewelry making; three professions quite prevalent in the Sahel region.

2.5 The division of labor: Gender and socio-cultural issues

From the discussion of the "accessibility factors," referred to above, it is clear that, for development activities to have a chance to succeed, more is needed than just an economic analysis of the prevailing conditions in a particular country. Therefore, as introduced in Figure 1, between the "necessary" and "sufficient" conditions, I would like to state that gender and social analysis, are both indispensable to understand what the obstacles are which cause development programs to fail, or to reach only a small part of their potential, even if all the necessary conditions have been clearly fulfilled.

In Sub-Saharan Africa, more so than in any other part of the world, women are key players in agriculture. However, with the advent of the colonial powers, agricultural development strategies were introduced in which the patterns of the colonizers' home countries, in which men were the key performers in rural enterprise, were applied. Until now, this has left nearly irreparable damage on agricultural development in Africa. Referring back to the various factors mentioned above in the discussion about availability versus accessibility of resources and development conditions, it is easy to conclude that women do not always have access to the means of development, even if these means are available.

It is clear as well from the discussion above, that gender analysis alone is necessary, but not sufficient, to disentangle the complexities of the poverty trap in Sub-Saharan Africa. Age groups need to be considered as well. It may be that in some societies older women have a much larger say than younger men in questions such as child spacing, family planning, agricultural and child rearing practices, etc. Furthermore, ethnic and religious groups, as well as castes and professional groups, have often different rights and responsibilities and therefore do not necessarily have equal access to the means and conditions of development, even if these means and conditions are available. It must also be borne in mind that there are many instances in which specific means and conditions must necessarily capture a particular target group in order for a particular activity to reach its objective. A thorough gender and social group analysis is therefore an absolute pre-condition, and must accompany all and any economic, political and demographic analysis carried out in Sub-Saharan Africa, in order to identify which are the contributing factors that complement the process of transforming necessary into sufficient conditions.

2.6 Availability, accessibility, and motivation

Assuming that all necessary and sufficient conditions for sustainable development in Sub-Saharan Africa were fulfilled, then we would still find ourselves with a little, although crucially important, complication. The part of "sufficient conditions" in our matrix has to be extended with an addition which could be called **"motivation". As my good friend** Professor

Okoth-Ogendo, the Director of the Center for African Family Studies (CAFS) in Nairobi, would say: The bottom line is NO NET LOSS, but preferably people should perceive new-fangled ideas and services proposed to them in the name of modern development as bringing them tangible advantages." This is a remarkably accurate observation, also brought forward by Dr Cheikh Mbake, of the Centre de Recherches en Population pour le Développement (CERPOD) in Bamako, who observed in one of his POPSahel articles that .."The motivation of African governments is often in direct contradiction with the motivation of individual farmers.."

Figure 1:

CONDITIONS FOR ESCAPE FROM THE "POVERTY TRAP"

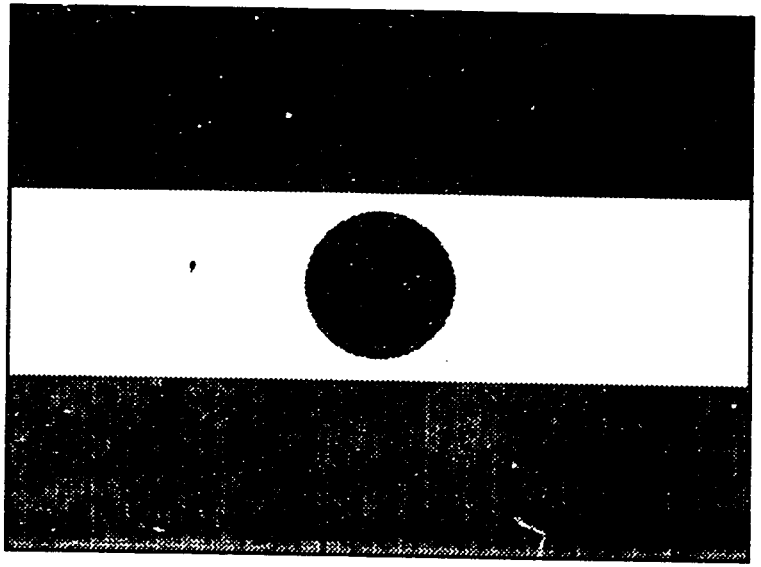
NECESSARY CONDITIONS		SUFFICIENT CONDITIONS	
Availability of:		*Accessibility to:*	*Motivation:*
(for example) 1. Information, education 2. Health Care 3. Family planning services / contraceptives 4. Transportation' 5. Water 6. Land 7. Agricultural technology and inputs 8. Energy 9. Processing facilities 10. Household implements	GENDER/SOCIAL ANALYSIS	1. Language 2. Means of communication 3. Financial means 4. Legal rights 5. Social group status	The proposed alternative must have perceived benefits

APPENDIX 5 **Post-consultation evaluation correspondance from USAID/Niger**

APPENDIX 6 **Niger Demographic Profile** prepared for the consultation by GENESYS (French overheads with English notation).

To: Sylvie Morel-Seytoux@R+D.WID@AIDW
Cc: Katherine Jones-Patron@HHR@ABIDJAN
Rosalie Norem@R+D.WID@AIDW,Martin Hewitt@R+D.WID@AIDW
Katherine Blakeslee@S+T.AA@AIDW
Donald Muncy@AFR.ONI@AIDW
Bcc:
From: Felicia Lightfoot@DEO@NIAMEY
Subject: Status of Mission TA & Training Activity
Date: Thursday, November 18, 1993 0:50:15 EST
Attach:
Certify: Y
Forwarded by:

Greetings, we are pleased to report that the two mission-hosted workshops "Gender Considerations in Project Implementation" were very successful. Our thanks to REDSO/WCA and R&D/WID for supporting this activity. Over seventy-five host-country participants attended the two workshops. Each workshop was officially opened by the Mission Director who is a firm supportor of gender considerations and participant training. The participant group included members of the donor community, USAID contractors, local NGOs and women organizations and representatives of the GON. Participant reactions were overwhelming positive. During the final wrap-up sessions, several participants commented that gender analysis will be adaptable to their work. Others agreed that the gender concept was an improvement over the previous WID approach. It is important to note that "gender" was a new concept to many. The participants truly appreciated having the workshop and materials in French. The trainings generated a lot of excitement and we intend to follow-up on this with future contacts. I really appreciated having the four consultants (GENESYS, AFWID) here - their work styles were complementary and the team was very collaborative and "low maintenance" which was very appreciated by the Mission. I would recommend that other missions consider making use of the resources available at AFWID and GENESYS.

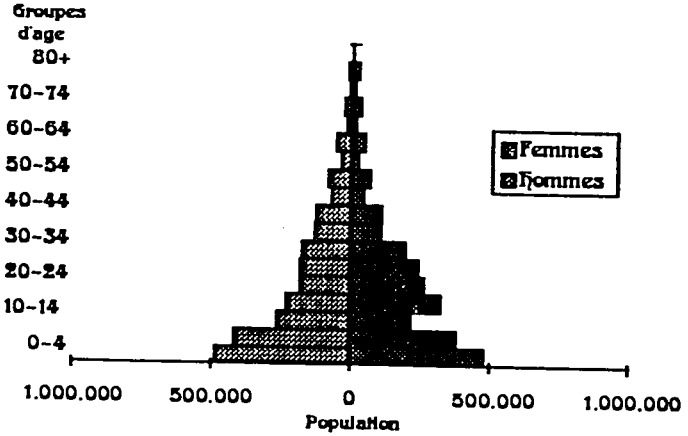


Niger

profil démographique

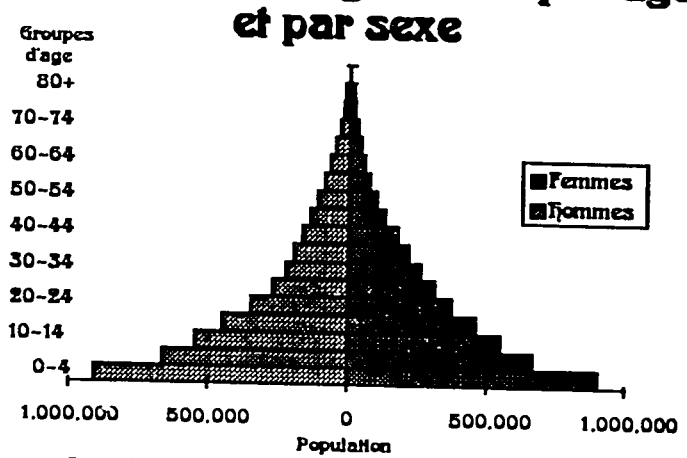
[illegible]

Recensement de la population du Niger, par age et par sexe, 1977



Source: United States Bureau of Census, International Database, 1993

Population du Niger, 1990 par age et par sexe

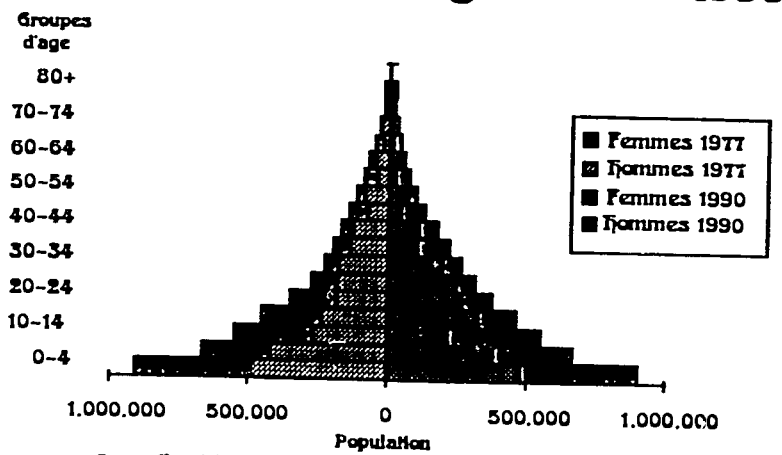


Source: United States Bureau of Census, International Database, 1993

Pyramide des ages de la population du Niger, 1977 (droit).
Des recensement ont été effectués au Niger en 1960, 1977, et 1988. Ce diagramme montre la répartition selon age et sexe, tirée des donnée démographiques du recensement de 1977. Il faut noter la trés forte inégalité de proportion entre les effectifs des groupes vraisemblable de ce phenoméne se trouve dans quelque sorte d'enregistrement. A partir du niveau d'age 40, la partie supérieure de chaque tranche de dix années est plus déséquilibres considérables du ratio des sexes dans ce recensement. Il y a un excédent d'hommes dans les groupes d'age de 40 à 60 ans.

Pyramide des ages du Niger, 1990. (gauche)
Les données sont basées sur des projections tirées du recensement de 1988.

Pyramide des ages, Niger, 1977 & 1990



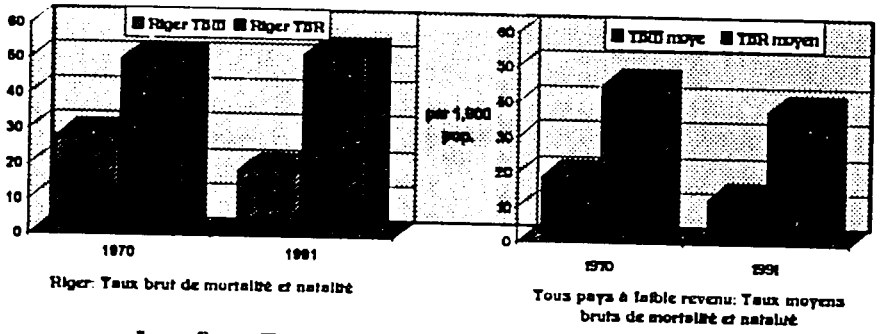
Source: United States Bureau of Census, International Database, 1993

Les irrégularités entre les moitiés supérieure et inférieure des tranches d'age de 10 années se sont atténués depuis le recensement de 1977, ce qui conforte l'hypothèse précédente selon laquelle certaines irrégularités en matiére de collecte des données avaient marqué le premier recensement. Les déséquilibres affectant le ratio des sexes sont moins en évidence pour les chiffres de 1990.

Comparaison des pyramides des ages de 1977 et de 1990 (gauche).

Outre les formes differéntes affectées par les deux pyramides ce diagramme révé;a croissance démographique qui, au cours des 13 derniéres années, a resulté d'un taux de fécondité trés élevé, combiné à une mortalité en baisse. La population de 1990 atteignait presque 8.7 millions. Le taux annuel moyen de croissance démographique au cours des années 1980 était de 3.3%. A ce taux, la population du Niger va doubler tous les 21 ans.

Taux brut de natalité et mortalité, Niger, 1970 & 1991



Niger: Taux brut de mortalité et natalité

Tous pays à faible revenu: Taux moyens bruts de mortalité et natalité

Source: Banque Mondiale: Rapport Mondial Sur le développement 1993

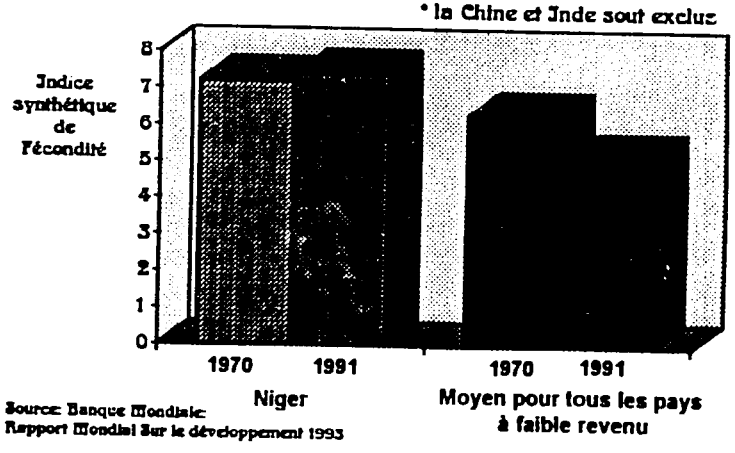
Crude Birth and Death Rates of Niger, 1970 and 1991, Compared to the Average of Low Income Countries (right)

The Crude Death Rate (CDR) of Niger has declined by about 32%, from 28 per 1,000 population in 1970 to 19/1,000 in 1991. Among the other low income countries excluding China and India, the decline in CDRs has been from 19 to 13 , slightly less than 32%. While the CDR of Niger, therefore, is keeping pace proportionately with the decline in other low income countries, the actual rate is still about 46% higher than the average for low income countries. Furthermore, fertility has not yet shown a tendency to follow mortality in declining.

Total Fertility Rates of Niger, 1970 and 1991 Compared to the Average of Low Income Countries (left).

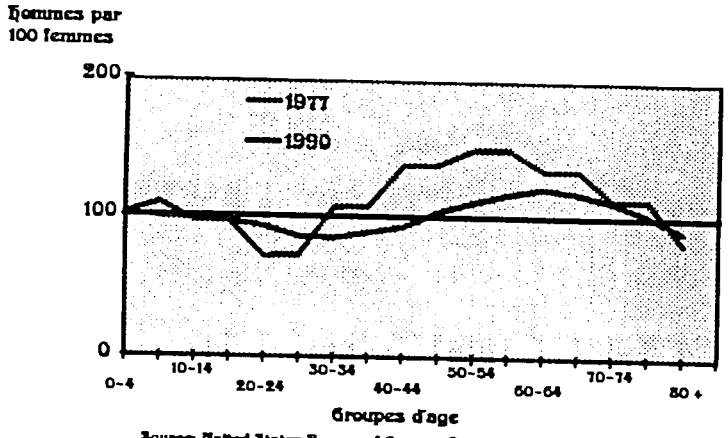
The Total Fertility Rate (TFR) of Niger has risen from 7.2 to 7.4 between 1970 and 1991. The weighted TFR for the total population of all low income countries is 3.8, down from 6.0 in 1970. When China and India are excluded, TFRs for low income countries for 1970 and 1991 are 6.3 and 5.2 respectively. Niger, therefore has a higher TFR than the average for its socio-economic level and fertility appears to be up slightly from its 1970 level.

Indice synthétique de Fécondité: Niger et autres pays à faible revenu*, 1970 & 1991



Source: Banque Mondiale: Rapport Mondial Sur le développement 1993

Rapport de masculinité, par groupes d'age: Niger, 1977 & 1990



Source: United States Bureau of Census, International Database, 1993

Age-Specific Sex Ratios of Niger, 1977 and 1990 (left).

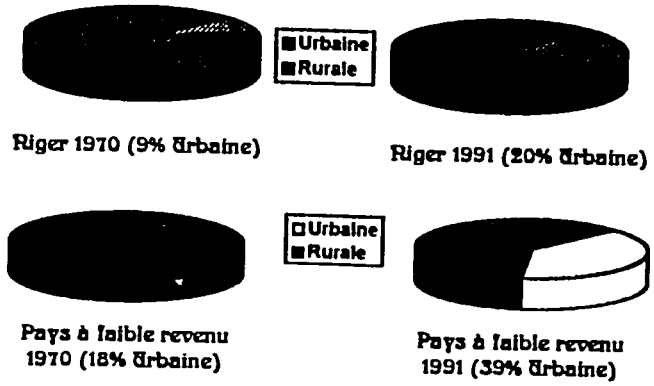
This line graph was constructed to better illustrate the sex ratio imbalances noted in the population pyramids. The lines of this chart were smoothed by taking averages of each ten year segment rather than recording the actual data for each 5 year segment. This was done because of the unexplained pattern in the data where the upper half of each decade was larger than the lower half from age 40 up.

The sex ratio lines for 1977 and 1990 are similar in pattern but the patterns of sex imbalance previously noted are less pronounced in the 1990 data. The shortage of males in the 15-40 age range can probably be explained by male out-migration in search of wage labor. The surplus of males in the 40 to 60 year age group is not so easily explained. Perhaps there is a tendency to undercount women in this age range. After age 60, the natural tendency for women who have survived childbearing years to outlive men shifts the balance back to the feminine side.

Urbanization of Niger, 1970 to 1990 (right).

This chart shows the urbanization of Niger from 1970 to 1991 compared to the average urbanization of other low income countries. In 20 years the urban proportion of Niger's population has more than doubled, from 9% to 20%. The degree of urbanization of the average low income country has also more than doubled in that time but began and ended the period at a much higher level than Niger (from 18% to 39%). Niger remains one of the least urbanized countries in the world.

Urbanisation au Niger (et moyennes pour les autres pays à faible revenu, 1970 & 1991



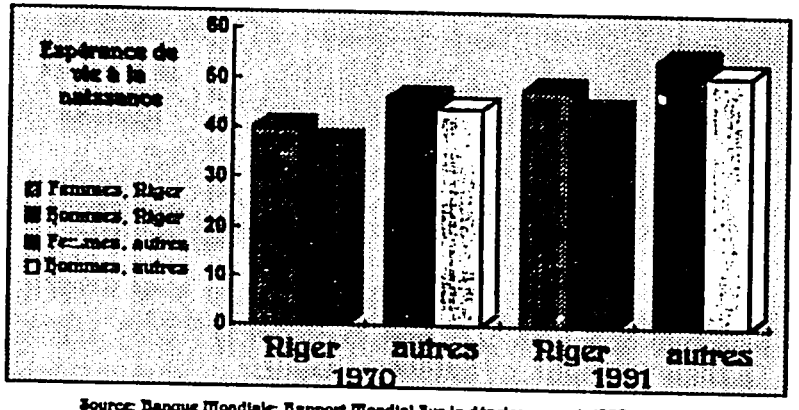
Source: Banque Mondiale: Rapport Mondial Sur le développement ,1993

Life Expectancy Rates by Sex in Niger.

Due to the small differentials in life expectancy relative to overall length of life, charts of the sex-specific life expectancy characteristics of Niger were not feasible. This graphic, therefore, simply describes some of the more noteworthy observations about life expectancy in Niger. Also worthy of note is the fact that, between 1970 and 1991, Niger experienced a 20% increase in the life expectancy of women and a similar 18.9% increase in the life expectancy of men. These increases were proportionately better than the unweighted average of low income countries which was approximately 16.5% for both sexes.

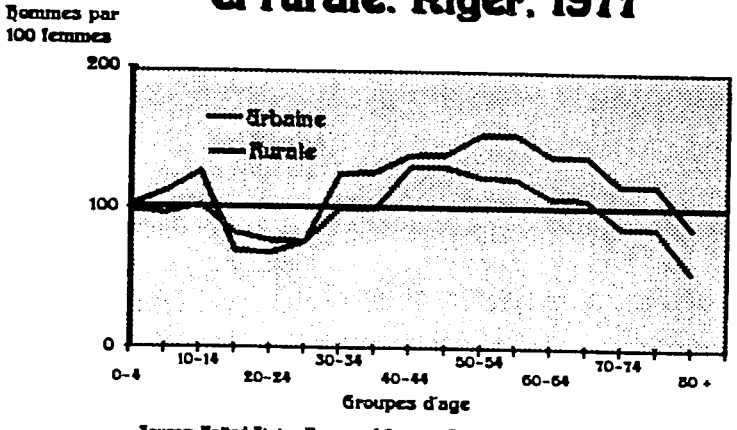
Espérance de vie à la naissance, par sexe, pour le Niger et les autres pays à faible revenu*, 1970 & 1991

* la Chine et Inde sont exclus



Source: Banque Mondiale: Rapport Mondial Sur le développement. 1993

Rapport de masculinité, par groupes d'age, populations urbaine et rurale: Niger, 1977



Source: United States Bureau of Census, International Database. 1993

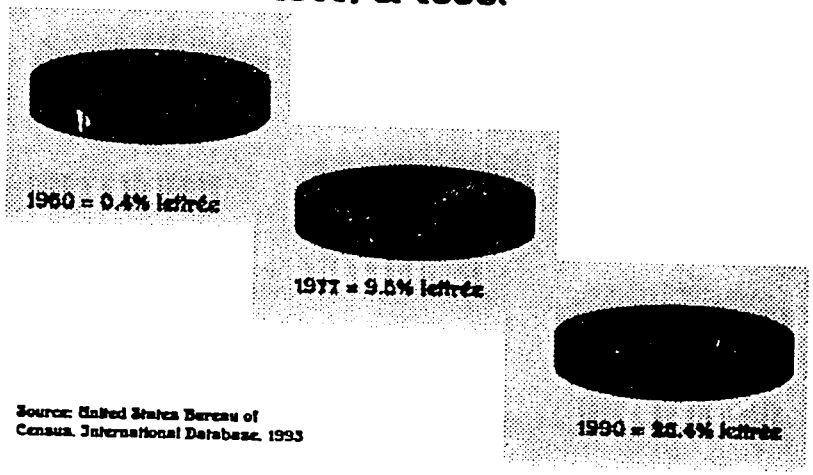
Age-Specific Sex Ratios of Rural & Urban Populations, 1977 (left)

As in the previous line chart, these data were also smoothed by averaging the two halves of each 10 year age interval. Both lines show similar patterns in the age-specific sex ratio, but the imbalances are more pronounced in the rural sector. This indicates that there was a high degree of male out migration in 1977 which was proportionately greater from rural than from urban areas.

Literate Population as Percent of Total for Niger 1960, 1977 & 1990 (right).

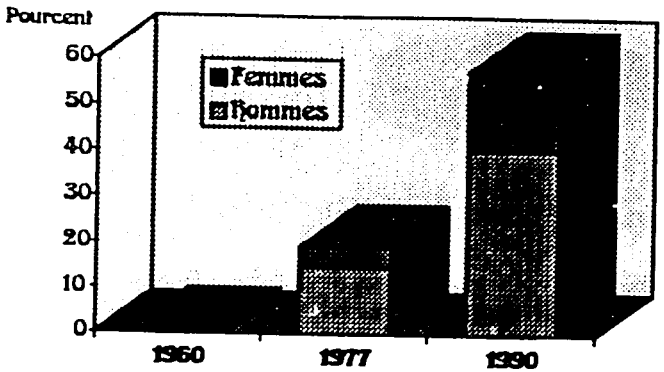
Since 1960, Niger has been making progress toward a literate population but is not keeping pace with the average of other low income countries in total literacy. In 1960, only 0.4% of the population were literate. By 1977, these figures had risen to 9.5% . By 1990, 28.4 % of the total population was literate. Among the 43 poorest nations (including China and India), the average total literacy rate is 60%, more than twice the rate for Niger.

Population lettrée du Niger: comme pourcentage de la population totale, 1960, 1977, et 1990.



Source: United States Bureau of Census, International Database, 1993

Populations lettreés du Niger: 1960, 1977, 1990. Pourcentages d'hommes et de femmes



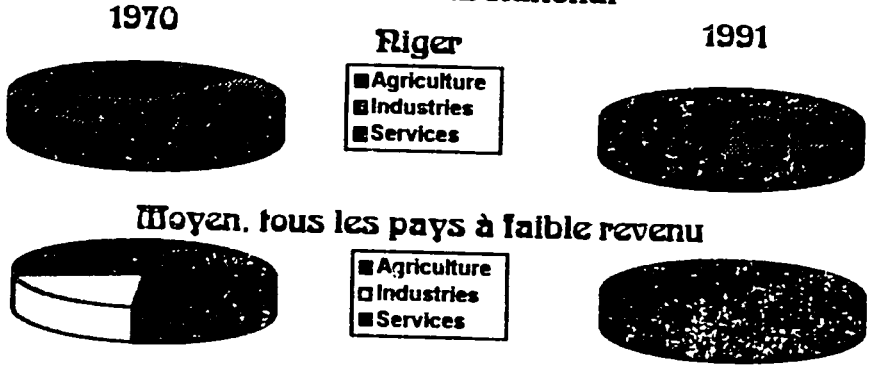
Source: United States Bureau of Census, International Database, 1993

Literacy Rates by Sex for Niger, 1960, 1977 and 1990 (left).

Some progress has also been made in Niger toward gender equity in literacy as this chart indicates. In 1960, 0.7% of males and 0.2% of females were literate. These proportions rose to 14.6% and 4 6% by 1977, and by 1990, 40.4% of the men and 16.8% of the women were literate. The literacy sex ratios for these years were 350, 317, 240 respectively. Thus, while the gender gap in education is narrowing, men are still more than twice as likely to receive at least some basic education than are women. The average female literacy rate among low income countries is 48%, almost 3 times the rate in Niger.

Structures de la production au Niger et aux autres pays à faible revenu, 1970 & 1991*

du Produit Brut National



* la Chine et Inde sont exclus

Source: Banque Mondiale: Rapport Mondial Sur le développement 1993

Structure of Production for Niger, 1970 and 1991 (right).

The structure of production of Niger's economy has changed considerably in the past 20 years. In 1970, the distribution of GDP between Agriculture, Industry and Service was 65-7-28% respectively. By 1991, Industry and service had grown relative to agriculture. The new ratio was 38-19-28 (A-I-S), but this ratio still derives less GDP from industry than the unweighted average of other low income countries in 1991 which was 29% from agriculture, 29% from industry and 42% from service. In other words, Niger is still excessively dependent on agriculture relative to industry and this limits the capabilities for progress toward sustainable development.