

PD-ABK-731
1993/30/1/20

ASSESSMENT OF PROGRAM IMPACT (API)

USAID/NIGER

1994

24 February 1995

BEST AVAILABLE COPY

SECTION I: SPECIAL FACTORS AFFECTING THE USAID/NIGER PROGRAM

Niger's economy in 1994 is estimated to have grown nearly 3% due to excellent rainfall, a vigorous informal private sector, appreciation of the Nigerian naira, and the January 1994 CFA currency devaluation. Devaluation—though creating hardships in urban households—produced positive economic responses: exports of livestock and certain other products increased, imports declined as their prices rose, and rural producers benefited. In 1994 donors increased assistance, rescheduled most bilateral debt, Niger entered an IMF Stand-by Agreement, and USAID designated Niger a "Sustainable Development" country. Niger's economic growth was the highest in many years, and food security and incomes in most villages improved significantly. However, Niger's formal sector failed to grow and, though its public sector and military are among the smallest in numbers per capita in the world, the gap between revenues and outlays—nearly all for salaries—continued to grow. Domestic debt remains high. Fiscal problems in late 1994 led IMF to suspend access to loans and threatened World Bank (WB) adjustment programs.

Nigeriens are struggling with the processes - and implications - of democratization and popular participation in politics. The country's 1992-1993 transition from 33 years of military, one-party rule ended with fair and peaceful elections, seating of a multi-party national assembly, and selection of a president based on a coalition of parties. The coalition government, however, was not based on a strong majority and was dissolved in October 1994. Niger's second national elections in January 1995 met high standards in being free and fair and a larger percentage of the public voted, but the new opposition coalition did not gain a stronger base for forming a government. Although Niger is experiencing strong, positive growth in democratization, serious problems in government finance and public management plague the nation. The average Nigerien now may have the impression that the new, democratically-selected government is in a state of perpetual crisis.

Conditions Affecting the General Population: For most Nigeriens, the most important news of the year was the unusually favorable rainfall throughout the country. Though increase in locust swarms are predicted for 1995, they and other pests did not pose large problems during 1994. Pastoral and agricultural activity benefited enormously: the 2.2 to 2.6 million metric tons (MT) harvest of millet and sorghum is among the highest ever recorded—over 30% higher than the average of the years, 1989-1993. The national cereals stocks balance for 1994 provided a surplus of between 170,000 and 400,000 tons.

Devaluation of the CFA franc generally benefited the economies of all CFA zone countries. The move improved competitiveness of African products and encouraged greater inter-state regional trade within West Africa. Also in January, Nigeria—whose economy plays a huge role in Niger—re-pegged its naira currency to the U.S. dollar at an artificially high level, appreciating its value considerably. This, combined with the CFA devaluation, stimulated a surge in exports of Nigerien agro-pastoral products, as Nigerians sought to lessen their CFA holdings and Niger's products became cheaper. This unusual conjunction of currency system changes boosted earnings of rural Nigeriens, many of whom cross the porous, 900-mile border at will with relatively small herds and small vehicles. Trade flourished. Overall prices for all goods rose almost 40% over the year, though prices for staples such as millet were declining significantly in January and February of 1995, and terms of trade were favoring livestock. For most of the year, however, rural producers, overall, enjoyed higher relative prices for basics goods such as millet, cowpeas, onions and cattle. At the formal sector level, however, Niger's gains were among the poorest in the region as customs collection and recording greatly diminished due to public sector strikes and growing public evasion of taxes. For a variety of reasons, Niger's banks were awash in

liquidity by the end of 1994. Restrictive lending by the formal banking sector in rural areas led to major increases in the scale and volume of "banking" transactions in the informal sector.

Economic Implosion in the Public Sector: Though reaching a signed agreement with the International Monetary Fund in March 1994, GON failure to implement fiscal reform led within months to suspension of Special Drawing Rights. Disagreements between the Presidency and the Prime Minister's team on prerogatives and appropriate measures led to gridlock in decision-making. Group and individual interests in government, the private sector, and the union movement combined to accentuate the overall paralysis in implementing any kind of serious fiscal management. The shortfall in government revenues, combined with the lack of administrative improvements, made it impossible even to cover civil servant salaries. Funds for other recurrent and operational costs are nonexistent and in reality many expenses are never paid, such as those for utilities and communications. Unfortunately, given the lack of changes in public administration and finance, the public and formal sectors seem not to have capitalized on the benefits of the CFA Franc devaluation and the continuing fall in value of the Nigerian Naira.

Although the overall environment for the civil service and the formal sector in industry or services remains poor, the informal sector continues to guarantee livelihoods for most in the urban areas. The overwhelmingly rural Nigerian population continues to rely on the natural resource base to support extensive forms of agricultural and pastoral production. Donor development efforts therefore focus on improvements in these activities as well as in small-scale irrigation, handicrafts and commerce. In concert with other internationally supported initiatives, USAID-financed programs contributes to these efforts and to the definition of overarching national policies and goals.

Crises in the Young Democracy: Three successive governments led the country within one year. The collapse of the multi-party coalition in October led to appointment of a new government. A new alliance put the President's coalition into the minority and a subsequent parliamentary vote of no confidence forced the second government to resign. The third government was seated after the dissolution of the National Assembly by the President in October. New elections in January 1995 resulted in the opposition maintaining a slight majority in the assembly. "Co-habitation" is proving difficult. Nominations to senior posts in the new government so far have shown little spirit of compromise and accommodation between (and often within) the major parties. It is hoped that the seating of a new assembly, and government, will resolve what now is seen as a general malaise in the leadership and reduce the conflicts that now seem inherent in the roles assigned to the national executive and legislative bodies.

Political uncertainty also reflects some social discontent in urban areas, particularly in government civil service and among students. Frequent strikes in one sector or another of the civil service have at times almost paralyzed the administration and severely inhibit critical activities, including revenue collection. Much of the public systems of health and education have been inoperative for two to three years due to strikes of health workers, teachers and students, and to lack of funds for most services. Acute shortages of basic medicines and supplies are common. Civil servants in February 1995 are four to six months behind in their salaries with some payments outstanding since the transitional government ended in 1993. The private sector and para-statal institutions (e.g., the Postal Service and the national fuel marketing agency) continued to function, though intermittent slowdowns were common.

An October ceasefire in the hostilities in Niger's north has created hope for eventually resolving one major, costly problem. The truce has held and been renewed as discussions over a future peace agreement continue. The common front for the Tuareg groups in armed rebellion is negotiating with the government, assisted by French, Algerian and Burkinabe facilitators. Civilian transport and trade are operating again in the north and the number of armed attacks and overall banditry, mostly affecting the

local population, has declined. Donors including the French Cooperation and the European Union began some new activities in the Agadez Department.

Although challenges of evolving an effective multi-party system of government are major, the impetus for progressive development of a democratic form of government remains significant. The growth of an independent press and the multiplication of local, regional and national associations demonstrate the breadth of national change. There now are more than 200 Non-Governmental Organizations officially recognized in Niger. USAID plays a significant role in the consolidation of this emerging democratic process as a cross-cutting theme in the overall country portfolio. Decentralization of authority is a *sine qua non* for progress in improving conditions for the general population. Therefore, virtually all USAID activities emphasize more local, community autonomy to manage natural resources, health services and food stocks. The growth of community associations and their mobilization reflects these trends.

Improvement in women's status at the national level has remained precarious. Although women play an important role, as they now almost invariably are members and have seats on governing committees of urban and rural groups, the number of women in the new National Assembly has dropped from five to three members. Work on the Family Code has stopped completely as Islamic religious associations have seized on the topic as a means of increasing their power and visibility, including imposition of a temporary blockage of the social marketing part of the family planning program. However, women occupy senior civil service appointments and remained quite visible in the public arena.

USAID and the GON in 1994 had unusual success in meeting conditions precedent in most non-project assistance agreements. USAID disbursed \$9.4 million during 1994 as *conditions precedent* (CPs) were met in the health sector, natural resource management, and in economic reform--most of which went to local counterpart accounts that, as indicated later in Section III, are funding non-governmental organizations working at the local level in those sectors, and supporting mission objectives like cost recovery, a national health information system and procurement of generic drugs. Non-project assistance this year also helped pay debt and leveraged several million dollars of additional external assistance. Brooke sanctions delayed obligation of virtually all USAID/Niger funds until the end of August 1994, but this did not greatly impede program activities.

Difficult as Niger's fiscal and political problems appear, USAID/Niger's view is that many of the events and processes in 1994, in fact, are part of trends and fundamental reforms that USAID and other donors have been urging in this country for years. Nigeriens are becoming more engaged in and more experienced in political processes. Their constitutional system is being challenged and steadily strengthened as issues are addressed peacefully. It is not altogether unfortunate that government in Niger has been diminishing. We wish that the GON were raising enough revenue to pay more of its bills, but some of those bills need not be incurred, like those for its inefficient and comparatively highly paid civil servants. Revenues now, however, must be based on a new framework of political agreements within the society. Niger is in the process of rebuilding its macro-economic structure in a much more democratic fashion. We believe the serious fiscal problems will be addressed in this new framework as a much broader public recognizes benefits of participating in and contributing to a less arbitrary, centrist State, and as government leaders and civil servants accept different roles for the State *vis a vis* the rest of the society. These processes will take some years. Meanwhile, the indicators are mostly moving in the right directions.

SECTION II: PROGRESS TOWARD OVERALL COUNTRY PROGRAM GOALS

The Country Program Strategic Plan/Concept Paper (CPSP/CP), approved in April 1992, remains the basis for the 1994 API report. A new Strategy Plan is to be submitted for USAID/W approval in April 1995. It applies thorough re-engineering efforts to improving the best features of USAID/Niger's pioneering portfolio. The Program Goal adopted by the Mission in the 1992-94 CPSP/CP is:

PROGRAM GOAL: TO PROMOTE SUSTAINABLE MARKET-BASED ECONOMIC GROWTH WHILE EMPHASIZING LOCALLY MANAGED RESOURCES AND REDUCED POPULATION GROWTH

USAID/Niger's goal has been to promote economic growth that eventually will become independent of donor resources. The emphasis that the Mission places on locally managed resources and reduced population growth reflects strategy emphases for reaching this goal. The Mission uses certain approaches and interrelationships of activities throughout the portfolio to build upon skills being developed in Niger that should produce the maximum efficiency in achieving the goal.

- Privatization and resource leveraging by use of non-project assistance (NPA) counterpart funds are built into our health, rural enterprise, and agricultural marketing projects. These contribute to the country's economic foundation, albeit, mostly in the informal sector at least for the present.
- USAID/Niger works diligently to ensure local management and ownership of development activities and resources by: (1) promoting individual and community-based management and local control over natural resources; (2) improving information for choices and public access to modern fertility regulation methods; (3) reducing population pressures on natural resources; (4) promoting locally managed Primary Health Care facilities (PHCs); (5) helping the GON develop community participation in famine early warning and response systems and; (6) assisting communities and groups to establish cooperatives and other financing organizations, according to their self-defined needs.
- Finally, under the present strategy plan USAID/Niger has woven the use of NPA measures into each sector of its portfolio. Use of NPA is intended to spur new policies conducive to improved conditions in Niger, and build capacity of the GON in policy formulation and implementation. Because of the manner in which USAID/Niger has structured its CPs, the Government is a partner in designing and structuring policy changes, and is also required to plan and undertake policy implementation activities.

Reinforcement of these approaches has been part of our strategy for promoting and sustaining economic growth in Niger.

Macroeconomic Indicators: Niger's macroeconomic situation was dramatically and positively affected by the CFA devaluation in January 1994, by abrupt changes in Nigerian export and monetary policies, and by resumption of negotiations between the GON and the Bretton Woods institutions including an IMF Stand-By Agreement in March. However, unfavorable fiscal trends and constraints over recent years were not improved as a government revenues continued to decline and domestic arrears grew. The GON during much of 1994 was caught up in domestic political leadership struggles, many of which were

provoked directly by the necessity to decide how to restructure and down-size its government and pay for essential public sector services. Many of the budgetary and economic problems evident in Table 1 resulted from the inability or unwillingness to take tough fiscal reform measures.

The main objective of the devaluation was to restore competitiveness, and thereby stimulate economic growth and employment in the CFA countries by ending the overvaluation of their real exchange rate and helping them to implement an effective structural adjustment program. Agricultural goods for export, such as cattle, hides, cowpeas and onions, benefit directly from the changes in regional exchange rates, though the mid-term effects of adjustments in prices of imports including manufactured goods and energy will have to be assessed in the future.

Low revenues resulting from a combination of steadily declining uranium revenues and limited tax collection and customs recovery is perhaps the main macroeconomic constraint that has confronted the GON from the early 1980s to the present. Finding ways to increase revenues as compared to expenditures is the main challenge facing government and is the key requisite to maintaining agreement with the IMF on an Enhanced Structural Adjustment Program (ESAP). The GON currently has a stand-by agreement with the IMF—though drawing rights have been suspended pending progress in improving revenues and/or reducing outlays and arrears. The GON did negotiate the main details of an accord on a Policy Framework Paper and reportedly could complete such an accord sometime during 1995.

In 1993, as part of the effort to restrain public expenditures, the newly elected government reached an agreement with the powerful national trade union (USTN) on a substantial cut in civil service wages. Following the CFA devaluation, the GON decided to raise civil servants' salaries by 5 to 12 percent, after having cancelled the previously agreed 1993 wage cut. However, USTN considered this measure insufficient and demanded a 30 to 50 percent increase. After a series of brief work stoppages followed by an uninterrupted strike for two months, an agreement was worked out for civil servants to receive an exceptional, lump-sum increase of between 7,000 and 10,000 CFA in their monthly salaries, in addition to the promised 5 to 12 percent increase.

A joint IMF/World Bank mission to Niger had a mandate to assess GON management of the post-devaluation economy (May, 1994). The team determined that while the GON had met the monetary policy target, serious weaknesses remained in fiscal policy management. For example, despite the downward revision of revenue targets for the first quarter of 1994 from CFA 12 billion to CFA 9 billion, the GON did not meet the revised objectives, primarily as a result of a 21-day strike in the customs service. The resulting deficit in the current account balance reflects the numerous obligations that must be addressed by the new administration, without revenues and without adequate application of new policies.

Although until recently Niger had previously engaged in little systematic macro-economic analysis or real fiscal policy-making, USAID assistance has boosted this capacity over the past year with a number of high quality policy studies for the Ministry of Plan. USAID technical assistance has contributed to GON preparations of a Policy Framework Paper (PFP) in which mid-term strategic objectives and economic policy measures have been detailed.

The GON continues to search for further means to reduce expenditures, but means to increase revenues through various fiscal measures are equally critical. These means including effective levies on personal revenues and property, collection of customs, and application of sales taxes. The impasse in 1994 over how to pay salaries and support other recurrent costs will not likely be solved with progressively declining revenues, regardless of modest levels of savings from reducing an already tiny public sector. Continuing, endemic shortages imply chronic bankruptcy for the public sector, erratic or

no repayments to international lending institutions, and eventually no payment for critical service like electricity and telecommunications.

TABLE 1 MACROECONOMIC INDICATORS

Economic Trends	1989	1990	1991	1992	1993	1994 (est)
Gross Domestic Product (GDP)						
Real GDP in Constant Prices (annual % change)	6.5	-1.3	2.9	-0.3	0.6	2.6
GDP Per Capita (dollars)	315	292	261	295	342	198
Traditional Sector (in % of GDP)	68.2	70.7	71.6	75.9	75.5	73.3
Modern Private Sector (in % of GDP)	31.8	29.3	28.4	24.1	25.0	24.7
Balance of Payments (in billions of FCFA)						
Trade Deficit	-24.9	-34.3	-14.6	-12.65	-11.3	-10.8
Imports, c.i.f.	-123.1	-118.9	99.5	-87.6	-81.1	-122.6
Exports, f.o.b.	98.2	84.6	84.9	74.9	69.8	111.8
Current Account Deficit (includes official transfers)	-28.3	-25.7	-2.1	-17.6	-10.71	-10.6
Total External Debt (in \$ mn)	1587	1827	1653	-	-	-
External Public Debt as a Percent of GDP	47.8	48.7	52.0	57.9	59.8	53.3
Debt Service After Rescheduling (in % of exports of goods and nonfactor services)	19.5	17.8	16.4	22.9	26.5	27.3
Official Development Assistance (billions of FCFA)	288	313	241	333	262	-

Data Sources: GON Ministry of Finance and Plan, IMF, World Bank, UNDP, BCEAO, ADB

Notes: (1) 1994 figures are provisional estimates from the GON Ministry of Finance and Plan (MOFP), revised in late February 1995; the GDP figure is lower than the 4% estimate made by MOFP and World Bank in January 1995; estimates of growth in prior years recently were adjusted by the WB and MOFP, and differ somewhat from last years API; (2) GDP per capita decrease in 1994 has not been corrected for the 50% devaluation of the CFA franc; this will be properly adjusted later this year; (3) import and export are far from exact, but MOFP believes they are the right order of magnitude.

Social and Quality of Life Indicators: No new information is available for most of the indicators in Table 2; some recent estimates are provided. The 1992 Demographic and Health Survey main analyses were completed and published; selected results are shown in Table 3.

TABLE 2 COMPARATIVE DEMOGRAPHIC AND SOCIAL INDICATORS

(A) WORLD BANK DATA: SOCIAL INDICATORS	1965	1988	1992	(B) NIGER OFFICIAL 1988 CENSUS: SOCIAL INDICATORS	1988
Population (millions) [Doubling time: 21 years]		7.3	8.8† (mid-1994)	Population • Male • Female	7.252 3.605 3.647
Adult Literacy (age 15+) • Total • Male • Female	9% — 2%	(1985) 14% — 9%	(1990) 28% 40% 17%	Literacy (age 10+) • Total • Male • Female	12.5% 18.4% 6.9%
Education (enrollment) • Primary Female Male • Secondary Female Male • Tertiary	11% 1% —	30% 7% 1%	(1990) 29% 21% 31% 6% 4% 9% 1%	Literacy by Department (age 10+) Agadez Diffa Dosso Maradi Tahoua Tilliberi Zinder	22.4% 9.3% 11.2% 9.0% 11.2% 18.3% 10.0%
Life Expectancy (years)	-	45	46	Life Expectancy	44
Under Age 5 Mortality Rate per 1000 Live Births	-	(1989) 219	207	Under Age 5 Mortality Rate per 1000 Live Births	287
Average Live Births Per Woman (TFR)	7.1	-	7.4	Average Live Births Per Woman	7.1
Urbanization (total population)	7%	18%	21%	Urbanization	15.2%

Data Sources: (A) 1990, 1991 and 1994-1995 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.

† Extrapolated for 1993 based on 1984 Census figures using World Bank's assumptions

It is important to underline the disaster the continuing crisis in the school system represents for the development of Nigerien human resources. Education and basic literacy levels are already among the lowest worldwide. The performance of the school system had already been in decline for several years, before the succession of stoppages, strikes and cancelled academic years. Most students have now missed at least two to three years of schooling. The entire educational sector, including both students and teachers from primary to university levels is demobilized and demoralized. Surveys and other information suggests that adults in rural areas are turning away from education in the French language to religious schools, given the poor performance of the public sector and the lack of ready employment for graduates, who can become marginal, unemployed youth in either urban or rural contexts. The implications for the quality of future civil and private sector services—without even examining the impact on the general, non-literate population—are disturbing.

TABLE 3 DEMOGRAPHIC AND HEALTH SURVEY

DATA FOR 1992 SURVEY	1992	
Mortality Rates (per 1000 live births) <ul style="list-style-type: none"> • Infant Mortality Rate (under age 1) • Child Mortality (between ages 1 to 4) • Global rate of child mortality under age 5 	134.5 221.4 326.1	
Average Live Births per Woman (Total Fertility Rate-TFR)	7.4	
Vaccinations (ages 12-23 months) <ul style="list-style-type: none"> • Percentage fully vaccinated through PEV • Percentage with no vaccinations 	Female	Male
	15.3 56.1	13.7 61.0
Use of Contraception by Gender <ul style="list-style-type: none"> • Percentage stating knowledge of some form of birth control <ul style="list-style-type: none"> - Total - Modern methods • Percentage currently practicing contraception <ul style="list-style-type: none"> - Total - Modern methods • Percentage expressing desire for at least one more child • % of individuals with no education currently using birth control <ul style="list-style-type: none"> - Traditional methods - Modern methods • % of individuals with at least primary education currently using birth control <ul style="list-style-type: none"> - Traditional methods - Modern methods 	75.7 58.0 4.4 2.3 81.5 1.9 1.5 5.1 11.0	85.4 74.0 6.7 2.6 93.0 3.8 1.3 6.2 14.1

Data Source: Demographic and Health Survey, contracted by USAID/Niger and conducted by the *Direction de la Statistique et des Comptes Nationaux, Ministère des Finances et du Plan* and Macro International, Inc.

Notes: (1) PEV is the *Programme Elargi de Vaccinations*, including tuberculosis, three doses for diphtheria, tetanus, three doses of polio vaccine, measles, and yellow fever, prior to the first year of age; (2) Modern methods of contraception include birth control pills, IUDs, injections, condoms, and female sterilization. Traditional methods include gris-gris, withdrawal, and abstinence or cyclical abstinence.

SECTION III: PROGRESS TOWARD STRATEGIC OBJECTIVES AND PROGRESS INDICATORS

This API continues with indicators based upon the 1992-1994 CPSP/CP approved by USAID/W in April 1992 and used in the 1992 and 1993 APIs. The format changed slightly to reflect present Mission division of labor by Objectives, and due to the recognition that several indicators were not feasible. These are explained in text accompanying the tables that follow this introduction. Special themes in the USAID portfolio that are common to nearly all of USAID/Niger's activities and "cut across" our strategic objectives are highlighted immediately below. The thrust to improve local groups' abilities to organize and determine their priorities and actions is one example of democracy in action. This is a major feature in the natural resources management, the disaster preparedness and mitigation, and the credit and savings projects, and is an example of democracy in action. We consciously and determinedly work as a Mission to address women's participation and gender issues in all our new and ongoing projects. Finally, education and training, though specifically mentioned below in the context of discrete human resource development projects, occur in virtually every project, from on-the-job training at ministries and with policy decision-makers, to training programs designed for village health workers, to literacy training in our cooperatives project. Below we describe these themes and their integration into our programs in greater detail.

Democratization: During 1994 the Mission began to introduce democratic governance as a theme into all of its main activities. This means more attention to helping GON decentralization in public health, and natural resource management especially, but also brings a new way of looking at work in our rural financial systems. In the future, appraisal of progress across the portfolio, will entail questions of what we are doing to assure that results are consistent with democratic approaches to local control. USAID/Niger also manages Section 116(e) activities for democracy that aim at informing and educating, men and women in Niger about their rights and responsibilities as citizens, empowering them to participate in a democratic society. In the past year, the latter included the following:

- (1) partially funding the costs of the January 1995 legislative elections;
- (2) a seminar focusing on the independent role of the judiciary in a democracy;
- (3) a seminar focusing on human rights issues in nomadic and semi-nomadic zones;
- (4) equipping 51 Radio Club listening centers in rural areas to promote village level discussions on democracy and human rights issues;
- (5) printing the summaries of the Nigerien Supreme Court decrees; and
- (6) financing the establishment of two women's legal clinics in two semi-urban cities of Niger.

In FY 1995, some of the activities underway include:

- (1) training of both governmental and civic groups for the January 1995 legislative elections;
- (2) financing a legal assistance center for women to improve the legal environment affecting women and children;
- (3) a seminar on the role of law clerks in a democratic society;
- (4) training for Radio Clubs to conduct village level discussions of specific democracy and human rights, following nationwide radio broadcasts;
- (5) training for penal staff on regulations and the rights of prisoners and improving conditions in prisons;
- (6) establishing a journalism prize to promote informed debate on democracy and human rights principles and to encourage the Nigerien press to take a more active role in defending democracy and investigating human rights cases;
- (7) producing democracy and civic

education manuals for primary and secondary level teachers and holding a training-of-trainers seminar; and (8) establishment of four women's legal clinics in selected semi-urban cities of Niger to improve the understanding of laws and regulations in rural areas.

Gender Considerations: USAID/Niger continues to emphasize the role of women and to encourage and measure women's participation in most USAID activities. Participation of women in the mission's decentralized rural financial services activities were especially heartening this past year. Women's groups increased in number and often received literacy and other training. Of the individuals receiving vocational training through CARE, 55% were women. Also 50% of university level students under the African Training for Leadership and Skills (ATLAS) program are women, as are 42% of trainees under HRDA.

Following the development of the *Women in Development Action Plan: 1992-1994*, reported in the 1992 and 1993 API reports, the Mission continues to employ that guidance and the 1993 USAID Mission Order to gain better integration of gender considerations in the design, implementation, and evaluation of all projects and programs. It ensures that "the full participation of women in, and the full contribution of women to, the development process is recognized, encouraged, and promoted."

The Mission has supported women's organizations and other forms of association, increasing the involvement of women in the democratic process and improving their general economic status. Some of the planned women in development (WID) activities were not completed. The primary reasons for this are: (1) Many Nigeriens still give only lip service to the importance of women in society and to national development. (2) The political and social situation has not changed markedly. For instance, women play a variety of roles in the civil service and in society in general, but legislation, including "the Family Code," has been blocked. (3) Most initiatives regard areas requiring long-term investment, e.g., building human capacities and also the organizational basis necessary for rural women's credit and saving organizations require more than one or two years of support.

The 1993 API reported several initiatives to promote gender analysis and application of gender equity concerns in the Mission's program on a project-by-project basis, and to involve a broad array of Nigerien and expatriate personnel to better integrate these issues in the attitudes and awareness of all staff. This process included engaging the GENESYS Project to provide technical assistance in the area of gender and development (GAD) training. Late in 1993, GENESYS conducted two workshops on "Gender Considerations in the Implementation of Development Projects". Several USAID staff and 80 counterparts from the GON, PVOs, NGOs and other donors attended the workshops and were oriented to use of gender analysis in determining constraints to project implementation. The Association of Nigerien Women Jurists implemented a democracy activity focusing on empowering women through the media, which included preparation of poster and radio messages directed at women throughout the country.

Despite these successes, it must be said that Mission momentum in sensitization to the practical benefits of better gender analyses in project evaluations and design was not satisfactorily maintained in 1994 mainly due, we believe, to USDH staff downsizing, reorganization, and preoccupations with new strategy development throughout most of the year. The Program Office has engaged a Nigerien rural sociologist, a woman whose previous research was in women's participation in local elections. About 40% of her time is dedicated to WID and GAD activity. During 1995 the Mission will complete a WID/GAD Action Plan.

Training and Education: During 1994, training began to focus on the Mission's proposed strategy objectives. Project-by-project budgetary analysis showed that about 10% of all USAID projects is allocated for training, most of it already targeted towards the three objectives. The latter had not been true of the almost \$1.0 million per year for long-term training through HRDA and AFRAD follow-on project, ATLAS. The HRDA project was set up to identify and alleviate constraints not addressed under sectoral project assistance. Fifty percent of HRDA resources are devoted to provide training in management skills to private sector participants, and 35% of HRDA participants are to be women. It also provides training in specific areas including development aspects of law, grant operations, economics of development, and privatization and decentralization. From 1988 to 1994, the HRDA program has trained 1,003 participants, of whom 284 are women. 1994 has been a slow year due to constraints imposed by the Brooke Amendment; only four participants (three men and one woman) were trained, whereas in 1993 a total of 181 participants were trained, including 49 women.

Through ATLAS, USAID/Niger has trained 37 participants including 11 women. ATLAS supports Ph.D., MSc. and BSc. degrees. (The BSc.-level was included for women only in order to attract more candidates. In 1994, eight participants (four men and four women) left for training in the US and are still active; they joined seven participants (five men and two women) who began training in 1993.

During 1994, selection of candidates for training under both the HRDA and ATLAS projects was shifted towards supporting USAID/Niger strategy objectives. This shift will become more pronounced during 1995. Although the number of trainees is small for 1994, 42% of trainees are women, and 50% of university and graduate students are women.

Regional Projects: During 1994, the Famine Early Warning System (FEWS) project assisted USAID, the GON, and other donors by forecasting and assessing food insecurity through analysis of a broad spectrum of price, agriculture, and climatic data as well as satellite imagery. FEWS helped mobilize the GON's early warning system to assess high risk populations through nutritional surveys, training seminars, field missions and operational support.

Sahel Water and Data Management III (AGRHYMET) continued collecting and interpreting agricultural, hydrological, meteorological data and provided recommendations for greater food security and reducing vulnerability to food shortages. New GIS and telecommunication equipment were installed and nine INMARSAT telecommunication stations were acquired and installed and training on their applications carried out. Other activities included hiring the World Meteorological Organization (WMO) technical teams to implement project activities during the project extension period, support to NACS, and improved liaison with UNSO, ICRISAT, FAO, World Bank, and ILCA. AGRHYMET, with CERPOD, supported an innovative GIS approach to analyzing spacial distribution of access to health care services, displayed at the 1994 Cairo International Conference on Population. Emphasis is being placed on further Sahelianization and institutional strengthening. Although funded regionally, USAID's implementation is the responsibility of the Mission, through a grant agreement with the WMO. In 1995 the project will have an agreement with the Comité Interétation pour la Lutte contre la Secheresse dans le Sahel (CILSS)/AGRHYMET and an institutional contractor.

Africa Emergency Locust/Grasshopper Assistance (AELGA) project helps prevent/minimize grasshopper and locust damage to crops and pasture. It provides logistical support to the Directorate of Crop Protection (DCP) for survey and control operations and provides training in crop protection to DCP agents and farmers. In 1994, the DCP treated approximately 12,000 hectares, which enhanced food security for about 150,000 persons. AELGA activities will be absorbed into the DPM project after 1994. Although regionally funded, these projects contribute to Niger's food security.

USAID/Niger's Strategic Indicators: The following pages describe in detail the progress and challenges that USAID/Niger is experiencing in its activities and policy interventions to meet its strategic objectives. The Mission is working across the board to establish the environment that will aid Nigeriens to undertake focused development activities at the grass-roots level. Where baseline, quantitative data has not yet been developed for indicator tracking purposes, we have included narrative to describe the policy and strategic activities creating an environment conducive to upcoming project activity.

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

<p>MISSION PROGRAM GOAL</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 153,173 per year by 1995. 1.B Percent of children vaccinated against measles at one year increases from 19% in 1990 to 35% by 1995.
<p><u>Program Outcomes:</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 110 by 1995 (EOP). 1.2.a Percent of Ministry of Public Health (MOPH) pharmaceutical supplies distributed to non-hospital 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 362 by 1994.

<p><u>Strategic Objective 2:</u></p> <p>To increase the opportunities for sustainable agricultural production and rural enterprises.</p>	<p><u>Indicators:</u>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><u>Program Outcomes:</u></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><u>Indicators:</u></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); leading institution, percent of costs covered, from 30% in 1992 to 100% by 1995.</p>

<p><u>Cross-Cutting Target 1.4 and 2.3:</u>²</p> <p>To promote systems to forecast and respond to natural disasters.</p>	<p><u>Indicators:</u></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>
---	--

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.

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 SERVICES

- This strategy, aimed at cutting population growth and child mortality rates, provides for project and non-project assistance to bring about more rational planning, management, and allocation of health sector resources, through enactment of required policy and administrative reform measures, coupled with direct assistance to the GON for the development and implementation of a national family planning, maternal and child health program.
- Assistance is targeted to the most vulnerable groups, women and young children, and focuses on the most direct means of effecting fertility reduction: increasing the prevalence of contraception among married women of reproductive age. Given the strong correlation between reductions in infant and young child mortality and increased contraceptive use, the strategy targets both family planning and other child survival services. Institutional development and system improvements are needed for family planning and other health services. Integration of these priority interventions increases the efficiency and effectiveness of each program.
- As has already been noted, constraints during 1994 included prolonged periods of public sector worker strikes, a prolonged breakdown in the vaccination cold chain caused in part by the oil refinery strike in Nigeria and in part by problems in transfer of management from UNICEF to the Ministry of Health, continued stock outages of essential medications in the Public Sector, and a fundamentalist Muslim campaign against the condom social marketing program from October to December. Since then fruitful discussions have been initiated with leaders of the various groups, and a new social marketing plan is being implemented which will be more responsive to community norms. While the public sector worker strike continues into 1995, many of the problems with the cold chain have been resolved, and the problem of procurement and distribution of essential medications have been largely overcome by assistance from other donors.
- Major accomplishments during 1994 include the establishment of the Social Marketing Program, a high level visit to Morocco to examine the implementation of family planning programs in an Islamic environment, the invigoration of the health sector policy reform program leading to meeting conditionalities for three tranches of Non-Project Assistance under the Niger Health Sector Support project (NHSS), and release of two tranches (conditionalities for the fourth tranche were met late in the year and are expected to be released early in 1995), the completion of the cost recovery pilot program, documenting that the cost of medications can be covered by both direct and indirect payment for public sector health services. Many of these accomplishments were made possible by the 1992 redesign of the Family Health and Demography Project (FHDP) and the NHSS, which bore fruit in 1994. In 1994, USAID/Niger's health and population portfolio was overhauled, and a new set of activities designed, which will take the place of both the FHDP and the NHSS, which are in the final months of implementation. Some of the goals listed in tables below were overhauled in this extensive design process. The most significant impact on mission activities will be a redirection of assistance efforts away from the central and policy levels to the health district level, where assistance impact is expected to be much greater. An extremely important accomplishment was the eradication of indigenous Onchocerciasis from Niger this year. While vigilance must be maintained to ensure that imported cases do not reestablish the disease, this is a major milestone in improving health not only in Niger, but also in all of West Africa.

SO-1 INDICATORS	1988	1989	1990	1991	1992	1993	1994	1995	1996
I.A Distribution of modern contraceptives (Couple-Years Protection)									
Planned			24,700†	38,200†	52,400†	67,500†	83,700†	71,161†	109,056†
Actual	*		29,948	36,856	47,742	61,758	n.a.§		
I.B Percent of children vaccinated against measles at one year.									
Planned						25%	30%	35%	
Actual	12%	14%	12%	24%	21%	20%	15%		
Demographic and Health Survey Data					21%				

Data Source: Yearly reports by the Directorate of Family Planning; Ministry of Public Health (MOPH) Health Information System (SNIS); Direction Nationale du Programme Élargi de Vaccination

- * Prior year data: Contraception was illegal until 1988; therefore no statistics were available and distribution did not occur until the late '80s. In 1983, 20% of children under 2 received one dose of measles vaccine.
- † Targets for distribution of modern contraceptives have been revised. Planned figures here come from the 1988 project paper, delayed by two years to reflect actual delays in project implementation. Planned figures for 1995 were derived during the redesign effort described on the previous page.
- § Data from 50% of distribution sites is not yet available. A simple extrapolation from sites reporting would lead to an estimate of 75,920 CYP being delivered this year. The mission feels that this figure is highly suspect, and does not wish to include it in the tables without further information.
- † Estimates from Population and Health Services Project design effort (1994)

The family planning sector had a very disappointing year, largely for the reasons listed above. The sole bright spot was the establishment of the social marketing program, and its apparent weathering of its first major crisis, the opposition campaign of Muslim fundamentalists, which resulted in a temporary suspension of broadcasting and an equally temporary reduction in the number of distribution points.

Preventive health care programs, as tracked by the measles vaccination indicator, also showed the effects of the public sector strike, the rupture of the cold chain due to a lack of bottled gas from Nigeria and inadequate management. A major

factor in the falling vaccination rates has been a change in strategy from vaccination campaigns to providing vaccinations by outreach from fixed centers. While the latter strategy is more sustainable and cost effective in the long run, most programs implementing it encounter a period of falling rates at the beginning. The centrally funded Quality Assurance and Measles Initiative projects are attempting to deal with the management and planning aspects of this type of delivery system. While success has been experienced--i.e. many of the management problems with supply of bottled gas have been overcome--it is still too early to see results in national statistics.

PROGRAM OUTCOME 1-1: DEVELOP AND IMPLEMENT SUSTAINABLE COST RECOVERY AND COST CONTAINMENT SYSTEMS							
SO-1 INDICATORS		1990	1991	1992	1993	1994	1995
1.1.a	Number of PHC facilities with staff trained and equipped to implement standard treatment protocols, and pharmaceuticals in stock						
	Planned	*	43	43	51	90	225
	Actual					§	
1.1.b	Number of PHC (non-hospital) facilities implementing cost recovery systems.						
	Planned	*	0	0	18	51	110
	Actual				18	71	

Data Source: Ministry of Public Health (MOPH) Health Information System (SNIS); Programme Elargi de Vaccination, UNICEF, Fonds d'Aide et de Cooperation, Cooperation Technique Belge

- * Prior year indicators: these protocols were not defined until well into the current project; hence no data before 1991 can be available.
- § Data not collected and reported by the Ministry of Health. The numbers are likely to be lower than the previous year, since there was a near total breakdown in pharmaceutical delivery, caused by and exacerbated by the general fiscal crisis. With assistance from other donors, notably the World Bank, EEC and Fonds d'Aide et de Cooperation (France), the problems with pharmaceutical procurement have been addressed for the time being.

The Pilot Test cost recovery project ended this year, documenting that sufficient costs could be recovered to cover procurement of medications. Legal structures are currently being enacted that will allow other sites in the country to

implement cost recovery schemes, something that was not possible prior to this time. This activity is conducted in cooperation with UNICEF's Bamako Initiative.

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

SO-1 INDICATORS		1990	1991	1992	1993	1994	1995
1.2.a	Percent of MOPH pharmaceutical supplies distributed to non-hospitals.						
	Planned	*	30%§	30%§	35%	45%	50%
	Actual				65%		
1.2.b	Annual number of out-patient consultations ('000s):						
	Curative						
	Planned		5,560	8,258	8,539	8,830	9,130
	Actual	5,376	7,987	7,773	6,482	†	
	Pre- and Post-natal						
	Planned		235	363	382	402	423
	Actual	233	348	383	387	†	
	Well Baby						
	Planned		385	590	622	654	688
	Actual	382	563	594	667	†	

Data Source: To be developed through project intervention in 1993-94; MOPH Health Information System (SNIS); Office National pour le Produits Pharmaceutiques et Chimiques

* Prior year data: Systematic data were not collected and analyzed before 1990

§ Based on anecdotal information; no other data available.

† Due to a coding error during the change to a new national health information system, these data were not collected in 1994.

These measures address the issues of delivery of primary care as opposed to inpatient care. The most striking change is the non-hospital distribution of pharmaceuticals. Unfortunately, this is specious. Provision of medications to private pharmacies and for-profit subsidiaries by the pharmaceutical monopoly

made up a far greater proportion of pharmaceutical distribution in Niger, because the hospital sector had ceased to pay for medications, and therefore did not receive restocks. Next year, partly because of the restocking phenomenon, we expect the proportion supplied to the non-hospital sector to fall drastically.

**PROGRAM OUTCOME 1-3: EXTEND AND INTEGRATE PRIORITY FAMILY PLANNING, MATERNAL AND CHILD HEALTH PROGRAMS
IN PRIMARY HEALTH CARE FACILITIES AND IMPROVE SERVICE DELIVERY EFFECTIVENESS**

SO-1 INDICATORS		1989	1990	1991	1992	1993	1994	1995
1.3.a	Number of PHC facilities providing an accepted minimum of MCH services, including family planning services. §							
	Planned				160	281	331	380
	Actual	114*	125	144	201	306	330	475
1.3.b	Number of PHC facilities providing vaccination.							
	Planned						352	362
	Actual	*	184	187	302	342	343	

Data Source: Quarterly reports by the Directorate of Family Planning, Logistics Management System, MOPH Health Information System (SNIS)

- * Prior year data: the accepted minimum of services was defined in the late '80s. Until 1989 the national immunization strategy was based on mobile outreach teams and not on widespread availability in existing primary health care (PHC) centers.
- § The full range of MCH services includes pre-natal and family planning clinics, services for under age 5, clinics for malnourished children, and curative services for sick children.

As the number of facilities that offer a minimum of services increases, the focus of the USAID program will change to ensure that the management mechanisms are in place to ensure that the potential is actually achieved. This is exemplified by the Quality Assurance project in Tahoua Department, which is working to empower managers and employees to change work habits to achieve results. One of the major indicators of the success of this approach is that,

possibly because of improved employee morale, the Tahoua Department public health facilities have not suffered to the same degree from the nationwide public employees strike.

The slight drop in number of PHC centers providing vaccination reflects the impact of the prolonged public sector strike and of the cold chain breakdown.

STRATEGIC OBJECTIVE 2A: INCREASE THE OPPORTUNITIES FOR SUSTAINABLE AGRICULTURAL PRODUCTION

In order to promote the overall goal of sustainable economic growth, USAID/Niger's programs are designed to change the policy environment to set the stage for the men and women of Niger to take control over their own resources. The Mission targets those sectors that produce income and a livelihood for the majority of Nigeriens, who live in rural areas. Increasing their ability to control their resources means first providing legal and regulatory authority for decentralized, community-level management, and then supporting specific activities that enable men and women to take advantage of these new opportunities, and better manage their natural forests, agricultural land, pasture, and waterpoints for sustainable market yields, and promoting the export of Nigerien products.

Progress in policy reform last year was excellent. The GON satisfied conditions for disbursement of ASDG II Tranches IA and IB, and USAID currently is reviewing documentation on the satisfaction of Tranche IIA CPs. A counterpart account was established to fund local-level NGOs, to be underway in mid-1995. New sub-project activities targeting specific communities will carry the benefits of the improved policy environment to people-level actions. Specific policy achievements in 1994 include:

- The Rural Code Secretariat (RCS) drafted two, and began work on a third, of the "complementary" laws necessary for the implementation of the Rural Code (passed March 1993), the comprehensive legal framework outlining the principals of natural resource management in Niger. The RCS also established two pilot land commissions, the lynch-pin institution for the implementation of the Rural Code, translated the Rural Code into four local languages, conducted research on reasons behind land tenure conflicts, and completed a broad campaign to make the Rural Code known to Niger's population.
- USAID, the French, the Danish, and the World Bank are coordinating resources to implement the Rural Code which should secure land tenure, making the management of natural resources a more participatory and decentralized process. The list of donors committing resources to the updated RCS strategy document of December 1994--informed by the national Rural Code progress assessment conference held in August, and by a series of land tenure studies--underscores the importance of this long but critical process.
- The Directorate of Environment has achieved consensus around a number of necessary changes in the profile of the front-line actor in environmental conservation--the forest agent. The January 1995 national convention culminated a year-long series of USAID supported studies, and gained GON commitment to drafting an inclusive law concerning the environment (*Code de l'environnement*).
- The GON's interministerial Sub-Committee for Rural Development accepted the recommendations of USAID's decentralization study, and will undertake the necessary reforms to provide a legal basis for community NRM committees in Niger, thus removing a critical weakness which affects many NRM projects.
- The Natural Resources Management Unit (Cellule GRN), Niger's institution for national-level coordination of NRM activities, has proven its effectiveness, and became accepted by the donor community as the focal point for strategic NRM planning, coordination and implementation in Niger. Efforts are underway to develop a national NRM plan, in coordination with the National Environmental Action Plan and Desertification Convention processes.

SO-2A INDICATOR	
2.A Number of resource users adopting NRM practices:	For a number of reasons, the Mission has not been able to collect data on this indicator. As written, it is unclear, and too broad. An unreasonable amount of Mission resources would be necessary to track it adequately. The meager resources available for monitoring and evaluation in this sector have been spent, rather, in jointly developing realistic indicators with our partners.

The start up of the NGO component also makes available significant ASDG II funds for monitoring and evaluation of NRM practices. While resources were committed to monitoring under ASDG I, its purposes were different from that of ASDG II, and its indicators are now less appropriate. To date, ASDG II strategy has been to leverage limited resources through coordination with the numerous other NRM and environment monitoring efforts being undertaken in Niger (in particular, the World Bank and UNSO projects). An exceptionally thorough enumeration and hierarchy of NRM indicators was prepared for the Mission's pending Strategy Plan. Numerous activities were undertaken, including testing the use of aerial videography as a monitoring

tool, and the production of a database on NRM projects in a GIS framework. However, the growing recognition that improved NRM impact monitoring has become crucial has provoked the Mission's decision to undertake period national-level household survey beginning in 1996, modeled after the Demographic and Health Surveys, also for possible use by other countries in the Sahel. Preliminary work in 1995 will provide provisional baselines, develop and revise methods, and create the area frame sample. The mission also will conduct special monitoring studies targeting gender issues.

PROGRAM OUTCOME 2A-1: INCREASE INDIVIDUAL AND COMMUNITY CONTROL OF NATURAL RESOURCES

Activities undertaken to achieve this program outcome aim to provide local populations with both the legal authority and the means to manage the natural resource base in a sustainable manner. The four impact indicators that the Mission selected in 1992 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. While data is only available for one of these indicators, the results of the mission's field-level activities are documented, and appear in this text. Revised NRM indicators will be provided in the Mission 1995-2002 Strategy Plan.

SO-2A OUTCOME INDICATORS	1986	1989	1990	1991	1992	1993	1994	1995
2.1.a Number of hectares of managed agricultural land		400,000					†	567,000
2.1.b Number of hectares of community-controlled woodland sites								
Planned						73,250	93,250	113,250
Actual	1,500	—	12,692	26,609	57,431		225,584	
2.1.c Number of public wells attributed to individual or community management							§	
2.1.d Number of hectares of pasture under management by pastoral associations							¶	

Data Source: Database on NRM projects in Niger developed under ASDG II; project documents

- † The Mission is defining a more meaningful indicator to measure the impact of its NRM portfolio on agricultural land. At present, no two projects use the same methods to measure impact on cropland in Niger.
- § Had ASDG II sub-projects begun in 1993, by 1994 the Mission could have presented the number of wells attributable to project activities. (The NRM project in Gouré has facilitated the digging of over 450 community wells.) However, without a clear definition of terms, and a unified monitoring information system for NRM projects (the development of which are being supported under ASDG II) the GON and the Mission are unable to provide data on this indicator for all the various projects and community initiatives in Niger.
- ¶ While it is impossible to determine the number of hectares under the management of pastoral associations—they do not measure or register land—the number of pastoral associations increased by one in 1994 and the number of members keeps growing, to a current total of more than 89,200.

ASDG II policy and institutional work enabled field-level undertakings, such as the USAID Africare project, the ASDG I Tranche VI and ASDG II Tranche IB sub-projects, and Peace Corps village-level projects.

The 10 villages selected by the Africare team executing the Gouré NRM interventions have each elected management committees, developed resource management plans, and signed engagement contracts with the project and the government. Among them they have developed and submitted 54 proposals for activities to be funded by the project. So far, 21,000 trees have been planted in wind breaks and woodlots, and 50,000 seedlings produced in the municipal nursery. Dunes have been stabilized with 13 km. of dead fencing, and 476 shallow wells built for gardens. Project staff will soon expand activities out from these initial ten villages.

In addition to success in implementation, the project has proven to be a rich source of input into GON, donor, and mission policy in community-based NRM, particularly in the fields of gender, pastoral issues, and participatory environmental monitoring.

The last (sixth) tranche of ASDG I, almost \$5 million, financed thirteen NGO and GON sub-projects, such as natural resource mapping, the study of the role of the Forest Agent, and the execution of community-based natural resources management projects. Four of these projects have been undertaken jointly with other donors. Final evaluations will be undertaken in 1996. To date, the eight projects with activities in the field have worked with 368,000 men and women in 345 villages and 127 community associations. They have helped improve the management of 258,000 hectares of forest land, 3,400 hectares of cropland, and improved management of 197 hectares of pasture.

STRATEGIC OBJECTIVE 2B: INCREASE THE OPPORTUNITIES FOR RURAL ENTERPRISES

The GON's Office of Long-Range Plans estimates that Niger's 2.6% growth in GDP in 1994 was based on 9% growth in agricultural production. Good weather was critical and currency changes were important, but market reforms induced by earlier USAID programs--especially the lifting of agriculture price controls--allowed farmers, traders, and informal financiers to take full advantage of the weather and monetary changes. USAID/Niger continues to support specific activities that enable men and especially women to take advantage of new opportunities, such as organizing for savings and credit purposes and promoting the export of Nigerien products that increase productivity. The doubling of the number of Women's association's obtaining credit, is a demonstration of the Mission's commitment to integrating women into our programs. Progress toward this objective last year was exceptional though in some cases quantitative monitoring of progress has broken down.

The Niger Economic Policy Reform Program (NEPRP), designed to increase opportunities for sustainable agricultural production and rural enterprise,

focuses on conditions leading to improved agricultural marketing and export. During 1994, the GON met CPs requiring legislation and regulations to counter illicit taxation, intended especially to reduce this problem on Niger's main transport routes. The GON is close to meeting the conditions for release of Tranches V and VI which require demonstrating actual reduction in illicit road taxes and improved marketing systems. A study in 1994 estimated that prior years' decrees and publicity against corruption and bribe-taking, have brought about a 50% reduction in illicit road taxes.

USAID/Niger's portfolio includes several projects committed to providing credit and financial services. Continued growth of these voluntary associations and their performance is shown in data below. We believe these activities are contributing to the economic well-being of their participants, and to the economy of the regions in general. Over one billion CFA (\$1.9 million) were lent in 1994--most of it poverty lending--leading to newly created businesses and jobs.

SO-2B OUTCOME INDICATORS	Baseline: Avg. of 1986-1990	1990	1991	1992	1993	1994	1995
2.B Metric tons exported:							
Onions							
Planned					32,424	35,667	39,233
Customs Report	13,337	32,807	26,797	20,202	10,915		
Survey§					13		
Cowpeas							
Planned					37,588	37,467	41,440
Customs Report	5,703	32,062	34,093	34,750	26,306		
Survey§					92,188		
Skins/hides							
Planned					492	516	542
Customs Report	1,629	924	443	192	124	82	
Survey§					**		
Livestock							
Planned					18,960	19,908	20,903
Customs Report	--	32,782	17,197	61,319	59,197		
Survey§					52,201		
Illicit Enrichment Activities, (measured in average real 1992 CFA per km.				54		26	

Data Source: Customs Bureau (*Direction Generale de Douanes*).

§ Survey data from a highly regarded study on Niger/Nigeria trade by USAID's PAM/PASPE.

† Indicates incomplete data

Again this year we have not been able to obtain reliable single estimates for these indicators, but can share some notional estimates. Customs Bureau data are certainly unreliable. This department needs significant institutional development to be able to collect reliable data. The project component of NEPRP was rapidly developing data collection capabilities of Customs, but USAID regulations forced us to cease all assistance. One branch of Customs is responsible for law enforcement as well as data collection, and we learned that Section 660 of the Foreign Assistance Act prohibits USAID from working with them. We are urging other donors (WB, UNDP, French) to improve Customs data collection, and we also are developing other methods (surveys and local administrative networks) to obtain the export data. We may expand the PAM/PASPE study to

cover all borders; a follow-on trade survey is planned for 1995 to compare with the 1993 study.

Data problems notwithstanding, reports from both producers and traders for each commodity convince us that in 1994 there was a large increase in exportation. The naira appreciation and CFA devaluation stimulated sharp increase in export of all these commodities and we are confident that great increases occurred in 1994. (Also see NIAMEY 01177, Feb 94).

Exports in 1995 may drop slightly because of the combined effects of currency equilibrations and probably lower rainfall. However, if policies continue to improve there should be further growth in exports, even with normal rainfall. Most of these exports still will be in the informal sector for the medium

term, until policy reform has improved the business environment to the point that the benefits of becoming a formal enterprise (e.g., protection under the rule of law, freedom to publicize openly and freedom to expand) outweigh the costs (e.g., taxes, harassment by rentseekers, and delays in operations).

A new indicator reports results of a USAID "customer" survey begun in 1992. The second survey of truckers, farmers, and traders who are affected by corruption, reported a 50% reduction in real terms, of bribes paid per kilometer of road traveled. This suggests to us that government officials during 1994 began to receive less in illicit payments, while suffering from late salary payments and reduced buying power due to the devaluation. The corroboration of this data comes in large part from answers when transporters were asked why they are paying less: *Because they heard on the radio that they did not have to pay export*

taxes, and because they no longer feared the government officials who stop them, they now are bargaining the price down ... sometimes to zero. It seems if a trucker argues too much, the official will tell you to move on so as not to give a bad idea to the next. We believe this is further testimony to the proposition that democracy helps reduce fear of abusive officials.

Tranches V and VI are close to disbursement. Tranche V awaits completion of a publicity campaign, which has already begun. The political problems in forming a government blocked the satisfaction of several Conditions Precedent to disbursement of Tranche VI for the last several months because there was no government to sign a decree or assembly to pass a law. However, agreement has been reached on these issues with senior GON officials, and a government again is in place. Tranche VI disbursement is expected in mid-1995.

PROGRAM OUTCOME 2-2: INCREASE PARTICIPATION IN AND OUTPUT OF PRIVATE SECTOR ACTIVITIES						
SO-2B INDICATORS	1990	1991	1992	1993	1994	1995
2.2.a Cumulative number of participants in financial services institutions (CARE and WOCCU)						
Men	1,151	4,552	10,839	15,539	19,893	25,000
Women	1,400	4,641	6,397	9,175		7,889
Corporate	3	4	4	10	43	15,000
2.2.b Total savings of members in savings programs (FCFA) (000)	1,569	2,941	8,875	16,245	36,600	68,520
Number of loans of lending programs per year						
- Number of loans by cooperatives	30	45	70	95	110	—
- Total loan disbursement under micro-enterprise lending project (FCFA) (000)	69,586	385,278	573,460	836,880	1,000,000	1,200,000

Data Source: CARE, WOCCU, CLUSA

The manner in which the number of participants was calculated in prior years needs to be changed. Good data are now available on participants from two of the three on-going projects and are shown in the 1994 figures. This is a significant increase over last year for the CARE and World Council of Credit Unions (WOCCU) projects. Next year data also will be available from Cooperative League of the USA (CLUSA) which will demonstrate that the program is in fact achieving its objective more rapidly than expected. The number of cooperatives assisted by CLUSA is 138 to date.

CLUSA's women's groups, reported on in the last API, are continuing their rapid growth and number 88 as of September 1994. One of the women responded when asked if they could keep economic growth going in spite of GON instability: "You've been giving assistance to the men for 30 years and look what you've got. Try giving it to us for five years and you'll see what we can accomplish...GON or no GON!!" To date, these groups have about 5,296 members and have made loans totalling 127,586,000 FCFA. Some groups have become formal and others are in the process of formalize their associations.

This year all three financial services projects have begun a transition. They have proven themselves to be successful at providing a service with high rates of

recovery. What they all have begun to concentrate on this year is how to completely formalize these services within the restrictive environment of the CFA franc zone of West Africa. As with their methods of operation, their plans for becoming independent viable entities are all different. WOCCU has begun forming a national association which will be a legal entity within the context of the proposed credit union law. CLUSA is beginning to form a financial establishment per the UMOA law to be able to give credit and possibly take deposits legally, although the banking law may require change to permit them to take deposits. CARE has determined that it is feasible to create a foundation and have it legalized according to French Law as was done in Senegal with the Ford Foundation and WARF. They are beginning these procedures in Niger.

All three projects are moving into the consolidation phase which promotes their sustainability. They will continue to expand, but not as fast. They are becoming viable.

CARE also provides training in sewing, radio and television repair, auto mechanics, auto electricity and carpentry. About 90 individuals received in 1995, 55% of whom were women.

SO-2B INDICATORS	1990	1991	1992	1993	1994	1995
2.2.c Cumulative number of businesses created as a result of receiving loan-funding						
Planned		200	400	600	800	1,000
Actual	—	2,217	9,700	10,000	4,900	
Men					3,287	
Women					1,613	
2.2.d Cumulative number of jobs created						
Planned		1,000	2,000	3,000	4,000	5,000
Actual	—	2,536	8,648	17,148	31,358	
Men					20,715	
Women					10,643	

Data Source: CARE Maradi

The data for CARE's job and business creation numbers are now based on a new ratio determined from a new impact study. Last year, CARE said that they are probably now supporting more businesses and creating fewer as their ratio of repeat loans grows. Now that the emphasis is on nurturing sustainability, the growth curve on these data will continue to get flatter. CARE had planned at one point to start in another region which would push the curve upward again. But they now realize they must consolidate their efforts in Maradi before moving on.

This is the strength of our present decentralized financial service program: All three activities are now concentrating on long term viability. Based on recent studies this will require some adjustments (e.g. interest rates) and hard policy dialog with the formal banking system, but signs of change are in the air as two banks who have not yet done business with the CLUSA project have now signed protocols.

SO-2 INDICATOR	1990	1991	1992	1993	1994	1995
2.2.e Increase in self-financing capability of group or institution:						
Cooperatives (percent of coverage)		10%	25%	26%	50% (EOP)	
Lending institution (percent of costs covered)	0%	—	80%	110%	120%	140%

Data Source: CLUSA, CARE

None of the three types of finance systems (CARE, WOCCU, CLUSA) are yet considered to be sustainable. Viability or "self financing" do not reveal the total picture. Because reimbursement rates are high and local operating costs are reasonable, all who have studied these activities are confident of their potential to become viable. This year we will undertake the assessments and

analyses to determine exactly what adjustments must be made to these programs to ensure their long term viability. We intend to devise a new, standardized indicator of viability to be used by all of the credit activities we finance.

SECTION IV: CROSS-CUTTING ISSUES

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, systems in Niger must be capable of forecasting, mitigating, and responding to disasters. In the past, crises have been followed by periods of struggle to regain the pre-crisis *status quo*. Energy and resources are spent on recovery and reconstruction, and not on new growth. In a democratic environment, systems that depend on decentralization of information and access to resources, be they local or national, must be developed. With the issues of famine and disease tied so closely to the sectors being targeted by the Mission's other programs, synergistic linkages can be made in reducing the vulnerability of the country to agricultural and health disasters.

PROGRAM OUTCOME: PROMOTE SYSTEMS TO FORECAST AND RESPOND TO NATURAL DISASTERS

USAID/Niger is working with the GON to develop policies and programs that minimize the impact of crises. The Disaster Preparedness and Mitigation Program (DPM) strengthens the GON capacity to deal with disasters, and promotes local-level coping mechanisms. Initiatives clarifying authorities, and promoting responsibility and coordination between local, regional, and national levels are being identified and implemented. These will enhance food security and health at the household level.

The DPM institutional contractor team arrived in Niger within the first trimester of 1994. This team has been working very closely with the GON Early Warning System (Système d'Alerte Précoce or SAP) and other partners in the food security framework for Niger (ministries of Interior, Finance and Planning, Agriculture, and Commerce as well as with other donors such as FED, France, Germany and the UN agencies) to assist the GON in defining an appropriate GON disaster response coordination structure. Major advances have been made in donors' efforts to define an efficient GON/donor coordination mechanism as well as including mitigation as a fundamental component of this framework.

The process indicators presented for this target reflect institutional changes, as people-level impacts are difficult to measure without foreknowledge of future crises. Much effort in 1994 was spent on working with the GON towards satisfaction of *conditions precedent* for policy changes and disbursement of the NPA-funded Emergency Fund. This will mobilize the resources needed for implementation of mitigation and relief interventions, meant primarily to reduce the impact of crises and disasters.

INDICATOR: Institutionalized, vertically integrated GON Early Warning System (*Système d'Alerte Précoce, SAP*) and assessment capability in place and functioning.

1992 Baseline Situation

- 8 Department Committees (includes Niamey) legally established
- SAP structure in place and legally formalized
- National Committee in place
- Some SAP components (response mechanism and 3 sectoral offices) not legally established
- Weak assessment capability in early warning system

1993 Accomplishments

- Some outstanding legal texts establishing sub-regional SAP committees drafted; all 35 sub-regional committees formed and functioning to varying degrees.
- Strategic planning process begun, including internal/external "stakeholder" analysis and strengths/weaknesses analysis.

1994 Planned Activities

- Conduct management training for SAP and DPM staff.
- Development of implementation plan for effective early warning structure.
- Formalize outstanding legal texts establishing arrondissement-level SAP committees.
- Train early warning committees and national staff in vulnerability assessment methodologies.
- Identify/formalize local-level vulnerability threshold levels.

1994 Actual Activities

- Management training of SAP and DPM undertaken in 1993 and 1994 workshops, job descriptions and responsibilities determined.
- SAP conducted workplanning exercise with GON management consultant establishing 3-year work plan.
- SAP conducted field missions to arrondissements where outstanding texts were collected and status of remaining texts identified..
- Annual SAP meetings determining vulnerability held in December 1993 and December 1994; design of workshop to refine vulnerability methodology underway.
- Study undertaken to define coping mechanisms in one highly vulnerable arrondissement.

1994 Additional Accomplishments

- Institutionalization through issuance of an *Arrete* by Prime Minister of the application of a vulnerability assessment in the determination of food distribution plans.
- Determination of distribution plans 1994 food aid.
- Three additional sectoral working groups established.
- Surveys determining nutritional status of children conducted in 4 highly vulnerable zones.

1995 Planned Activities

- Formalize outstanding legal texts establishing arrondissement-level SAP committees.
- Hold workshop refining methodology by which vulnerability is determined.
- Train early warning committees and national staff in vulnerability assessment methodologies.
- Develop system to coordinate data collection and preliminary analysis with response structure.
- Continue to identify local-level vulnerability threshold levels.
- Timely production of early warning bulletins.

In order to effectively mitigate crises and respond to disasters, the GON, with USAID/Niger's assistance, is mobilizing the national Early Warning System (SAP), which coordinates the collection and analysis of agricultural, socioeconomic, health and climatic data by central local technical services and then interprets the data against established vulnerability indicators, assessing assistance needs, and proposing responses to decision-makers. During 1994, operational support, technical assistance and training have been provided through FEWS II and DPM to assist SAP in accomplishing its tasks. DPM further promotes the integration of SAP with an effective disaster response coordination capability for food-related and other emergencies.

Several other USAID interventions support national and regional early warning information systems operating in Niger. These include FEWS III, AELGA, HPN, ASDG II, and AGRHYMET. Linkages among these and other donor early warning systems are operational and will continue to be strengthened over the coming months.

INDICATOR: Response systems for addressing crises are in place and functioning.

1992 Baseline Situation

- Ad hoc, non-formalized response mechanism in place.

1993 Accomplishments

- Workshop held for SAP and DPM staff in definition of response coordination responsibilities in 1993 and 1994.
- Two mitigation activities in Tanout arrondissement implemented, including famine mitigation activity based on logistical support for food distribution, and seed distribution to vulnerable populations.
- Mitigation activities underway in six selected villages in Loga arrondissement based on vulnerability and motivation of population implemented village wells, off-season gardening, etc.

1994 Planned Activities

- Establish national disaster response coordination mechanism.
- Sign legal text laying out authorities and procedures for disaster response.
- Establish Emergency Fund.
- Designate GON Food Aid Coordinator and responsibilities with legal text.
- Develop a format for and conduct resource inventories for all arrondissements and departments; draw up contingency plans for 9 arrondissements; establish functional communications network (hardware and channels).

1994 Actual Activities

- Design of draft framework for disaster response coordination unit, parallel to the national early warning system developed.
- Two technical documents establishing 1) the legal basis for declaration of emergencies and 2) the institutional framework for a national response coordination mechanism have been drafted and provided to the GON.
- With satisfaction of outstanding publication of 1994 food distribution imminent (2/28), a first tranche of the Emergency Fund will be disbursed.
- This CP will be satisfied in conjunction with the establishment of a national disaster response coordination mechanism, expected in the second quarter of 1995.
- These activities will be undertaken after the response coordination mechanism is in place.

1994 Additional Accomplishments

- Design and testing of procedures required to implement mitigation activities at the local level, including project proposal, project criteria, procurement, warehousing and distribution of materials, and end-project summary reporting.

- Effective accountability for 1994 food aid distribution.
- Identification and approval by Ministry of Finance and Planning of role for arrondissement-level MF/P accountants for management of emergency and mitigation funds.
- Receipt and vetting of mitigation intervention proposals.
- Design and testing of accounting system to manage the Emergency Fund from disbursement at central level to completion of each mitigation intervention at local level.
- An office and individual authorized to represent the Grantee to manage the Emergency Fund designated.
- Pilot mitigation activities undertaken in three selected arrondissements based on determination of vulnerability and motivation of population .
- Development of a system for tracking commodities and end-use checking.
- Two models for mitigation activities identified and evaluated for appropriateness in different situations.
- Draft design of donor coordination mechanism under discussion with various partners; role of mitigation within Niger's food security framework recognized by other donors and NGOs.
- Mitigation options manual produced in collaboration with OFDA; disseminated and used in design of DPM/SAP interventions.

1995 Planned Activities

- Establish Emergency Fund .
- Establish disaster response coordination mechanism, parallel to the national early warning system.
- Sign legal texts laying out authorities and procedures for disaster response.
- Designating GON Food Aid Coordinator and responsibilities through legal text.
- Develop system to coordinate data collection and preliminary analysis with response structure.
- Evaluate 1993-94 pilot mitigation activities.
- Develop format for resource inventory .
- Draw up contingency plans for 9 arrondissements.
- Establish functional communications network (hardware and channels), based on resource inventory needs assessment.
- Define role of regional administrators in cross-border activities as they pertain to early warning, emergency declarations and relief activities.

The DPM program seeks to vitalize the capacity of local populations, technical services, NGOs and the GON administrators to identify and coordinate disaster mitigation and relief interventions. The success of this major element of the program will rely on an effective early warning network providing clear determinations of approaches and priorities to mitigate crises and disasters and well as appropriate institutional reforms. DPM also establishes an Emergency Fund which will serve to mobilize resources necessary for the GON, through local technical services, NGOs, or community groups, to intervene in zones which are food-insecure through food- or cash-for-work activities which have an appropriate secondary benefit by addressing, for example, the constraints present in the population's sanitary, economic or agricultural production conditions.