

ASSESSMENT OF PROGRAM IMPACT (API)

USAID/NIGER

1993

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SECTION I: SPECIAL FACTORS AFFECTING THE USAID/NIGER PROGRAM

In the past year, Niger has made strides towards democratization and popular participation that are unprecedented in its own history and perhaps the Sahel. The 17-month transition period concluded in April with fair and peaceful elections, a multi-party national assembly, and a freely elected president. Transition to a new administration and to addressing the nation's priorities is occurring at a pace that reflects the new government's insistence on including the emerging political voice of the men and women of Niger. The French Treasury Inspection Team and the World Bank/IMF Article 4 mission to Niger in June 1993 were met with high quality collaboration and came away with the conclusion that while the economic situation of Niger is indeed critical, there is probable justification to begin the processes leading to negotiation of a Structural Adjustment Program (SAP). On August 13 the GON adopted the 1993 Finance Law (*Loi de Finance*), which laid out a series of measures to reduce government spending and increase revenue, an important precondition for multilateral assistance. USAID/Niger is working closely with the Government of Niger (GON) to provide assistance in designing and implementing innovative new policies that include the GON's new concerns about popular participation, resource management, and accountability. This year's API report describes programs that the Mission firmly believes will help the GON create a base and build its understanding of how to lead and manage in this new environment.

From Transition to Democracy: The new Government of Niger, led by President Mahamane Ousmane of the *Convention Democratique et Sociale (CDS)* party, was elected on April 11, 1993. The newly named Prime Minister, Mahamadou Issoufou, appointed a cabinet of 28 members, including five women (the largest number ever in the GON), and the new national assembly is in place with representation from nine of the eighteen political parties. The Prime Minister presented and the Assembly adopted a national political agenda consisting of five major priorities:

- Restoration of the credibility and authority of the State (e.g. demonstrate marked improvements in the quality of public services and the reduction of corruption by political figures and civil servants)
- Consolidation of national unity (e.g. negotiation of a permanent truce with the Tuaregs)
- Treatment of the economic and financial crisis (e.g. negotiate a Structural Adjustment Program with the IMF)
- Treatment of social problems (e.g. establish systems and regulatory guidance to resolve pastoral/agricultural tensions and land tenure issues)
- Decentralization of government services and decision-making to local and regional levels (e.g. provide more control and management of Department resources, including tax revenue, at the local and regional levels)

The GON is faced with an economic and social situation that will challenge their skills and resources. The transition government can lay claim to a number of successes that formed a strong

foundation for the new government to address these problems, to which USAID/Niger's program made significant contributions. The transition government successfully adopted the Rural Code, which the new government is now beginning to implement and disseminate. A new constitution was written and adopted in a nationwide vote in December 1992. The political party charter paving the way for a multi-party system was created. Building on the groundwork of the transition government, the new Prime Minister has promised that the Family Code will be presented to the National Assembly shortly. A 3 month ceasefire with the rebel Tuareg factions was successfully negotiated and finalized by the transition government in June, 1993 and renewed in September for 3 months and the new government has maintained these more positive relations and continues to work with the Tuareg representatives to respond to their concerns. Most recently, the three principal factions of the Tuareg rebellion agreed to adopt a common platform for negotiating a final peace agreement with the government.

The new government can already point to many areas that show marked improvement and commitment to their pre-election stated objectives.

Independent organizations, including development NGOs and PVOs, have increased in number to at least 110. Several human rights associations with representation throughout the country are in place and allowed to function by the government, and are even allowed to make unannounced visits to prisons. Prisons now hold people for a matter of hours instead of months. Reports from various human rights associations confirm that there is generally sincere and prompt action on the part of the authorities when an abuse is exposed. All political prisoners (including Tuaregs arrested) were released in May.

Seven independent newspapers now exist and are operational in addition to two that are state-controlled. The new media and press regulations adopted by the transition government allow free and privately owned radio and television to operate in Niger. Radio France International and one local entrepreneur recently announced their intention to open independent radio stations in Niger very shortly.

Labor unions and other representational groups, including NGOs and village associations, are key actors in this new political environment. The GON has created a commission in charge of negotiating with such social partners. A memorandum of understanding is envisioned that will allow the GON to carry out and implement policies that are conducive to economic and financial recovery and social relief, without facing social disruption and strikes by labor unions and other organizations.

Officials and political appointees under the new Government are learning quickly the principles of public accountability that help a democracy function. With the President and Prime Minister leading the way, all senior officials have made public their property holdings, including bank deposits and other assets. The commitment of the GON was also demonstrated in mid-August in a letter signed by the Prime Minister announcing the GON's plan to strictly enforce the corruption and illicit enrichment law passed in 1989, instructing all ministers to take appropriate actions. This was reinforced by a second letter in October in which the Prime Minister requested Ministers to report actions taken. At least nine ministries had responded with descriptions of actions and results by the end of October. While this move was directly attributable to USAID/Niger's work under the Niger Economic Policy Reform Program (NEPRP), the GON demonstrated their independent commitment to eliminating corruption by stating to USAID officials their intent to go beyond merely targeting corrupt officials in this campaign, but also targeting the "bribe-givers" who often instigate illicit practices in order to avoid taxes and regulatory procedures. The GON has asked USAID/Niger's assistance in developing anti-corruption publicity campaigns focusing on both public sector and private sector participants.

USAID/Niger's interventions to strengthen this nascent democracy cross-cut our entire portfolio and are not limited to those activities specifically funded under the democracy programs. The nurturing of responsibility for economic and social welfare on the part of rural populations themselves is a critical element of the program. With USAID encouragement and assistance from our ROD project, laws regulating cooperatives have been revised and are now before the Legislative Assembly. The new laws allow cooperatives and pre-cooperatives to develop more fully by removing constraints on their range of economic activity and geographic dispersion.

In our disaster preparedness and mitigation projects we are helping local arrondissements and cantons to set up their own committees to monitor vulnerability indicators and recommend food security strategies to the government. In the natural resources sector communities are mobilizing to determine the best way to manage the revenue and forest product opportunities from natural forests, and the allocation of rights and access to land and water sources, in a sustainable manner. Again with assistance from USAID's ROD project, support to NGO and PVO lending and savings activities places particular emphasis on encouraging independent decision-making about financial management of loans and the ways in which savings are used, particularly now that regulations are in place allowing such organizations to form legally. Pilot cost-recovery tests in two arrondissements include local oversight committees to assure transparency and responsive management. Thus, as our projects work at the policy level to build environments conducive to decentralized and liberalized sector activity, we are also building capacity at the local level so that men and women are less dependent on government handouts and more able to make decisions and take action on their own to improve their lives.

Niger's Economic Status: During the transition period, Niger's economy stagnated. As reported last year, the transitional government apparently did not have the political will nor, in some cases, the authority to broach the difficult reforms required to meet targets outlined in its own *Programme de Redressement Economique et Financier (PREF)* or to reinstate the SAP. The June 1993 IMF/World Bank mission reported declines in several economic indicators over the previous year, including the GDP, public and private investment, external debt situation and government receipts. The poor fiscal situation resulted from inefficient tax collection systems, corruption in custom tax collection, increasing informalization of the modern sector, and a wage bill which comprises fully 70% of current expenditure.

Niger, nevertheless, made considerable progress as well, particularly in applying the difficult measures required to be eligible for a new SAP, focusing on reducing public expenditures (e.g., there has been a 25% reduction in civil servant salaries), and in increasing revenue collection (e.g., improved efficiency in customs collection. Production costs in the mining sector have been reduced. Certain banks (as well as certain public and parastatal enterprises) facing financial difficulties have been liquidated or restructured. The new Finance Law, discussed in Section II, aims to greatly reduce government expenditures and help improve the overall revenue base. Although it is unlikely that Niger will see marked improvement in its economic and financial situation during this calendar year, the World Bank believed (June 1993) that the increase in revenues and the control over public finances stemming from this Finance Law should result in reductions in the GON's budgetary deficit by early 1994. According to World Bank officials in Niamey and in Washington, D.C., such a commitment of the GON to serious fiscal reform, as demonstrated in the passage of the Finance Law, will likely result in a new stand-by agreement with the IMF. At the annual IMF/World Bank meeting in September in Washington, D.C., the GON presented its "1994-1996" Policy Framework Paper. A Memorandum Of Understanding was signed under which bi-annual meetings now are planned to monitor the impact of the reform measures undertaken and to advise adjustment as necessary.

Interestingly, the pace of economic policy reform - while less rapid than we would like - reflects the new broader participation of the nigerien population and interest groups in governmental processes. Niger is undergoing a thorough, gradual democratization process with all that this entails in terms of dialogue and difficulties in imposing socially painful measures. The GON made serious and sustained efforts to negotiate the form and substance of wage reduction and other fiscal saving measures with the *Union de Syndicats des Travailleurs du Niger (USTN)*, the national coordinating organization for workers' unions in Niger. In October 1993, they reached an agreement providing a 17% reduction in overall public sector salary. The GON also is scheduling negotiations with the University students who are trying to avoid reductions in their stipends.

An IMF/World Bank mission is scheduled for late November to examine the 1993 economic and financial situation and the 1994 budget draft document. The GON and the IMF/WB teams will certainly take this opportunity to discuss an amended Policy Framework Paper, taking into account not only the comments made in the Washington meeting but also the expected macro-economic and financial impacts of the new program, in the light of the recent GON-USTN agreement. These should eventually pave the way for a new structural adjustment program and a satisfactory macro-economic framework for donor investments.

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 1993 API report. Negotiation of a Management Contract between USAID/Niger and USAID/W awaits approval of a new CPSP to be developed in September 1994 (ref: State 033949, 4 Feb 1993), and USAID/Niger welcomes assistance from the PRISM project to update and refine our CPSP/CP, clarify objectives, and refine methods to measure performance, according to the latest guidance.

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 primary goal is to promote economic growth that will eventually become independent of donor resources. The emphasis that the Mission places on locally managed resources and reduced population growth in the above goal statement expresses our strategy for reaching this goal. USAID/Niger uses certain tools and project interrelationships throughout our portfolio to build upon skills being developed in Niger that will produce the maximum efficiency in achieving this goal.

- Privatization and resource leveraging elements are built into our health, rural enterprise, and agricultural marketing projects that will contribute greatly to the financial well-being of the Government of Niger and to the country's economic foundation.
- 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 (thereby also reducing population pressures on natural resources), (3) promoting locally managed Primary Health Care facilities (PHCs), (4) helping the GON develop community participation in famine early warning systems, and (5) assisting communities and groups to establish cooperatives and other financing organizations, according to their self-defined needs.
- Finally, USAID/Niger has successfully woven the use of Non-Project Assistance (NPA) measures into several sectors of its portfolio. Our use of NPA spurs the achievement of new policies conducive to improved conditions in Niger, and builds the capacity of the GON in policy formulation and implementation. Because of the manner in which USAID/Niger has structured its *conditions precedent*, the Government is a partner in designing and structuring policy changes, and is also required to plan and undertake policy implementation activities, an often-forgotten element of policy reform.

Our constant reinforcement of these skills, tools, and mechanisms is part of our strategy for promoting and sustaining economic growth in Niger.

Macroeconomic Indicators: The Government of Niger is currently taking action to pave the way to negotiate a new SAP. Many of the budgetary and economic problems evident in the figures below resulted from the inability of the transitional government to take needed reform measures. The consequent suspension of the SAP and the weak implementation of the autonomous (internal) fiscal effort (the GON PREF) also limited other donor interventions, many of which were tied to SAP conditionalities. The new government stepped into an economic jungle that included five months of arrears in civil servant salaries, past-due student scholarship payments, and the lowest level of revenue generation due to customs and tax shortfalls in several years. The continued decline of the uranium industry resulted in a decrease in exports of six billion CFAF in 1992. The IMF projected a further decrease in exports of more than five billion CFAF in 1993. Other exports in the formal sector also suffered, with a loss of competitiveness that has affected both industrial and agricultural production. Most notably, regionally traded agricultural commodities and livestock were greatly affected by the steady depreciation of the Nigerian *naira*. Although several banks in difficulty were liquidated or restructured and the banking sector currently shows signs of improved liquidity, financial institutions are more reluctant than ever to provide credit for private sector investment. In addition to a wary banking sector, the prolonged absence of a SAP has contributed to the private sector's unwillingness to invest. Informalization of the private sector makes the GON tax collection more difficult. The resulting deficit in the GON's current account balance reflects the numerous obligations that must be addressed by the new administration.

TABLE 1 MACROECONOMIC INDICATORS

Economic Trends	1988	1989	1990	1991	1992	1993 (est.)
Gross Domestic Product (GDP)						
Real GDP in Constant Prices (annual % change)	5.6	0.1	-1.8	1.9	3.1	-0.3
GDP Per Capita (dollars)	331	315	292	261	295	295.8
Traditional Sector (in % of GDP)	68.9	68.2	70.7	71.6	75.9	75.6
Modern Private Sector (in % of GDP)	31.1	31.8	29.3	28.4	24.1	24.4
Balance of Payments (in billions of FCFA)						
Trade Deficit	-16.8	-24.9	-34.3	-14.6	-12.65	-11.32
Imports, c.i.f.	-126.7	-123.1	-118.9	-99.5	-87.57	-81.06
Exports, f.o.b.	109.9	98.2	84.6	84.9	74.92	69.75
Current Account Deficit (includes official transfers)	-18.4	-28.3	-25.7	-2.1	-17.59	-10.71
Total External Debt (in \$ mn)	1742	1587	1827	1653	-	-
External Public Debt as a Percent of GDP	60.8	47.8	48.7	52.0	57.9	59.8
Debt Service After Rescheduling (in % of exports of goods and nonfactor services)	33.5	27.2	15.8	29.4	31.8	44.2
Official Development Assistance (billions of FCFA)	371	296	358	182	-	-

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

The GON's new Finance Law addresses the major concerns raised by the IMF and the World Bank in their June meeting. Key among them was the reduction of government expenses, of which current expenditures more than 50 percent have been tied to the public sector wage bill over the past few years (or, on average, more than 90% of total tax revenues). The Finance Law announced salary

reduction measures that will result in an approximate savings of 5 billion FCFA, (in fact 5.5 billion CFAF in 17 months following the GON-USTN recent agreement), by decreasing salary levels at each grade and step of the salary platform. Benefits such as housing and vehicle allowances for senior officials and ministers will also be cut and a system for determining merit promotions put in place. Student subsidies and scholarships will be decreased. According to one World Bank official, a reduction in the overall civil servant workforce is not seen as necessary at this time, though redeployment, particularly from Niamey to other parts of Niger, is likely. The overall size of the government workforce is not believed to be an issue, so much as low productivity and poorly organized staffing (along with salary levels). Some attrition is foreseen as a result of disaffected employees who may not accept salary reductions (not expected to exceed 1,000 people). In addition, in their newly signed agreement with the French resulting in 5.6 billion CFA of budget support, the GON agreed *not* to pay the four months of salary arrears owed to civil servants and *not* to pay backdue student stipends. The new GON is *actively* providing proof of more than mere intent in its efforts to show fiscal responsibility.

On the revenue side, the Finance Law imposes, among numerous other measures: a new "sales tax;" a tax which will accompany the *carte de sejours*; and an employee tax of 4 percent for foreign labor and 2 percent for Nigerien labor (intended to encourage the hiring of Nigeriens over other nationalities).

Although overall these measures are not expected to completely resolve the fiscal problems of Niger, donors feel that they represent significant progress and, more importantly, significant commitment to taking the difficult decisions that will result in fiscal reform. The passage of the Finance Law resulted the release of some donor funding, such as the 5.6 billion FCFA French commitment that was recently signed but awaiting achievement of some conditionalities, a large package provided by the European Development Fund for government salaries, and assistance with debt arrear payments by the Netherlands. The donor community is clearly well pleased by this government's quick move—considering they took power in April—to undertake a difficult series of reforms.

Social and Quality of Life Indicators:

No new information for most of the indicators in Table 2 is available. However, since last year the Demographic and Health Survey was conducted and partially analyzed. The DHS is particularly relevant to the USAID program and the strategic objective for the health and population sector, since its major focus included mother and child health and population control measures and attitudes. Preliminary analyses of the DHS data are presented in Table 3.

TABLE 2 COMPARATIVE DEMOGRAPHIC AND SOCIAL INDICATORS

(A) WORLD BANK DATA: SOCIAL INDICATORS	1965	1988	1990	(B) NIGER OFFICIAL 1988 CENSUS: SOCIAL INDICATORS	1988
Population (millions)		7.3	8.5* (mid-1993)	Population • Male • Female	7.252 3.605 3.647
				Number of Years for Population to Double	21
Adult Literacy (age 15 and over)(percent) • Total • Male • Female	9 - 2	(1985) 14 - 9	28 - 17	Literacy (age 10 and over) • Total Literate Population • Male • Female	12.5 18.4 6.9
Education (percent enrollment) • Primary • Secondary • Tertiary	11 1 -	30 7 1	(1989) 28 6 1		
Life Expectancy (years)	-	45	45	Life Expectancy	44
Under Age 5 Mortality Rate per 1000 Live Births	-	(1989) 219	215	Under Age 5 Mortality Rate per 1000 Live Births ¹	287
Average Live Births per Woman (TFR) ²	7.1	-	7.2	Average Live Births Per Woman	7.1
Urbanization (percent of total population)	7	18	20	Urbanization (percent)	15.2

Data Sources: (A) 1990, 1991 and 1992 World Development Reports, World Bank

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

* This figure is extrapolated for 1993 based on 1988 Census figures using World Bank's assumptions.

¹ As reported in the 1988 Census, retrospective from 1980.

² TFR = Total Fertility Rate (average number of live births over a woman's reproductive lifespan)

TABLE 3 DEMOGRAPHIC AND HEALTH SURVEY: Preliminary Analysis

PRELIMINARY DATA FOR 1992 SURVEY	1992
Mortality Rates (per 1000 live births)	
● Infant Mortality Rate (under age 1)	123.1
● Child Mortality (between ages 1 to 4)	222.6
● Global rate of child mortality under age 5	318.2
Average Live Births per Woman (Total Fertility Rate-TFR)	7.4
Contraception Indicators for Women	
● Percentage of women stating knowledge of some form of birth control ³	75.7
- Total	58.0
- Modern	
● Percentage of women currently practicing contraception	
- Total	4.4
- Modern	2.3
● Education level for women using traditional birth control	
- No education	1.9
- At least primary education	5.1
● Education level for women using modern birth control	
- No education	1.5
- At least primary education	11.0
● Percentage of women expressing a desire for at least one more child	81.5
Contraception Indicators for Men	
● Percentage of men stating knowledge of some form of birth control	
- Total	85.4
- Modern	74.0
● Percentage of men currently practicing contraception	
- Total	6.7
- Modern	2.6
● Education level for men using traditional or modern birth control	
- No education	89.3
- Primary	7.2
- Secondary, 1st Cycle	1.8
- Secondary, 2nd Cycle	1.2
- Higher	0.5
● Percentage of men expressing a desire for at least one more child	93.0
Vaccinations (ages 12-23 months)	
● Percentage of male children fully vaccinated through PEV ⁴	13.7
● Percentage of male children with no vaccinations	61.0
● Percentage of female children fully vaccinated through PEV	15.3
● Percentage of female children with no vaccinations	56.1

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. Survey conducted in 1992, above preliminary results presented October, 1992. Final analysis projected September 1993.

³ 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.

⁴ PEV is the *Programme Elargi de Vaccinations*, including tuberculoses, three doses for diptheria, tetanos, three doses of polio vaccine, measles, and yellow fever, prior to the first year of age.

SECTION III: PROGRESS TOWARD STRATEGIC OBJECTIVES AND PROGRESS INDICATORS

This year's API report continues to be based upon the CPSP/CP approved by AID/W in April 1992. It also reflects the feedback that USAID/W gave to the Mission on last year's API submission, which assisted us to further strengthen our monitoring and evaluation activities and build the capacity of our projects to view these activities as part of their routine reporting requirements. Contract project staff for all of USAID/Niger's projects were integrally involved in collecting and updating data for the 1993 API report. USAID/Niger refined the Project Implementation Report (PIR) format so that information gathered for these reports now is directly pertinent to the API report as well as the interim, periodic reporting required of all projects. In addition, since last year's report the Mission finalized the Demographic and Health Survey, resulting in more rigorous data for many of the health and population sector indicators.

Finally, USAID/Niger contracted a consultant under the APAP II project to review existing indicators and evaluate their ability to reflect the impact and the progress our projects are making in meeting our strategic objectives. His study describes and establishes base values for indicators for monitoring GON progress in four areas: agricultural marketing, fiscal reforms, democratization, and USAID/Niger strategic objective indicators. The consultant, in a landmark activity, developed a pilot set of indicators for democratization and human rights that will be valuable in this and other countries to monitor progress in these sectors of emerging importance. The contractor provided further guidance that refines the indicators USAID/Niger currently uses to monitor its portfolio and also suggested new indicators for consideration. This document is currently under review by USAID/Niger, as described in Niamey 05448. USAID/Niger has included it here as **Annex I**, as key newly arriving USAID officers will contribute to the determination of the reliability and usefulness of the monitoring and tracking system prior to adoption.

Certain elements in USAID/Niger's portfolio and in our strategy for addressing our strategic objectives are highlighted below. While these categories may be implemented through special projects—often quite small in size—several of them also represent themes that we emphasize in all of our activities. The thrust to improve local groups' abilities to organize and determine their priorities and actions, which is a major priority particularly in the natural resources management and the credit and savings projects, is one 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 resources development projects, occurs in each and 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

USAID/Niger interventions for democracy aim at informing, educating, and empowering men and women in Niger regarding their rights and responsibilities as citizens participating in a democratic

society. In the past year, USAID/Niger conducted the following activities in support of democratization and the elections.

- Equipped the Bar Association library, making legal texts available to the public at large.
- Funded construction of 2400 ballot boxes and related activities, without which the elections could not have taken place.
- Provided support to the "Niger Multi-Media Democracy Support Project," which broadened public understanding of the democratic process through the use of media, and encouraged and facilitated increased public participation in the elections.
- Printed and disseminated the new Constitution, the Political Parties Charter, the Supreme Court Decrees since 1983, and Human Rights Seminar documents.

The following 1993 activities have been implemented or are underway:

- Conduct two Human Rights Seminars on how to detect, document, report, and prevent human rights abuses (accomplished).
- Fund the preparation of radio messages directed at women to ensure their understanding of and ability to participate in democratic processes throughout the country (Activities to begin in November, 1993).
- Produce for broadcast basic civics lessons on selected democracy themes using songs, sketches, and plays (LSGA and PIL signed. Activities projected to start in November, 1993).
- Provide start-up funding for activities to promote the development of democratic principles and institutions such as human rights groups, freely assembling political parties, and journalists and media participants who understand their responsibilities and opportunities in the new democratic environment in Niger (project under implementation).
- Fund the printing and dissemination of the Court of Appeals Decrees from 1983-1993, and the compendium of laws and regulations of the Ministry of Justice (Activities to start in December, 1993).
- Improve and facilitate the understanding of laws and regulations in rural areas in the "Village Law Project," particularly focusing on those legal issues affecting the day-to-day life of villagers.

Gender Considerations

USAID/Niger continued to place special emphasis on the role of women and to develop strategies to ensure that programs and project activities encourage and measure women's participation. Following the development of the *Women in Development Action Plan: 1992-1994*, reported upon in the 1992 API report, USAID/Niger began implementation activities to integrate the plan into the Mission's portfolio. In March 1993, a USAID Mission Order was issued that officially registers the commitment of USAID/Niger to ensure the 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." Factors that are integral to identifying areas where gender differences might have an impact on the success of development interventions, as the new "Gender and Development" (GAD) framework suggests, will be incorporated in all program and project design, monitoring, and evaluation activities.

The Mission Order formalized the role of the existing Gender Committee, with representatives from all technical divisions, the Program Office, and the Design and Evaluation Office (DEO). The Committee assists the WID (or Gender) Officer on technical issues as well as serving as a constituency that supports the Mission's efforts to enhance the roles of both men and women in development activities. Based on the guidance of the new GAD paradigm, USAID/Niger will emphasize sustainability and efficiency by putting resources in the hands of the men and women most likely to continue the development activity once USAID's participation is at an end.

The Committee successfully conducted its first annual portfolio review in May 1993 to evaluate progress on achieving objectives on a project-by-project basis. Committee members examined these objectives, which were established in 1992, to determine the progress made in individual activities. They recommended actions necessary to improve achievement of the objectives and assigned responsibility for follow-up to individual representatives and Mission staff, involving a broad array of Nigerien and expatriate personnel to better integrate these issues in the attitudes and awareness of all staff. USAID/Niger reinforced this process by engaging the GENESYS Project to provide technical assistance in the area of GAD training. In November 1993, GENESYS will conduct two workshops on "Gender Considerations in the Implementation of Development Projects". Eighty of this Mission's counterparts from the GON, PVOs, NGOs and other donors are to attend the workshops and will be oriented to utilization of a gender analysis tool in determining gender constraints to project implementation.

USAID/Niger has also implemented a number of other activities outlined in the Mission Order. A USAID/Niger WID officer attended a workshop on "Gender Dimensions of Program Effectiveness" held in the Gambia in April, where the quality and consistency of USAID/Niger's application of gender principles was widely recognized; the DEO has established a WID resource center for staff use; and the Mission has actively supported women's participation in a variety of democracy activities, including attendance by members of the Nigerien Women's Democratic Union and the Association of Nigerien Women at USAID/Niger-sponsored regional democracy workshops and partial funding to hold the first congress of the Nigerien Women's Democratic Union. The Association of Nigerien Women Jurists has been selected to manage a democracy activity focusing on empowering women through the media, which will fund the preparation of poster and radio messages directed at women throughout the country, as mentioned above.

Training and Education

In most of USAID/Niger's projects and programs, training and capacity building activities are integrated in order to build specific skills relative to the sector and the activity the project addresses. Yet, there is a need to invest in the longer-term training and higher education that creates cadres of men and women with technical expertise equivalent to those of the expatriates that often currently provide technical assistance. To create sustainable improvements in many sectors—business, environment, management, health—training and education are needed to form the foundation of developing a population that effectively manages its own resources, health, and economic growth activities.

The USAID-funded participant training program in Niger dates to the mid-1960s. A total of 2,365 Nigeriens have received training, of which 32 percent have been women, surpassing our target in this area and reflecting an increase of almost 16 percent over original targets. Recently, the program has focused on fewer disciplines linked more closely to sector areas in which USAID/Niger is involved.

Our second activity, the Human Resources Development Assistance project, works to identify and alleviate development constraints that are not addressed under sectoral project assistance. Under this project, USAID/Niger has upgraded Nigerien expertise in manpower planning and personnel management, provided training assistance to instructional staff in institutions of higher learning, provided training in management skills to private sector participants, and specifically targeted "areas of opportunity" including the development aspects of law, grant operations, economics of development, and privatization and decentralization. This program has trained 874 participants, of whom 31 percent have been women.

Finally, the Mission participates in the AFGRAD follow-on project, ATLAS, providing quality academic training for qualified African graduates for Ph.D., M.Sc. and B.Sc. degrees. Of the 32 ATLAS participants, 35 percent are women.

USAID/Niger's Strategic Indicators

The following pages describe in detail the progress that USAID/Niger is making through its activities and policy interventions to meet its strategic objectives. While several of our major projects are only now underway (ASDG II), contracts remain to be awarded (Disaster Preparedness and Mitigation) or Project Papers to be authorized (Agricultural Marketing and Export Promotion Project, AMEP), in all cases the Mission is working to establish the environment that will aid project implementors and the GON to undertake specific 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

<u>MISSION PROGRAM GOAL</u>	<u>Country Trend Indicators</u>
<p>TO PROMOTE SUSTAINABLE MARKET-BASED ECONOMIC GROWTH WHILE EMPHASIZING LOCALLY MANAGED RESOURCES AND REDUCED POPULATION GROWTH</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>Targets:</u></p> <ol style="list-style-type: none"> 1.1 Develop and implement sustainable cost recovery and cost containment systems. 1.2 Increase in the percent allocation of health resources to basic health services. 1.3 Extension and integration of priority family planning, maternal and child health programs in primary health care facilities and improvement of service delivery effectiveness. 	<p><u>Indicators:</u></p> <ol style="list-style-type: none"> 1.1.a Number of facilities with staff fully trained and equipped to implement standard treatment protocols, and pharmaceuticals in stock, increases from 0 in 1990 to 225 by 1995 (end-of-project [EOP]). 1.1.b Number of PHC (non-hospital, primary health care) facilities implementing cost recovery systems increases from 0 in 1990 to 110 by 1995 (EOP). 1.2.a Percent of Ministry of Public Health (MOPH) pharmaceutical supplies distributed to non-hospitals increases from approximately 30% in 1991 to 50% by 1995. 1.2.b Progressive increase in annual number ('000s) of non-hospital consultations through 1995: curative, from 5,376 to 9,130; pre-natal, from 227 to 423, and; well-baby, from 373 to 688. 1.3.a Number of PHC facilities providing a full range of maternal/child health (MCH) services, including family planning services, increases from 114 in 1989 to 380 by 1995. 1.3.b Number of PHC facilities providing vaccinations increases from 184 in 1990 to 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>Targets:</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); lending 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>

¹Some of the indicators for this Strategic Objective have not yet had baseline data studies conducted to provide the essential figures for tracking. In some cases, overall data is available, but is not gender-disaggregated. In this summary table, we have not included indicator elements for which no data yet exists; however, in the following pages the indicators are described in more detail, and plans to acquire and disaggregate the missing data are mentioned. A key factor is the lack of a technical team in place for the ASDG II program. One of their first tasks will be to conduct the baseline survey.

²This 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

This strategy, aimed at cutting population growth and child death 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.

SO-1 INDICATOR		Baseline: 1990	1991 act.	1992 est.	1993 pl.	1994 pl.	1995 pl.
1.A	End use distribution of modern contraceptives (expressed in Couple-Years Protection)						
	TOTAL	29,948	36,660	47,851	117,568	122,568	153,173

Data Source: Yearly reports by the Directorate of Family Planning

Indicator and Data Explanation:

The use of "distribution" indicators instead of "contraceptive use" indicators is an internationally accepted protocol in the health/population sector as "use" is virtually impossible to measure with any rigor.

The figures above represent an increase over last year's API planned figures, due in part to the fact that the training has occurred more expeditiously than expected. 1992 was the first year that USAID/Niger has tracked the distribution of condoms; it is included here in preparation of the baseline that will reflect the social marketing activity planned for FY 94. In the case of the pill, the number of couples protected is calculated by dividing the total number of pills distributed in one year by 13, giving couple-year-protection (CYP). As more delivery sites have become available, distribution of contraceptives has increased, thus increasing the total CYP. The CYP is used as a close estimate of contraceptive prevalence and is the standard measure used internationally to measure current impact of service delivery.

The figures are based on a steady percentage of increase in population using modern methods of contraception from: 2.9% (act.) in 1992; 5% (act.) in 1993; 7% (pl.) in 1994; to 9% (pl.) in 1995. However, to go beyond the 1995 percentage will require extension of services outside of the health centers.

Activities and Improved Program Environment:

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

In view of strengthening the management capabilities of the GON in the area of family planning, a functional decentralization system has been put in place in all departments for the following areas: planning and management of activities, financial management, training of health personnel in operations research, supervision and health education (IEC). A major mass media campaign is under way using the "soap opera" approach. Due to decentralization and to the enthusiasm of health personnel in being given the authority to locally manage activities, annual workplans have become a real tool. The contraceptive distribution system has shown no stock-outs since specific training has been given. More than 800 health personnel have been trained in various aspects of service delivery with special attention paid to quality of care.

In recognition of the commitment and high level of program activities carried-out jointly by the GON and USAID, the Population Action International (formerly the Population Crisis Committee) in its most recent evaluation cited Niger as one of the 13 countries worldwide to have made the most progress in their family planning program.

SO-1 INDICATOR		Baseline: 1990	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl.
1.B	Percent of children vaccinated against measles at one year.	19.0%*	23.7%	21.1%**	25%	30%	35%

Data Source: Ministry of Public Health (MOPH) Health Information System (SNIS), *UNICEF Vaccination Coverage Survey,
** Demographic and Health Survey (1992)

Indicator and Data Explanation:

This strategic objective indicator is considered representative of the overall level of quality and coverage of health services, as measles vaccination coverage is one of the last activities to be integrated into a health service delivery system, and in Niger is not given until the child's ninth month. When this service is available and being applied, it indicates that the range of normal services accompanying MCH is in fact being delivered.

Additionally, the government's National Health Plan (draft 8/93) sets full immunization coverage at 55% (12 - 23 month old target population) by the year 2000. This will be achieved through incremental increases in the next five years.

Actions/Activities and Improved Program Environment:

The national Expanded Program of Immunization (EPI) is in the process of expanding the number of fixed and outreach vaccination sites and of restructuring mobile teams. In support of these efforts, USAID assistance will continue to focus on training health personnel in the areas of planning, organization, and supervision of vaccination services, health education, and service provision.

USAID/Niger, through Médecin Sans Frontière long-term assistance to the national EPI program, supported the development of comprehensive training modules and national training of health workers in every department to provide immunization services in health facilities and improvement of the program's outreach work. Subsequently, USAID, through the Measles Initiative Project, is using quality assurance and operational research techniques to improve vaccination coverage in two Departments. Emphasis is placed on increasing coverage by decreasing drop-out rates, missed opportunities, and incorrectly administered vaccines. Though this program focuses on two of the seven Departments, the methodology and materials, and the number of central level EPI staff trained will be able to positively impact on the quality of services in other departments.

In 1992, the mobile strategy no longer received funding support by the donors; as a result, EPI is being forced to restructure mobile teams, which may result in decreased coverage during the transition period. The general lack of drugs and consequent drop in consultations also reduces opportunities for vaccinations in health facilities. However, USAID, through continued support to the National Health Information System, is improving the quality of disease reporting and use of data to monitor the development of major epidemics, such as measles, meningitis and cholera. For example, during the critical epidemic season, January - June 1993, 98% of the reports were received within two weeks at the central MOPH. This data is used by the Directorate of Epidemiologic Surveillance and Prevention (DSEP) to target high risk epidemic zones for early immunization outreach and provide more focused logistic support for EPI outreach activities.

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

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

Indicator and Data Explanation:

Development of standard diagnostic and treatment protocols (SDTP) was a pre-requisite that USAID/Niger established before being willing to implement cost recovery initiatives. These protocols were developed under the RESSFOP project (Belgian assistance) beginning in 1986 in the Dosso Department, and adopted by the GON in 1991. In 1993, the USAID assisted cost recovery pilot project commenced, expanding the number of health centers involved in these activities.

Actions/Activities and Improved Program Environment:

The creation of the Directorate of Pharmacy and Laboratories (DPHL) in the MOPH supports the training of SDTP in all PHC facilities, to start in 1994. A comprehensive training plan is being developed in 1993. Moreover, USAID worked with MOPH to develop an essential drug list, also a prerequisite to the cost recovery initiative. As this list has been formally adopted by the MOPH, USAID has proceeded to train staff in standard treatment protocols at PHC facilities in the cost recovery pilot zones, with later expansion to other regions. Once all PHC facilities of a region have trained and equipped staff, the cost recovery program will be introduced to that region.

INDICATOR	Baseline: 1990	1991 act.	1992 act.	1993 act.	1994 pl.	1995 pl.
1.1.b Number of PHC (non-hospital) facilities implementing cost recovery systems.	0	0	0	18	51	110

Data Source: MOPH Health Information System (SNIS)

Indicator and Data Explanation:

Cost recovery pilot tests of two alternative cost recovery methods is well under way. Cost recovery activities began in May 1993 in two districts. The tests are scheduled to last one year, after which the MOPH will adopt and implement the chosen system. It is believed that at least half of the 400 PHCs will have begun cost recovery activities by 1996 (note that this does not mean facilities will have 100% cost recovery). The success of the UNICEF sponsored Bamako Initiative in the Maradi Department will also determine if Niger reaches the planned figures for 1995. However, the expansion of cost recovery to a national scale is initially very expensive due to start-up costs of drug procurement and distribution, and training of personnel.

Actions/Activities and Improved Program Environment:

USAID/Niger currently provides a long-term health economist/researcher to measure the outcome of the cost recovery pilot test, to make recommendations to the government on a national cost recovery program. In FY 94, USAID/Niger will provide a long-term advisor to oversee expanded cost recovery implementation, which includes training in pharmacy and drug stock management, financial and administrative systems (such as patient registration), and facility management. Concurrently, USAID/Niger is also supporting the development of an audit capability in the MOPH, with mechanisms included to present and resolve findings resulting from audits.

The USAID assisted cost recovery pilot test is part of the MOPH effort to adopt a national cost recovery system for non-hospital facilities. In early 1994, the government will expand this cost recovery system to reach three departments, and by 1995 the remaining four departments and the city of Niamey will be incrementally added.

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

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

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

Indicator and Data Explanation:

This indicator is a proxy measurement of the importance that the government gives to preventive and ambulatory care (basic health services), as opposed to curative care. The presence of pharmaceuticals in a facility is considered to be a good indicator of resources allocated to that sector. Currently, no good data is available to indicate the percentage of resources (pharmaceuticals) going to curative facilities, but anecdotal data suggest that it may be as high as 70%. One of USAID/Niger's efforts during 1993-94 is to assist the government to implement a data tracking system that will provide this kind of information for planning and decision-making purposes.

Actions/Activities and Improved Program Environment:

In 1993, USAID assisted the Directorate of Administration and Finance (DAAF) in developing and managing a pharmaceutical procurement system for essential drugs to public health facilities. At the same time, USAID encouraged the government to create the National Pharmaceutical Office (DPHL) to provide technical oversight for the quality control of essential drug procurement. This system supports the EEC Budget Program to improve the availability of essential generic drugs to PHC facilities.

Actions taken to date to increase the percentage of pharmaceuticals found in preventative and ambulatory facilities include the adoption of the List of Essential Drugs, which laid out the authorized categories of drugs and minimum requirements for pharmaceuticals to be located at each facility level. Moreover, the implementation of a national cost recovery program will increase revenues in the non-hospitals for the procurement of essential drugs thereby increasing percentage of resources to primary health care. Further encouragement of the government to allocate increased resources to these facilities is in indicator 1.2.b.

This effort is also aided by the government's provision of autonomous public administration status (EPAS) to the three national hospitals. This status will result in the reallocation of financial resources to the non-hospital sector by giving the hospitals autonomy to reinvest fees collected for services and drugs back into the hospital's management.

INDICATOR		Baseline: 1990	1991 act.	1992 act.	1993 pl.	1994 pl.	1995 pl.
1.2.b	Annual number of non-hospital consultations ('000s):						
	Curative	5,376	7,987	7,772	8,539	8,830	9,130
	Pre-natal	227	345	378	382	402	423
	Well Baby	373	562	590 (pl).	622	654	688

Data Source: MOPH Health Information System (SNIS)

Indicator and Data Explanation:

1990 is considered the baseline year, as it is the first year the National Health Information System (SNIS) gathered data on a nationwide basis, with incomplete reporting of districts described below. The system is designed to collect data quarterly from 38 districts for a total of 152 district-quarters/year. Data missing for 1990:

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

However, for 1991 and all subsequent years, actual and projected figures are based on complete data from 152 district-quarters for curative, pre-natal and well baby consultations.

1991 showed a considerable increase in the number of non-hospital consultations reported in all categories, which is at least in part attributable to improved reporting. All 152 district-quarter reports were received, which explains the variation between the planned figures shown in last year's APIs, and the actual figures for 1991 appearing above. However, 1992 data shows less than expected increase due to wide spread drug shortages. Planned increases in future years are related to the population growth rate (3.3%) for curative consultations and to the crude birth rate (5.2%) for the pre-natal and well-baby consultations.

1992 actual figures are close to projections for preventive services. However, curative consultations have shown a decline compared to 1991 figures. Given the widespread lack of drugs in facilities and the low motivation of personnel due to nonpayment of salaries, the levels achieved are rather encouraging. All curative reports have been received, while 6 district-quarters are missing for preventive services.

Actions/Activities and Improved Program Environment:

USAID interventions take into consideration that the number of consultations are most influenced by drug availability, which is currently insufficient and likely to remain so until cost recovery is fully implemented. The experience to date with cost recovery pilot tests demonstrates that as drugs become available, the number of curative consultations increases and so does the opportunity of the health centers to provide more preventive services. However, the general economic condition of the country will also influence cost recovery initiatives and the amount of revenues generated for the procurement of drugs.

Additionally, USAID/Niger provides support to achieve this target by helping the MOPH improve the quality of its available planning information. With support in accounting and financial management, pharmaceutical and personnel tracking systems (training of personnel and installation of automated systems), and assuring availability and use of improved demographic and health information, the MOPH will be able to improve its planning and implementation of adopted strategies and health service delivery programs.

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

INDICATOR	Baseline: 1989	1990 act.	1991 act.	1992 pl/act.	1993 act.	1994 pl.	1995 pl.
1.3.a Number of PHC facilities providing a full range of MCH services, including family planning services, increases.	114	125	144	160/201	281	331	380

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

Indicator and Data Explanation:

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.

The increase in 1992 from planned to actual figures is a result of an increase in the rate of staff training for PHC facility service providers in family planning, a result of improved planning and energetic work on the part of the Ministry and contractors. There are a total of approximately 400 fixed-site facilities other than hospitals in the Niger PHC system. Many of these only have one nurse and very limited equipment and medicine. To date, a total of 281 facilities have already been reached, however. To expand this number, the World Bank will provide funding to help an additional 50 facilities provide these services.

Actions/Activities and Improved Program Environment:

Instead of centralized training held only in Niamey, clinical training has now been decentralized, with USAID support, to each Department. Training programs can now be conducted simultaneously in several regions of the country. Future years planned figures have been increased accordingly. Training of staff, along with institution of outreach services to villages without fixed facilities, are being tested by PVOs with USAID support. At the end of each training session, the centers where the trainees are posted are added to the FP logistics system. The immediate result is that more fixed-site facilities have health staff trained in FP service provision, with an accompanying higher level of awareness of standards and the need for FP service delivery among staff. True people-level impact of the presence of FP-trained staff will be felt in the Strategic Objective Indicator 1.A: end use distribution of modern contraceptives, and of course, eventually, declining birth rates (measurable only in census years or through periodic sampling).

INDICATOR	Baseline: 1990	1991 act.	1992 act.	1993 act.	1994 pl.	1995 pl.
1.3.b Number of PHC facilities providing vaccination increases.	184	187	302	342	352	362

Data Source: MOPH Health Information System (SNIS)

Indicator and Data Explanation:

All PHC facilities should be providing immunization services by 1995. In 1992 the government was no longer able to continue routine vaccination outreach services through

their mobile medicine teams. However, the government has placed greater emphasis on the progressive opening of permanent vaccination sites through existing PHC facilities and using limited geographic outreach services through integrated PHC teams. This will result in achieving the planned increases in API indicator figures over the next two years.

The achievement of more permanent vaccination sites will be the result of revamped training content and community-level training, support and training of supervisors, and expansion measures under the national EPI that will increase the number of new centers with vaccination capability, new equipment, and vaccination management training. The resultant expanded availability and increased access to vaccination services will enable the MOPH to increase the percentage of children fully vaccinated against the six most common childhood diseases and reduce infant and young child mortality.

Actions/Activities and Improved Program Environment:

USAID/Niger supports the government in achieving provisions of vaccination services in all PHC facilities by assisting the national EPI program to procure medical equipment and supplies, train vaccination staff, procure vehicles and spare parts, improve vehicle repair capability, and improve timeliness and accuracy of EPI service statistics (SNIS).

The Mission is also providing more intensive support through the Measles Initiative Project, assisting the national EPI program to improve their services in the Departments of Tahoua and Maradi. These two Departments are among the most densely populated and were shown to have the lowest full immunization rates in Niger, 7% and 9% respectively.

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

In order to promote the overall program 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—both natural and financial. 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 and village-level management, and then supporting specific activities that enable men and women to take advantage of these new opportunities, such as organizing for savings and credit purposes, managing woodlots, agricultural land, pasture, and waterpoints for sustainable market yields, and promoting the export of Nigerien products that incites increases in productivity at the base. The progress on the policy side in the last year has been excellent, and sub-activities that will carry the benefits of the improved policy environment to the people-level have begun to show their impact.

- The long-awaited Rural Code was finally passed in March 1993. This law outlines the general principals of how natural resources will be managed in Niger. It also lays out the broad guidelines for establishing land use and tenure rights, and sets up a mechanism for decentralized registration of land ownership through the creation of Land Tenure Commissions. It has been translated into two national languages and will be translated into an additional two in the near future.
- The Permanent Committee of the Rural Code (PCRC) has developed an implementation plan. Now that the Rural Code has been passed, it must be publicized throughout Niger, and the GON has created a special committee whose task is to promulgate the Rural Code. This committee held its first organizational meeting in August 1993. One problem the committee faces is the lack of adequate financing to carry out the massive public awareness campaign necessary to achieve its goal of informing the Nigerien people of their rights as set out in the Rural Code. The first part of this campaign is a series of regional seminars for government, non-government, and traditional leaders to attend.
- Now that the long-term ASDG II team is in place, work has accelerated on tasks that will lead to satisfaction of Conditions Precedent of Tranche IB. The GON has already formed a small working group to develop the terms of reference for studying the role of forestry agents. The terms of reference for a study on decentralization was done in 1992 and the first half of the study was conducted. Both of these are CPs under Tranche IB. The TA team has made the fulfillment of the remainder of the CPs one of their top priorities, and holds weekly meetings with their GON counterparts to track progress.
- The Gouré NRM Interventions grant to AFRICARE, just awarded at the time of the 1992 API report, will be able to provide quicker data on NRM technology adoption by farmers. The long-term advisors arrived in Niger in mid-March 1993, and to date have hired local extension agents, identified needs and problems in various villages in the zone, conducted Rapid Rural Assessments and trained extension agents in this methodology, and mobilized a 3-person team to gather information and set up a baseline data set for future monitoring and evaluation.
- 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. The GON is close to meeting the conditions for release of Tranche IV. Importantly, the Prime Minister just signed a decree against corruption and bribe-taking, and plans to publicize the law relevant to this action are underway.
- USAID/Niger's portfolio includes several projects committed to providing credit and financial services to men and women in towns and villages outside of Niamey. For the most part, these have shown exceptional success in contributing to the economic well-being of their participants, and to the economies of the regions in general. Over 836 billion CFAF was lent in the past year, leading to newly created businesses and jobs.

The new GON continues to advance the natural resources activities begun under the transition government. In particular, the Natural Resources Management Unit (Cellule GRN) has begun to coordinate NRM activities, particularly those financed by donors. In his inauguration speech in April 1993, the new President of Niger put special emphasis on his commitment to the management of natural resources, and the protection of the agricultural wealth of Niger.

SO-2 INDICATOR	Baseline 1993	—	1995 pl.					
2.A Number of resource users adopting NRM practices: Men Women	Baseline data will be established by ASDG II TA team and their contractors in late 1993/early 1994		Until baseline data is gathered, this projection cannot be made.					

Data source: Sampling of various projects

USAID awarded the long-term technical assistance contract for the ASDG II program in late January 1993. The 2-person team arrived in country in mid-March. In May, the GON counterpart agencies for ASDG II met with USAID and the TA team to establish priorities for the first workplan. One of the many tasks that the TA team will be responsible for is the setting up of baseline data for tracking progress on NRM. Baseline data studies are scheduled for late 1993/early 1994.

The government created a Natural Resources Management Unit (*Cellule de Gestion des Ressources Naturelles, C/GRN*), which is charged with the development of a national policy and coherent program strategies for the rational and sustainable use of natural resources. The strategies promoted by the C/GRN were developed in Niger's Rural Development Policy, (*Principes Directeur d'Une Politique de Développement Rural pour le Niger*), adopted by the GON in March 1992. The programs of the GON are designed to work closely with local-level initiatives related to natural resources management, particularly with local NGOs and PVOs. NGOs will benefit from a special fund set-aside under both ASDG I 6th Tranche and under ASDG II, to encourage NGO participation in NRM activities, five proposals from NGOs have already been received. In January 1993, the GON requested USAID's assistance to conduct a course for GON officials in Environmental Impact Assessment. In June 1993 the C/GRN assisted the GON's interministerial Sub-Committee for Rural Development to review and critique a new National Program for Natural Resource Management that was developed with the support of the World Bank, FAO, and other donors. This Program will probably emerge as the focal point for the next generation of NRM projects in Niger. The merging national NRM program has also established an Environmental Information System and a comprehensive Monitoring and Evaluation System for NRM activities. Data from these assessments will also be integrated into the nation-wide Geographic Information System (GIS), the *Système d'Alerte Précoce (SAP)*, FEWS, AGRHYMET, and the USAID-funded Disaster Preparedness and Mitigation Project. It will also feed into the Family Health and Demography activities supported by USAID and centered in the Ministry of Public Health. These are just a few of the indications of the GON's growing commitment to strengthen its capacity to address environmental problems.

Over the next year the ASDG II activities, along with other supporting PVO and NGO activities, will help the GON to track and analyze the data on NRM practices which is now being compiled by a number of different projects operating in different areas of the country.

SO-2 INDICATOR	Baseline: Avg. of 1986-1990	1990 act.	1991 act.	1992 act.*	1993 pl.*	1994 pl.	1995 pl.
2.B Metric tons exported:							
Onions	13,337	32,857	26,797	18,701*	32,424	35,667	39,233
Cowpeas	5,703	32,062	34,093	34,121*	37,588	39,467	41,440
Skins/hides	1,629	924	446	220	492	516	542
Livestock	—	32,782	17,197	18,278*	18,960	19,908	20,903
	(no data available)						

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

* Indicates missing data

Data Explanation:

There are no well established methods to measure impact of policy reform on specific activities because rarely is there a clear correlation between a given economic variable and a single policy intervention. This is particularly true in the case of NEPRP, where the exogenous factors of weather's effects on crop production and the exchange rate between the CFAF and the Naira may at any time supersede the gains made in the policy arena. One of the key issues with this indicator is the fact that the GON data collection and analysis methods remain extremely questionable, in spite of the systems and technologies that have been introduced. The same data provided by different ministries varies considerably.

A certain amount of time-series data is still needed since only three years of NEPRP data had been compiled at the time of the mid-term assessment. The assessment found that there was a general trend in improvements to the four indicators. The NEPRP program support activities have also included some data sampling on microeconomic levels, conducting annual surveys of farmers and businessmen/women in Tahoua, Maradi and Zinder, a transport survey on illicit enrichment, and an IFPRI rural household study from which certain baseline data can be extrapolated. Nevertheless, the quality of the above data is not high.

The data above reflects some of the problems of data collection in Niger. The onion export figures for 1992 appear terribly low because the most important exporting town, Galmi, has not yet reported its final two months of data. In the 1992 cowpeas and livestock data, six months of data from two Departments are missing. We have included only the actual figures here instead of attempting to project for 1992.

The 1993 figures are based on projections and not on data to date. The data as of this writing is not useful for purposes of describing movement in the market. For example, for 1993 onion exports, the data available to date comes only from Niamey (719 tons). For 1993 livestock exports, data has been reported from only three Departments for only three months (January-March), and for cowpeas, only Niamey and Zinder have reported data for the first three months of 1993.

The indicators above were investigated by the consultant hired to review and improve USAID/Niger's tracking system. He noted that the statistics coming from the Customs Bureau differ greatly from those of the Livestock Department and the *Direction des Etudes et Plannification*, Ministry of Agriculture. His attached report (Annex I) suggests some alternative methods for measuring the impact of NEPRP and its components, methods which the Mission is currently considering.

Actions/Activities and Improved Policy Environment:

The conditions precedent for the first three tranches that required the abolishment of the agro-pastoral export tax and simplification of export regulations were readily achieved by the GON. The fourth and fifth tranches are less easily implemented, and require collaboration among several GON ministries. In mid-August, one of the most difficult remaining

conditions precedent for Tranche IV, the agreement to enforce and promulgate the law regulating extortion and illicit enrichment, was called to the attention of all Ministers in a strongly worked letter from the Prime Minister. He instructed all his ministers to remind their staffs of the content of these laws. In a follow-up letter, the PM requested ministers to report to the actions each had taken in response to his instructions. The Ministry of Justice has instructed all judges to apply the full extent of the law in cases of corruption brought to court. Not only does this publicly signal a firm commitment to actively reinforce the anti-corruption laws of Niger, the GON went even further. They propose to clearly target, in their publicity campaigns, not only the "bribe-takers" but the "bribe-givers": those men and women who are not only the victims of corruption, but are often complicit in its application, by offering bribes taxes or regulatory protocol. The GON will conduct an extensive publicity campaign to sensitize civil servants and the general public about these laws that specifically relate to the transport and customs sectors. As of late September, all substantive aspects of all the CPs for Tranche IV were met, and by late October 1993 all CPs were satisfied. Procedures are underway for the release of the tranche to the GON's designated bank (African Development Bank) to pay some of Niger's arrears.

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

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

There are several observations to make specific to the API indicators on the NRM side. First, USAID/Niger's program in the NRM sector is built around the ASDG II program, for which the TA contract was finally awarded early this year to a contractor, International Resources Group, which arrived in Niger in March, 1993. ASDG II has a national policy reform focus, setting the environment for natural resources management impacts at the people-level. When local currency generated by future tranches is programmed for sub-projects, there will be specific activities on the ground dealing with NRM practices. In Niger's case, NRM interventions include such things as rock diguettes built to slow water flow and capture topsoil; half-moons designed to trap and hold water in a small area where crops or trees are planted; windbreaks; dune stabilization and gully controlling check dams. These are technologies that can be built and maintained by villagers and have proven to be successful in many areas of the Sahel, including Niger. The premise under ASDG II is that there are existing conditions (at many levels) that have slowed or prevented farmers from adopting these known technologies. ASDG II strives, to improve the most critical of these conditions through its policy reform conditionalities. Once conditions improve (i.e., increased security of land use rights, non-repressive forest agents, improved flow of knowledge among farmers, increased participation of communities and of NGOs in the development process), we would expect to see increased adoption rates of NRM technologies among farmers.

Although the Agriculture Sector Development Program I has technically ended (PACD March 1993), the last (sixth) tranche of almost \$5 million was released and is now in the process of being jointly programmed by USAID and the Government of Niger (GON). Thirty percent of this tranche is reserved for project activities implemented by Non-Government Organizations (NGOs), and the remainder is for GON projects. To date, the joint committee has received requests for financing for Natural Resources Management (NRM) related activities from five NGOs, three of which are Nigerien. The GON has submitted five projects for financing, and two of these have been approved by the joint committee. One of these, jointly funded with the FAO, will map two arrondissements (including Gouré, where the USAID-funded AFRICARE project operates). This mapping will provide information on the areas that are most threatened by environmental degradation, and these areas can then be targeted for project interventions to mitigate the degradation.

The ASDG II technical assistance team has only recently begun its assignment. This team is responsible for developing the baseline indicator data for the following natural resource indicators. However, in the short time since the team commenced its operations, it has identified a number of activities where positive management efforts related to natural resources are occurring. Some of these are mentioned below for the natural resource management indicators under consideration.

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

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

The Rural Code is a policy framework designed to promote a more participatory and decentralized approach to resource management. The implementation of the Rural Code will be managed by the Rural Code Secretariat, with assistance from the Land Tenure Center (through a cooperative agreement with USAID/Niger). The Rural Code seeks to institute land reform, assign property rights to individuals, and to resolve conflicts. Niger is the first country in Africa to implement such an effort. USAID/Niger also has paid for the translation of the Rural Code into the four most widely spoken languages, and it will be translated into an additional six languages using ASDG II budget support funds.

The dissemination and implementation of the Rural Code will substantially impact virtually every Nigerien citizen. It will, for the first time, clearly define owners' rights. With the clarification of tenure rights, the environment is established permitting and encouraging farmers to invest in improving and safeguarding their natural resource capital — land.

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

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

The GON's Environment Directorate has substantial experience working with village-level resource users to ensure that sustainable woodlands systems are established and maintained. These efforts include village participation in conservation and land-reclamation efforts, in which both women and men participate, as well as controlled cutting of wood for commercial purposes. The Environment Directorate, which has changed its name from the Directorate of Water and Forest Resources to reflect its new orientation, is also involved in an internal campaign to change the attitudes and activities of its agents to be less paramilitary and more participatory. In July 1993, the Environment Directorate established a Standing Committee on Natural Forest Management in order to promote increased attention to sustainability, local participation, and other issues related to the management of the remaining natural woodlands of Niger. ASDG II's technical assistance team contribute to that effort.

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

Data Source: Rural Code Secretariat

The Rural Code sets out the broad outlines of tenure and resource user rights. But further complementary texts must be developed to detail specific regulations to detail the implementation of codes dealing with various natural resources. The complementary text on water use has already been issued, but codes governing the management of forests and pastoral activities, among others, have yet to be developed. The PCRC has established a priority listing of the most critical complementary texts and will receive assistance on some of these from ASDG II.

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

Data Source: Rural Code Secretariat

The Rural Code, as well as establishing land tenure rights for farmers, attempts to define the rights of livestock corridors and resource access (e.g. water) for herders, a long-standing source of conflict in Niger. It is expected that the Rural Code Secretariat, with the assistance of the Land Tenure Center, will iteratively establish protocols for determining specific land usage in regions where these conflicts are the most compelling. Work on this aspect of land tenure and pastoralism has already begun with a series of studies undertaken by the LTC. In addition, the GON's Livestock Directorate has a rangeland monitoring unit and has promoted the organization of herder groups interested in improving rangeland management practices. In at least one instance, such a group has undertaken negotiations with local agriculturalists to define rights and land use agreements at the village level.

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

Indicator	Baseline: 1990	1991 act.	1992 act.	1993 est.	1994 pl.	1995 pl.
2.2.a Number of members/participants in financial services institutions increases.						
Male participants	1,151	4,552	10,839	15,539	19,251	11,110
Female participants	1,400	4,641	6,397	9,175	13,547	7,889
Corporate Entities	3	4	4	10	15	25

Data Source: CARE, WOCCU, CLUSA

Data Explanation: The number of cooperatives formed with the assistance of CLUSA is 79 to date. Since most women, even those belonging to cooperatives, play little management or decision-making role, the women have tended to form *groupements* that are somewhat associated with cooperatives, but are separately managed. To date, there are approximately 45 of these groups, with about 3,553 female participants. Some groups are in the process of trying to formalize their associations into cooperatives.

Actions/Activities:

With the establishment of the law permitting associations and nongovernmental organizations to operate, cooperative activity and formation is expected to pick up. CLUSA has added a number of newly formed cooperatives this year. To form, cooperatives no longer have to form themselves into savings associations (*groupements mutualiste*). Smaller groups of people can form a cooperative. However, a mid-term evaluation this year showed that many members, even after several years of involvement, do not understand the reasons or benefits to be members of a cooperative. The more successful cooperatives are managed by local entrepreneurs, who use the cooperatives for their benefit. While the cooperatives also benefit, without this local businessman the cooperative's sustainability is unclear.

Phase 2 of WOCCU's credit union project began in September 1992, with the long-term technical assistance team arriving in Niger in early 1993. Activities in Zinder continue under the supervision of a Nigerien project manager, and an office headquarters established in Maradi. In August 1993, after less than one year of the project being initiated in Maradi Department, the first credit union was inaugurated. To date, 4 credit unions have been inaugurated in the Department, and several more are close to inauguration.

On the policy side, credit unions currently operate under temporary legislation that was enacted in response to ASDG I policy conditionality. The Central Bank of West African States (BCEAO) is now actively pursuing the development of a legal framework for credit unions in the entire West African Monetary Union. However, there are many elements of the BCEAO's proposed legislation that will jeopardize the ability of credit unions to operate as such. WOCCU is taking the lead in presenting arguments to the BCEAO in an effort to change the proposal so that it is responsive to the member-owned, member-operated systems that distinguish credit unions from banks. The BCEAO has taken into consideration many of WOCCU's points and has continued to revise the legislation. Representatives from WOCCU and 2 other rural credit projects as well as GON will participate in meetings with the BCEAO in Dakar in November 1993. However, if the BCEAO is not persuaded to reconsider the content of their proposed legislation, USAID and WOCCU will have to determine whether the Niger Credit Union project can continue to operate in Niger. There are also implications for the ASDG II, since its policy conditionalities encourage private sector development, including credit union establishment and growth.

Indicator	Baseline: 1990	1991 act.	1992 act.	1993 est.	1994 pl.	1995 pl.
2.2.b Financial services increase:						
Total savings of members in savings programs (FCFA)	1,569,300	2,941,345	8,874,969	16,245,000	36,600,000	68,520,000
Number of loans of lending programs per year						
- Number of loans by cooperatives	30	45	70	95	110	N/A
- Total loan disbursement under micro-enterprise lending project (FCFA)	69,586,000	385,278,000	573,460,000	836,880,000	1,000,000,000	1.2 billion

Data Source: CARE, WOCCU, CLUSA

Credit union loan activities have begun. This activity is important because it signals the significant increase in maturity of the credit union members and management, as WOCCU's strategy is to not allow use of savings funds for credit until certain financial control methods and decision-making processes have been put in place. The project trained more than fifty credit union leaders (both men and women) in literacy and bookkeeping, leading to the foundation of loan activities by nine credit unions.

As part of the financial impact study conducted by CARE each year for its micro-enterprise lending activity, one objective is to measure the financial impact of credit on the client's business and family. A second objective is to measure the credit's effect on stabilizing rural areas by decreasing the number of people leaving the region each year (particularly men) to look for employment in the non-agricultural season. The study showed that credit has had a positive impact in improving the economic status of its clients. The asset index indicates a positive difference of 13.45 percent between clients that received loans compared with individuals who did not. The study also revealed that credit has been effective in reducing the number of people leaving the village each year to look for seasonal employment. One potential problem facing this activity is the lack of national guidelines and a legal framework for a rural credit system. CARE will be attempting to address this issue during the next year.

Indicator	Baseline: 1990	1991 act.	1992 act.	1993 est.	1994 pl.	1995 pl.
2.2.c Number of businesses created as a result of receiving loan-funding:	—	2,217	9,700	10,000	11,000	12,000
At least 2 years old						
At least 4 years old						
Five years old or more						

Data Source: CARE

The data for CARE's job and business creation numbers are based on a ratio determined from an earlier impact study. However, CARE is making many repeat loans, so this ratio is probably too high. CARE says "while we may have created the original job, we are probably now supporting more and creating fewer as our ratio of repeat loans grows." The new impact study will update these ratios and provide harder data than is currently available. CARE also does not currently keep statistics on the "years in business," but will be asked to include these statistics in their next impact study.

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

Data Source: CARE

Many of the men and women receiving credit on-lend a portion of these funds to relatives or friends. Though not sanctioned, this activity is difficult to track and leads to less than rigorous statistical categorization. Another problem in tracking this indicator is that CARE reportedly does not differentiate in their sampling between businesses created and number of jobs created. While USAID/Niger is requesting them to include this breakout in their new impact study, this indicator may be dropped next year if there is no significant difference in breakout or if this data continues to be inaccessible.

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

Data Source: CLUSA, CARE

CLUSA is experiencing a weak reimbursement rate that averages 42.7 percent for the five Departments in which cooperatives are operating. In Tahoua, the reimbursement rate is as low as 7.4 percent, while in Zinder it has reached 66 percent. A problem facing cooperatives is the lack of liquidity in rural areas, limiting demand for cereals, as well as massive millet and maize imports from Nigeria at low prices by Nigerian traders looking for convertible CFA. In addition, cereals stocks exist in many places (though some regions are experiencing deficit supply).

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

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

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

The following indicators should be recognized as draft, with revisions likely upon the arrival of the implementing contractor in early 1994. Since the lag time between program approval, contract award, and getting the team into the field has been large, some activities are being undertaken in the interim, especially in attempting to establish the environment that will allow the team to start quickly on their technical activities. Working with the GON to meet the *conditions precedent* has been and will continue to be the subject of most activity in 1993 and 1994. Upon arrival of the technical team in 1994, a detailed workplan and strategy will be developed, and appropriate indicators and benchmarks will be established.

INDICATOR	Baseline: 1992	1993 actual	1994 pl.
Institutionalized, vertically integrated GON Early Warning System (<i>Système d'Alerte Précoce, SAP</i>) and assessment capability in place and functioning.	<ul style="list-style-type: none"> - 8 Department Committees (includes Niamey) legally established - SAP structure in place and legally formalized - National Committee in place - Some SAP components (PSAC and 3 Sectoral Offices) not legally established - Weak assessment capability in early warning system 	<ul style="list-style-type: none"> - All regional committees established - All 35 sub-regional committees formed; functioning to varying degrees - Some outstanding legal texts drafted; remainder to be drafted by November - Strategic planning process begun, including internal/external "stakeholder" analysis and strengths/weaknesses analysis; mission statement and strategic plan with assistance of a management consultant to occur in the workshop scheduled for the fall - Development of job descriptions and responsibilities at SAP scheduled for fall workshop - Management training of early warning system staff scheduled as part of fall workshop 	<ul style="list-style-type: none"> - Contractor staff under the Disaster Preparedness and Mitigation Project (DPM) arrives - Identification/formalization of local-level vulnerability threshold levels - Implementation plan developed for effective EW structure - Training conducted for early warning committees and national staff in vulnerability assessment methodologies

Data Source: USAID/Niger

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

Some of the legal texts required by the *conditions precedent* have been drafted. The current activities focus on creating a management structure and systems that are needed to develop the complex set of networks that this project envisions. Training and the strategic planning activities were led by the FEWS-supported technical advisor during 1993. A workshop is scheduled in the fall to build upon these activities and assist the SAP staff to finalize their own mission statement and begin planning activities for the next year. The arrival of the TA team in 1994 will mark the commencement of major field training and systems development activities.

INDICATOR	Baseline: 1992	1993 actual	1994 pl.
<p>Response systems for addressing crises are in place and functioning.</p>	<p>-Ad hoc, nonformalized response mechanism in place</p>	<p>-A technical document establishing the legal basis for declaration of emergencies is in place based on clearly defined and measurable thresholds</p> <p>-A legal text in place designating GON Food Aid Coordinator and responsibilities</p> <p>-An office and individual authorized to represent the Grantee to manage the Emergency Fund designated.</p> <p>-Format for resource inventories has been developed</p> <p>-System to coordinate data collection and preliminary analysis (EW) with response (PSAC) structure is being developed</p> <p>-Definition of requirements for appropriate early warning structure (including local-level threshold indicators and national-level analysis framework)</p> <p>-2 mitigation activities in Tanout arrondissement implemented, including famine mitigation activity based on logistical support for food distribution, and seed distribution to vulnerable populations</p> <p>-Mitigation activities in six selected villages in Loga based on determination of vulnerability and motivation of population implemented village wells, off-season gardening, etc.</p>	<p>-<i>Bureau de Prevention, Secours et Attenuation des Catastrophes (PSAC)</i> established</p> <p>-Signed legal texts in place laying out authorities and procedures for disaster response</p> <p>-Emergency Fund established</p> <p>-Risk assessment process continues (ongoing)</p> <p>-Contingency plans drawn up for 9 arrondissements</p> <p>-Resource inventories for all arrondissements and departments completed</p> <p>-Communications network (hardware and channels) in place and functioning, based on resource inventory needs assessment</p> <p>-2 models for mitigation activities identified and evaluated for appropriateness in different situations</p> <p>-Development of an accountability system for tracking commodities and performance</p>

Data Source: USAID/Niger

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

Since the 1992 API report, a conference was held in Maradi in late 1992/early 1993 to evaluate the 1992/93 agricultural campaign. This was the first such national conference, and included representatives from the Regional and sub-regional early warning committees, donors, and SAP staff. The interdisciplinary group established degrees of vulnerability at the arrondissement level using a scoring system that includes socio-economic indicators as well as cereal production levels, and market prices. The questionnaire developed for this assessment is currently being revised to apply to the 1993/94 agricultural season, and another post-harvest evaluation will be conducted in Maradi using the new system.

Information from other data sources is also being integrated into the early warning system. The Ministry of Public Health Information System (SNIS) reports on nine diseases, including meningitis. There has been considerable improvement in transmission of these data in the critical epidemic season, January through June. This year, 98 percent of all reports were received at the MOPH within two weeks. These data are integrated into the SAP bulletin and data collection system.

Other achievements include improved communications systems and technologies between subregions and the SAP. Based on the facsimile system, the establishment of these linkages avoids the untimeliness of the mail system, and the uncertainty of reports carried by travellers. This network is a major accomplishment that will significantly improve the timeliness of data sharing and analysis, leading to early identification of potential problem areas.

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