PDGBS432

APPENDIX 3A, Attachment 1
Chapter 3, Handbook 3 (TM 3:43)

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Niger

3. PROJECT NUMBER: 683-0260

4. BUREAU/OFFICE: USAID/Niger

5. PROJECT TITLE (maximum 40 characters): Rural Organizations Development

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 09 DD 01 YY 94

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 89 B. Quarter 4 C. Final FY 93

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 89 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(3,065)	(800)	(3,865)	(5,580)	(3,420)	(9,000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country						
Other Donor(s)						
TOTALS						9,000

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DFA	243	031				9,000		9,000	
(2)									
(3)									
(4)									
TOTALS									

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each): 140 | 610 | 740

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	COOP	PART	PVOU	TNG	BR		
B. Amount	8,800	8,800	8,800	3,000	8,800		

13. PROJECT PURPOSE (maximum 480 characters)

To expand the private sector role in rural areas through the development of viable cooperatives engaged in productive economic activities.

14. SCHEDULED EVALUATIONS
Interim MM 03 YY 92 | MM YY | Final MM 09 YY 93

15. SOURCE/ORIGIN OF GOODS AND SERVICES: 000 [X] 941 Local Other (Specify) See DFA guid.

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

17. APPROVED BY
Signature: George T. Eaton
Title: Director, USAID/Niger
Date Signed: MM DD YY — AUG 24 1989

Approved: Pamela Callen, Controller

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
MM DD YY

Rural Organizations Development
(683-0260)

Project Paper Equivalent

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DOC:1084b

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PROJECT PROPOSAL

PROJECT TITLE:	Rural Organizations Development(ROD)
PVO NAME & LOCATION:	Cooperative League of the U.S.A. d.b.a. The National Cooperative Business Association 1401 New York Ave. NW, Suite 1100 Washington, DC 20005
CLUSA CONTACT PERSONS:	Mr. Jim Alrutz, Regional Director for Africa
Date of Submission:	June 1, 1989 Revised July 25, 1989
Total Request:	$8,800,000

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PROJECT SUMMARY

USAID has supported a cooperative development effort in Niger (the Cooperative Training Component of the Agricultural Support Project) since 1985. The approach to cooperative development has been an innovative one, emphasizing assisting the rural population to identify actions they can undertake if organized in the cooperative structure, and to assist them, through intensive field-level training, to organize and evaluate their projects and to finance their projects through non-concessional credit arrangements from commercial banks. This approach has been recognized as a successful one, resulting in the organization of 158 cooperatives to date and approximately 280 member identified economic activities using $810,000 in guaranteed credit (as of the date of this document). The declared default rate to date is zero.

The Rural Organizations Development Project (ROD) contributes to the long-term goal of national food self-reliance and increased incomes for the rural population. The project goal reflects the USAID/Niger mission's action plan strategic objective: to increase the scale, diversity and efficiency of agro-pastoral product markets.

This project document proposes that the efforts launched under the APS project be continued for another five years as the "Rural Organizations Development" (ROD) Project to begin September 1, 1989. The project would be financed through a Cooperative Agreement with CLUSA, which has provided the technical support to the cooperative training component of the APS.

The project would continue to follow the approach to cooperative development used in the APS project, extending its support to areas and rural groups not reached in the APS project. It would also seek to:

-Reinforce the cooperative enterprise development activities and make available information on potential new economic activities and investments through providing additional training in: accounting, finance, budgeting, feasibility studies, marketing, management, credit and the preparation of bank loan applications.

-Reinforce assistance to cooperative marketing activities making maximum information available to cooperatives on internal and external markets, prices, transportation, sources of inputs, etc.

-Continue assistance to cooperatives supported during the cooperative training component of the APS project.

-Concentrate new efforts in one arrondissement per department enabling a more efficient use of resources, better monitoring and the demonstration of success more rapidly.

-Provide training opportunities and technical assistance to the Ministry of Agriculture's DVPC.

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-Assure the sustainability of project activities after the end of the project through assistance to a Nigerien organization whose major objectives are to provide training, consulting and technical assistance to cooperatives.

-Develop cooperatives to the point that they are able to assume the cost of at least a portion of training and consulting services.

-Increase support to the formation of women's groups and cooperatives.

The total estimated budget proposed for the five year ROD project is US$8,800,000.

B. Project Policy Environment

Joined with the limitations cited above have been governmental actions which have constrained private sector activities, including cooperative development. For many years Niger enforced policies which many consider statist. While these policies were adopted with the good intentions of protecting the peasant and promoting equity in the treatment of all citizens, the effect in many instances was to stifle individual initiative. Parastatals were given monopoly roles in the marketing of basic foodstuffs, including those products grown for export. Cooperatives, whose existence and structure were mandated by the government, were constrained by regulations which, in many cases, prevented them from making profits. For example, crops had to be purchased from members and sold to SONARA at a set price. These prices were often quite different from prevailing market prices and not sufficiently differentiated to allow for profits. In general, private traders managed to avoid these price controls.

Cooperatives existed on paper throughout the country, but by the early 1980's most were inactive. There was a lack of sound financial management. This was partially due to the various donor projects which gave equipment and money to cooperatives with no clear-cut requirements for repayment. This led cooperatives to extend the practice of receiving gifts with no expectation of payment to the rural credit organization, Caisse Nationale de Credit Agricole (CNCA). Many cooperatives took loans and defaulted on them. The CNCA subsequently went bankrupt due to this factor and its own poor management.

In the last several years, the Government has made many policy changes which directly and indirectly benefit the cooperative movement. The 1982 Zinder Conference announced the beginning of a new approach by the Government to many aspects of economic development. Since then, the role of parastatals, such as OPVN and SONARA, has been reduced. These organizations no longer have monopoly powers, and private trade is specifically encouraged by the Government. The texts regulating the cooperative movement are being revised and increasing independence mandated in all domains. The Nigerien Union of Cooperatives and Credit (UNCC), which was government financed, has been disbanded in favor of a modified structure (UNC, Union Nationale des Cooperatives) whose subsidies from the Government of Niger are being phased out. The viability of the new structure is now being tested. It is clear that there are many problems to resolve before a national cooperative organization can be effective.

Faced with a more positive policy environment, cooperatives still suffer from severe institutional problems. As stated in the APS (Agriculture Support Project) Mid-Term Evaluation: "Cooperatives have failed as a result of incomplete socioeconomic studies of themselves and their milieu, or of inappropriate model structures and rules or because credit was given as an outright gift. They have also failed because they have nothing to work on". As stated in a 1982 report (Etude COPAC), "In the absence of profitable economic activities, there is no way a motivated peasant self-management can exist, given that volunteerism quickly reaches its limits". It is this situation to which the CLUSA program responds.

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C. Previous Cooperative Experience in Niger of the APS Project

The training component of the Agricultural Production Support Project has initiated an approach that is different from those previously tried in Niger (refer to ANNEX A: CLUSA Cooperative Training Methodology). The cooperative training component has helped to improve the overall capability of cooperative structures to initiate and manage their own affairs and in particular participate in a variety of income-generating activities. The training component emphasizes flexibility in the composition of groups and stresses economic activities as the cohesive force of grouping. The project encourages the members to determine economic activities and procedures and provides training and selected technical skills to the local population.

The APS cooperative training component has set up a system of village-based training. With the assistance of CLUSA (Cooperative League of America) the component's project personnel have trained trainers who in turn transfer skills to cooperative leaders, managers and the general membership. Training emphasizes organizational skills, a variety of management skills, and literacy as it is related to or required by economic activities.

The training offered by the component is done at the request of the cooperative. Cooperatives are selected from applications to the project and after thorough review with cooperative members of the roles and responsibilities of both partners, which are considerable on both sides. The cooperative is held responsible ultimately for the success of the program and this is made clear from the beginning. The thoroughness of the approach is a major factor in its high rate of acceptance and success.

The cooperative training component works in six of the seven departments and has trained 40 regional trainers who are based at the cooperative level. The regional trainers have trained 85 village assistants who are directly attached to cooperatives. By the end of the APS project (June 1989), the project will have reached 158 cooperatives, where over 700 cooperative administrators and 1000 managers of a variety of economic activities will have been trained. 280 successful economic activities have been carried out by cooperatives ranging from basic supply stores, to animal fattening to onion and cowpea marketing.

The cooperatives have made use of a loan program with a commercial bank to finance their activities which has brought cooperative members in direct contact with the banking community. In some cases, cooperatives will soon be able to receive loans from the bank without the project's guarantee due to their payment performance. Cooperatives are reinvesting profits and depositing profits in banks, a new phenomenon in Niger. Finally, the CLUSA team has trained staff and field agents of a wide variety of government and non-government organizations in the use of their training approach, which can expand the project's impact.

The cooperative training component is successful for several reasons: 1) because competent Nigerien cooperative trainers are based at the cooperative level and are helping villagers to formulate, initiate and manage economic

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activities. 2) credit was made available to groups who would have difficulty acquiring credit through traditional means allowing cooperatives to start businesses. 3) skills are being transferred to the local population and 4) because cooperatives and the training component have been allowed a great deal of institutional independence which has fostered creativity and initiative.

The Rural Organizations Development Project (ROD) will build upon the successes of the past and continue many of the same activities of the APS Cooperative Training Component. The project will continue to train trainers who will work at the cooperative and village level. It will also support the activities of the commercial bank loan fund that is guaranteed by the project and the transfer of skills to cooperative administrators, managers, and members will continue. Technical assistance and training will be provided to the DVPC's Service de la Promotion Cooperative to better fulfill their role as policy planners. Also the ROD will develop an institutional framework within which cooperatives and the CLUSA cadre of trainers can operate independently thus favoring the sustainability of activities.

II. PROJECT DESCRIPTION

A. Project Goal and Purpose

The project contributes to the long-term goal of national food self-reliance and increased incomes for the rural population. The project goal reflects the USAID/Niger Action Plan strategic objective to increase the scale, diversity, and efficiency of agro-pastoral product markets.

The purpose of the project is to expand the private sector role in rural areas through the development of viable cooperatives engaged in productive economic activities.

B. Expected Achievements/Accomplishments

The ROD project draws on the success and experience of the APS cooperative activities. Since work with existing cooperatives is currently underway, it is feasible to establish a baseline information set from which to monitor project progress and assess impact.

1. The major measures of project success will be:

   -The number of cooperatives actively engaged in marketing increases over the life of the project from the present level of 158 active cooperatives to 308.

   -These cooperatives will be paying an increasing portion of the costs of training services for their members as well as increasing their capacity to provide the training or contract for it from Nigerien sources.

   -Rates of trading between cooperatives and individual businesses should

increase over the life of the project. This will measure the economic viability of the group as well as part of its' effect on the economy where it operates. Rates should be measured by contracts signed or agreements made with private businesses.

-The total income of each cooperative assisted should increase each year by an acceptable growth rate (10% average over life of project) as measured by business turnover.

2. The major project output measurements will include:

-150 new cooperatives receive a full cycle of training from the project and are assisted to carry out revenue producing activities.

-158 cooperatives, trained under APS, make use of consulting services available through Nigerien regional trainers and continue to expand economic activities begun under APS.

-650 cooperative members trained in administrative skills to run cooperative business ventures.

-1,000 cooperative members trained in bookkeeping and other financial and business management skills.

-245 cooperative members trained as literacy instructors.

-Economic activities initiated in a least 25 women's groups.

-2500 cooperative members receive functional literacy training.

-1500 cooperative members reach a functionally literate level.

-100,000 families benefit from cooperative economic activities.

-80 of the new target group of 150 cooperatives, initiate their economic activities with commercial bank credit and are able to obtain loans.

-52 Nigerien professional cooperative trainers offer technical services to cooperatives upon the request of cooperatives, and are paid by non-governmental sources.

-Two of the 10 new trainers are women who will address issues of including women in the program.

- The DVPC/SPC will be capable of providing policy guidelines concerning cooperative issues to the Ministry of Agriculture and Environment and other concerned organizations. Staff of the DVPC/SPC will have received specific training on providing support services to the cooperative movement.

- An additional 10 regional trainers trained during the life of the

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project

3. The following indicators will attest to progress in reaching these objectives:

-The development of a self-sufficient program for cooperative development, staffed and managed by Nigeriens with requisite technical and business skills.

-Cooperatives pay an increasing portion of costs of cooperative training services.

-Cooperatives engage actively in marketing as autonomous entities.

-Increased relationships between cooperatives and private business that will lead to increased cooperative activity and profitability and contribute to sustainable economic life.

-Increased cooperative income. (at least 10% average per year)

-CLUSA model is used by other organizations for cooperative development activities in Niger.

C. Impact Measurement

The project contributes to the USAID/Niger mission's strategic objective of increasing the scale, diversity, and efficiency of agro-pastoral product markets. Project impact measurement will therefore focus on two levels: the economic activity in the communities where the cooperatives are located and the benefits which can be measured for the cooperative members and their families.

To measure the impact of the project on the target population we can look at the change in income level of cooperative members compared to a change in income of non-cooperative farmers, or more specifically, cooperatives with which the project has not worked. Pairs of cooperatives can be chosen in each arrondissement in which the project works. One of the pair receives project assistance; the other cooperative should be chosen on the basis of its homogeneity with the "project cooperative" with the exception, of course, that it will have had no contact with the project. It is difficult to set a target for potential increases in income which will result from project assistance and the length of time it will take for this increase in income to occur. It will, nevertheless, be important to determine whether the project has had an impact on rural income and if so, by what percent, and to determine how this relates to the cost of investment, i.e. is it cost effective? Income changes is only one indicator of project impact.

This project builds on a pilot activity and is basically a demonstration

project aiming at replicating, expanding, and refining a proven model. Therefore, careful monitoring from an established baseline set of measurements becomes important. The first workplan will further refine measurement issues such as the major variables to be tracked over the life of the project for a representative sample of the cooperatives and their members. These indicators would include rates of participation by women as well as the functioning of individual women's cooperatives; improvements in income levels and access to goods and services by cooperative members; access to formal credit by groups and individuals; growth of market activity in areas where a critical mass of cooperatives are operating; perception of the status of cooperatives by traditional and local government authorities; inquiries by groups not participating in the project about access to project resources.

D. Project Outline and How it will work

CLUSA will field a team of technicians as follows: (1) A Chief of Party. (2) three training specialists (1 expatriate and 2 Nigerien), (3) six management/marketing/small business development specialists (2 expatriate and 4 Nigerien). The Chief of Party will be responsible for the overall management of the project and the coordination of project activities. The team of trainers will serve to train the project's field agents, improving the skills of those veterans of the Volet Formation Cooperative (VFC) particularly in the areas of feasibility analysis, the use of accounting information as management tools and in other skills that to date have not been mastered by the field agents. In addition, new field agents will be trained by the team covering the entire cycle of training. The monitoring and evaluation function will be the prime responsibility of one of the management specialists. He/she will set up a system of monitoring and measurement of project impact. The long-term staff will be supplemented by short-term technical assistance which, for the most part, will be provided upon the request of cooperatives for advice on specialized questions outside the range of the resident team expertise. (See Annex B for Long-term Technical Assistance Scopes of Work)

During the Volet Formation Cooperative, CLUSA has built up a cadre of Nigerien cooperative development technicians (regional trainers, village assistants, literacy instructors, etc.) who will continue to work with CLUSA in this project, gradually assuming more and more autonomy. One of CLUSA's major objectives is to establish a program for cooperative development operated and staffed by Nigeriens with requisite technical skills. Therefore, some increase in Nigerien staff is envisioned to allow expansion in the number of cooperatives served. Training and retraining of local staff is a major part of the project proposal, as it was in the first phase.

1. ROD Project Organization

The APS Cooperative Training Component worked under the umbrella of the National Cereals Project and in collaboration with the Ministry of Agriculture's Direction de la Vulgarisation et de la Promotion Cooperative (DVPC), Service D'Appui Action Cooperative (SAAC, since renamed the Service de la Promotion Cooperative, SPC). The implementation of the ROD project is an

opportune time to establish a recognized project structure which maintains its autonomy and can continue to function after the termination of project assistance. The ROD project will be managed as an autonomous unit and will explore various structures and mechanisms that will enhance project sustainability.

a. ROD Relationship to Government Structures

The cooperative training component of APS had the support of the Ministry of Agriculture's SAAC, (Service d'Appui Action Cooperative, recently renamed the Service de la Promotion Cooperative, SPC). The SPC serves as the training component's liaison with the Ministry of Agriculture, keeping the Ministry informed of the component's activities and those policy actions that affect the development of cooperatives. As a genuine cooperative movement develops, a defined role for the GON supportive of this cooperative movement will become very important. The ROD project recognizes the evolving and important role of the DVPC/SPC in assisting the cooperative movement in Niger and will provide technical assistance and training to the staff of the DVPC/SPC in the areas of policy formulation and planning. Through training and technical assistance over the life of the five year project, SPC staff will be better able to fulfill their role as advisors to the Ministries of Agriculture and Plan in areas concerning cooperative policy or other issues that affect cooperatives.

It is proposed that the Directors of DVPC and SPC and one or two representatives from the Ministry of Plan visit and study in the United States for a two month period. The program will include visits to and discussions with the national cooperative office, government extension agencies, and representative cooperatives. The objectives of the study tour for the GON officials will be to receive specific training and information on: 1.) how government agencies provide support to the cooperative movement; and 2.) cooperative issues (organization, management, income generation, credit, marketing, lobbying, and etc.). The study tour activity should be initiated soon after the ROD project has begun.

The SPC director, DVPC and staff will also receive additional training by visiting selected African countries (for example: Rwanda and Burkina Fasso) which have a viable and effective cooperative movement. It is envisioned that the study tour to other African countries be planned as an activity for the second year of the ROD project.

Presently, there are numerous NGOs supporting cooperative activities throughout Niger. Each NGO has developed it's own methodology, policies, and philosophy toward supporting the cooperative movement. For example, credit programs and loans to cooperatives are not uniform; thus some cooperatives complain that interest rates and payback periods on loans are unfairly different depending on which NGO is involved. Additionally, there is the need for the sharing of information between the NGOs involved with the cooperative movement concerning training methodology, programming, implementation, developing income generating activities, marketing agricultural products, and etc. Thus the ROD project should support the SPC in organizing a seminar or conference on the cooperative movement in Niger to be attended by all interested organizations to address the above issues.

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Short term (approximately three to six week) consultancies to SPC have been budgeted for over the life of the five year ROD project. The first consultancy should be initiated in the first year of the project to assist the SPC in developing a five year work plan and to make recommendations for future consulting needs.

The SPC, as the government service responsible for promoting cooperative activities, can play an important and vital role in the development of: 1.) studies documenting the positive impact of cooperative income generating activities; 2.)selected case studies on model cooperatives; 3.)booklets and informational materials on cooperatives; and 4.) sponsoring workshops and seminars for NGOs and other government agencies on the cooperative movement in Niger. Consultants can assist the SPC in further defining the above opportunities and provide guidelines for the writing of a proposal to the institutional support grant for counterpart funding that would be required to carry out proposed activities.

b). Project Sustainability

One of the key issues to be addressed early in the implementation of the ROD project is how to ensure the sustainability of project initiated activities by the PACD. Over the last four years, the project developed a sound methodology in assisting cooperatives to develop and sustain income generating activities and marketing strategies. At the same time that project activities were being initiated, policy reforms in the areas of trade liberalization, elimination of parastatals, reducing the role of government, and export marketing initiated and encouraged by USAID and other international donor agencies have created a more positive economic environment in Niger favorable to the development of the private sector and the cooperative movement.

The success of the project and the favorable economic climate has resulted in other international organizations (Lutheran World Relief, CARE, Africare, ILO, and UNDP) expanding their cooperative activities and requesting training and consulting services from the project to support their initiatives. It has been estimated that 150 requests from the international donor community for assistance have been received by the project over the past four years. The project has responded to about 25 of these requests and provided training and consulting services to donor project staff and selected coops.

Under the ROD project serious attention and efforts will be made to address the issue of sustainability. Experience over the past four years indicates that there is a substantial demand from other organizations and the 1,400 cooperatives themselves for the types of technical, training, and consulting services that the project has been able to offer.

Some technical assistance will be needed by cooperatives on a continual basis after the PACD. As coop activities expand and evolve, membership and administrator training needs will expand as well. While coop level trainers and administrators should be able to handle recurrent training, some short term outside expertise will likely be needed to help with training programs

linked to new coop activities. In addition, periodic and coop specific marketing, management, credit, and accounting problems will necessitate timely consulting services

Several alternatives exist for the establishment of an independent organization to provide business, training, and consulting services to cooperatives and donor financed cooperative projects through: 1.) the creation of a local Nigerien non-profit organization specializing in cooperative development and training; 2.) establishing a workers cooperative made up of coop field assistants for the purpose of providing consulting and training services; 3.) a service coop started by the more established village coops of the project; and 4.) the development of a private for profit consulting business.

Although there are technical differences between the above mentioned alternatives, they all meet the same basic criteria that are important for project sustainability. The three alternatives:

- are recognized under Nigerien law;

- would allow the group of Nigerien trainers and consultants to function autonomously;

- but also allow the continuation of collaboration already existing with organizations such as DVPC, CLUSA/USAID, and facilitate collaboration with other private, NGO, GON, and donor programs;

- are compatible with anticipated long term development of cooperative movement structures such as unions and federations; and,

- facilitate the continuation of training and consulting services to the cooperative movement on a self-financing basis

Of the four alternatives proposed for ensuring project sustainability, the creation of a local Nigerien private non-profit organization or a service cooperative has the greatest opportunity for success.

As a substantial number of requests for assistance have come in the past from the international NGO community, logically these donors would be most interested in receiving future services from a counterpart organization which does not have a private for profit orientation. In addition, under present Nigerien law, for profit enterprises pay: 1.) a 50 percent corporate tax rate; 2.) professional salaries for the self employed are taxed at a 50 percent rate; and 3.) value added taxes (VAT) on the sales of goods and services is 17 percent. Also, the philosophical orientation of a for-profit consulting firm is not consistent with the present approach of the project's staff nor that of the international donor community.

The establishment of a worker's or service coop requires further investigation. However, experience has shown that the following constraints would be present should this alternative be seriously considered or

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implemented:

- worker's coops, a relatively new phenomena in the US, are created to provide employment for the workers. Thus, the objectives change from the intention of providing services; and the interests of the workers' coop members often conflict with the needs of the individual coops;

- the issue of who would control the coop and how funds would be accessed would have to be carefully defined. The individual coops, as a board of directors, might not be confident enough to manage the budget, determine policy, and give management directions to the service coop.

There are many examples of the private non profit model throughout Africa. In Niger two local NGOs (Eglise Evangelique de la Republique du Niger, EERN; and the Association of Well Diggers, APRN) have been created within the past few years. GAP, a group of 27 NGOs working in Niger would potentially support the formation of a local NGO. CLUSA has assisted a program in Rwanda, the Cooperative Training and Research Center, to constitute itself as a local private non-profit organization and the results have been highly successful. The institution has maintained complete managerial and financial autonomy while at the same time retaining close collaboration with the technical ministries and donor organizations interested with cooperative development.

Financing for any one of these alternatives would probably come from several sources. Certainly, a portion of the expenses must come from the cooperatives. The low cash profit margins in many coops, however, may necessitate other financing or in-kind contributions (housing, transportation, meals, exchange of goods for services). Previous experience with CLUSA's Rwanda project has shown that donors, projects, and government sources are all potential clients for appropriate and efficient consulting and training services to cooperatives.

Profits from clients could be used to finance assistance to cooperatives not included in any contractual programs. If such a philosophy is accepted, however, it is likely that neither a for profit consulting firm nor a worker coop would be the best organization to replace the CLUSA project. In the long run, only the service coop and NGO alternatives could be counted upon to use profits from some of it's operations to promote programs for coops having insufficient resources.

Both the service coop and the NGO possibilities need to be carefully considered during the first year of the ROD project. Present key project staff should hold meetings with government officials (Ministries of Agriculture, Plan, and Interior), individual cooperatives, interested project trainers, and the donor community (USAID, NGOs, UNDP, etc) to receive their input and advice concerning the alternatives proposed.

Representatives from the donor community in Niger are most interested in the establishment of a local NGO, since this is more consistent with their own development philosophy. To date, as mentioned earlier, only two Nigerien NGOs have been created, with both being linked to church programs. The service

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cooperative would need to clearly define it's relationship with the MOA (primarily DVPC and SPC) and the present UNC/URC structure. Current research by the ROD project personnel should be able to choose the best alternative.

The ROD project has budgeted, in the first and second years, for both government officials and key project staff to have the opportunity to visit and study the cooperative movement in other countries. It is felt that the exchange of information and ideas on the issues of project sustainability and government services available to coops will assist in providing important support to choosing the most appropriate alternative.

When implementing the project, new activities under ROD should immediately be differentiated between those that are finite (eg. initial coop organization, management and literacy training) and those that are recurrent (consulting, credit, activity specific training). Project personnel working with recurrent activities will also be responsible with slowly and progressively privatizing their activities over the life of the project.

Those individuals, initially 4 to 7 persons, selected to form the nucleus group of the new organization will still be paid by ROD funds and be considered as project personnel. The transformation will be slow and progressively phased in during the life of the project. For example during the first one or two years of the ROD project, three or four persons will be selected to receive specific additional training in: management, budgeting, proposal writing, training of trainers, credit, feasibility studies, marketing, etc). The additional skills will be useful to them in providing consulting services to coops as a response to outside requests from the donor community for assistance. These same skills will be useful to them as they begin to establish their independence from the project.

Under the assumptions that one field assistant could service most cooperatives in an arrondissement (such servicing would include "recyclage" training and short term business consulting), a possible annual budget for the consulting office is as follows:

1.	Salaries (1,440,000 cfa/agent x 6 departments)	8,640,000
2.	Transportation (800,000 cfa/agent)	4,800,000
3.	Overhead (50% of 1 & 2. Rate to clients would decrease with billable hours. Includes 1 Director and 1 secretary) Supplies linked to specific training programs would be billed to the client. Normal office supplies, as well as secretarial, accounting, and management costs would be covered under overhead).	6,720,000
	TOTAL:	20,160,000
	U. S. TOTAL (300cfa/$)	$67,200

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While such a rudimentary budget projection will be refined during the development of the organization, these simple figures show that a well managed operation could easily be funded from local contracts. Clients would have the option of contracting directly for services or supporting a scholarship fund for coops to obtain services from the organization.

It must be recognized that the creation of the appropriate organization will slowly evolve over the life of the project and require considerable thought and planning. Those individuals selected as having the most potential to make the activity self sustaining will require additional specialized management training. The selection process will be based on: past performance appraisals; leadership and management capability; present level of training and consulting skills (accounting, budgeting, feasibility studies, marketing, math, level of formal education, finance and loan applications, etc); learning potential; and demonstrated understanding of the project's methodology and approach.

c). Development of Secondary Cooperative Structures

Countries with a developed cooperative movement have structures which start at the base with primary cooperative societies, above which are secondary structures (unions) and tertiary structures (federations). These various levels of cooperative organization were developed from the bottom-up from the perceived needs of cooperative members and the grouping of cooperatives to fulfill those needs.

Niger has a structure of unions at the local, sub-regional and regional levels and a national cooperative organization. These entities were created by the Government of Niger to facilitate the operation of government programs (e.g., credit, input supply). With the financial difficulties of the official credit and cooperative system and gradual withdrawal of government funding, the sub-regional and regional unions have cut back on their operations.

It is anticipated, however, that increasing marketing and enterprise investments by cooperatives assisted by the ROD project will result in a need for union development to support those activities. For example, to facilitate the collection, conditioning and marketing of crops such as onions, cowpeas and cereals, or to centralize and achieve economies of scale in staple purchasing for supply stores, unions of cooperatives might be helpful. Examples of beginnings of union types of activities already exist. One example is cooperatives that are working together for the exchange of staple foods, such as rice and millet.

The development of unions on a geographic or activity specific basis are expected to develop slowly during the ROD project in response to the needs of the primary cooperatives, and gradually increase over time. As local cooperatives unite to form a local union structure they will develop a relationship with the official union structure in place. The type of relationship between the two is uncertain given the government's uncertain

intentions for the residual official structures.

2. Village-based Training

The ROD project will use the successful cooperative development model introduced by CLUSA in Niger. Regional trainers and village assistants will expand village-based training to 150 new cooperatives, emphasizing skills required for effective marketing, preparation of feasibility studies, credit applications, accounting systems, management skills, and literacy. The modifications in approach reflect maturation of the system. More cooperatives are ready for larger economic activities.

During the Volet Formation Cooperative, CLUSA has worked with 6 of the 7 departments and in multiple arrondissements. During the ROD project, new activities will be consolidated to focus on areas of greatest economic potential and areas that represent a variety of economic opportunities where activities can be grouped as models and the greatest possibilities for market diversification and expansion are likely. In order to take advantage of the diversity of models (both in terms of social groupings, and potential economic activity), increase the possibility of union activity, and demonstrate results in a very short period of time; the ROD will concentrate new activities in one arrondissement in six of the seven departments.

Working from a base of one arrondissement in each of six departments, the project will extend its services to 150 new cooperatives as well as maintain a working relationship with the 158 cooperatives already receiving services. The base arrondissement for new activities in each department was selected according to the following criteria:

-sufficient cooperative economic activities presently exist to benefit from project inputs;

-potential markets for cooperative products;

-strong network of cooperatives already serviced by the project;

-high concentration of regional trainers;

-geographic proximity to the other base arrondissements;

-potential for rapid expansion of project services to all cooperatives;

-already existing working relationships with non-governmental organizations aligned with the project's approach to cooperative development;

-strong network of project sponsored literacy centers already in place;

-existing cooperative infrastructure and training sites;

-potential for growth in cooperative economic activities.

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The arrondissements selected for the ROD are Kollo (Tillaberi), Gaya (Dosso), Illela (Tahoua), Aguie (Maradi), Matameye (Zinder) and Tchirozerine (Agadez). The lack of an already existing network of project serviced cooperatives in Diffa precludes the selection of an arrondissement in that department.

The concentration of the new regional trainers in smaller geographic areas will allow for rapid expansion of the project to all selected arrondissement cooperatives. The ROD will tighten areas of primary coverage from 120 KM(2) to 26 KM(2) per regional trainer. This will also allow for more consistent and thorough follow-up of cooperative activities. (See Annex C: Criteria for Selection of Arrondissements)

As stated above, literacy training will play an important part in the training of cooperatives and their members. Literacy rates being extremely low, even in local languages, literacy training is an important part of skills training. Literacy is essential to the management of economic activities, and the more people who are functionally literate and numerate, the better internal control of economic activity operations. The project will coordinate activities with the Ministry of Education's functional literacy program to train trainers and develop new, more relevant literacy training materials in the major national languages. Experience in this domain will be drawn from the Niamey Department Development Project, which developed a successful literacy methodology relating literacy to economic activities.

3. Economic Activities

Economic activities undertaken by cooperatives to date have been varied. Most have shown modest profit margins. This was, in part, because cooperative members expressed an interest in beginning with activities which had as much a social purpose as profit seeking, such as cooperative supply stores selling goods at a very small mark-up. As the cooperatives become more skilled in identifying possible revenue producing activities and more confident in their dealings with banks and private operators, economic activities with higher potential profits will be explored. To increase potential profit, the ROD project will assist in setting up informal market information systems, making use of data gathered by other organizations, for exchange of information between cooperatives, will collaborate in market research by the cooperatives, and will organize study tours for cooperative leaders to neighboring countries. The project will also explore the possibilities of value added activities which may be joint ventures with private operators.

In order to increase the potential impact of cooperative economic activities, CLUSA will also use the roster of specialists in the their cooperative network to provide short-term consultant services to cooperatives and individuals who wish to work with cooperatives in endeavors such as product packaging, processing and export. The project would charge a fee for these services to individual private business people.

The project will also begin to work with smaller groups, in addition to large group activities. This will allow for testing of a variety of activities which may not be profitable for a large group (sheep fattening for holidays, for example, has been carried out by small groups in other projects), and for participation by groups which tend to be underepresented in decision making by large organizations. Women's groups, in particular, will be encouraged to participate, and special attention will be given to identifying acceptable economic activities for women's cooperatives..

An economic activity that has been proposed by several cooperatives is the possibility of the establishment within the cooperative of a savings/credit activity. The project has not followed up in this area because of the lack of Nigerien laws permitting such a function and the lack of experience of the cooperative trainers in this area. The credit union project now starting implementation by the World Council of Credit Unions (WOCCU) through USAID under the Agricultural Sector Development Grant, presents an opportunity for a collaborative relationship as described in the WOCCU proposal. Discussions have already started concerning the types of collaboration that would be beneficial to both projects.

Collaboration could include participation on the proposed coordination team; participation of a ROD cooperative trainer in WOCCU training programs; use of WOCCU developed forms, procedures, training materials; and assistance to cooperatives so that they may begin their own credit/savings activities, following WOCCU developed procedures, if the cooperative requests the development of such an activity.

4. Credit and the Guarantee Fund

There are no institutions in Niger, currently, which are established to provide credit to rural areas. The CNCA collapsed in the mid-1980's, and was a poor performer before that (the repayment on loans was very low, and the institution was required to provide credit to projects with little or no profit margin). In the original design of APS, credit for cooperatives was part of the activity of the input supply component, with CNCA credit to flow through the input supply parastatal (CA) to cooperatives who marketed agricultural inputs. The credit system was designed with a guarantee fund. With the financial deterioration of the CNCA, and the 1984 redesign of the cooperative training component by CLUSA, the guarantee fund was transferred from the CA to the training component. The BIAO (Banque Internationale de L'Afrique Occidentale) was the only bank that expressed serious interest in loaning funds to the cooperatives when the project began.

As expressed in the 1985 PP amendment: "The purposes of the Guarantee Fund are to (a) provide a mechanism to supply credit to the cooperatives for the financing of economic activities; (b) to develop a rural credit system based on the private and commercial banking system; (c) provide a credit mechanism for purchase of agricultural inputs if the cooperatives determine that this is an optimal use of their credit capacity."

Perhaps the most important factor to the success of the ROD project is the

availability of credit for coop business ventures. Both the initial start-up of many economic activities and their later growth usually require greater capital reserves than are available in the village. In the past, the BIAO bank of Niamey has played an important role and has expressed an increasing interest in the loan program. The BIAO has decentralized decision making so that the regional bank managers have more control of lending decisions. The Niamey office has a staff member who devotes the majority of his time to cooperative loan requests. Bank employees are beginning to accompany project personnel to meet with the cooperative clients in the field. Other banks, based on BIAO's positive experience, have expressed interest in joining the guarantee program in the future.

Additionally, banking officials acknowledge that maintaining a successful rural agriculture credit portfolio is highly regarded and encouraged by the Government of Niger since there are no viable government rural credit programs which can meet this need at present.

The BIAO has loaned money to small coops with the assistance of a Ministry of Plan guarantee fund financed by USAID counterpart funds. Since the BIAO had little expertise with loans to small rural enterprises, it was unwilling to accept the risk associated with the activity. As a result, a 111% guarantee was required (100% of the principal, 11% to cover unpaid interest). Despite the extreme level of guarantee, the program has been a success in at least two ways: 1) village coop leaders have obtained valuable experience in preparing and submitting loan requests to a private bank, and 2) BIAO personnel have been exposed to small rural loan requests, learned to analyze the investments, and attained an appreciation for the diligence and honesty of many of the rural coops.

Despite the evolution of both the coop loan requests and the BIAO system of handling those requests, two major issues remain. First, the guarantee fund offered by the Ministry of Plan is in no way permanent. (The guarantee fund agreement has been extended through December 1989 to allow time for CLUSA/BIAO/Ministry of Plan negotiations and the examination of alternatives) Secondly, the BIAO feels it will always need some sort of guarantee and assistance with field loan servicing in order to continue with small coop loans. Both of these issues must be addressed during the first year of the ROD project.

It is unlikely that private banks will be willing to continue making coop loans without some sort of guarantee, even after five years experience with the ROD project. As a result, some sort of permanent arrangement must be made. Possible alternatives include a coop financed fund (although this indeed would reduce total funds available for investment), a government fund permanently set aside to help with coop loans and independently managed by a bank, and a private fund managed by a bank, but having an oversight committee representing various organizations interested in cooperative development. Discussions within the next six months with the Ministry of Plan, USAID, and the Ministry of Agriculture will determine which avenue the ROD project will choose.

While privatization and sustainability of the guarantee fund will be long-term

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objectives of the ROD project, a more immediate problem faces project coops. If current millet and cowpea marketing ventures continue to be successful, demand for credit will increase very rapidly during the project's first two years. Estimates show a potential demand for $1.75 million in credit in 1989 (See ANNEX D for a complete credit demand analysis). Demand increases to more than $3 million by 1992. The current Ministry of Plan guarantee fund totals only about $1.2 million. In other words, there could be a shortfall of up to $500,000 in the first year of the project and almost $2 million by the end of the project (assuming existing funds will remain available to guarantee coop loans).

The results of the current marketing campaign will allow better projections to be made, and from those a proposal will be submitted to the ASDG project for additional funds. This proposal will offer a unique opportunity to address the issue of making the guarantee fund relatively permanent. At the same time, the issue of increased bank participation in both funds used and loan request analysis can be negotiated.

Discussions held with the BIAO director of credit operations showed an interest in decreasing the percent guarantee required if a portfolio guarantee was used rather than a guarantee for each individual loan. If such an arrangement could be made, the additional funds required could be significantly reduced or even eliminated depending on the rate of guarantee finally negotiated. The director, however, insisted that loan operations would continue to need some sort of field assistance in assuring coop assets and management were as stated in loan request forms.

Since interest paid by the BIAO on the current guarantee fund totals more than $70,000 annually, it is highly likely that such assistance could be obtained from the independent ONG to be developed by ROD. The director of credit was receptive to this idea. Use of interest in such a manner would assure both continued loans to coops and financing for the ONG well after the ROD PACD.

The ROD project will continue to support the loan program administered by the BIAO, focussing on: (1) encouraging the bank to take on risk for certain activities or cooperatives with a proven track record, (2) increasing the bank's management role of the fund, (3) expanding the bank's active participation in determining requirements and criteria for credit, and (4) exploring possibilities of other banks becoming involved in managing a loan guarantee fund for cooperatives.

III. FACTORS AFFECTING PROJECT SELECTION

A. Social Considerations

There are two major groups of project beneficiaries. The first is the group of cooperative assistants who are being trained under the project. The second is the cooperative members and local communities who through training and access to credit will benefit from increased community and personal income. There are many factors which influence the success of cooperative development. Socio-cultural constraints include the traditional structure that gives more weight to chronological age rather than competence and experience, resulting

at times in domination of the cooperative by tradition authorities and the lack of participation by the general population.

However, the CLUSA model is seen to work. It has been adapted successfully to a variety of cultural settings. Didactic materials are available in two local languages (Hausa and Djerma). Cooperative assistants have integrated well with the local populations with which they work and cooperatives have made great progress in encouraging the participation of the population.

Special consideration needs to be given to women whose involvement has been limited to date. Women have expressed reluctance to join in group meetings with men and to invest money in activities controlled by men. This is a common situation in Niger. The project has started to have some experience with separate women's group activities, as is the case of handicrafts in Agadez and the management of a grinding mill in Hamdallaye. A separate approach to women, will mean higher costs to the project but may be the only solution to the problem in the short-term. Women's participation will be monitored throughout the project. (See Annex F: Social considerations for Cooperative Development)

B. Financial and Economic Considerations

1. Costs

The ROD project is an capacity building effort and as such is not immediately self-financing. Training activities are intensive under the CLUSA model. This is a large part of the reason for the component's success. Training activities are investment costs to be borne by the project (supplemented by in-kind contributions of the cooperatives). By the end of the project, all cooperatives must bear a portion of the costs of maintaining the system. This may take the form of in-kind contributions to the village assistants (housing, food, etc.) or fee-for-service, depending on the financial status of the cooperative involved.

CLUSA recognizes the need to minimize the cost of maintaining the cooperative training system, once it is established. Because of the limited financial resources of most cooperatives, a variety of funding options will need to be tested (in-kind contributions, annual fees, community work on trainers' fields, etc.), and flexibility allowed in the level of monetary contribution by different cooperatives.

The project will pay for the salaries and support costs of the 50-52 regional cooperative trainers. In order to prepare for the end of CLUSA technical assistance and project funding support, the ROD will test the alternative of the formation of a Nigerien private organization. The idea is that a certain number of those trained through the Cooperative Training Component and the ROD will be interested in the formation of such an organization to continue their work on a fee basis. Indications are that major clients would be donors and internationally based non-government organizations. Currently there is a substantial demand for the services that the cooperative training component can provide (on average the component receives two requests per week). Most

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organizations such as CARE, CIDA, LWR, CECI, the World Bank, UNDP, ILO, and others would be able and willing to pay for these services.

The project will initially cover the costs of several other elements of cooperative training. These include the costs of village assistants who are apprentices to the projects field staff and working directly for a cooperative, costs related to seasonal literacy centers, and World Food Program commodities and supplements that are used to decrease subsistence training costs. The ROD project provides funding for these items for the first two years of project activity. During these first two years cooperatives will be asked to progressively take on the costs of village assistants and training programs. At the end of two years cooperatives will have taken on the majority of these costs.

2. Direct Economic Benefits due to Project Intervention

During the past four years, assistance to cooperatives placed the major emphasis on the definition, organization, and implementation of profitable business enterprises. Coops were encouraged to identify their needs, and choose the economic activity which addressed those needs. Both long-term and seasonal activities were encouraged.

The long-term activity most commonly selected was the coop store. More than 40% of the coops working with the project had opened such stores. These stores usually provide consumable items, hardware supplies, and/or agricultural inputs. Recent figures obtained by project "assistants" showed annual returns from investments in coop stores to average about 30%. It must be noted that about one-third of the stores were either losing money from the venture or just breaking-even, while others were making a 50% or more return on investment. Besides earning a profit on the store, the coops typically offered at least a 5% price break to consumers (calculated by comparing the prices of coop store items to the prices of local merchants before the coop store opened business).

Other long-term investments included grain mills (6 coops), agriculture input sales (16), and village pharmacies (7). All of these other activities offered a lower cash return to the coop than did coop stores. Even so, in most villages where they were begun, the services were unavailable or prohibitively expensive. As a result, the non-cash benefit of these activities in terms of offering a needed service at reasonable prices was even higher than in the case of the coop store.

The most common seasonal coop activity was the marketing of agricultural produce. Nearly 60 percent of the coops marketed millet, and 40 percent marketed cowpeas. In addition, tomatoes, onions, and sugar can were sold through village cooperatives. While some losses were suffered by coops marketing millet in the first year of the project, significant returns have been obtained in recent years. Indeed, current estimates show that the demand for credit in 1989/90 will likely double due to successful cowpea and millet marketing campaigns. Typical return on investment for these activities has averaged 20%.

Other seasonal coop enterprises include livestock ventures, firewood sales, seed multiplication, and seed production. Further diversification is expected in the future.

About 12 percent of the coops in the project had communal fields where members would provide labor to increase the equity available to the coop. The average return of about 20,000 per coop for these activities sometimes provided important working capital to smaller coops or coops in areas of limited natural resources.

Assuming that the ROD will continue and build on the work of the current coops project, a projection of the expected returns to coop activities was done (See Annex D). The analysis compares the cost of the project with the return to participating coops attributable to project assistance. Both cash returns (net profits) to the coop business as well as non-cash returns to members (e.g. price breaks, services, inputs) were estimated. The business climate was assumed to remain at least as good as today. All estimates of rates of return on activities were taken from the experiences of project coops over the last four years.

The results of the analysis show the annual returns to coops will begin to exceed annual project costs in the fourth year of the project. Assuming the sustainability of the project's credit and short-term technical assistance activities, total returns as a result of project activities will begin to exceed the project's total cost early in 1995 (i.e. a little over one year after the PACD). By the year 2003 (ten years after the PACD), the net returns over investment would total more than $18 million.

A more important analysis in terms of true return on investment is the calculation of the Net Present Value of the estimated cash flow during the life of the project and beyond (See Annex D). It was assumed that USAID opportunity cost on development funds was equal to the interest rate it could earn if the funds were deposited in a local bank account (i.e. 6%). The Net Present Value of project benefits becomes positive in 1995. This means that in 1995, AID's investment in the project will have returned more to the Nigerien economy than if AID had invested their funds in the bank. By 1998, the investment in the project exceeds the bank alternative by $4 million (50%), $9 million (114%) after 15 years.

3. Indirect Economic Benefits and Measurement

The economic impact of the activities will be monitored by CLUSA throughout the life of the project. During the first phase, an increase in economic activity among cooperatives participating in the project can already be seen. Some $US 610,000 in bank loans are outstanding at this point, and several cooperatives have deposited profits in savings accounts, with a combined total savings of $100,000. By contrast, in 1984, only 15% of cooperatives surveyed had any savings at all, with amounts ranging from $8 to less than $1,500. Almost all of these were cooperatives on irrigated perimeters benefitting from donor projects. In addition, some cooperatives have established relationships with the seed service or Sonara where cash payment is received for services such as seed multiplication or cowpea collection.

CLUSA-trained cooperatives have initiated economic activities of 35 different types. Most cooperatives prefer having two or three different activities divided between permanent (e.g. supply stores, wood sales, grinding mills) and seasonal (e.g., agricultural marketing, seed multiplication). Each activity is thoroughly studied by the cooperative, with CLUSA assistance, before applying for financing.

There have been very few cooperative economic activities which have failed to at least break-even. Those activities that have lost money have done so because of natural disaster or unforeseen fluctuating market prices. No defaults have been declared on bank loans, although a few cooperatives are behind in their loan repayment for the reasons stated above.

An important element of the project approach, which is a departure from most cooperative development programs in Niger, is that the project does not give money to the cooperatives, does not arrange concessional loans, and will not cover defaults. This means that cooperatives are slower to start economic activities. So far, it has also meant that cooperatives are less likely to default on loans received. Indeed, the project has been approached by other donors and NGOs for advice on how to save projects in which cooperatives have defaulted on initial, highly concessional, loans, causing economic activities to halt. This is a good indication of the appropriateness of the training model. The project has also achieved some spread effect for its training model by training cooperative development trainers for other projects frequently including projects dealing with the more economically active cooperatives. During the ROD project partnerships with private business people should become more common also. Such partnerships have potential to increase economic impact of the project.

Most important about the process that is used by the project is that local participatory institutions develop the skills to conduct economic affairs and the ability to find locally acceptable solutions to economic problems as well as the skills to mobilize resources to increase farmer income. To the extent that government interventions have been unsuccessful in determining farmer needs and responding to them, the project will effect an enormous social change in moving initiative and resources to the community level and should contribute significantly to the mission's objective of increasing market diversity.

Cooperative income will be directly affected in several ways:

(1) identification of marketing outlets;

(2) examination of possibilities for value-added economic activities;

(3) increased access to credit through the guarantee loan fund; and

(4) improved management of existing resources.

Increased cooperative income also means increased individual income. Activities pursued by the cooperative assist to decrease the farmer's costs,

in the case of supply and input stores, free up time for other productive activities, in the case of grinding mills and increase the price received by the farmer for his/her product as is the case for the cooperative marketing of cowpeas and millet.

The inclusion of women in the cooperative development process will also lead to increased family income. Studies show that increased employment and income opportunities for women lead to improved nutritional status of the family, increased income for the family, reduced fertility, and greater educational opportunities. Thus the intention to focus project resources on women will suggest a proportionally higher increase in family well-being than if the project did not seek to include women in the training and cooperative process.

C. CLUSA's Background and Experience

1. Overview

Founded in 1916, CLUSA is the oldest national-level cooperative organization in the United States. Its membership includes approximately 300 cooperatives and federated organizations in the areas of farm supplies, agricultural marketing, insurance, banking, housing, health care, consumer goods and services, student services, credit and savings, worker ownership, fisheries, rural utilities, along with more than 40 state and national associations of cooperatives and major cooperative financial institutions.

CLUSA's programs include services to cooperative businesses in the United States; technical assistance to cooperatives in the developing world; representation of American cooperatives in Washington, D.C. and abroad; and promotion of trade among the world's cooperatives.

2. International Activities

CLUSA is active internationally at three levels: technical assistance, trade and investment, and representation.

CLUSA has been providing technical assistance to the people of developing nations since 1954 in such areas as: financial management, grain storage, agribusiness, credit, farm supplies and equipment, fertilizer production and distribution, education and training, feasibility analysis, research and development, rural industries, handicrafts, fisheries, and insurance.

In providing development assistance, CLUSA has worked in over 40 countries in partnership with cooperative organizations, host governments, and donor agencies such as: U.S. Agency for International Development (AID), World Bank, CARE, Inter-American Development Bank (IDB), United Nations Development Program (UNDP), and Ford Foundation.

To these ends, CLUSA also stresses the strengthening of national and regional organizations of cooperatives to improve the efficiency of cooperative

enterprises and further interests of their members.

In addition to technical assistance, CLUSA is the United States representative to the International Cooperative Alliance (ICA) headquartered in Geneva, Switzerland, and to regional cooperative associations such as the Confederation of Cooperatives of the Caribbean and Central America (CCC-CA). Through these entities and affiliated national associations, CLUSA is able to tap a wide range of technical training and consulting resources.

In the commercial area, CLUSA's separately incorporated, for-profit subsidiary, Cooperative Business International (CBI), assists cooperatives in expanding their international markets and operations. It works in importing, exporting, joint ventures and other aspects of international business in which cooperatives may become involved. Each business venture CBI undertakes must involve at least one cooperative.

3. Development Experience in Africa

CLUSA has provided technical assistance to over a dozen African countries reaching back to its first short-term consultancy in Nyasaland (now Malawi) in 1959. Its first long-term project was in Nigeria from 1965 to 1967. In the last ten years, CLUSA has been in six countries under long-term contracts, and currently has training, marketing and credit services projects in Rwanda, Mali, Equatorial Guinea, and Niger.

A smaller version of the proposed ROD project has been in operation in Niger since early 1985 as a component of the APS project. The mid-term evaluation of APS (1987) concluded that "the cooperative training component, including its credit subcomponent, has made substantial progress in a short time toward achieving its purpose of contributing to the growth of a viable cooperative movement in Niger. Cooperatives, via the assistance of the component and credit available to them, are undertaking viable economic activities and are starting to achieve social and economic objectives that they set for themselves".

D. Conformity with Government of Niger Strategy and Programs

The proposed project is in harmony with Government of Niger (GON) policies for rural development. The Government is committed to increasing the participation of the rural inhabitants in their own development as part of its effort to achieve food self-reliance and increased income for rural households. The cooperative is the primary institutional mechanism for channeling local participation into development activities. Problems in traditional, top-down, approaches to cooperative development in Niger are recognized by the Government. A dynamic approach, based on decision making by the cooperatives themselves, is espoused in the current Five Year Plan and other governmental planning documents. The GON has taken a number of concrete steps towards increasing the independence of the cooperative movement, and facilitating its participation in the economy. These steps include eliminating monopoly roles of parastatals in agricultural input and product

marketing, and reducing administrative impediments to participation of cooperatives and individuals in export trade. Most recently, legislation redefining the status of cooperatives has been approved by the Nigerien government. The legislation recognizes cooperatives as private entities and drastically limits the role of the government.

E. Relationship to USAID Strategy

The ROD project is fully consistent with approved development strategies for Niger, which include the increase of food production, diversification of incomes and the fostering of community-based and self-managed development. It contributes directly to the Action Plan objective of increased scale diversity and efficiency of agro-pastoral product markets. The ROD project provides benchmark measurement in the assessment of progress toward meeting the target of liberalizing domestic trade regulations and expanding private sector role in agro-pastoral input/supply/distribution and production marketing. The ROD project also conforms to AID worldwide policies on cooperative development. Niger has been selected by AID/Washington as an emphasis country for cooperative development efforts.

Support to the cooperative movement in Niger is a major element of USAID's rural development strategy. USAID uses a variety of project and non-project mechanisms to further the cooperative movement. ROD technical efforts at the village level will be complemented by the actions of other projects in the USAID portfolio. In particular:

Niger Applied Agricultural Research (NAAR), which supports the development of improved agricultural technologies, promotes strengthened research and extension linkages and incorporates use of sociological and marketing data into decision making in research.

Pilot credit union programs implemented by the World Council of Credit Unions under ASDG funding, which, while maintaining independence from the cooperative structure, will complement economic activities under ROD.

ASDG I/II counterpart funded activities have increased private entrepreneur participation in rural production and commercial activities.

Natural Resources Management (NRM), now in preliminary design phase, will test and disseminate natural resource management techniques that can be of interest to cooperatives in certain zones (as was the case of the Guesselbodi wood cutters cooperative under the previous forestry project).

Seed Multiplication programs, originally supported technically through the APS project, and the subject of policy dialogue under ASDG (and counterpart funding under that program) have already proved profitable activities for certain cooperatives.

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IV. IMPLEMENTATION STRATEGY

A. Proposed Grantee

CLUSA is the proposed grantee for project implementation through a cooperative agreement. CLUSA will have primary authority and responsibility for the execution of the project. CLUSA has signed a protocol with the Ministry of Agriculture (See Annex G) which establishes the duties and rights of each party. The CLUSA project will have the same autonomous status as other PVO projects in Niger providing assistance directly to primary cooperatives. A second activity of the project will provide direct assistance to the Ministry of Agriculture's Service de la Promotion Cooperative (SPC).

During the course of the ROD project, CLUSA will support the establishment of a Nigerien private organization (cooperative, for-profit or non profit organization) to carry on project activities permitting autonomy and self-financing ability. As this organization develops, it will progressively take on the activities of the project as presented in this document.

B. AID Support Requirements and Capability

As a Cooperative Agreement, USAID will have a mandated oversight/coordination role, but not day-to-day involvement in procurement/financial transactions of a standard project. The project will be managed by the Agricultural Development Office, backed by a USAID project committee.

C. Technical Assistance

CLUSA will assign the following TA personnel to work with the project:

1. Long-term TA

a. Training Component

-1 Chief of Party, responsible for overall management (5 yrs)
-1 Cooperative Training Specialist (1 yr)
-2 Marketing/small business management Specialist (4 yrs each)

2. Short-term Consultants

Four months per year over the life of the project of short-term consultants in the areas of marketing, small business development, credit, etc., based upon the requests for technical assistance from cooperatives and staff will be provided.

An additional six weeks of short-term technical assistance will be provided directly to the Ministry of Agriculture's Service de la Promotion Coopérative over the life of the project.

3. CLUSA Project Coordinator

A senior officer of CLUSA's International Division will serve as the project's coordinator for the length of the project (2 months per year with a minimum of one project visit per year).

D. Monitoring, Measurement, Evaluation and Reporting of Project Accomplishments

Monitoring of project activities will take place on three levels: the cooperative business, the village community, and within the project management structure. In analyzing each of these areas, baseline data must be collected at the beginning of ROD activities. Updates should be made at regular monthly, semi-annual, or annual intervals depending on the component being measured. One person on the project management team will be charged with the analysis and reporting of information. Even so, coops, field agents, banks, and technical staff will all be involved in its collection. As a result, during its first months of work, the project team needs to organize the management of the monitoring system as well as balance the type and availability of information required, the time and cost involved in its collection and analysis, and the use and dissemination of results. The progress indicators to be measured must be sensitive to gender issues and would include some, if not all, of the following.

1. Progress Indicators

Cooperative Progress Indicators

a. Profitability of Coop Business Activities
   - Net Income
   - Total Sales
   - Total Assets
   - Net Worth
   - Net Income by Type of Economic Activity

b. Coop Membership and Management
   - Size and Membership (by gender)
   - Written Accounting System
     - Cash Transactions
     - Income and Expense Statement
     - Balance Sheet
     - Inventory Control System
     - Accounts Receivable Ledger, etc.
   - Ability to identify needs and propose solutions
   - Appreciation of member rights and responsibilities
   - Involvement of members in planning, implementing, and evaluating programs
   - Participation of members in coop resources, time and labor

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- Use of outside resour
- Involvement of women in coop leadership and decision making

c. Credit Availability to coop businesses and coop members
- number of loans
- term of loans
- size of loans

d. Dependency
- Decreasing visits and training required
- Trained village assistants
- Increase in literacy and numeracy

Community Progress Indicators

Income, employment, production, availability of services, and consumer/producer prices should be measured through an annual community resource survey adapted to project villages. To avoid collecting unnecessary information, desired reports should be designed before the survey questionnaire. Pre-testing of the survey is also extremely important.

Project Progress Indicators

a. Number of Coops Assisted

b. Number of Participants in Training Programs (by gender)
- Literacy Programs
- Management/Organization Programs

c. Levels of competence attained by participants in training programs

d. Credit/Guarantee Fund Management
- Number of loan applications
- Number of loans
- Average loan size
- Number of loans repaid
- Delinquencies
- Defaults
- Principal paid/Principal Due

e. Sustainability
- Development of a coop or ONG to take over short-term consulting and training tasks
- Decrease in the guarantee rate required by banks
- Increase in the banks' loan review responsibilities
- Privatization of the control and management of the loan guarantee fund

f. Linkages to Other Organizations
- Visitors
- Requests for Information and Reports

- Visits to Other Organizations
- Orientation programs held for other organizations
- Training trips for coop leaders and promoters both within and outside of Niger

2. External Evaluation

The project will be externally evaluated at mid-term and at the end of year four. The evaluation team will be made up of a an independent group contracted by USAID in collaboration with the Ministry of Agriculture and Environment. Funds will be available for the external evaluation through USAID's Limited Scope Agreement with the Government of Niger. Terms of reference for the evaluations will be developed jointly by USAID and the Ministry of Agriculture and Environment.

3. Monitoring and Reporting

CLUSA will assign a senior staff member to monitor the overall project, and to serve as backstop to the Chief-of-Party. This officer will visit the project approximately every 12 months and be available for consultation with GON and USAID officials as required. He/she may also participate in the scheduled evaluations as deemed appropriate.

CLUSA will require annual financial and progress reports to be prepared by the project staff. Annual work plans and progress reports will be submitted to USAID/Niger and the Ministry of Agriculture for their review and input.

E. Environmental Threshold Decision

Negative determination is requested, as this is a technical assistance and training program that does not include activities directly affecting the environment. (Section 216.2(c)(2)(i))

V. FINANCIAL PLAN

A. Methods of Financing

The method for financing for all items will be a grant to CLUSA, using its Federal Reserve Letter of Credit #72-00-1143.

CLUSA will follow the appropriate AID regulations in procuring goods and services for the program to be implemented under this grant.

Non-US government contributions will include:

-participation of cooperative members in training and economic activities;

-use of village facilities for training;

-in kind/monetary contributions by cooperatives to cost of cooperative and village assistants;

-participation of GON employees at Ministry level, in-field literacy trainers and extension agents on a part-time basis;

-fees paid by cooperatives/businessmen for consulting services; and

-food contributed by PAM (World Food Program) for mid-day meals at training sessions.

The dollar value of non USG contributions has not been estimated at this point. Under APS, the non-US government contribution is probably 5-10% of the costs. This percentage will increase under ROD as costs begin to be borne by service users.

It is proposed that the 25% non-US government contribution requirement for this grant be waived because:

-in Sahelian countries no such requirement is made for projects in general; and

-"the PVO's program supports specific provisions of FAA or other legislation which at the outset and for an undetermined time have no independent source of income (e.g., development of cooperatives)" (87 State 331065).

CLUSA is committed, as is USAID, to requiring an increasing level of non-US government contributions to the project in order to meet its sustainability objectives.

COOPERATIVE LEAGUE OF THE USA

BUDGET SUMMARY

1. TECHNICAL ASSISTANCE:	2,786,383
2. TRAINING	3,002,337
3. COMMODITIES	563,000
4. OTHER	603,722
5. OVERHEAD AND G&A	1,766,664
6. MONITORING AND EVALUATION	78,000
TOTAL	8,800,105

COOPERATIVE LEAGUE OF THE USA
d/b/a THE NATIONAL COOPERATIVE BUSINESS ASSOCIATION
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REVISED 7/21/89

LINE ITEM	ESTIMATED YEAR 1	ESTIMATED YEAR 2	ESTIMATED YEAR 3	ESTIMATED YEAR 4	ESTIMATED YEAR 5	TOTAL
A.MODIFIED DIRECT COSTS:						
1.SALARIES AND WAGES						
(Assumes 5% per year increase)						
a)U.S. and Third Country:						
i) Chief of Party	$47,000	$49,350	$51,818	$54,408	$57,129	$259,705
ii) Training Advisor	35,000	0	0	0	0	35,000
iii) Coop Business Advisor	$47,000	$49,350	$51,818	$54,408		202,576
iv) Marketing/Credit Advisor	35,000	36,750	38,588	40,517	0	150,854
Sub-Total US and Third Country	$164,000	$135,450	$142,223	$149,334	$57,129	$648,135
b) Local Staff:						
i) Bi-Lingual Secretaries (2)	11,000	11,550	12,128	12,734	13,371	60,782
ii) Administrator	6,000	6,300	6,615	6,946	7,293	33,154
iii) Accountants (2)	14,000	14,700	15,435	16,207	17,017	77,359
iv) Other (drivers, misc.)	6,000	6,300	6,615	6,946	7,293	33,154
Sub-Total Local Staff	$37,000	$38,850	$40,793	$42,832	$44,974	$204,446
c) Washington Project Monitor (2 pers/mos/yr)	9,000	9,450	9,923	10,419	10,940	49,731
TOTAL SALAIRES AND WAGES	$210,000	$183,750	$192,938	$202,584	$113,042	$902,314
2.FRINGE BENEFITS						
a)U.S./Third Country:						
i)FICA-Employers share @ 7.6% of salaries	12,464	10,294	10,809	11,349	4,342	49,258
ii)Employer's contrib.to 401k retirement plan @ 4.0%	6,560	5,418	5,689	5,973	2,285	25,925
iii)Worker's Comp.Ins. @ 7% x (Salaries + Post Diff)	14,350	11,852	2,444	13,067	4,999	56,712
iv)Health Ins.@ $254.05/mo./emp.(4 emp.,yr.1; 3 employees,yrs.2-4; 1 empl. yr.5)	12,194	9,603	10,083	10,587	3,706	46,174
v)Life Insurance @ $0.41/per $000/mo x1.5	1,181	975	1,024	1,075	411	4,666
vi)Other-Emergency Medivac.,Travel/Accident, @ 2%	3,280	2,709	2,844	2,987	1,143	12,963
Subtotal, U.S. & Third Country	$50,029	$40,851	$42,893	$45,038	$16,886	$195,698
b)Local staff						
15.4% of Salaries	5,698	5,983	6,282	6,596	6,926	31,485
c)Washington Project Monitor						
i)FICA-Employers share @ 7.6% of salaries	684	718	754	792	831	3,779
ii)Employer's contrib.to 401k retirement plan @ 4.0%	360	378	397	417	438	1,990
iii)Worker's Comp.Ins. @ 1.5% of Salaries	135	142	149	156	164	746
iv)Health Insurance @ $254.05/mo.	508	534	561	589	618	2,810
v)Life Insurance @ $0.41/per $000/mo x1.5	65	68	71	75	79	358
vi)Other-Emergency Medivac.,Travel/Accident, @ 2%	180	189	198	208	219	994
Subtotal, Washington Project Monitor	$1,932	$2,029	$2,130	$2,237	[illegible],349	$10,677
d)Consultants						
2% of Fees (Emergency Medivac Ins.)	461	484	508	533	560	2,546

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TOTAL FRINGE BENEFITS	$58,121	$49,347	$51,813	$54,405	$26,721	$240,406
3.CONSULTANT FEES						
a)Salaries(4 mos/yr @24 days/mo @$240; 5%/yr.incr.)	23,040	24,192	25,402	26,672	28,005	127,311
TOTAL CONSULTANT FEES	$23,040	$24,192	$25,402	$26,672	$28,005	$127,311
4.TRAVEL AND TRANSPORTATION						
a)In-country travel-motos (10% per yr increase) 50 motos x 75 liter/month @226 CFA	33,900	37,290	41,019	45,121	49,633	206,963
b)In-country travel/vehicles (10% per yr incr.) $2,500 per month	30,000	33,000	36,300	39,930	43,923	183,153
c)International Travel (R&R, HL, reloc, repat. for for adv w/ave 3 dep) (5% per yr increase) (average 8 rd trip tickets per year except yr. 5)	19,200	20,160	21,168	22,226	5,834	88,588
d)International Travel Project Monitor 2 trips/yr, consultation 1 trip/proj, recruitment travel)	4,800	5,040	5,292	5,557	5,834	26,523
e)Consultation 1 trip/proj	2,400	0	0	0	0	2,400
f) Recruitment Travel($2000/yr 1&yr 3, 5 infl)	2,000		2,205			4,205
g) Consultant Travel (4 trips/year @ $2400each)	9,600	10,080	10,584	11,113	11,669	53,046
h)Medical trav.(2/yr @ $2,400/ea,incl.5% inflation)	4,800	5,040	5,292	5,557	5,834	26,523
g)Transport-HHE, POV, excess bag, consumables (4 technicians @ $15,000 each)	60,000	40,000	60,000	40,000	20,000	220,000
TOTAL TRAVEL AND TRANSPORTATION	$166,700	$150,610	$181,860	$169,504	$142,728	$811,401
5.ALLOWANCES						
a)Post Differential @25% of US & 3rd Country Salaries	41,000	33,863	35,556	37,333	14,282	162,034
b)Post allowance, av. $8,000/yr adv.plus 10% infl.	32,000	26,400	29,040	31,944	11,713	131,097
c)Quarters & Utilities @ $15,000/yr w/ 5% inflation	60,000	47,250	49,613	52,093	18,233	227,188
d)Education Allow.:1 child @$5,700/yr.10% incr/yr	5,700	6,270	6,897	7,587	8,345	34,799
e)Per Diem Expatriate Staff (3 expats@$45/day ave. 10 days per month)	16,200	17,010	17,861	13,354	8,621	73,046
f) Per Diem Consultants (120 days @$112)	13,440	14,112	14,818	15,558	16,336	74,264
g) Per Diem Recruitment (10 days yrs 1 & 3 @ 120)	1,200	0	1,323	0	0	2,523
TOTAL ALLOWANCES	$169,540	$144,905	$155,106	$157,870	$77,530	$704,951
6.PARTICIPANT TRAINING						
a)Travel outside of Niger (w/i Africa) 10 persons/yr/ 6 trips @ 1500	90,000	94,500	99,225	104,186	109,396	497,307
b)Per diem and fees 10persons/yr/6 trips/10days @ $70	42,000	44,100	46,305	48,620	51,051	232,077
c)U.S. study tours (DVPC/SPC: 5) (5 persons for 60 days @ $75/ day)	22,500	0	0	22,500	0	45,000
e) U.S. Study Tour travel (5 @ $4,000)	20,000	0	0	20,000	0	40,000
TOTAL PARTICIPANT TRAINING	$174,500	$138,600	$145,530	$195,307	$160,447	$814,383

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LINE ITEM	ESTIMATED YEAR 1	ESTIMATED YEAR 2	ESTIMATED YEAR 3	ESTIMATED YEAR 4	ESTIMATED YEAR 5	TOTAL
7.OTHER DIRECT COSTS						
a)Telephone, telex, cable	12,000	12,600	13,230	13,892	14,586	66,308
b)Postage, messenger, photocopying	15,000	15,750	16,538	17,364	18,233	82,884
c)Office Supplies	15,000	15,750	16,538	17,364	18,233	82,884
d)Guard Service: 10 guards(4 houses, 1 office/2 each)	18,000	18,900	19,845	20,837	21,879	99,461
e)Office Rental and utilities ($3,000/month)	36,000	37,800	39,690	41,675	43,758	198,923
f)Vehicle/moto maintenance	12,000	13,200	14,520	15,972	17,569	73,261
50 motos@$15/per month..5 vehicles @ $50/month						
TOTAL OTHER DIRECT COSTS	$108,000	$114,000	$120,360	$127,104	$134,258	$603,722
MODIFIED DIRECT COSTS: (Line Items 1 Thru 7)	$909,901	$805,403	$873,009	$933,445	$682,731	$4,204,488
8.OVERHEAD						
Total Modified Direct Costs						
Multiplied by provisional overhead rate	909,901	805,403	873,009	933,445	682,731	4,204,488
	37.00%	37.00%	37.00%	37.00%	37.00%	37.00%
TOTAL OVERHEAD	$336,663	$297,999	$323,013	$345,374	$252,610	$1,555,660
B.PARTIALLY BURDENABLE DIRECT COSTS:						
9.IN-COUNTRY TRAINING, MISC.						
a)In-Country Training-Salaries & Wages:						
i)Assistants (50 x 12 x 275)	165,000	173,250	181,913	191,008	200,559	911,729
ii)Village Assistants (130 x 12 x 50)	78,000	60,000	0	0	0	138,000
iii)Credit & Marketing Specialist (2)	16,000	16,800	17,640	18,522	19,448	88,410
iv)Business Advisor (2)	24,000	25,200	26,460	27,783	29,172	132,615
v)Trainers (2)	24,000	25,200	26,460	27,783	29,172	132,615
Sub-total In-Country Training Salaries & Wages	307,000	300,450	252,473	265,096	278,351	1,403,370
b)Literacy Program Materials, Instructors, Trainers and Travel (250 centers @ $400 each)	100,000	100,000	0	0	0	200,000
c)In-country training (50,000 participants @ $1)	50,000	50,000	0	0	0	100,000
d)Per Diem Local Staff(58 persons@$10/day ave 10 per month)	69,600	73,080	76,734	80,571	84,599	384,584
e)Training Materials	50,000	0	50,000	0	0	100,000
TOTAL IN-COUNTRY TRAINING	$576,600	$523,530	$379,207	$345,667	$362,950	$2,187,953
10.COMMODIES AND EQUIPMENT						
a)Vehicles (5 x $25,000)	125,000	0	65,000	0	0	190,000
b)Motorcycles (52 x $2,000) (2 in reserve)	104,000	0	104,000	0	0	208,000
c)Computers and Software	40,000	0	10,000	0	0	50,000
f)Office Equipment	30,000	0	10,000	0	0	40,000
g)HH furnishings and improvements(3 houses)	50,000	0	25,000	0	0	75,000
TOTAL COMMODITIES AND EQUIPMENT	$349,000	$0	$214,000	$0	$0	$563,000
11. MONITORING AND EVALUATION CONTINGENCY	18,000	15,000	15,000	15,000	15,000	78,000

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TOTAL PARTIALLY BURDENABLE DIRECT COSTS (#9+#10+#11)	$943,600	$538,530	$608,207	$360,667	$377,950	$2,828,953
12.GENERAL AND ADMINISTRATIVE COST						
a)Modified Direct Cost	909,901	805,403	873,009	933,445	682,731	4,204,488
b)Partially Burdenable Direct Cost	943,600	538,530	608,207	360,667	377,950	2,828,953
Base of Application-Total Direct Cost	1,853,501	1,343,933	1,481,215	1,294,111	1,060,681	7,033,441
Multiplied by G & A rate	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
TOTAL G & A COST	$55,605	$40,318	$44,436	$38,823	$31,820	$211,003
13.COST SUMMARY						
a)Burdenable Direct Cost (Line Items 1 through 7)	909,901	805,403	873,009	933,445	682,731	4,204,488
b)Overhead (Line Item 8)	336,663	297,999	323,013	345,374	252,610	1,555,660
c)Partially Burdenable Direct Cost(#9 + #10)	943,600	538,530	608,207	360,667	377,950	2,828,953
d)G & A (Line Item 13)	55,605	40,318	44,436	38,823	31,820	211,003
TOTAL ESTIMATED COST	$2,245,769	$1,682,251	$1,848,665	$1,678,309	$1,345,112	$8,800,105

NOTES:

1. SALARIES INCREASED AT RATE OF 5% PER YEAR
2. TRANSPORTATION AND FUEL COSTS CALCULATED AT INCREASE OF 10%
3. VEHICLE PURHASE ASSUMES RENEWAL AFTER 2 AND ONE HALF YEARS
4. PARTICIPANT TRAINING TO INCLUDE PROFESSIONAL DEVELOPMENT IN US FOR PROJECT CADRE AND RELATED MOA COLLABORATORS. PROJECT WILL SEEK TO TAP OTHER SOURCES OF TRAINING FUNDS AS NEEDED.
5. IN ADDITION TO LINE ITEM "MONITORING AND EVALUATION CONTINGENCY" LINE ITEMS WHICH INCLUDE FUNDING FOR MONITORING AND EVALUATION OF THE PROJECT INCLUDE PORTIONS OF LINE ITEMS 1aii, 3a, 9ai AND 9a-iv

PROJECT DESIGN SUMMARY
VI. LOGICAL FRAMEWORK

Life of Project:
From FY 89 to FY 94
Total Funding: $8,800,000
Date Prepared: 1/18/89

Project Title and No.: Rural Organizations Development (683-0260)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
PROGRAM OR SECTOR GOAL: Increase the scale, diversity and efficiency of agro-pastoral product markets.	MEASURES OF GOAL ACHIEVEMENT: -New markets for products developed in rural areas. -Increased economic activity in areas served by project. -More food and goods available in project areas.	-GON statistics, surveys special studies. -USAID Action Plan monitoring	Rainfall shortages do not seriously limit economic activity in project area.
PROJECT PURPOSE: Expand private sector role in rural areas through the development of viable cooperatives engaged in productive economic activities.	CONDITIONS THAT WILL INDICATE PURPOSE HAS BEEN ACHIEVED: -Cooperatives (200-350) engage actively in marketing as autonomous entities by EOP. -Cooperatives pay an increasing portion of costs of cooperative training services. -Increased trading between coops and private businesses lead to increased coop activity and profitability. -Coops show increased annual incomes.	-Project reports, site visits. -coop records, bank records. -Project monitoring and evaluation system -Information from NEPRP analyses	ASSUMPTIONS FOR ACHIEVING PURPOSE: -GON will continue to support cooperative development goals and autonomy. -Viable economic activities can be identified by groups. -No new laws or regulations issued which jeopardize coop activities. -Private sector collaboration to expand -Incentives for private sector activity continue.

OUTPUTS	MAGNITUDE OF OUTPUTS	MEANS OF VERIFICATION	ASSUMPTIONS FOR ACHIEVING OUTPUTS
Cooperatives trained by project engage in revenue producing activities.	150 new coops complete training and engage in at least one revenue producing activity.	Independent impact studies in selected areas	Coops maintain interest in becoming economically viable entities
Coops use CLUSA-trained Nigerian consultants to expand economic activities.	80 new coops use commercial bank credit. Coops able to present bank requests with feasibility analysis. Payment schedules adhered to with less than 1% default rate and less than 25% of coop borrowers rescheduling loans.	Project records, bank records	Banks continue to make loans based on acceptable repayment rates
Coops manage economic activities through own members.	Increased profits are reinvested in coop economic activities.	Project monitoring and evaluation system	Coops will pay for trainers' services
Women increase their role in coop economic activities.	200 coops trained under APS increase magnitude and diversity of activities. Average loan size increases for marketing and other more profitable enterprises.		Laws and regulations favor establishment of private organization for cooperative training and consulting.
Functionally literate coop member actively engage in coop decision making.	650 coop members trained in administrative skills. Board of Directors takes and active role in policy decisions of cooperative.		TA levels are sufficient to build and develop sustainable cooperative training programs.
Model for private Nigerian cooperative training organization established	1000 trained in bookkeeping, and management practices. Functioning accounting system in 85% of cooperatives.		
	25 women's groups initiate economic activities. 10 of these groups use commercial bank credit. Group capable of completing bank dossiers and performing feasibility analyses.		
	245 coop members trained as literacy trainers. Trainers continue to provide literacy training to coop members and are compensated by coop.		
	2500 members take literacy traing and1500 members attain functional literacy		

	Activities under project are being assumed by Nigerien org.		
INPUTS	**IMPLEMENTATION TARGETS**		**ASSUMPTIONS FOR PROVIDING INPUTS**
Technical Assistance for training programs TA for short term needs analyses and specialized training Commodities to support training activities	Long-term Technical Assistance -Expatriate-14 Person Years -Local coop technicians-360 p/a -field based trainers-2,400 p/a Short-term TA in marketing, monitoring and evaluation, specialized transformation, policy planning -22 p/m -Tech. Ass.=$2,786,383 -Training=$3,002,337 -Commodities=$563,000 -Evaluation Contingency=$78,000 -Overhead and G&A=$1,766,664 -Other=$603,722	-Project financial records -mid-term evaluation -special reports -Inspection -Independent audits	-Inputs delivered on time, in appropriate amounts

VII. IMPLEMENTATION PLAN

The implementation plan provides a detailed schedule for the implementation of project elements. However, reasonable flexibility must be maintained to reschedule specific events as the project evolves. Accordingly, the CLUSA team will prepare annual work plans for input by the Minister of Agriculture and USAID/Niger, specifying the schedule of activities for each year.

This section provides an overview of critical dates, focusing primarily on the schedule for the first year of the project.

FINAL NEGOTIATIONS	
Protocol with MINAG/E signed Cooperative Agreement signed	Pre-project
PERSONNEL RECRUITMENT	
Expatriate SOWs and candidates approved	Pre-project
Local staff SOWs Developed and recruitment	Pre-project & Months 1 and 2
Contracts negotiated for Cooperative Assistants	Month 1
Expatriate TA arrival	Months 1 and 2
Final Selection of local personnel	Months 2 and 3
Selection of twelve new trainees	Month 12
PROCUREMENT	
Rental of Office space	Month 1
Purchase of Vehicles and motorcycles(locally)	Month 1
Order Computers/office equipment and supplies	Month 1
IMPLEMENTATION PLANNING	
Session to discuss reassignment of Cooperative Assistants	Month 3
Negotiations with BIAO and Min Plan concerning cooperative guarantee fund	Month 1 and 2
Design of Monitoring and evaluation system	Month 3 and 4
Personnel procedures and policies adopted	Month 3 and 4
Preparation of Annual work plan	Month 3 and 4

	Month 13 and 14
Workplan review	Month 3 and 4
Annual review	Month 15 and 16

TECHNICAL ASSISTANCE AND TRAINING

SOW and recruitment of S-T assistance to DVPC	Month 2 and 3 Month 7
Arrival of S-T TA to DVPC	Month 4
Study tour to the US for DVPC and Min Plan	Month 3
S-T assistance for design of Eval/ Monitoring	Month 3 or 4
TOT: objectives of ROD	Month 5
TOT: Recurrent Costs	Month 8
TOT:(by collective) management tools	Months 6, 7,8, 9, 10. 11, and 12
Selection of short-term third -country training	Month 6
Formation of Committee to look at formation of local NGO	Month 8

ANNEX A: CLUSA COOPERATIVE TRAINING METHODOLOGY

CLUSA COOPERATIVE TRAINING METHODOLOGY

INTRODUCTION

This briefing paper covers the CLUSA/Niger intervention at the local cooperative level from the demand for services through evaluating economic activities. The project, through its forty regional cooperative trainers and the 85 local village trainers, provide services to 158 cooperatives in the departments of: Tillaberi, Dosso, Tahoua, Maradi, Agadez, and Zinder.

CLUSA does not recruit cooperatives to participate and benefit from its services. Instead the project responds to requests initiated by thee cooperatives themselves. These requests reach the project through three primary channels: regional trainers; directly from the cooperatives; or the National Cooperative Union (URC and USRC) structure.

THE CLUSA NIGER INTERVENTION

There are seven steps to CLUSA/Niger's planned intervention with local cooperatives. All steps are executed the first time by the regional cooperative trainer with the local village trainer. After the local village trainer learns the process he will execute the steps for all subsequent economic activities undertaken by the cooperative.

The execution of each step is determined by the pace set by the villagers. The project does not impose a time schedule on when the process must be completed. Generally, cooperatives convene an average of fifty (50) meetings with its Assembly Generale (AG) and the Groupement Mutualists (GM) over a period of up to six months before deciding on an economic activity in the third step of the process. The seven steps are:

- First contact with the AG;
- First contact with the GMs;
- Cooperative self-analysis;
- Economic activity feasibility study;
- Cooperative member training;
- Execution of economic activity; and
- Evaluation.

The AG consists of delegates from each GM which usually constitutes a village or comparable section of a very large village. The cooperatives with which the project works have an average of seven GMs.

1.) THE FIRST CONTACT WITH THE AG

Whether of not the project actually provides services is dependent upon the outcome of series of get acquainted meetings, first with the cooperative's AG and then with each GM.

During these meetings, the regional trainer explains the philosophy, methodology, and advantages of this approach and the cooperative's responsibilities during the intervention. One such possibility is the selection of a local villager for the regional trainer to train in CLUSA/Niger's cooperative development skills. With the aid of a dramatic presentation, the trainer explores with cooperative members their perceptions of the cooperative concept, its management, and their role in that management.

The project refuses to work with cooperatives with unreasonable expectations or unwillingness to accept the basic tenets of cooperatively managed groups. The AG is encouraged to think about the initial meeting among themselves and contact the project if they wish to continue the process with the individual GMs.

2.) THE FIRST CONTACT WITH THE GMs

The regional trainer repeats thee process outlined above with each GM. The goal is to bring all cooperative members to the same level of understanding about the project and their responsibilities. With this information, cooperative members make a consensus decision whether or not to continue with the project.

3.) COOPERATIVE SELF-ANALYSIS

The cooperative is lead through a series of questions by the regional trainer to assess the strengths and weaknesses of its present administrative structure and capacity to manage an economic activity.

-INVENTORY-

Members conduct an inventory of human, natural, and physical resources available from within the cooperative.

Human resources include: the number of members who can read, write, and/or calculate; persons trained in specific business functions (i.e. bookkeeping, purchasing, inventory control, marketing, management, etc.); persons trained in specific agriculture techniques (animal husbandry, seed multiplication, herbicide/pesticide use, etc.); or other skills (small engine/mechanical repair, blacksmithing, masonry, brick fabrication, etc.); and if there is a local school master and nurse practitioner located in the community..

The natural resources inventory includes the number of hectares of arable land for crops and gardens, the source of water from the number of traditional and cemented wells, irrigated perimeters, managed forest lands, and etc.

The physical plant inventory includes: number of animal carts; school buildings; health clinics; warehouses for grain storage; motorized vehicles; condition of buildings; and training materials (chalkboards, desks, notebooks, etc).

-NEEDS ASSESSMENT-

The regional trainer facilitates a series of discussions between cooperative members, the GMs, and the AG to identify the socio-economic needs of the cooperative community. After the needs(s) have been identified, members make suggestions about how those needs might be satisfied (i.e. donation from foreign non-governmental organizations, availability of government assistance, or how the community or cooperative itself might organize to fulfill its needs).

The regional trainer then challenges the cooperative members to consider satisfying the need through their own competent management of an economic activity. Members discuss the advantages and disadvantages of various alternatives to satisfy their needs. After exhausting discussions among themselves, the villagers in nearly every case, choose to start a cooperative business venture using the resources at their disposal.

Community members cite: pride of ownership; member control; literacy, numercy, and management training; and independence (self-reliance); and socio-economic gain as their reasons to choose a cooperative business activity.

-SELECTION OF ECONOMIC ACTIVITY-

With a consensus to launch a cooperative business venture, members start the laborious task of deciding which economic activity to launch. Cooperative members makes suggestions at the GM level which are carried to the AG. Discussions continue between the GMs and the AG until a consensus is reached on an activity.

The cooperatives with which the project works have chosen nearly forty (40) different types of economic activities to launch. It is important to note that the regional trainer remains a neutral party in the selection of an economic activity. His/her job is to facilitate the discussions and assist members keep track of the consensus making process.

4.) ECONOMIC ACTIVITY FEASIBILITY STUDY

The cooperative, with the aid of the regional trainer, conducts feasibility and profitability studies of the economic activity in question. The feasibility study addresses the social and cultural aspects of the activity; the profitability study addresses the nuts and bolts of the economic "bottom line".

Cooperative members start with developing a detailed description of the economic activity in question. This includes descriptions of the natural, physical, and human resources necessary to organize, structure, manage, and evaluate the activity.

If there is insufficient information from the members' description to adequately assess the activity, the regional trainer guides and trains members on how to collect and analyze it strictly adhering to CLUSA/Niger's management/business approach.

Each cooperative establishes its own criteria for evaluating the social compatibility and acceptable profit levels for the economic activity they choose.

After all information is gathered, members compare the projected profit against the cost of satisfying their stated socio-economic needs. Comparisons are also made between their inventory of resources and those needed to successfully run the cooperative business venture. If there are gaps in resources, the cooperative members are encouraged to think about where they can ask for those resources.

Resources cooperatives most often utilize include the BIAO or non-governmental organizations for credit financing, government literacy centers for literacy training, various government agriculture services for technical assistance, and the CLUSA/Niger regional cooperative trainer for management training and organizational assistance.

The process of consultations and discussions between the various GMs and the AG produce a consensus decision on whether or not to develop a concrete plan of action to launch the activity. The majority of cooperatives aided by regional trainers take up to six months to complete steps 1-4 above.

5.) COOPERATIVE MEMBER TRAINING

The acceptance of training as a cooperative development tool is one of the four principles that cooperatives agree to as participants in the project. The others are that the cooperative has open voluntary membership, is managed democratically (one person one vote), and satisfies member needs through a well managed economic activity.

-Local Village Trainers-

In this light, the cooperative selects members who will receive formal training by the regional cooperative trainer. The most time intensive training is given to the cooperative's local village trainer. He becomes the regional trainer's understudy, learning as much as possible about processes employed by the CLUSA/Niger staff.

Whereas the training for cooperative members involved in various aspects of the economic activities might change depending on the activity chosen, village trainers receive the same training throughout the country.

The intent of the local trainer is that he will replace the regional trainer in the design and execution of additional economic activities. This allows the regional trainer to work more intensively with new cooperatives with minimal advising responsibilities to cooperatives already in the project.

-Board of Directors-

The board of directors receive training from the regional trainer in: administration and record keeping, how to effectively run a cooperative meeting, decision making and conflict resolution techniques, and project planning.

-Literacy Instruction-

The regional cooperative trainer trains literacy trainers on how to utilize CLUSA/Niger prepared literacy materials. A cooperative business activity is the central focus point in the development and use of these materials.

-Cooperative Managers-

The cooperative selects a number of members to be trained in all aspects of successfully operating a cooperative business venture. Depending on the activity chosen, members receive training in the following areas:

- literacy and numeracy
- bank and credit relations
- management training
- receiving merchandise
- storage and spoilage
- product display
- pricing and mark-ups
- financial statements
- cost control
- bookkeeping
- inventory control
- cash control
- purchasing
- budgeting
- administration
- marketing
- building maintenance
- simple audits.

-General Membership-

Villagers receive training in the basic rights and responsibilities of cooperative membership.

6.) LAUNCHING THE ECONOMIC ACTIVITY

After training and the securing of resources, if needed, the cooperative launches the activity according to the plan and budget that they have developed.

7.) EVALUATION

At the close of each seasonal agricultural economic activity and periodically during the life of a permanent activity, the Board of Directors and cooperative members evaluate the economic activity. They discuss whether or not the activity met their criteria for success, where management and financial improvements might be made, and whether or not to launch another activity.

ANNEX B: SCOPES OF WORK

LONG-TERM TECHNICAL ASSISTANCE

CHIEF OF PARTY

STATEMENT OF WORK

The Chief of Party (C.O.P.) will be the senior member of a team of about 60 people, including 3 expatriates, and will have overall responsibility for the implementation, management, monitoring, and evaluation of the Rural Organizations Development (ROD) project. The C.O.P. will be directly responsible for the preparation of annual work plans and training schedules; quarterly reports on progress and problems in the execution and management of the ROD project. He/she C.O.P. will coordinate the activities of the project with the appropriate government and non-government organizations and USAID. Specific duties of the C.O.P.include:

1. Project Management:

The C.O.P. will assume the leadership role in working with expatriate and counterpart staff in the development of the project. In this capacity he/she will:

-plan, initiate, supervise and coordinate project implementation;

-develop work plans and supervise and coordinate the work of CLUSA project staff and consultants;

-supervise the utilization and control of the cooperative guarantee fund;

-assure the installation of an appropriate internal evaluation and monitoring system and that the project is meeting projected targets;

-development of a financial management system including program budgeting and overall fiscal management and reporting;

-provide assistance necessary for the establishment of an appropriate local organization to carry out activities after the departure of technical assistance; work with GON officials, the NGO community, and other designated persons to develop a working committee to establish the local organization.

-assist CLUSA/Washington with staff evaluations through interviews and performance appraisals with key staff on a semi-annual basis;

-participate in scheduled evaluations as requested by USAID and CLUSA/Washington;

-prepare, maintain and submit as required all CLUSA project related accounts and financial reporting to CLUSA/Washington;

-maintain a local bank account and report all transactions to CLUSA/Washington on a monthly basis.

2. Liaison, Representation, Communication and Reporting:

-Serve as CLUSA's Niger representative to the Government of Niger, USAID, Niger's cooperative organizations, banks and other development organizations and donors;

-communicate on a regular basis with CLUSA/Washington, USAID and the relevant organizations of the Government of Niger on project activity;

-prepare and submit project reports as called for in the Cooperative Agreement, and as requested by CLUSA/Washington, USAID and the Government of Niger;

-establish CLUSA as an NGO legally recognized by the GON.

QUALIFICATIONS

The COP will have at least the equivalent of a M.A. in an applied social science and at least 10 years of cooperative development experience in developing countries, preferably in West Africa. He/she will have a variety of project and personnel management experience.

French at the FSI S-3 level is essential.

Demonstrated comprehension and commitment to the CLUSA cooperative model, its philosophical objectives, and implementation strategy in Niger.

Proven ability to work well with other people (counterparts, GON officials, and expatriates); ability to adapt easily to difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; proven supervision skills; and ability to write documents in French and English.

COOPERATIVE BUSINESS ADVISOR

STATEMENT OF WORK

The cooperative business advisor will participate as a member of a team of expatriates and Nigeriens in the implementation of the Rural Organizations Development (ROD) project. The advisor will be directly responsible to the chief of party for: preparation of annual workplans and training schedules; quarterly reports on progress and problems in the execution and management of cooperative income generating activities; implementing quantative monitoring and evaluation instruments; and reporting on the findings of the monitoring and evaluation instrumemts.

In addition the advisor will be responsible for and initiate the following activities and outputs:

- Develop and maintain a close collaborative relationship with the training advisor and other key training staff in the supervision, hiring, and training of the cooperative trainers; and the training of the village assistants and coooperative members. Serve as a co-trainer, when appropriate, with the training advisor or other staff trainers.

- Develop training materials and design and implement specific workshops for the cooperative assistants on: business management and organization; feasibility studies for potential new income generating activities; financial analysis (balance and profit and loss statements, etc.) of business activities; basic accounting principals and quantative skills; coordinate with the cooperative marketing and credit specialist the development of training modules on marketing studies and the preparation of loan applications.

- Supervise the work of the counterpart Cooperative Business Specialist and prepare the specialist for taking over the responsabilities of the Cooperative Business Advisor position during the life of the project.

- Analyse cooperative business activities and management/organization practices and provide reccomendations and training to cooperative members to improve their business and management skills.

- Identify training or technical interventions that would require specific consultant expertise; write scope of work and develop budget for consultant activities; and supervise consultant in the performance of his/her duties.

- Develop, implement, and refine, in coordination with the Cooperative Marketing and Credit Advisor and the Monitoring/evaluation specialist a quantitative monitoring and evaluation instrument. Analyse the data on a quarterly basis and report the findings to the chief of party.

- Serve as a member of the key staff (Nigeriens and expatriates) in the preparation and implementation of overall strategies, goals, and objectives; and the preparation of reports to USAID and the GON.

- Prepare annual budget based on: training projections, number of workshops and participants to attend, consultant projections, materials required, and etc.

QUALIFICATIONS

- Master's degree in economics or business management with specific skills in accounting, banking, economics, marketing, credit and financial analysis.

- At least five years experience with a cooperative business or private for profit enterprise in the developing world, preferably in Africa. Ideally have provided technical training to counterparts in other projects.

- Demonstrated comprehension and commitment to the CLUSA Cooperative model, it's philosophical objectives, and implementation strategy in Niger.

- French at the FSI S-3 level is essential.

- Proven ability to work well with other people (counterparts and expatriates); ability to adapt easily to difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; and ability to work on his/her own.difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; and ability to work on his/her own.

COOPERATIVE TRAINING ADVISOR

STATEMENT OF WORK

The cooperative training advisor will participate as a member of a team of expatriates and Nigeriens in the implementation of the Rural Organizations Development (ROD) project. The advisor will be directly responsible to the chief of party for: preparation of annual workplans and training schedules; quarterly reports on progress and problems in the execution and management of training of trainer workshops; implementing monitoring and evaluation instruments relevant to the training of trainers; and reporting on the findings of the monitoring and evaluation instrumemts.

In addition the advisor will be responsible for and initiate the following activities and outputs:

- Develop and maintain a close collaborative relationship with the cooperative business advisor, cooperative marketing and credit advisor, and other key training staff in the supervision, hiring, and training of the cooperative trainers; and the training of the village assistants and coooperative members. Assist the cooperative advisors in the preparation (process and methodology) and implementation of business training materials.

- Serve as a co-trainer, when appropriate, with the cooperative advisors and other training staff.

- Develop training materials and design and implement specific workshops for the cooperative assistants on: training methodologies; process; content; training of trainers; adult learning techniques; design, implementation, and management of training workshops.

- Supervise the work of key training staff and prepare the training specialist for taking over the responsabilities of the Cooperative Training Advisor position during the life of the project.

- Identify training or technical interventions that would require specific consultant expertise; write scope of work and develop budget for consultant activities; and supervise consultant in the performance of his/her duties.

- Develop, implement, and refine, in coordination with the monitoring/evaluation specialist a monitoring and evaluation insturment relevant to the effect and improved skills of the cooperative trainers. Analyse the data on a quarterly basis and report the findings to the chief of party.

- Serve as a member of the key staff (Nigeriens and expatriates) in the preparation and implementation of overall strategies, goals, and objectives; and the preparation of reports to USAID and the GON.

- Prepare annual budget based on: training of trainer projections, number of workshops and participants to attend, consultant projections, materials required, and etc.

- Supervise the coordinator of the adult literacy program and monitor the performance of the literacy trainers in the field.

QUALIFICATIONS

- Master's degree in Education, Adult Learning, or other relevant field with specific skills in the design and implementation of training of trainer workshops, adult learning theory, participation, trainee needs assessment, etc.

- At least five years experience as a trainer of trainers in the developing world, preferably in Africa.

- French at the FSI S-3 level is essential.

- Proven ability to work well with other people (counterparts and expatriates); ability to adapt easily to difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; ability to work well on his/her own.

- Demonstrated comphehension of and commitment to the CLUSA cooperative model, it's philosophical objectives, and implementation strategy in Niger.

COOPERATIVE MARKETING AND CREDIT ADVISOR

STATEMENT OF WORK

The cooperative business advisor will participate as a member of a team of expatriates and Nigeriens in the implementation of the Rural Organizations Development (ROD) project. The advisor will be directly responsible to the chief of party for: preparation of annual workplans and training schedules; quarterly reports on progress and problems in the execution and management of cooperative income generating activities; implementing quantative monitoring and evaluation instruments; and reporting on the findings of the monitoring and evaluation instrumemts.

In addition the advisor will be responsible for and initiate the following activities and outputs:

- Develop and maintain a close collaborative relationship with the training advisor and other key training staff in the supervision, hiring, and training of the cooperative trainers; and the training of the village assistants and coooperative members.

- Develop training materials and design and implement specific workshops for the cooperative assistants on: marketing and pricing studies for agricultural products; pricing information and dissemination system; monitoring of government regulations concerning bids and tenders; and export trade, transportation, and currency exchange.

- Supervise the work of the Cooperative Credit Loan Specialist and prepare the specialist for taking over the responsabilities of the Cooperative Marketing and Credit Advisor position during the life of the project.

- Analyse agricultural production, marketing data, prices, projections/trends; and assist the cooperatives in developing marketing strategies for their products.

- Manage the guarantee fund and monitor and evaluate the fund's activities on a periodic basis; and liase with appropriate banking officials concerning guarantee fund loans (interest rates, pay back periods, re-financing, delinquency, preparation of new loans, and etc).

- Identify training or technical interventions that would require specific consultant expertise; write scope of work and develop budget for consultant activities; and supervise consultant in the performance of his/her duties.

- Serve as a member of the key staff (Nigeriens and expatriates) in the preparation and implementation of overall strategies, goals, and objectives; and the preparation of reports to USAID and the GON.

- Prepare annual budget based on: training of trainer projections, number of workshops and participants to attend, consultant projections, materials required, and etc.

- Supervise the coordinator of the adult literacy program and monitor the performance of the literacy trainers in the field.

QUALIFICATIONS

- Master's degree in Education, Adult Learning, or other relevant field with specific skills in the design and implementation of training of trainer workshops, adult learning theory, participation, trainee needs assessment, etc.

- At least five years experience as a trainer of trainers in the developing world, preferably in Africa.

- French at the FSI S-3 level is essential.

- Proven ability to work well with other people (counterparts and expatriates); ability to adapt easily to difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; ability to work well on his/her own.

- Demonstrated comprehension of and commitment to the CLUSA cooperative model, it's philosophical objectives, and implementation strategy in Niger.

- Develop, implement, and refine, in coordination with the cooperative business advisor and the monitoring/evaluation specialist a quantitative monitoring and evaluation instrument. Analyse marketing and price data on a quarterly basis and report the findings to the monitoring/evaluation specialist.

- Serve as a member of the key staff (Nigeriens and expatriates) in the preparation and implementation of overall strategies, goals, and objectives; and the preparation of reports to USAID and the GON.

- Prepare annual budget based on: training projections, number of workshops and participants to attend, consultant projections, materials required, and etc.

QUALIFICATIONS

- Master's degree in economics or business management or equivalent experience with specific skills in accounting, marketing, credit and financial analysis, banking, and training.

- At least five years experience as a credit and marketing specialist with a cooperative business or private for profit enterprise in the developing world, preferably in Africa.

- French at the FSI S-3 level is essential.

- Proven ability to work well with other people (counterparts, government officials, and expatriate team members); ability to adapt easily to difficult living and working conditions; flexibility to adjust ways and means in order to meet selected objectives; proven ability to work independently and withoutsupervision; proven supervision skills; ability to write documents in French and English.

-Demonstrated comprehension and commitment to the CLUSA cooperative model, its philosophical objectives, and implementation strategy in Niger.

ANNEX C: CRITERIA FOR SELECTION OF ARRONDISSEMENTS

Description of Base Arrondissements

Objectives

Working from a base of one arrondissement in each of six departments, the project will extend it services to 150 new cooperatives as well as maintain its working relationship with the 158 cooperatives already receiving services. The base arrondissement in each departement was selected based on the following criteria:

- strong network of cooperatives already serviced by the project
- high concentration of regional trainers
- geographic proximity to the remaining "non-base" cooperatives already serviced by the project
- geographic proximity to the other base arrondissements
- potential for rapid expansion of project services to all cooperatives
- already existing working relationships with non-governmental organizations aligned with the project's approach to cooperative development
- strong network of project sponsored literacy centers already in place
- existing cooperative infrastructure and training sites
- potential for growth in cooperative economic activity

The base arrondissements selected for the ROD are Kollo (Tillaberi), Gaya (Dosso), Illela (Tahoua), Aguie (Maradi), Matameye (Zinder), and Tchirozerine (Agadez). The lack of an already existing network of project serviced cooperatives in Diffa precluded selection of a base arrondissement in that departement. See Charts 1 and 2.

Within the base arrondissements the project will furnish training and services to 90% of the cooperatives. The sole exception to this will be Tchirozerine (Agadez) at 50% due to the distances between cooperatives which reach up to forty times that in the other base arrodissements. Departemental objectives for expanded cooperative coverage will double during the ROD from the current 12% to 24%.

The concentration of regional trainers in smaller geographic areas will allow for rapid expansion of the project to all base arrondissement cooperatives. The ROD will tighten areas of primary coverage from 175 km^2 to 25 km^2 per regional trainer. This will also allow for more consistent and thorough follow-up of cooperative activities.

Kollo (Tillaberi)

The ROD will have effective coverage of 92% of the Kollo (Tillaberi) cooperatives with eleven (11) regional trainers. The four regional trainers already in the arrondissement currently service 25% of the cooperatives in the area. Fifty-three percent (33) of Kollo's 62 village literacy centers are financed jointly by the project and the cooperatives serviced by the project.

There are three Centres de Promotion Rurale (CPR) created by the recently retired Projet Productivité de Niamey (PPN) which can provide necessary facilities and lodging for ROD training activities. The ROD will have little

difficulty incorporating former PPN cooperatives into the existing network because they are already familiar with a very similiar approach to cooperative development.

Some of the cooperatives in the existing Kollo network work with the seed multiplication center at Hamadallaye. There is a network of five grain storage facilities (magasin) in the villages of Birni Kolondia, Korné Beri, Goubé, Hamadallaye, and Karma. The network of cooperative oriented agricultural input "stores" (banques d'intrants agricoles) established by PPN will be offered technical assistance under the ROD. The project has minimal contact with a World Bank project in Kollo.

Gaya (Dosso)

The ROD will have effective coverage of over 90% of the Gaya (Dosso) cooperatives w th six (6) regional trainers. The two regional trainers already in the arrondissement currently service 27% of the cooperatives in the area. There are eleven (11) literacy centers in this arrondissement.

The area is the most well endowed in terms of natural resources. Its stategic location along the Niger River and Benin and Nigerian borders make it a prime candidate for cooperative agricultural exports. With an average of 880 mm of annual rainfall, the area supports fruit tree production, honey production, woodlots, cattle fattening, grain and vegetable production, and fishing. Production, transformation, and marketing opportunities in these areas will be explored and developed at the requests of cooperatives.

Lutheran World Relief (American), the Project Roniers (Swiss), the Cooperative Fruitiere de Gaya (Nigerien), and the former Projet Forestier (American) have requested and received consulting and/or training services from the current project which are expected to continue into the ROD. The remaining German sponsored Projet Miele will more than likely come under the influence of the ROD.

There are three Centres de Promotion Rurale (CPR) in Djoundjou, Kara Kara, and Bingou which can provide necessary facilities and lodging for ROD training activities. Cooperatives manage four grain storage facilities in Karakara, Djoundjou, Malgorou, and Bingou.

Aguie (Maradi)

The ROD will have effective coverage of over 90% of the Aguie (Maradi) cooperatives with seven (7) regional trainers. The two regional trainers already in the arrondissement currently service 27% of the cooperatives in the area. Aguie has twenty-seven (27) village-based literacy centers all of which are financed jointly by the project and the cooperatives serviced by the project.

There are already in place two Union Locale Cooperative (ULC). The director of the Union Sous Regional Cooperative (USRC) has been extremely supportive of the current project and works closely with the regional trainers. Aguie is in the heart of the Maradi departement which will make for easy access to existing cooperatives in the current network.

The six non-governmental organizations already working in Aguie include: The World Bank, CARE, Bureau International de Travail (BIT), Agence [illegible] (ACDI), Fonds Européen de

The current project trained three Lutheran World Relief cooperative agents in Aguie. The ROD will continue working with LWR and forge new relationships with the BIT, ACDI, and CARE based on previous or existing collaborations in other geographic areas.

Three Centres de Promotion Rurale (CPR) in Aguie, Tchadoua, and Gazaou can provide necessary facilities and lodging for ROD training activities. Cooperatives manage three grain storage facilities in the same villages. There is a network of 24 cooperative oriented agricultural input "stores" (banque d'intrants agricoles) established by the now retired Projet Maradi. The ROD would welcome any request for technical (management) assistance with this network.

Matameye (Zinder)

The ROD will have effective coverage of over 90% of the Matameye (Zinder) cooperatives with seven (7) regional trainers. The two regional trainers already in the arrondissement currently service 26% of the cooperatives in the area. There are already in place nine Union Locale Cooperative (ULC).

Matameye has twenty-seven (27) village-based literacy centers of which four (4) are financed jointly by the project and cooperatives serviced by the project.; another four (4) are linked to Lutheran World Relief (LWR) cooperatives with which the project works closely.

The area is stategically located on the Nigerian border which makes it a prime candidate for cooperative agricultural exports. Matameye supports important sugar cane, guord, and manioc production for the country. Production, transformation, and marketing opportunities with these and other agricultural products will be explored and developed at the requests of cooperatives.

The three non-governmental organizations already working in Matameye include: Projet Integre Zinder, Fonds Européen de Développement (FED), and Lutheran World Relief (LWR). The current project trained the Lutheran World Relief cooperative agents in Aguie. The ROD will continue working with LWR and has routine contact with the Projet Integre Zinder.

Three Centres de Perfectionnement Technique (CPT) in Matameye, Dadin Kowa, and Doungou can provide necessary facilities and lodging for ROD training activities. Cooperatives manage five grain storage facilities in Matameye, Dan Barto, Saouni, Yaouri, and Kantche.

Illela (Tahoua)

The ROD will have effective coverage of nearly 90% of the Illela (Tahoua) cooperatives with six (6) regional trainers. The two regional trainers already in the arrondissement currently service 32% of the cooperatives in the area. Illela has ten (10) village-based literacy centers four of which are linked to cooperatives serviced by the current project.

Stategically located between the arrodissements of Keita and Konni, Illela is Niger's onion production center. Cooperatives in the area have expressed greater interest in onion production, transformation, and marketing opportunities than in other areas. There is one cooperative managed grain storage facility in Kaoura Abdou.

marketing consulting services from the project. Projet Mar supports well construction and off season gardening in 21 villages.

Tchirozerine (Agadez)

The ROD will have effective coverage of nearly 50% of the Tchirozerine (Agadez) cooperatives with five (5) regional trainers. The two regional trainers already in the arrondissement currently service 18% of the cooperatives in the area. There are 61 village-based literacy centers in this arrondissement.

Tchirozerine is spread over an area of 164,118 km^2. By comparison, other base arrodissements cover an average of 4,750 km^2. The ROD will concentrate its efforts in zones with sufficient ground water for agricultural production. This would limit regional trainers to areas of about 30 square kilometers as opposed to 234.

In addition this area gives the greatest possibility for developing potato, tomato, garlic, and chili pepper production, transformation and marketing.

CHART 1

Departement Arrodissement	Total Km2	Total Coops	VFC				ROD			
			VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi										
Kollo	8299	65	16	25%	4	46	60	92%	11	27
Niamey/Comm	0	57	0	0%	0		0	0%		
Ouallam	20497	38	7	18%	1	143	8	21%		
Say	16732	27	4	15%	1	129	5	19%		
Filingue	24346	75	4	5%	1	156	5	7%		
Tera	12444	51	5	10%	1	112	5	10%		
Tillaberi	7975	65	8	12%	1	89	9	14%		
Sous-total	**90293**	**378**	**44**	**12%**	**9**	**112**	**92**	**24%**	**11**	
Dosso										
Dosso	7800	25	2	8%	0		2	8%		
Boboye	4423	25	5	20%	1	67	5	20%		
Loga	3691	20	2	10%	1	61	2	10%		
Gaya	4044	22	6	27%	2	45	20	91%	6	26
Doutchi	11044	30	5	17%	1	105	6	20%		
Sous-total	**31002**	**122**	**20**	**16%**	**5**	**69**	**35**	**29%**	**6**	
Tahoua										
Konni	4661	26	10	38%	1	68	11	42%		
T. Baraden	73540	28	3	11%	1	271	5	18%		
Keita	4860	16	4	25%	1	70	6	38%		
Madaoua	4503	48	4	8%	1	67	5	10%		
Illela	6719	19	6	32%	2	56	17	89%	7	31
Tahoua	8805	27	1	4%	0		2	7%		
Bouza	3589	21	0	0%	0		0	0%		
Sous-total	**106677**	**185**	**28**	**15%**	**6**	**107**	**46**	**25%**	**7**	
Maradi										
Maynyi	6424	28	4	14%	1	80	6	21%		
Guidan Roumi	4505	48	7	15%	1	67	8	17%		
Aguie	2580	33	9	27%	2	38	30	91%	7	19
Tessaoua	5319	33	4	12%	1	73	4	12%		
Madaroumfa	3540	44	3	7%	2	42	3	7%		
Dakoro	16213	38	1	3%			1	3%		
Sous-total	**38581**	**224**	**28**	**13%**	**7**	**60**	**52**	**23%**	**7**	
Zinder										
Tanout	33947	26	4	15%	1	184	4	15%		
Goure	88930	43	3	7%	1	298	3	7%		
Matameye	2109	34	9	26%	2	32	31	91%	7	17
Magaria	8021	81	3	4%	1	90	3	4%		
Mirriah	12423	97	6	6%	2	79	6	6%		
Sous-total	**145430**	**281**	**25**	**9%**	**7**	**137**	**47**	**17%**	**7**	
Agadez										
Tchirozerine	164118	74	13	18%	3	234	36	49%	5	30
Arlit	234026	19	0	0%	0	-	0	0%		
Bilma	316657	0	0	0%	0	-	0	0%		
Sous-total	**714801**	**93**	**13**	**14%**	**3**	**234**	**36**	**39%**	**5**	
TOTAL	**1126784**	**1283**	**158**	**12%**	**37**	**175**	**308**	**24%**	**43**	**25**

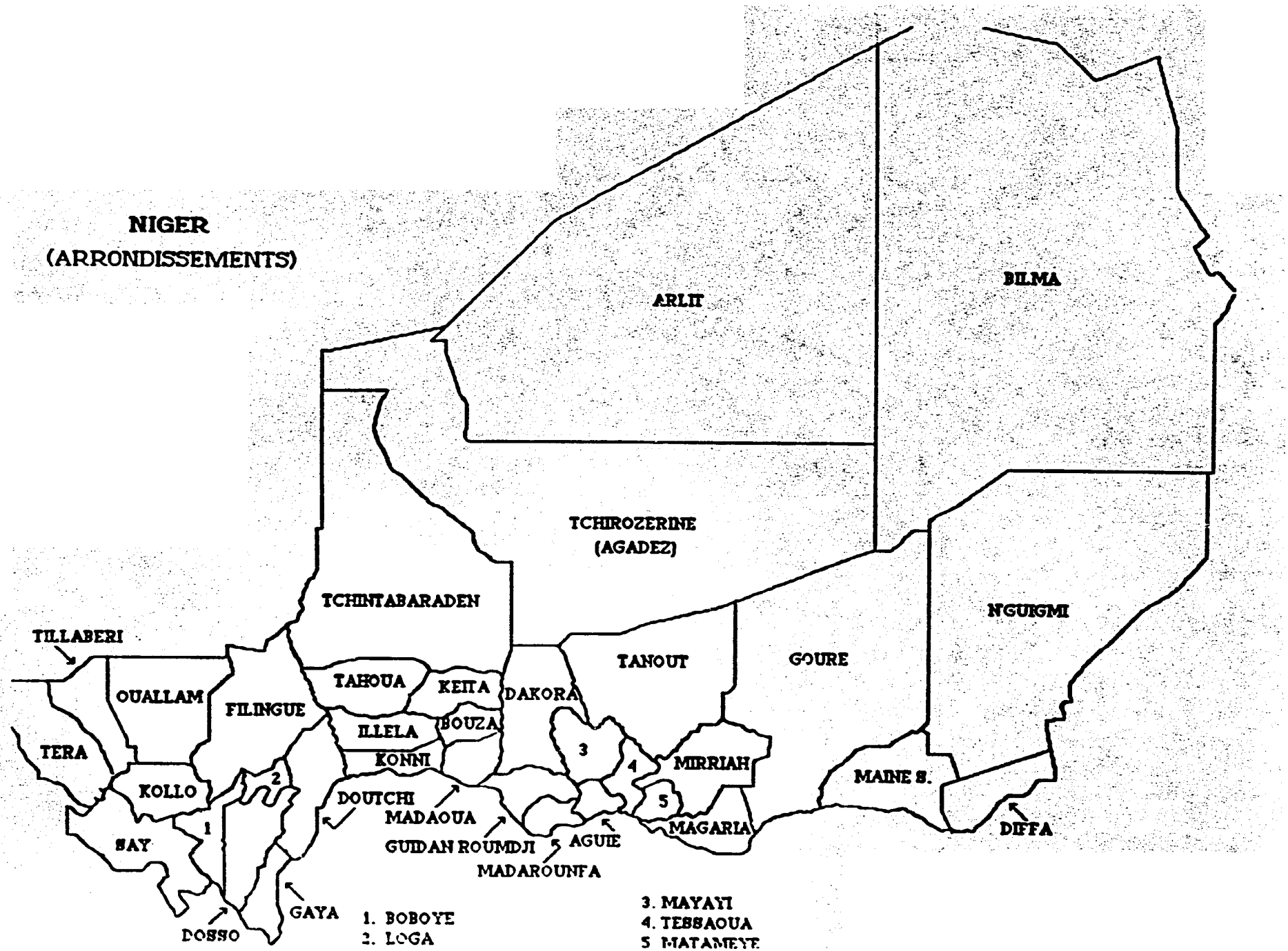
Note: Tchirozerine regional trainers (Ass't Coop) will cover similarly sized geographic areas as other regional trainers (25 km2) in zones with sufficient groundwater for agricultural production. 25 km2 equals area of actual coverage for all trainers.

CHART 2

Departement Arrondissement	Total Km2	Total Coops	VFC				ROD			
			VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi										
Kollo	8299	65	16	25%	4	46	60	92%	11	27
Dosso										
Gaya	4044	22	6	27%	2	45	20	91%	6	26
Tahoua										
Illela	6719	19	6	32%	2	58	17	89%	7	31
Maradi										
Aguie	2580	33	9	27%	2	36	30	91%	7	19
Zinder										
Matameye	2109	34	9	26%	2	32	31	91%	7	17
Agadez										
Tchirozerine	164118	50	13	26%	3	234	36	72%	5	30
Total	187869	223	59	26%	15	112	194	87%	43	25

Departement	Total Coops	VFC				ROD			
		VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi	378	44	12%	9	112	92	24%	11	27
Dosso	122	20	16%	5	69	35	29%	6	26
Tahoua	185	28	15%	6	107	46	25%	7	31
Maradi	224	28	13%	7	60	52	23%	7	19
Zinder	281	25	9%	7	137	47	17%	7	17
Agadez	93	13	14%	3	234	36	39%	5	30
Total	1283	158	12%	37	175	308	24%	43	25

ROD Objectives
1) arrondissement: 85% of cooperatives serviced
2) departement: 25% of cooperatives serviced
3) effective covernge: 25km2 per regional trainer


NIGER
(ARRONDISSEMENTS)
ARLIT
BILMA
TCHIROZERINE
(AGADEZ)
TCHINTABARADEN
NGURGMI
TILLABERI
OUALLAM
FILINGUE
TAHOUA
KEITA
DAKORA
TANOUT
GOURE
ILLELA
BOUZA
KONNI
TERA
KOLLO
DOUTCHI
MADAOUA
GUIDAN ROUMDJI
MADAROUNFA
AGUIE
MIRRIAH
MAGARIA
MAINE S.
DIFFA
SAY
DOSSO
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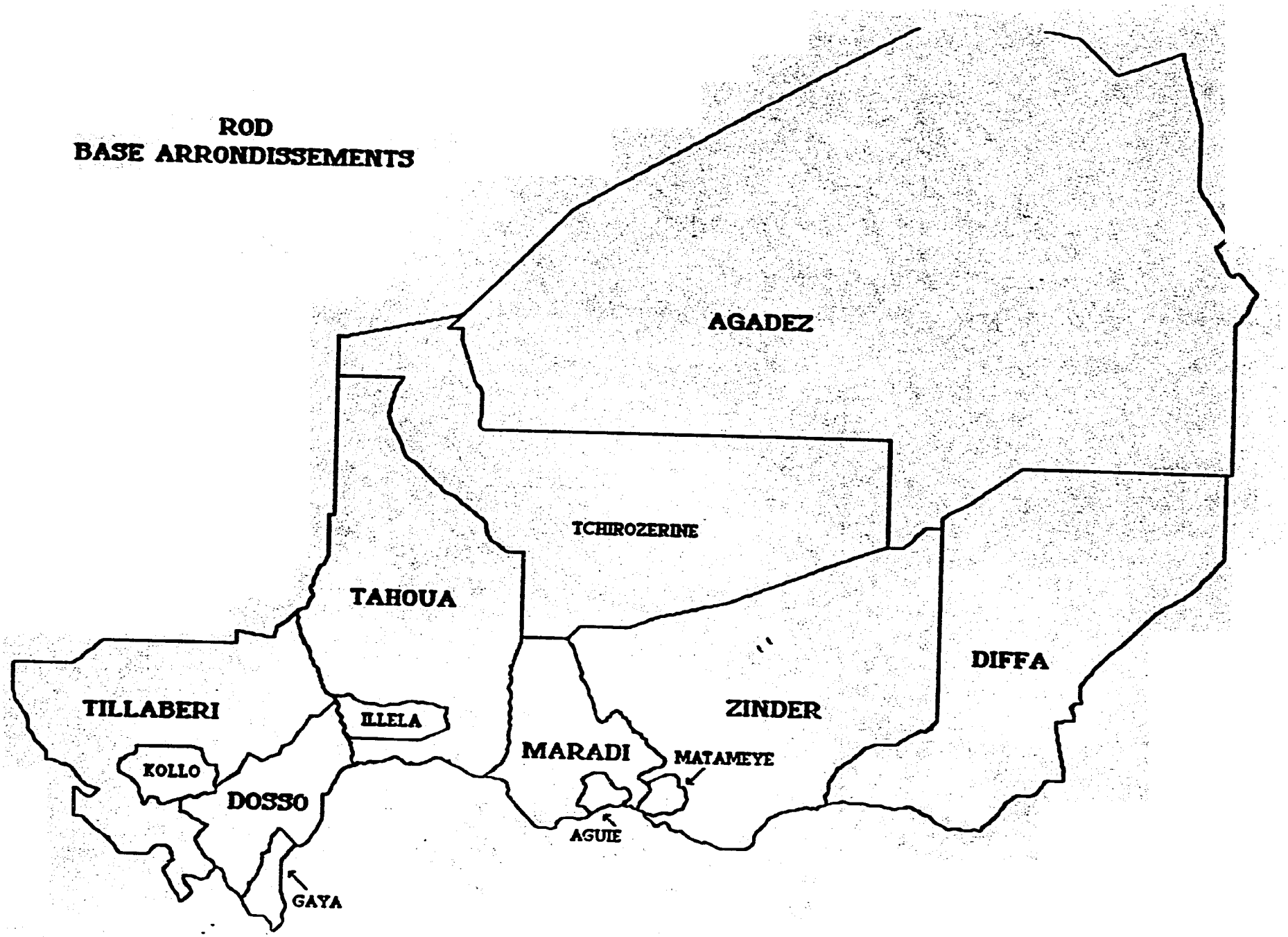
1. BOBOYE
2. LOGA
3. MAYAYI
4. TESSAOUA
5 MATAMEYE


ROD
BASE ARRONDISSEMENTS
AGADEZ
TCHIROZERINE
TAHOUA
TILLABERI
ILLELA
KOLLO
DOSSO
GAYA
MARADI
AGUIE
MATAMEYE
ZINDER
DIFFA

Description of Base Arrondissements

Objectives

Working from a base of one arrondissement in each of six departments, the project will extend it services to 150 new cooperatives as well as maintain its working relationship with the 158 cooperatives already receiving services. The base arrondissement in each departement was selected based on the following criteria:

- strong network of cooperatives already serviced by the project
- high concentration of regional trainers
- geographic proximity to the remaining "non-base" cooperatives already serviced by the project
- geographic proximity to the other base arrondissements
- potential for rapid expansion of project services to all cooperatives
- already existing working relationships with non-governmental organizations aligned with the project's approach to cooperative development
- strong network of project sponsored literacy centers already in place
- existing cooperative infrastructure and training sites
- potential for growth in cooperative economic activity

The base arrondissements selected for the ROD are Kollo (Tillaberi), Gaya (Dosso), Illela (Tahoua), Aguie (Maradi), Matameye (Zinder), and Tchirozerine (Agadez). The lack of an already existing network of project serviced cooperatives in Diffa precluded selection of a base arrondissement in that departement. See Charts 1 and 2.

Within the base arrondissements the project will furnish training and services to 90% of the cooperatives. The sole exception to this will be Tchirozerine (Agadez) at 50% due to the distances between cooperatives which reach up to forty times that in the other base arrodissements. Departemental objectives for expanded cooperative coverage will double during the ROD from the current 12% to 24%.

The concentration of regional trainers in smaller geographic areas will allow for rapid expansion of the project to all base arrondissement cooperatives. The ROD will tighten areas of primary coverage from 175 km^2 to 25 km^2 per regional trainer. This will also allow for more consistent and thorough follow-up of cooperative activities.

Kollo (Tillaberi)

The ROD will have effective coverage of 92% of the Kollo (Tillaberi) cooperatives with eleven (11) regional trainers. The four regional trainers already in the arrondissement currently service 25% of the cooperatives in the area. Fifty-three percent (33) of Kollo's 62 village literacy centers are financed jointly by the project and the cooperatives serviced by the project.

There are three Centres de Promotion Rurale (CPR) created by the recently

difficulty incorporating former PPN cooperatives into the existing network because they are already familiar with a very similiar approach to cooperative development.

Some of the cooperatives in the existing Kollo network work with the seed multiplication center at Hamadallaye. There is a network of five grain storage facilities (magasin) in the villages of Birni Kolondia, Korné Beri, Goubé, Hamadallaye, and Karma. The network of cooperative oriented agricultural input "stores" (banques d'intrants agricoles) established by PPN will be offered technical assistance under the ROD. The project has minimal contact with a World Bank project in Kollo.

Gaya (Dosso)

The ROD will have effective coverage of over 90% of the Gaya (Dosso) cooperatives with six (6) regional trainers. The two regional trainers already in the arrondissement currently service 27% of the cooperatives in the area. There are eleven (11) literacy centers in this arrondissement.

The area is the most well endowed in terms of natural resources. Its stategic location along the Niger River and Benin and Nigerian borders make it a prime candidate for cooperative agricultural exports. With an average of 880 mm of annual rainfall, the area supports fruit tree production, honey production, woodlots, cattle fattening, grain and vegetable production, and fishing. Production, transformation, and marketing opportunities in these areas will be explored and developed at the requests of cooperatives.

Lutheran World Relief (American), the Project Roniers (Swiss), the Cooperative Fruitiere de Gaya (Nigerien), and the former Projet Forestier (American) have requested and received consulting and/or training services from the current project which are expected to continue into the ROD. The remaining German sponsored Projet Miele will more than likely come under the influence of the ROD.

There are three Centres de Promotion Rurale (CPR) in Djoundjou, Kara Kara, and Bingou which can provide necessary facilities and lodging for ROD training activities. Cooperatives manage four grain storage facilities in Karakara, Djoundjou, Malgorou, and Bingou.

Aguie (Maradi)

The ROD will have effective coverage of over 90% of the Aguie (Maradi) cooperatives with seven (7) regional trainers. The two regional trainers already in the arrondissement currently service 27% of the cooperatives in the area. Aguie has twenty-seven (27) village-based literacy centers all of which are financed jointly by the project and the cooperatives serviced by the project.

There are already in place two Union Locale Cooperative (ULC). The director of the Union Sous Regional Cooperative (USRC) has been extremely supportive of the current project and works closely with the regional trainers. Aguie is in the heart of the Maradi departement which will make for easy access to existing cooperatives in the current network.

The six non-governmental organizations already working in Aguie include: The World Bank, CARE, Bureau International de Travail (BIT), Agence [illegible]

The current project trained three Lutheran World Relief cooperative agents in Aguie. The ROD will continue working with LWR and forge new relationships with the BIT, ACDI, and CARE based on previous or existing collaborations in other geographic areas.

Three Centres de Promotion Rurale (CPR) in Aguie, Tchadoua, and Gazaou can provide necessary facilities and lodging for ROD training activities. Cooperatives manage three grain storage facilities in the same villages. There is a network of 24 cooperative oriented agricultural input "stores" (banque d'intrants agricoles) established by the now retired Projet Maradi. The ROD would welcome any request for technical (management) assistance with this network.

Matameye (Zinder)

The ROD will have effective coverage of over 90% of the Matameye (Zinder) cooperatives with seven (7) regional trainers. The two regional trainers already in the arrondissement currently service 26% of the cooperatives in the area. There are already in place nine Union Locale Cooperative (ULC).

Matameye has twenty-seven (27) village-based literacy centers of which four (4) are financed jointly by the project and cooperatives serviced by the project.; another four (4) are linked to Lutheran World Relief (LWR) cooperatives with which the project works closely.

The area is stategically located on the Nigerian border which makes it a prime candidate for cooperative agricultural exports. Matameye supports important sugar cane, guord, and manioc production for the country. Production, transformation, and marketing opportunities with these and other agricultural products will be explored and developed at the requests of cooperatives.

The three non-governmental organizations already working in Matameye include: Projet Integre Zinder, Fonds Européen de Développement (FED), and Lutheran World Relief (LWR). The current project trained the Lutheran World Relief cooperative agents in Aguie. The ROD will continue working with LWR and has routine contact with the Projet Integre Zinder.

Three Centres de Perfectionnement Technique (CPT) in Matameye, Dadin Kowa, and Doungou can provide necessary facilities and lodging for ROD training activities. Cooperatives manage five grain storage facilities in Matameye, Dan Barto, Saouni, Yaouri, and Kantche.

Illela (Tahoua)

The ROD will have effective coverage of nearly 90% of the Illela (Tahoua) cooperatives with six (6) regional trainers. The two regional trainers already in the arrondissement currently service 32% of the cooperatives in the area. Illela has ten (10) village-based literacy centers four of which are linked to cooperatives serviced by the current project.

Stategically located between the arrodissements of Keita and Konni, Illela is Niger's onion production center. Cooperatives in the area have expressed greater interest in onion production, transformation, and marketing opportunities than in other areas. There is one cooperative managed grain storage facility in Kaoura Abdou.

The Dutch (SNV) sponsored Projet Mer Illela has requested training and

75x

marketing consulting services from the project. Projet Mar supports well construction and off season gardening in 21 villages.

Tchirozerine (Agadez)

The ROD will have effective coverage of nearly 50% of the Tchirozerine (Agadez) cooperatives with five (5) regional trainers. The two regional trainers already in the arrondissement currently service 18% of the cooperatives in the area. There are 61 village-based literacy centers in this arrondissement.

Tchirozerine is spread over an area of 164,118 km^2. By comparison, other base arrodissements cover an average of 4,750 km^2. The ROD will concentrate its efforts in zones with sufficient ground water for agricultural production. This would limit regional trainers to areas of about 30 square kilometers as opposed to 234.

In addition this area gives the greatest possibility for developing potato, tomato, garlic, and chili pepper production, transformation and marketing.

CHART 1

Departement Arrodissement	Total Km2	Total Coops	VFC				ROD			
			VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi										
Kollo	8299	60	16	26%	4	46	60	92%	11	27
Niamey/Comr	0	57	0	0%	0		0	0%		
Ouallam	20497	38	7	18%	1	143	8	21%		
Say	16732	27	4	15%	1	129	5	19%		
Filingue	24346	75	4	5%	1	156	5	7%		
Tera	12444	51	5	10%	1	112	5	10%		
Tillaberi	7975	65	8	12%	1	89	9	14%		
Sous-total	**90293**	**378**	**44**	**12%**	**9**	**112**	**92**	**24%**	**11**	
Dosso										
Dosso	7800	25	2	8%	0		2	8%		
Boboye	4423	25	5	20%	1	67	5	20%		
Loga	3691	20	2	10%	1	61	2	10%		
Gaya	4044	22	6	27%	2	45	20	91%	6	26
Doutchi	11044	30	5	17%	1	105	6	20%		
Sous-total	**31002**	**122**	**20**	**16%**	**5**	**69**	**35**	**29%**	**6**	
Tahoua										
Konni	4661	26	10	38%	1	68	11	42%		
T. Baraden	73540	28	3	11%	1	271	5	18%		
Keita	4860	16	4	25%	1	70	6	38%		
Madaoua	4503	48	4	8%	1	67	5	10%		
Illela	6719	19	6	32%	2	58	17	89%	7	31
Tahoua	8805	27	1	4%	0		2	7%		
Bouza	3589	21	0	0%	0		0	0%		
Sous-total	**103677**	**185**	**28**	**15%**	**6**	**107**	**46**	**25%**	**7**	
Maradi										
Mayayi	6424	28	4	14%	1	80	6	21%		
Guidan Roumi	4505	48	7	15%	1	67	8	17%		
Aguie	2580	33	9	27%	2	38	30	91%	7	19
Tessaoua	5319	33	4	12%	1	73	4	12%		
Madarounfa	3540	44	3	7%	2	42	3	7%		
Dakoro	16213	38	1	3%			1	3%		
Sous-total	**38581**	**224**	**28**	**13%**	**7**	**60**	**52**	**23%**	**7**	
Zinder										
Tanout	33947	26	4	15%	1	184	4	15%		
Goure	88930	43	3	7%	1	298	3	7%		
Matameye	2109	34	9	26%	2	32	31	91%	7	17
Magaria	8021	81	3	4%	1	90	3	4%		
Mirriah	12423	97	6	6%	2	79	6	6%		
Sous-total	**145430**	**261**	**25**	**9%**	**7**	**137**	**47**	**17%**	**7**	
Agadez										
Tchirozerine	164118	74	13	18%	3	234	36	49%	5	30
Arlit	234026	19	0	0%	0	-	0	0%		
Dilma	316657	0	0	0%	0	-	0	0%		
Sous-total	**714801**	**93**	**13**	**14%**	**3**	**234**	**36**	**39%**	**5**	
TOTAL	**1126784**	**1283**	**158**	**12%**	**37**	**175**	**308**	**24%**	**43**	**25**

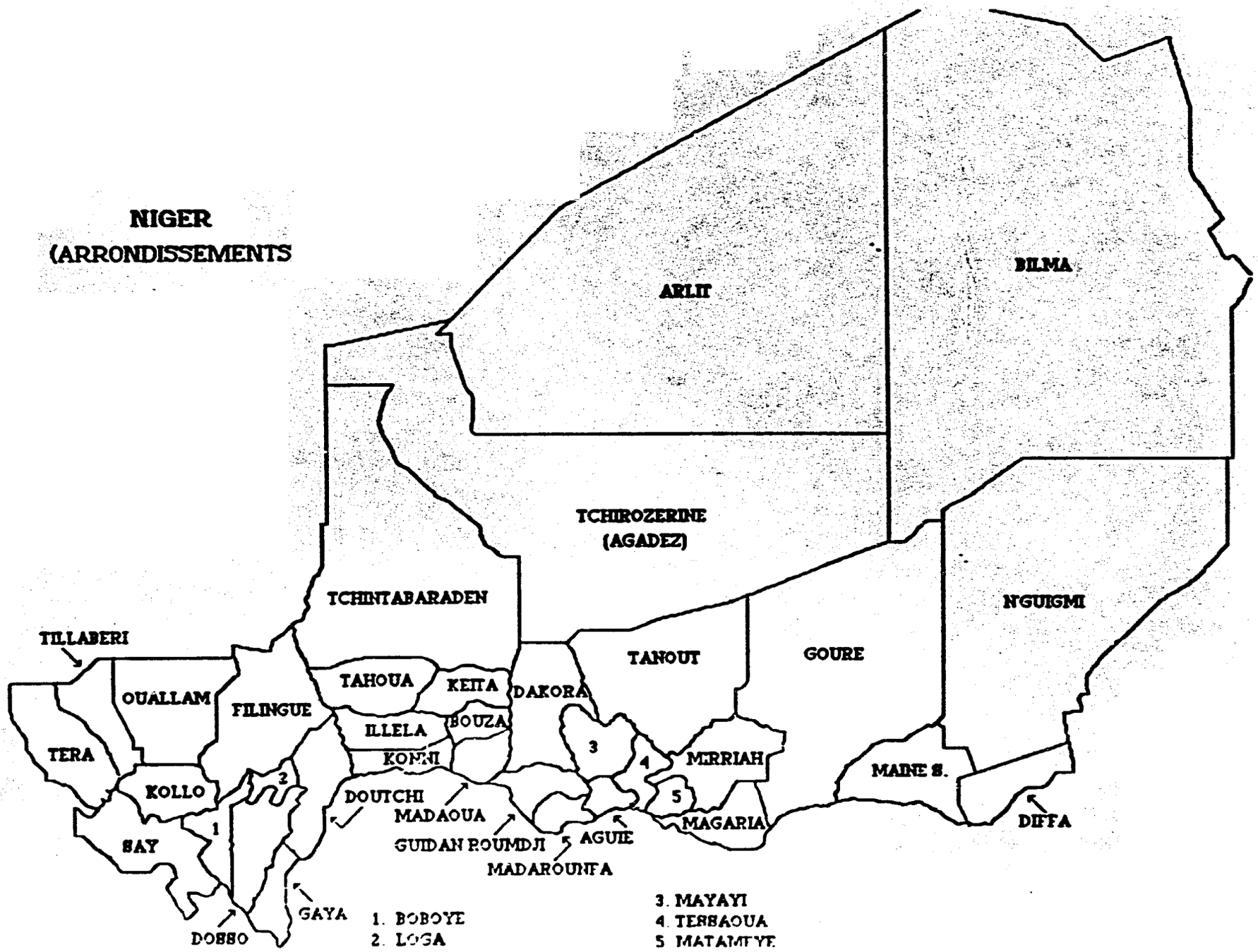
Note: Tchirozerine regional trainers (Ass't Coop) will cover similiarly sized geographic areas as other regional trainers (25 km2) in zones with sufficient groundwater for agricultural production. 25 km2 equals area of actual coverage for all trainers.

CHART 2

Departement / Arrondissement	Total Km2	Total Coops	VFC				ROD			
			VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi										
Kollo	8299	65	16	25%	4	46	60	92%	11	27
Dosso										
Gaya	4044	22	6	27%	2	45	20	91%	6	26
Tahoua										
Illela	6719	19	6	32%	2	58	17	89%	7	31
Maradi										
Aguie	2580	33	9	27%	2	36	30	91%	7	19
Zinder										
Matameye	2109	34	9	26%	2	32	31	91%	7	17
Agadez										
Tchirozerine	164118	50	13	26%	3	234	36	72%	5	30
Total	187869	223	59	26%	15	112	194	87%	43	25

Departement	Total Coops	VFC				ROD			
		VFC Coops	% VFC Coops	Ass't Coop.	km2/ AC	ROD Coops	% ROD Coops	Ass't Coop.	km2/ AC
Tillaberi	378	44	12%	9	112	92	24%	11	27
Dosso	122	20	16%	5	69	35	29%	6	26
Tahoua	185	28	15%	6	107	46	25%	7	31
Maradi	224	28	13%	7	60	52	23%	7	19
Zinder	281	25	9%	7	137	47	17%	7	17
Agadez	93	13	14%	3	234	36	39%	5	30
Total	1283	158	12%	37	175	308	24%	43	25

ROD Objectives
1) arrondissement: 85% of cooperatives serviced
2) departement: 25% of cooperatives serviced
3) effective coverage: 25km2 per regional trainer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BOUZA
KONNI
TERA
KOLLO
DOUTCHI
MADAOUA
GUIDAN ROUMDJI
MADAROUNFA
AGUIE
MERRIAH
MAGARIA
MAINE S.
DIFFA
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1. BOBOYE
2. LOGA
3. MAYAYI
4. TESSAOUA
5. MATAMEYE

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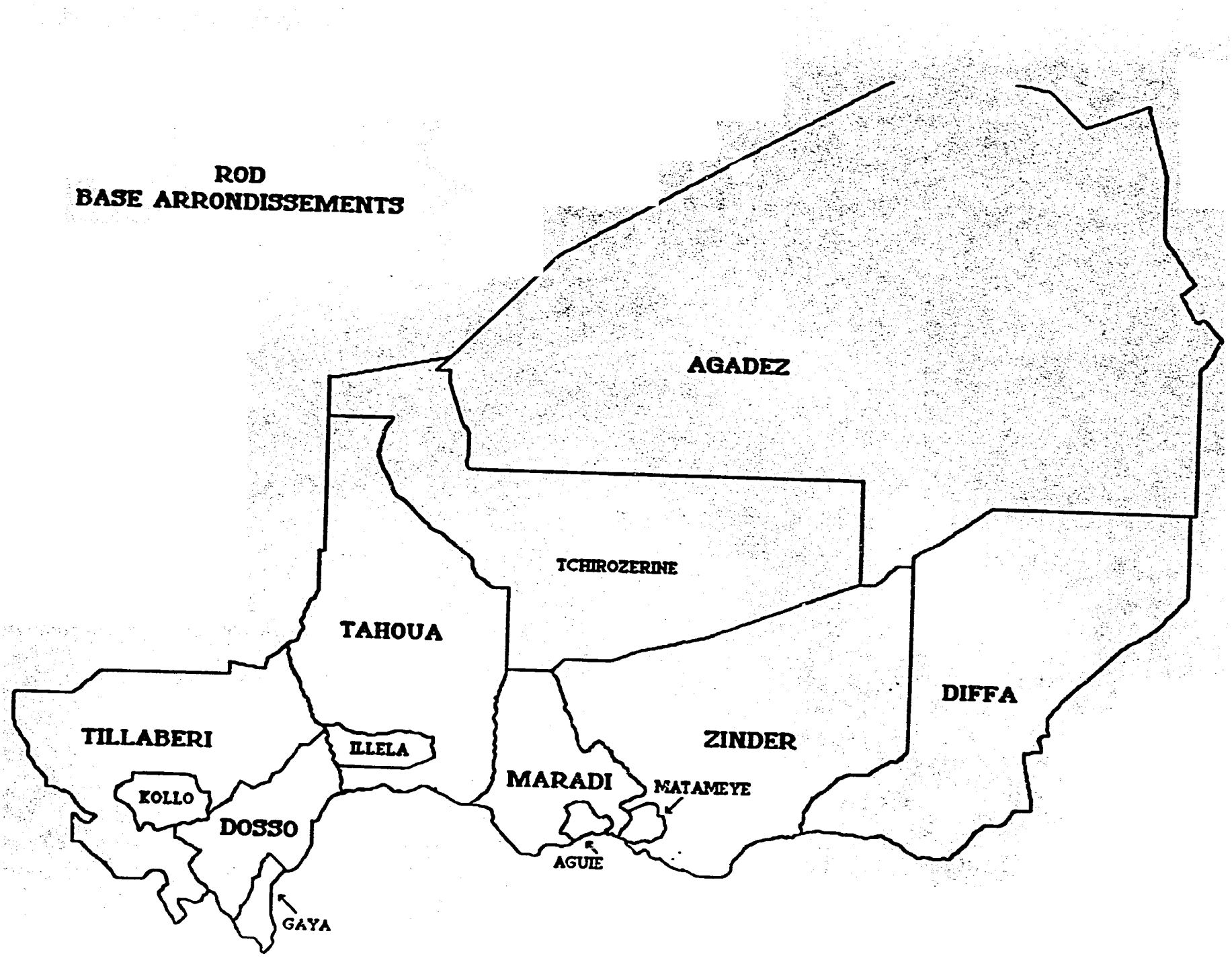
ROD
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DIFFA
TILLABERI
ILLELA
ZINDER
KOLLO
MARADI
MATAMEYE
DOSSO
AGUIE
GAYA

ANNEX D: EXPECTED ECONOMIC ACTIVITIES AND RETURNS DUE TO PROJECT INTERVENTION

ANALYSIS OF CREDIT NEEDS 1993 - 1994
ROD PROJECT TABLE A-3

YEAR = 1991 TOTAL COOPS IN PROJECT = 270

ACTIVITY	% OF COOPS IN ACTIVITY	(A) NO. OF COOPS IN ACTIVITY	(B) AVG.LOAN PER COOP	(C) TOTAL LOANS (A*B)	(D) AVG EQUITY INVESTMENT	(E) TOTAL EQUITY INVESTMENT (A*D)	(F) TOTAL INVESTMENT (C+E)	(G) AVG ANNUAL CASH RETURN ON INVEST.	(H) TOTAL CASH RETURN (F*G)	(I) AVG NON-CASH RETURN	(J) TOTAL NON-CASH RETURN (A*I)	(K) TOTAL RETURNS TO COOPS (H+J)	(L) TOTAL RETURNS I (K/F) (K/300)
A. Coop Store	40%	111	300,000	33,360,000	371,864	41,351,250	74,711,250	30%	22,413,375	120,000 (1)	13,344,000	35,757,375	$119,191
B. Pharmacy	5%	14	150,000	2,085,000	232,806	3,256,000	5,321,000	20%	1,064,200	300,000 (2)	4,170,000	5,234,200	$17,447
C. Marketing													
Millet	40%	111	4,000,000	444,000,000	1,196,403	133,040,000	577,040,000	20%	115,568,000	519,640 (3)	57,784,000	173,352,000	$577,840
Cowpeas	25%	70	5,000,000	347,500,000	1,546,753	107,500,000	455,000,000	20%	91,000,000	654,676 (3)	45,500,000	136,500,000	$455,000
Rice	3%	8	1,500,000	12,510,000	515,827	4,302,000	16,812,000	20%	3,362,400	201,583 (3)	1,681,200	5,043,600	$16,812
Other Produce	5%	14	1,000,000	13,900,000	543,885	4,780,000	18,680,000	20%	3,736,000	134,388 (3)	1,868,000	5,604,000	$18,680
D. Ag.Input Sales	10%	28	250,000	6,950,000	3,357	110,000	7,060,000	1%	70,600	25,396 (4)	706,000	776,600	$2,589
E. Communal Fields	12%	33	0	0		0	0	20,000	667,200 (5)		0	667,200	$2,224
F. Grain Mill	4%	11	1,000,000	11,120,000	314,568	3,490,000	14,610,000	15%	2,192,700	0 (6)	0	2,192,700	$7,309
G. Beef Production	3%	8	250,000	2,085,000	32,662	272,400	2,357,400	8%	188,592	28,266 (7)	235,740	424,332	$1,414
H. Other	4%	11	250,000	2,780,000	63,129	702,000	3,482,000	15%	522,300		0	522,300	$1,741
TOTAL				877,890,000	(D)	298,791,650	1,175,681,650		240,785,367		125,288,940	366,074,307	$1,220,248

ANALYSIS OF CREDIT NEEDS 1989 - 1994
ROD PROJECT TABLE A-3

YEAR = 1991 TOTAL COOPS IN PROJECT = 270

ACTIVITY	% OF COOPS IN ACTIVITY	(A) NO. OF COOPS IN ACTIVITY	(B) AVG.LOAN PER COOP	(C) TOTAL LOANS (A*B)	(D) AVG EQUITY INVESTMENT	(E) TOTAL EQUITY INVESTMENT (A*D)	(F) TOTAL INVESTMENT (C+E)	(G) ROR ANNUAL CASH RETURN ON INVEST.	(H) TOTAL CASH RETURN (F*G)	(I) AVG NON-CASH RETURN		(J) TOTAL NON-CASH RETURN (A*I)	(K) TOTAL RETURNS TO COOPS (H+J)	(L) TOTAL RETURNS I COOP (F/B) (K/300)
A. Coop Store	402	111	300,000	33,360,000	371,864	41,321,250	74,711,250	302	22,413,375	120,000	(1)	13,344,000	35,757,375	$119,191
B. Pharmacy	52	14	250,000	2,885,000	252,806	3,536,800	5,521,800	282	1,864,200	300,000	(2)	4,170,000	5,234,200	317,447
C. Marketing														
Millet	402	111	4,000,000	444,000,000	1,196,403	133,040,000	577,040,000	282	135,560,000	519,640	(3)	57,704,000	173,352,000	$577,840
Coupons	252	70	5,000,000	347,500,000	1,546,763	107,500,000	455,000,000	222	91,000,000	654,676	(3)	45,500,000	136,500,000	$455,000
Rice	32	8	1,500,000	12,510,000	515,827	4,302,000	16,812,000	202	3,362,400	201,503	(3)	1,681,200	5,043,600	$16,812
Other Produce	52	14	1,000,000	13,900,000	543,085	4,780,000	18,680,000	202	3,736,000	134,500	(3)	1,868,000	5,604,000	$18,680
D. Equipment Sales	102	28	250,000	6,950,000	3,957	110,000	7,060,000	12	78,600	25,396	(4)	706,000	776,600	$2,589
E. Seasonal Fields	122	33	0	0		0	0	20,000	667,200	(5)		0	667,200	$2,224
F. Grain Mill	42	11	1,000,000	11,120,000	314,560	3,490,000	14,610,000	152	2,192,700	0	(6)	0	2,192,700	$7,309
G. Beef Production	32	8	250,000	2,895,000	32,662	272,400	2,367,400	02	188,592	20,266	(7)	235,740	424,332	$1,414
H. Other	42	11	250,000	2,700,000	63,129	702,000	3,402,000	152	522,300			0	522,300	$1,741
TOTAL				877,890,000	(D)	298,791,650	1,175,681,650		240,706,367			125,208,940	366,874,307	$1,229,248

ANALYSIS OF CREDIT NEEDS AND BENEFITS 1989 - 1994
NRD PROJECT
TABLE B-1

YEAR = 1989 TOTAL COOPS IN PROJECT = 190

ACTIVITY	% OF COOPS IN ACTIVITY	(A) NO. OF COOPS IN ACTIVITY	(B) AVG.LOAN PER COOP	(C) TOTAL LOANS (A*B)	(D) AVG EQUITY INVESTMENT	(E) TOTAL EQUITY INVESTMENT (A*D)	(F) TOTAL INVESTMENT (C+E)	(G) AVG ANNUAL CASH RETURN ON INVEST.	(H) TOTAL CASH RETURN (F*G)	(I) AVG NON-CASH RETURN		(J) TOTAL NON-CASH RETURN (A*J)	(K) TOTAL RETURNS TO COOPS (H+J)	(L) TOTAL RETURNS I CASH (F*G/I) (K/100)
A. Coop Store	40%	79	600,000	47,400,000	75,000	5,925,000	53,325,000	30%	15,997,500	120,000	(1)	9,480,000	25,477,500	$64,925
B. Pharmacy	5%	10	250,000	2,500,000	150,000	1,500,000	4,000,000	20%	800,000	300,000	(2)	3,000,000	3,800,000	$12,667
C. Marketing														
Millet	40%	79	3,000,000	237,000,000	0	0	237,000,000	20%	47,400,000	300,000	(3)	23,700,000	71,100,000	$237,000
Cowpeas	25%	50	4,000,000	200,000,000	0	0	200,000,000	20%	40,000,000	400,000	(3)	20,000,000	60,000,000	$200,000
Rice	3%	6	1,500,000	9,000,000	0	0	9,000,000	20%	1,800,000	150,000	(3)	900,000	2,700,000	$9,000
Other Produce	5%	10	1,000,000	10,000,000	0	0	10,000,000	20%	2,000,000	100,000	(3)	1,000,000	3,000,000	$10,000
D. Ag.Input Sales	10%	20	250,000	5,000,000	0	0	5,000,000	1%	50,000	25,000	(4)	500,000	550,000	$1,833
E. Communal Fields	12%	24	0	0	0	0	0	20,000	480,000	(5)		0	480,000	$1,600
F. Grain Mill	4%	8	1,500,000	12,000,000	0	0	12,000,000	15%	1,800,000	0	(6)	0	1,800,000	$6,000
G. Beef Production	3%	6	250,000	1,500,000	0	0	1,500,000	8%	120,000	25,000	(7)	150,000	270,000	$900
H. Other	4%	8	250,000	2,000,000	0	0	2,000,000	15%	300,000	0		0	300,000	$1,000
TOTAL				526,400,000	(8)	7,425,000	533,825,000		110,747,500			58,730,000	169,477,500	$564,925

ANALYSIS OF CREDIT NEEDS 1989 - 1994
RDD PROJECT TABLE B-5

YEAR = 1993 TOTAL CROPS IN PROJECT = 300

ACTIVITY	% OF CROPS IN ACTIVITY	(A) NO. OF CROPS IN ACTIVITY	(B) AVG.LOAN PER CROP	(C) TOTAL LOANS (B*A)	(D) AVG EQUITY INVESTMENT	(E) TOTAL EQUITY INVESTMENT (D*A)	(F) TOTAL INVESTMENT (C+E)	(G) AVG ANNUAL CASH RETURN ON INVEST.	(H) TOTAL CASH RETURN (F*G)	(I) AVG NON-CASH RETURN		(J) TOTAL NON-CASH RETURN (A*I)	(K) TOTAL RETURNS TO CROPS (H+J)	(L) TOTAL RETURNS / CROP (K/300)
A. Coop Store	40%	120	100,000	12,000,000	750,783	90,094,013	102,094,013	30%	30,628,204	120,000	(1)	14,400,000	45,028,204	$150,094
B. Pharmacy	5%	15	100,000	1,500,000	364,016	5,460,240	6,960,240	20%	1,392,048	700,000	(2)	4,500,000	5,892,048	$19,640
C. Marketing														
Millet	40%	120	4,000,000	480,000,000	3,286,080	394,329,600	874,329,600	20%	174,865,920	720,600	(3)	87,432,960	262,298,880	$874,330
Cowpeas	25%	75	5,000,000	375,000,000	4,176,000	313,200,000	688,200,000	20%	137,640,000	917,600	(3)	68,820,000	206,460,000	$688,200
Rice	3%	9	1,500,000	13,500,000	1,321,920	11,897,280	25,397,280	20%	5,079,456	282,192	(3)	2,539,728	7,619,184	$25,397
Other Produce	5%	15	1,000,000	15,000,000	881,280	13,219,200	28,219,200	20%	5,643,840	188,128	(3)	2,821,920	8,465,760	$28,219
D. Ag.Input Sales	10%	30	250,000	7,500,000	8,580	257,406	7,757,406	1%	77,574	25,858	(4)	775,741	853,315	$2,844
E. Communal Fields	12%	36	0	0		0	0	20,000	720,000	(5)		0	720,000	$2,400
F. Grain Mill	4%	12	1,000,000	12,000,000	695,359	8,344,305	20,344,305	15%	3,051,646	0	(6)	0	3,051,646	$10,172
G. Beef Production	3%	9	250,000	2,250,000	75,319	677,871	2,927,871	8%	234,230	32,532	(7)	292,787	527,017	$1,757
H. Other	4%	12	250,000	3,000,000	154,829	1,857,945	4,857,945	15%	728,692	0		0	728,692	$2,429
TOTAL				921,750,000	(8)	839,337,060	1,761,087,060		360,061,609			181,583,136	541,644,745	$1,805,482

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NOTES: (1-6)

(1) Non-cash returns for coop store operations were calculated by assuming store prices were 5% lower than other local stores. Since total sales of coop stores are expected to average 200,000 cfa per month, non-cash returns would average: 2,400,000 cfa x 5% = 120,000

(2) Since coops start pharmacies in villages where no such businesses exist, it is assumed that villagers would have to pay at least a 25% premium to obtain the pharmaceuticals elsewhere. The non-cash benefit was therefore calculated by multiplying average annual sales (1,200,000cfa) times 25%.

(3) It is estimated that preferential prices offered to villagers average 5% better than those available without coop activities. Total sales were estimated as two times the amount invested.

(4) Ag inputs were not available in the villages where the coops provided them. While cash returns were low due to nationally fixed prices, it is assumed that the transportation and handling charges associated with the activity would have added at least 10% to the price of inputs had the farmers tried to purchase them individually.

(5) Average return from communal fields in 1988 was 20,000 cfa per coop. Initial investment was minimal. Total Cash Return was therefore calculated by multiplying Avg.Ann.Cash Return (G) times Number of Coops (A).

(6) It is assumed that grain mills increase the quality of village life, by decreasing the workload of women. Under this analysis, it was not assumed that women would reinvest their time in additional productive activities. This may or may not be the case in reality.

(7) Beef production activities are typically undertaken by individual farmers. The coop assists with credit and inputs. For this assistance the farmers pay the coop an 8% fee. It is assumed the individual farmer earns an additional 10% return on investment. This 10% return is included under non-cash returns even though it is indeed a cash return to the farmer.

(8) Average Equity Investment = (previous years' earnings from the activity + previous years' equity investment)/current number on coops undertaking activity.

ANALYSIS OF CREDIT NEEDS 1989 - 1994
FOR PROJECT TABLE A-4

YEAR = 1992 TOTAL COOPS IN PROJECT = 390

ACTIVITY	% OF COOPS IN ACTIVITY	(A) NO. OF COOPS IN ACTIVITY	(B) AVG.LOAN PER COOP	(C) TOTAL LOANS (A*B)	(D) AVG EQUITY INVESTMENT	(E) TOTAL EQUITY INVESTMENT (A*D)	(F) TOTAL INVESTMENT (C+E)	(G) AVG ANNUAL CASH RETURN ON INVEST.	(H) TOTAL CASH RETURN (F*G)	(I) AVG NON-CASH RETURN		(J) TOTAL NON-CASH RETURN (A*I)	(K) TOTAL RETURNS TO COOPS (H+J)	(L) TOTAL RETURNS I COOP (F/A) (K/300)
A. Coop Store	402	120	200,000	24,000,000	531,372	63,764,625	87,764,625	302	26,329,388	120,000	(1)	14,400,000	40,729,388	$135,765
B. Pharmacy	52	15	100,000	1,500,000	206,680	4,300,200	5,800,200	202	1,160,040	300,000	(2)	4,500,000	5,660,040	$18,867
C. Marketing														
Millet	402	120	4,000,000	480,000,000	2,071,733	248,608,000	728,608,000	202	145,721,600	607,173	(3)	72,860,800	218,582,400	$728,608
Cowpeas	252	75	5,000,000	375,000,000	2,648,667	198,500,000	573,500,000	202	114,700,000	764,667	(3)	57,350,000	172,050,000	$573,500
Rice	32	9	1,500,000	13,500,000	851,600	7,664,400	21,164,400	202	4,232,880	255,180	(3)	2,116,440	6,349,320	$21,164
Other Produce	52	15	1,000,000	15,000,000	567,733	8,516,000	23,516,000	202	4,703,200	158,773	(3)	2,351,600	7,054,800	$23,516
D. Ag.Input Sales	102	30	250,000	7,500,000	6,020	180,600	7,680,600	12	76,806	25,602	(4)	768,060	844,866	$2,816
E. Communal Fields	122	36	0	0		0	0	20,000	720,000	(5)		0	720,000	$2,400
F. Grain Mill	42	12	1,000,000	12,000,000	474,225	5,690,700	17,690,700	152	2,653,605	0	(6)	0	2,653,605	$8,845
G. Beef Production	32	9	250,000	2,250,000	51,221	460,992	2,710,992	82	216,879	30,122	(7)	271,099	487,979	$1,627
H. Other	42	12	250,000	3,000,000	102,025	1,224,300	4,224,300	152	633,645	0		0	633,645	$2,112
TOTAL				933,750,000	(8)	530,909,817	1,472,659,817		301,148,843			154,617,999	455,766,842	$1,519,220

TABLE B:

SUMMARY OF RETURN ON INVESTMENT ANALYSIS FOR ROD PROJECT

YEAR	COST OF PROJECT	CREDIT USED	RETURNS TO COOPS	NET RETURN ON INVESTMENT	NPV OF PROJECT INVESTMENT (6%) (CUMULATIVE)
1989	$1,881,146	526,600,000	$564,925	($1,316,221)	($1,316,221)
1990	$1,486,231	765,765,000	$922,220	($574,011)	($1,752,536)
1991	$1,709,989	877,090,000	$1,220,248	($489,741)	($2,163,382)
1992	$1,488,380	933,750,000	$1,519,220	$30,830	($2,135,362)
1993	$1,433,610	921,750,000	$1,805,482	$371,872	($1,861,477)
1994	$0	940,185,000	$1,841,592	$1,841,592	($563,227)
1995	$0	958,988,700	$1,878,424	$1,878,424	$686,032
1996	$0	978,168,474	$1,915,892	$1,915,892	$1,888,140
1997	$0	997,731,843	$1,954,312	$1,954,312	$3,044,004
1998	$0	1,017,686,480	$1,993,399	$1,993,399	$4,158,987
1999	$0	1,038,040,210	$2,033,267	$2,033,267	$5,229,106
2000	$0	1,058,801,014	$2,073,932	$2,073,932	$6,259,787
2001	$0	1,079,977,034	$2,115,410	$2,115,410	$7,251,574
2002	$0	1,101,576,575	$2,157,719	$2,157,719	$8,205,035
2003	$0	1,123,608,107	$2,200,873	$2,200,873	$9,124,282
2004	$0	1,146,080,269	$2,244,891	$2,244,891	$10,007,075
TOTAL	$8,069,366		$22,441,905	$20,432,539	$10,007,075

ASSUMPTIONS:

1. MOST ECONOMIC ACTIVITIES CURRENTLY UNDERTAKEN BY THE EXISTING 158 ROD COOPS ARE FINANCED WITH BIAO CREDIT UNDER THE PROJECT GUARANTEE FUND. SINCE THIS CREDIT WOULD BE ELIMINATED WITHOUT THE EXISTENCE OF THE ROD PROJECT, IT CAN BE ASSUMED THAT CONTINUATION OF CURRENT ACTIVITIES AS WELL AS INVESTMENT IN NEW ECONOMIC ACTIVITIES ARE A DIRECT RESULT OF THE ROD PROJECT. (N.B. A MAJOR OBJECTIVE OF THE ROD PROJECT WILL BE TO ASSURE A STABLE SOURCE OF CREDIT FOR COOPS WHICH IS NOT LINKED TO A PROJECT, AS WELL AS ESTABLISHING A SELF-FINANCED SOURCE OF SHORT-TERM TECHNICAL ASSISTANCE FOR COOP BUSINESSES).

2. ALL CASH PROFITS MADE BY PROJECT COOPERATIVES WILL BE REINVESTED IN COOP ECONOMIC ACTIVITIES.

3. ECONOMIC ACTIVITIES WILL BE SELECTED BY COOPS IN THE SAME RATIO AS IN IN PREVIOUS YEARS.

4. FUTURE RATES OF RETURN ON INVESTMENTS WILL CONTINUE AT CURRENT RATES

5. CREDIT IS AVAILABLE AS NEEDED.

6. MARKETS AND SUPPLIES REMAIN STABLE

7. THE AVERAGE LOAN SIZE PROGRESSIVELY DECREASES FOR COOP STORES AND PHARMACIES, INCREASES IN 1990 FOR MILLET AND COMPEA MARKETING, AND REMAINS THE SAME FOR OTHER COOP ACTIVITIES.

8. THE OPPORTUNITY COST OF USAID FUNDS USED FOR THE NET PRESENT VALUE ANALYSIS IS 6%, OR THE EQUIVALENT OF THE RATE THE PROJECT GUARANTEE FUND DEPOSITS ARE RECEIVING FROM THE BIAO BANK.

9. NON-CASH RETURNS ARE MADE AS PER THE NOTES ATTACHED TO THE SPREADSHEET ANALYSES.

10. AFTER 1993, CREDIT NEEDS AND RETURNS TO COOPS ARE ESTIMATED TO INCREASE AT THE CURRENT INFLATION RATE OF 5% PER YEAR

ANNEX E: CASE STUDIES OF THREE ECONOMIC ACTIVITIES

Dadin Kowa Cooperative
ULC of Kourni
USRC of Matameye
URC of Zinder

Economic activity: Grain mill
Starting date: 6/3/87
Loan date: 5/31/89
Type of loan: Line of credit
Amount: 1.500.000

Background: The coop of Dadin Kowa was established in 1969 by the former UNCC. The coop is made up of 7 mutualist groups with a total population of 1,900 inhabitants. The two largest GMs are:

1. Makwassa.....pop.587

2. Makerawa.....pop.351

These are also the two GMs where the grain mills have been placed.

Location: Dadin Kowa is 15 km from Matamey. The Gms of Dadin Kowa and Makerawa are both on the paved road linking Zinder and Nigeria. The cooperative's proximity to Nigeria impacts on its economic activities in a number of ways.

1. Niara, the Nigerian currency is widely used for business and cash transactions. Ex. coop members pay for milling in Niara.

2. Purchases of equipment and diesel fuel and oil can be easily purchased at a lower price in Nigeria. Ex. with their loan of 1.500.000 Cfa the coop was able to purchase two grain mills in Nigeria for the price of one in Niger. By purchasing fuel , oil and spare parts in Nigeria coop members are able to reduce their operating expenses.

3. To repay their loan in CFA from the BIAO coop members are obliged to exchange their money from Niara to CFA. Although the exchange is easily done fluctuations in the exchange rate can cause losses for the coop if they don't adopt an appropriate strategy.

Previous Economic Activites: The coop has been involved in marketing of cereals and cowpeas in collaboration with the OPVN and the Sonara and received loans totaling 13.730.445 CFA from the CNCA and 3.57.000 CFA from the BIAO. Of previous loans from the CNCA the coop has reimbursed 6.856.864 CFA and owes 6.833.581

CFA. The first loan from the BIAO in collaboration with CLUSA 3.757.000 CFA was totally repayed allowing the coop to apply for a second loan of 1.500.000 CFA for the present economic activity.

Economic Activity (grain mills) in their loan request the cooperative members based their previsionnel profit loss statement on average monthly revenues of 120.000 CFA (Naira 2,400). This corresponds to 500 tia (mesure,1 tia = 2.5kg.). The price of milling 1 tia varied from 20 CFA to 50CFA depending on the cereal with 50CFA for 1 tia of corn and 20CFA per tia of millet or sorghum. Operating costs were estimated at 14.5 % with 10% for personnel and 4.5% for fuel oil and maintenance.

When the mills were installed one was place in Makwassa the second in Makerawa. For the period from 9/8/87 to 5/25/88 total revenues were as follows:

1. Makwassa.....199.420 CFA (Niara 3988.4)

2. Makerawa.....208.940 CFa (Niara 4178.8)

The average daily revenues are:

1. Makwassa.....764 CFA (Niara 15.3)

2. Makerawa.....801 CFA (Niara 16)

The coop members indicated that there were seasonal variations in revenues. During the period before the next harvest (la soudure) and after harvest. According to their estimations they are as follows.

	(soudure)	after harvest
1. Makwassa.....	800 Cfa (Niara 16)....	2.000 CFA (Niara 40
2. Makerawa.....	800 CFA (Niara 16)....	2.000 CFA (Niara 44

During the period there were no major repairs. the operating cost on the two mills were 65.165 CFA (1303.3) which is 15% of total revenues.

At the end of the period 343.195CFA had been reimbursed to the bank.

The following is a five year extrapolation of the activity. It is based upon the following premises:

1. Revenues will remain at the same level.

2. Operating expenses will only increase 4% and remain at an avg. 20% during the period.

3. The mill is to be amortised over a five year period.

4. Loan repayment will be continued at present rate.

5. Any changes in exchange rate are compansated for by appropriate change in prices for services.

Gross revenues.....5.444.800 CFA

Operating expenses.....1.047.693 CFA

Bank loan at 11%.....1.694.208 CFA

Amortisation 5 year.....1.500.000 CFA

Net profit.....1.202.899 CFA

If the original assumptions hold true the coop will be able to pay back the loan at the loan due date and at the end of 5 years they will have sufficient funds to puchase two new mills as well as a working capital which could be invested in other economic activities .

Current situation

Currently, the cooperative members are doing a good job keeping business records. CLUSA is working with them to help them develope monthly income statements which will allow to better explain the business operations to coop members so that timely management decisions can be made.

Tamaske Cooperative
ULC of
USRC of Keita
URC of Tahoua

Activite: Onion marketing
Starting date: 5/11/88
Loan date: 12/31/88
Loan: short term
Amount: 1.000.000

The cooperative of Tamaske was created in 1982 by the former UNCC, desolved shortly there after and recreated in 1985. The cooperative includes 13 mutualist groups.

Geographic location: The cooperative of Tamaske is located 52km to the east of Tahoua and 20 km from Keita.

Economic activities: Prior to workining with CLUSA the cooperative was involved in cereal and cow pea marketing however as this was done through parastatal organisations such as the OPVN and the Sonara the role played by the cooperative involved collecting the agriculturall production for the organisations in question as opposed to actual marketing the products on there own.

In assisting the ooperative CLUSA works in collaboration with the the Productivity Project of Tohoua. CLUSA provides training including the cooperative assistant and access to financing throught the BIAO. The Productivity Project financed certain infrastructure for the general merchandise store and 780.000 CFA capital for the store.

After repaying their loan of 1.000.000 CFA to the BIAO the cooperative of Tamaske decided to market onions which are produced locally by cooperative members. Some of the cruxcial elements which concerned the coop members were receiving their loan on time, having adequate storage facilites, and developing a marketing stategy. This was the first time that the cooperative was involved in developing and executing their own marketing campagne.

Through some experiments with appropriate onion storage done in the previous year the coop members estimated that they could store the onions for a period of 4 months with a loss of 3%

The marketing stategy which they developed center around the harvest date of onions in their area compared to other onion producing areas, and the storage capacity of the cooperative, Tamaske's onions are harvested latter than the main onion

production in Niger. The cooperative members idea was to store their onions for a period up to 3 months which would then correspond to the period when onion purchasers from Togo and Ivory Coast were moving north towards Tamaske away from the major onion producing area. Thus the cooperative would benefit from a "window of oportunility" when the onion prices woould be twice the harvest price.

The onion purchasers for the cooperative made regular visits to the onion fields to insure that onions which were purchased would come from fields which were free of disease and where the onions had not been harvested before they were mature. After grading and puchasing onions for the cooperative the onions were transported to the appropriate technology store houses in Tamaske . Cooperative members felt that even though the coop would have to pay the transport from the field that the advantage of having the onions near by in good storage conditions where they could be checked for signs of rot outweighed the money saved by storing the onions in traditional "hangars" next to the fields. Each storeroom in Tamaske had its own records of amounts stored and the dates at which they were put into storage.

The cooperative was able to prove their marketing stategy, turn a profit, and reimburse their 11% loan at the BIAO. The 36% net profit will be used by the coop to fund other ecomomic activities. Coop members are currently deciding whether to invest the amount in grain marketing or to increase the capital of their general merchandise store.

TONDIGAMEY

History : The Tondigamey cooperative was founded in 1983 by the former UNCC. It combines 5 groupements of Tondrgamey, Gaddame-Kora, Yete-Koira, Laboutilwa, and Gadabo. Membership in the cooperative is 3521 individuals, representing 427 families.

Location : The cooperative is located 60 km from Niamey and 90 km from Kolo.

Economic Activites : Until the opening of their boutique through a revolving fund loan from the BIAO had initiated no other economic activity.

After the first meeting with Mamouni Alfari, the project's regional cooperative trainer, the cooperative members ranked in order of priority the potential economic activites which they themselves had identified. They then developed a plan of action for establishing a boutique (the activity they had chosen) and with the help of the project trainer the developed a loan request to the bank in the form of a feasibility study.

The dossier included seven sections ; the purpose of the request, the history of the cooperative, the geographic location of the group ; an explanation of the planned investment ; a market analysis ; tentative lists of supplies to be bought ; and a provisional profit and loss statement.

The members had chosen a boutique as their economic activity (a) to put new life into the cooperative ; (b) to have staple supplies available at reasonable prices and (c) to generate a profit thereby injecting new capital into the cooperative available for investment in additional economic activities.

The undertaking demonstrates a key step in the project approach to cooperative development. For the first time the members of this group got together themselves to make their own decisions on the selection and organization of their own enterprise, using good management principles. In carrying this out they fixed employees salaries, determined the location of branch outlets in the groupements, selected the first stock to be ordered on the basis of a study of the local market, fixed prices with a view both to the financial resources of the members and to the needs for a profitable rate of return to the enterprise, and fixed the procedures for the management of the enterprise, including financial accounting.

Tentative Profit and Loss Estimation.

Purchase Price of Staples	4.170.576
Transportation Charges	170.640
Total cost	4.341.216
Selling Price	4.735.699
Gross Profits	394.483
Operating Expenses	
Personnel Salaries	93.600
Interest	96.800
Total Expenses	190.400
Net Profits	204.083

Four months after the boutiques opened (from 16/6 to 15/10/86 the cooperative carried out an analysis of their situation, as follows :

Benefit from the Enterprise	
Inventory	560.355
Cash on Hand (Manager)	2.890
Cash on Hand (Treasurer)	1.250
Total	564.495
Bank Loan	460.705
Personnel Cost	4.000
Other Cost	5.250
Total	469.995
Net Benefits	94.540

The rhythm of sales of the coop for the period averaged 450,000 FCFA/month. At their current stocking level they turn over their inventory every 1 1/4 months. This compares favorably with

their original estimates. The members have learned to hold stocks at a modest level with a fairly rapid turnover rather than attempt a heavy inventory over a longer period.

Their audit system indicates the economic & financial viability of the enterprise. It shows as well the strong common interest of the numbers in their activity.

- audits are carried out regularly with the participation of all member groupements. In this manner the result of the audit are available to all members.

- the cooperative holds regular meeting to listen to member needs.

- each groupements participate in the price fixing enterprise.

At this time the members have achieved their original, social economic and financial objectives. Their boutique offers a service to the organization of the cooperative, they manage it , and they realize a modest profit permitting them to increase the capitalization of the cooperative.

The experience of the Tondigamey cooperative presents fairly closely the experience of other project supported boutiques. This is not to say that all have moved forward without experiencing some difficulties. But the Tondigamey experience illustrates very well the project approach to the initiation, not only of boutiques, but other economic enterprise as well - self management and decision-making ; a dividing up of information and common responsibilities. Such an approach permits the cooperative to learn by its mistakes and to make the decisions to put themselves back on track, thus allowing the development of truly autonomous self-management.

ANNEX F: SOCIAL CONSIDERATIONS

VOLET FORMATION COOPERATIVE

PROGRAMME CEREALIER NATIONAL

ENQUETE SOCIO-ECONOMIQUE
EN VUE DE LA PREPARATION DU
PROJET "DEVELOPPEMENT DES ORGANISATIONS RURALES"

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Mars - Avril 1989

RESUME

Le présent texte constitue le résumé des enseignements tirés de l'enquête menée en février-mars 1989 à la demande du Volet Formation Coopérative; enquête ayant pour objectifs d'une part de mettre en relief les facteurs de succès et d'échec des coopératives, liés à l'environnement socio-culturel; d'autre part de tracer les lignes directrices d'un programme d'actions orientées en direction des femmes.

Les recherches sur le terrain se sont déroulées dans dix coopératives: Birni Kolondia, Kouré (département de Tillabéry), Tibiri (département de Dosso), Tamaské, Roukouzoum (département de Tahoua), Chadakori, Maïgamji (département de Maradi), Dan Barto et Droum (département de Zinder). La sélection de cet échantillon s'est opérée à partir d'un certain nombre de critères tels qu'ils lui confèrent une certaine représentativité; ces critères étant le type d'activités entreprises, le degré d'alphabétisation, le type d'autorité exercées par les instances dirigeantes, la nature des relations existant entre les instances dirigeantes et la base, entre l'encadrement et les coopérateurs, enfin la qualité de la gestion.

Pour en venir à l'approche méthodologique, il est à noter que la collecte des données s'est effectuée à partir d'entretiens semi-directifs menés soit dans un cadre individuel, soit dans un cadre collectif. Dans le but d'obtenir des indications spécifiques, la population cible a été divisée en un certain nombre de catégories: assistant coopératif, assistant villageois, gérant ou de pharmacie; conseil d'administration, coopérateurs simples, groupes de femmes. Grosso modo, les thèmes abordés étaient les suivants: les changements consécutifs à l'intervention du Volet; la perception des facteurs ayant joué un rôle déterminant dans ces changements; la connaissance des structures coopératives; le degré de satisfaction; la capacité contributive potentielle ou réelle aux dépenses jusque là supportées par le Volet; les questions relatives aux femmes; "l'après-projet".

Les résultats obtenus apportent des indications non négligeables sur le degré d'organisation des intéressés, leurs capacités d'initiative, leurs attitudes et opinions, leurs besoins et aspirations, enfin les freins au bon fonctionnement des structures coopératives et la voie dans laquelle le Volet devrait s'orienter afin d'assurer l'accès des femmes aux structures coopératives.

De l'avis des bénéficiaires aussi bien directs qu'ultimes du projet, on ne saurait que parler de succès; les uns mentionnnent la qualité de la formation reçue, une certaine liberté dans l'action (par exemple dans le choix du programme destiné aux coopérateurs), les autres l'instruction (grâce à

l'alphabétisation et à la formation), la responsabilisation, l'autonomie, une certaine démocratie, la facilité d'accès aux prêts bancaires, la multiplicité des activités menées et surtout le fait que ces activités génèrent souvent des bénéfices. Les sujets de critique et d'insatisfaction ne sont pas pour autant absents notamment chez les bénéficiaires directs (une minorité), évoquant
l'intensité de la charge de travail, le manque de couverture médicale, l'incertitude quant à l'avenir.

Bilan, on le constate, en dépit de tout globalement positif et qui pourrait s'expliquer par les facteurs suivants: l'assimilation et la compréhension du système coopératif, une circulation de l'information, l'existence d'un certain potentiel intellectuel, une certaine cohésion entre les coopérateurs, les relations de confiance entre l'encadrement et les coopérateurs, le dynamisme de la population.

Il reste que le fonctionnement des coopératives concernées est loin d'être au-dessus de toute critique; compte-tenu en effet de l'existence de nombre d'éléments liés ou non à l'environnement socio-culturel, ayant une influence négative, et étant de nature à hypothéquer le développement des structures coopératives. Il s'agit:

- du manque de maîtrise des activités coopératives

- du blocage par les instances dirigeantes de la communication des informations

- de l'absence de concertation et de consultation

- du manque de consensus

- de la mésentente entre assistant aux coopératives et coopérateurs

- de la tendance à nommer à des postes de responsabilité des individus non en fonction de leur compétence ou de toute autre qualité, mais en raison de leur âge et de leur statut social

- de l'ingérance des autorités traditionnelles dans la marche de la coopératives

- de l'indulgeance vis-à-vis des auteurs de détournements dans un contexte où on tient à sauvegarder avant tout les relations personnelles
- la marginalisation de certains groupes sociaux tels que les anciens captifs ou les individus "castés

- enfin la marginalisation des femmes tenant pour une grande

part à la religion islamique; marginalisation dont la disparition est devenue l'une des préoccupations majeures du Projet.

Il s'avère impératif d'impliquer les femmes dans les structures coopératives d'une part parce qu'elles jouent un rôle prépondérant dans le domaine de la production agricole, d'autre part parce que l'institution féminine ayant pour mission de promouvoir les intérêts des femmes, l'AFN pour la nommer, n'a ni l'expertise, ni les ressources financières requises pour mener à bien cette mission; à celà s'ajoute le fait qu'on ne saurait confier à l'AFN seule, la responsabilité du développement économique et sociale de la moitié de la société. On entrevoit alors ce qu'implique une telle situation: faire appel à d'autres partenaires, et à ce niveau l'institution coopérative semble bien placée pour aider les femmes à développer des activités économiques rénumératrices.

Certes multiples sont les organismes gouvernementaux de financement extérieur - ou non gouvernementaux qui ne restent pas indifférents au sort de la femme; cependant très généralement leurs interventions ont abouti à des résultats médiocres, en raison de l'inadéquation des stratégies utilisées pour rejoinder le groupe cible; on évoquera notamment la non consultation des bénéficiaires au stade de l'élaboration des programmes.

Tirant les leçons de ces échecs, ces organismes sont en train d'adopter de nouvelles politiques plus systématiques et plus opérationnelles, mettant l'accent sur la réalisation d'études socio-économiques avant la mise en place de toute opération.

Pour ce qui est des recherches sur le terrain dont le présent rapport est le résultat, elles ont apporté des indications sur le rôle prépondérant joué par les femmes dans la sphère de l'activité économique; sur les difficultés rencontrées par ces dernières pour améliorer leurs activités productrices; difficultés procédant de leur absence de formation, de leur faible accès aux ressources productrices telles que la terre, aux facilités de crédit et aux services de vulgarisation, le manque de contrôle sur les ressources; enfin sur les domaines d'intervention et les actions à entreprendre, à savoir: ma mise en place de technologies adaptées aux conditions de vie et de travail, l'octroi de lignes de crédit. Ainsi se présentent les activités spécifiques qui pourraient être intégrées dans les structures coopératives. Dotées d'une formation adéquate, d'un appui technique et financier, les femmes dans le cadre des groupements mutualistes devraient être à même d'identifier, d'organiser, de gérer des activités et les bénéfices qui en découlent, à l'instar de l'homme adhérant des coopératives encadrées par le Volet.

INTRODUCTION

L'étude présentée ici a pour objet d'une part d'identifier les facteurs de nature à favoriser ou à faire obstacle à l'efficacité de l'intervention du "Volet Formation Coopérative", d'autre part de tracer les lignes directrices de la mise au point d'un programme d'actions cohérentes orientées vers la population féminine dont l'exclusion des structures coopératives - il n'est nul besoin de souligner - a jusqu'alors été la règle. La conscience de l'acuité de la question n'est pas pour autant inexistante au niveau des Autorités Politiques, à en croire la recommendation suivante: "une plus grande intégration des femmes dans le mouvement coopératif et une intensification des moyens matériels et financiers propres à assurer l'information et la formation des femmes" émanant de la Commission de mise en place de la Société de Développement (1).

Cette étude a été élaborée pour l'essentiel à partir de trois sources:

- recherches sur le terrain
- recherches documentaires
- entretiens avec le personnel d'un certain nombre d'organismes nationaux et internationaux.

Les recherches sur le terrain qui se sont étendues sur une période de quinze jours ont concerné dix coopératives situées dans les départements d'Agadez, Dosso, Maradi, Tahoua, Tillabéry et Zinder; ces coopératives étant les suivantes: BIRNIN KOLONDIA, CHADAKORI, DAN BARTO, DROUM, INDOUDOU, KOURE, MAIGAMJI, ROUKOUZOUM, TAMASQUE, enfin TIBIRI. La sélection de ces coopératives s'est opérée à partir d'un certain nombre de critères (2), tels qu'ils leur confèrent une certaine représentativité; à savoir le type d'activités entreprises, la qualité de la gestion, le degré d'alphabétisation, la nature des relations entre l'encadrement et les coopérateurs, entre les instances dirigeantes et la base. Du point de vue de l'approche méthodologique, la collecte des données s'est effectuée à partir d'entretiens semi-directifs. Dans le but d'obtenir des indications spécifiques, la

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(2) Pour obtenir un échantillon réellement représentatif, il eût fallu prendre en compte également d'autres critères dont par exemple le dynamisme ou l'absence de dynamisme de la population, l'homogénéité ou la diversité ethnique de la population, ce qui aurait signifié davantage de jours passés sur le terrain, mais le temps imparti à l'étude rendait difficile une augmentation du temps consacré aux recherches sur le terrain.

(1) Rapport général de la Commission de la mise en place de la Société de Développement, République du Niger, Juin 1981.

population cible a été divisée lors des entretiens en un certain nombre de catégories: assistant coopératif, conseil d'administration, animateur villageois, gérant de boutique ou de pharmacie, coopérateurs simples, groupes de femmes. Grosso modo, les thèmes abordés étant les suivants: les changements qui se sont opérés depuis l'intervention du Volet Formation Coopérative; la perception des facteurs ayant joué un rôle déterminant dans ces changements; la connaissance des structures coopératives; la capacité contributive potentielle ou réelle aux dépenses jusque là supportées par le projet; les questions relatives aux femmes, l'après projet.

Du fait du vif intérêt témoigné par les populations concernées au thème de l'enquête, du fait de leur réceptivité aux questions abordées, les recherches sur le terrain se sont déroulées dans les meilleures conditions. Les enseignements dégagés se sont révélés non négligeables quant à la perception qu'ont les intéressés du fonctionnement des structures coopératives, quant au degré d'assimilation et d'application auquel ces derniers sont parvenus, quant aux aspirations dont ils sont porteurs. Par ce biais ont pu être mis à jour les facteurs tendant à assurer le succès ou à l'inverse à entraver le bon fonctionnement des coopératives. D'une manière plus précise les indications obtenues peuvent être regroupées autour d'un certain nombre de points:

- les résultats auxquels sont parvenus les coopératives du point de vue de leur aptitude à l'autogestion se révèlent réellement prometteurs et tout autorise à dresser un bilan réellement optimiste;

- la sous information, l'un des handicaps ayant gravement jusque là hypothéqué l'avenir des coopératives, est en net recul;

- la procédure de prise de décision engage véritablement la plus grande partie des coopérateurs et réelle est leur participation aux activités entreprises;

- les sujets de satisfaction sont bien plus fréquents que les motifs de plainte et nos interlocuteurs ne cachent pas leur contentement devant les progrès réalisés depuis l'intervention du projet.

Il est intéressant de noter que les résultats les plus satisfaisants ont été enregistrés dans les coopératives - ce qui n'a rien d'étonnant - où l'on trouve le pourcentage le plus élevé d'individus alphabétisés, où l'impact de la formation est le plus fort. S'est également révélée significative la cohésion entre les villageois. Par ailleurs ont été mis à jour comme facteurs de

succès l'harmonie existant entre l'assistant aux coopératives et les coopérateurs; enfin joue un rôle non négligeable la présence continuelle de l'animateur villageois.

En revanche jouent comme facteurs limitants, le blocage de l'information, les lacunes en formation réduisant grandement les chances de participation aux activités de la coopérative; entrent également en ligne de compte l'autoritarisme excessif des membres du bureau, le poids du pouvoir traditionnel, la mésentente entre villageois, entre villageois et encadrement.

Telles sont grosso modo les contraintes sur lesquelles butent les coopératives qui ont fait l'objet de l'enquête. Certes, l'échantillon - pour les raisons indiquées précédemment- ne saurait prétendre à la représentativité; tout autorise cependant à penser que les résultats obtenus sont dans une certaine mesure généralisables à l'ensemble des coopératives de la zone du projet et largement indicatifs des grandes tendances d'évolution.

Quant aux recherches documentaires et aux entretiens avec un certain nombre de resposables d'organismes nationaux et internationaux, les données collestées par ce biais révèlent- est-il besoin de souligner? - que si des efforts sensibles sont faits par les uns et les autres pour renforcer le rôle des femmes et améliorer leurs conditions de travail et de vie, très peu d'attention a été accordée à l'intégration de ces dernières dans les coopératives, jusque là chasse gardée de leurs homologues masculins. Une évolution est en train cependant de se faire jour puisque des mesures sont prises, à l'heure actuelle, pour en finir avec une telle exclusion.

Le présent rapport s'ordonnera sur le plan suivant:

- une première partie consacrée aux résultats sur le terrain, donnant un aperçu des attitudes et opinions des intéressés;

- une deuxième partie, descriptive, faisant le point sur les activités menées jusque là par différents services et projets pour promouvoir le progrès féminin;

- enfin une troisième et dernière partie sous forme de recommendations et de suggestions destinées à améliorer les méthodes d'intervention du Volet Formation Coopérative.

PREMIERE PARTIE

LES RESULTATS DE L'ENQUETE

CHAPITRE I: LES RECHERCHES SUR LE TERRAIN

Le présent chapitre rend compte des résultats des entretiens menés auprès des bénéficiaires du projet, plus précisément de la perception que ces derniers ont des opérations réalisées par le projet en leur faveur du point de vue de l'efficacité, des avantages et inconvénients de telles opérations. Comme noté précédemment, le groupe cible était constitué des catégories suivantes: assistants aux coopératives, animateurs villageois, administrateurs, gérants, coopérateurs simples, femmes.

I.1. LES BENEFICIAIRES DIRECTS:

Il s'agit des assistants aux coopératives.

Les questions, d'une manière générale, avaient trait aux points suivants: conditions de travail, contacts avec la population locale, fonctionnement de la coopérative. aptitude des coopérateurs à l'autogestion, rôle des femmes, "l'après-projet".

La satisfaction ou la non satisfaction sur le plan des conditions de travail étant en liaison avec la manière dont les assistants s'acquittent des tâches qui leur sont dévolues, il importait de recueillir à ce propos les opinions des uns et des autres. Rares sont les sujets de mécontentement (1); sujets afférant notamment à l'intensité du travail, à l'insuffisance des émoluments (par rapport à la charge et au rythme frénétique de travail), au manque de couverture médicale, au retard (ces derniers temps) dans l'attribution du matériel nécessaire aux activités de formation, à l'insuffisance de la dotation en carburant, enfin à l'incertitude pesant sur leur avenir professionnel. En revance les jugements positifs se révèlent beaucoup plus répandus, les intéressés déclarent en effet avoir tiré des bénéfices multiples liés à la formation reçue: "nous sommes réellement satisfaits de la formation dont nous avons bénéficié et surtout du fait qu'il s'agit d'une formation continue"; "avec les connaissances acquises, nous savons que nous sommes en mesure de concurrencer même les cadres formés à l'I.P.D.R. de Kollo"; " grâce à la formation reçue, nous sommes plus sûrs de nous, plus autonomes et plus libres que nous ne l'avons été"; "ceci dit, nous ne saurions faire abstraction de certaines lacunes notamment dans le domaine de la comptabilité, lacunes qui seront de toute façon bientôt comblées...".

La qualité des liens entre les encadreurs et ceux qu'ils encadrent conditionnent de beaucoup la réussite des activités; des contacts

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(1) Ces revendications ne concernent q'une minorité parmi nos interlocuteurs.

étroits et confiant constituent autant de facteurs psychologiques positifs pour la motivation. De là, la question posée à nos interlocuteurs sur le type de liens existant entre eux et la population.

Les contacts que nos interlocuteurs entretiennent avec la popolation locale - autorités et coopérateurs - sont en général dépourvus de la moindre animosité, les uns et les autres vivant en bonne intelligence. Les relations conflictuelles ne sont cependant pas inexistantes, mettant généralement aux prises assistants coopérateurs et chefs traditionnels, assistants coopérateurs et membres du C.A. (notamment le président) en raison de la propension des autorités locales et des administrateurs à bloquer l'information et à refuser toute initiative aux coopérateurs simples: "c'est surtout quand il y a des possibilités de profit que le C.A. se refuse à diffuser les informations..."; "à la longue, les coopérateurs se désintéressent de la coopérative et assistent de moins en moins aux réunions".

De l'avis de nos interlocuteurs cependant, les coopérateurs face à un tel dirigisme parviennent de plus en plus à s'imposer forts de la responsabilisation toute neuve à laquelle ils viennent récemment d'accéder.

La perception qu'ont nos interlocuteurs de la manière dont fonctionnent les coopératives qu'ils assistent est dans la plupart des cas, positive: "les coopératives que nous encadrons fonctionnent bien, leurs membres ont compris l'intérêt de se regrouper et d'oeuvrer en commun; les villageois formés ont bien assimilé les techniques apprises; la plus grande partie des coopérateurs assistent aux réunions et suivent de près les activités". Il va de soi que tout est loin d'être rose: "certains d'entre nous rencontrent un problème de taille, celui des multiples et fréquents détournements dont se rendent coupables les gérants de certaines boutiques". "Le fait que les coopérateurs bien souvent soient récitents à exiger que ces derniers remboursent les sommes détournées ne facilitent guère la recherche de solutions...il faudrait nécessairement un changement d'attitudes de la part des coopérateurs afin qu'ils mettent l'intérêt de la coopérative toute entière avant celui des coopérateurs..."; "pour dissuader les auteurs de détournements on pourrait envisager deux solutions dont la première serait d'établir un contrat légalisé par le sous-préfet et dans lequel l'intéressé s'engage à assumer ses fonctions dans l'intégrité la plus totale et dont la seconde serait de faire prêter serment par lui en le faisant jurer sur le Coran"; "au niveau du C.A., il arrive que le président monopolise le pouvoir, la coopérative est alors dirigée par une seule personne, mais les autres membres quoique conscients que des réunions s'imposent afin de trouver une solution ne se décident pas à prendre la décision de réunir les coopérateurs et le processus continue".

Quant à l'aptitude des coopérateurs à l'autogestion nos interlocuteurs en grande majorité estiment qu'elle est en voie d'acquisition voire déjà acquise: "d'ores et déjà l'animateur villageois peut nous remplacer pour beaucoup de tâches et beaucoup d'entre eux savent déjà dresser les comptes d'exploitation". "Les coopérateurs ont réellement compris ce qu'est une coopérative et font le maximum pour la sauvegarder, ils ont réellement compris grâce à la formation ou plutôt grâce aux méthodes de formation; ceci dit, le nombre de jours consacrés à cette formation est loin d'être suffisant ce qui explique les lacunes souvent constatées chez quelques gérants de boutiques et autres employés des coopératives, la formation des uns et des autres devraient s'étendre au moins sur deux semaines; un recyclage régulier s'impose également..."; "hormis les lacunes en formation dues à la courte durée des stages, un autre frein au bon fonctionnement des coopératives est la tendance de ses membres à placer à certains postes des individus non en fonction de leur compétence mais en tenant compte de leur position sociale ou de l'influence qu'ils exercent dans tel ou tel domaine". "Nous gardons cependant l'espoir que de tels comportements sont appelés à disparaître; il y a déjà des signes perceptibles puisque le gérant de boutique n'est plus automatiquement le fils du président de la coopérative".

A propos de l'idée de faire contribuer les coopérateurs aux dépenses engagées dans le cadre des sessions de formation et d'alphabétisation, il est à noter qu'une telle idée a la faveur de la majorité de nos interlocuteurs, s'exprimant en ces termes: "une telle contribution doit s'effectuer d'une manière progressive et en tenant compte des capacités financières de chaque coopérative. A l'heure actuelle, il y a des coopératives qui sont en mesure de consentir ce genre d'efforts, parce que pouvant pour ainsi dire voler de leurs propres ailes sur le plan financier grâce à une capitalisation non négligeable".

Comment nos interlocuteurs voient-ils l'accès des femmes aux activités coopératives?

Ils y sont tous favorables: "c'est une très bonne chose d'intégrer les femmes dans les structures coopératives et les activités ne manquent pas à partir desquelles cette intégration porrait s"effectuer, il faudrait pour celà que les femmes soient de la même manière que les hommes organisées et qu'elles bénéficient également d'une formation". "C'est une excellente idée et la voie la meilleure est celle consistant à placer auprès des villageois des homologues féminins à nous".

Nos interlocuteurs envisagent avec un certain optimiste "l'après-projet", c'est-à-dire la possibilité pour les coopérateurs de poursuivre des activités qui soient rentables, beaucoup d'entre-elles ont déjà les moyens humains et matériels nécessaires à cette prise en charge.

I.2 LES BENEFICIAIRES "ULTIMES":

Il s'agit des membres des coopératives allant de l'animateur villageois aux coopérateurs simples en passant par les administrateurs et les gestionnaires.

I.2.1 Les animateurs villageois:

A quelques variantes près, nos entretiens avec les animateurs villageois ont tourné autour des mêmes thèmes que ceux sur lesquels nous nous sommes entretenus avec les assistants aux coopératives. Généralement satisfaits de leurs conditions de travail, nos interlocuteurs déplorent néamoins l'irrégularité voire l'arrêt total (sur des périodes allant de 3 à 14 mois) des versements de leurs salaires. Ils n'envisagent pas pour autant de cesser d'exercer leur fonction et ce, quoiqu'il arrive: "la population en nous choisissant, nous a donné la preuve de la confiance qu'elle a mise en nous, ce serait donc la decevoir que de l'abandonner; d'autant que nous nous sentons réellement indispensables et que nous sommes appelés à remplacer tôt ou tard l'assistant aux coopératives".

Les contacts avec les coopérateurs sont loin d'être conflictuels: "nous nous témoignons un respect mutuel et nous ayant choisi en connaissance de cause, ils ne peuvent que s'entendre avec nous"; "pour ce qui est de nos relations avec les autres employés de la coopérative: gérant, contrôleur, nous travaillons dans une ambiance de saine et franche camaraderie".

La perception que les intéressés ont de leur rôle et des fonctions qu'ils sont censés d'assumer, est en régle générale claire et précise. Une certaine confusion, une impossibilité à définir ce qu'est attendu d'eux n'est cependant pas inexistante chez une minorité de nos interlocuteurs s'étant trouvé bien en peine de fournir par exemple des indications sur leurs attributions, leur tâches, leur emploi de temps quotidien. Un tel état de choses, à l'évidence, constitue un frein à une exercice digne de ce nom de la fonction.

Nos interlocuteurs déclarent n'avoir qu'à se féliciter de la formation reçue, du degré des connaissances acquises. Certains d'entre eux verraient d'un très bon oeil l'institution des sessions régulières de recyclage pour lutter contre l'oubli. Ils n'ont pour la plupart d'entre eux aucune difficulté à assumer leur fonction. La constitution du dossier bancaire leur fait cependant très souvent problème. De ce fait un approfondissement de l'information en cette matière serait la bienvenue.

Quant aux containtes à laquelle nos interlocuteurs se trouvent en butte dans l'exercice de leur fonction, il s'agit pour la presque totalité d'entre eux des contraintes financières et aussi des contraintes liées à l'absence de moyens de déplacement: "si, dés le départ l'engagement n'avait pas été pris

de la part ou projet de nous verser une allocation mensuelle et de nous attribuer un cheval, nous n'aurions trouvé à redire à un tel état de choses, mais le fait est là, on nous a fait des promesses qui n'ont pas été tenues. Certes, nous avions été informés que tôt ou tard le Projet se déchargerait sur les coopératives elles mêmes de tous les frais, mais du fait que personne n'est venu nous avertir que ce moment est venu, les coopérateurs ne peuvent se décider à faire le moindre geste en notre faveur, gardant l'espoir que la situation va se "débloquer" bientôt".

Les réponses à la question sur les perspectives d'avenir révèlent que les intéressés se déclarent aptes à remplacer les assistants aux coopératives et à prendre en charge la formation des coopérateurs, certains d'entre eux immédiatement, d'autres d'ici un ou deux ans.

I.2.2 Les gérants des boutiques

Eu égard au rôle central joué par les boutiques dans le processus de constitution de capital, il importait d'accorder une certaine attention aux personnes chargées de leur gérance.

Plus de la moitié des boutiques dans les coopératives ayant fait l'objet de l'enquête connaissent un certain succès que nos interlocuteurs attribuent à la qualité de la formation dont ils ont bénéficiée, aux pratiques actuelles de gestion et du comportement des coopérateurs, en rupture totale avec ce qui prévalait naguère, avant l'intervention du Volet Formation Coopérative.

Dans l'exercice de leurs fonctions, s'agissant de la tenue des comptes, les intéressés rencontrent rarement des difficultés, recevant si besoin est l'aide de l'animateur villageois.

Quoique le cas n'ait été évoqué que très rarement, il convient de noter les pressions exercées par certains responsables des coopératives ou tout simplement certains coopérateurs ayant de l'influence sur le gérant, pour contraindre ce dernier à leur octroyer des crédits: "nous ne sommes pas sans savoir que c'est réellement prohibé mais comment opposer une fin de non recevoir à quelqu'un qui invoque le nom d'Allah devant toi, qui te supplie en le prenant en témoin?"; "dans le village nombreuses sont les personnes qui contractent des prêts mais rares sont ceux qui remboursent, à part les maitres d'école; le résultat en est que les fonds s'épuisent progressivement."

La question sur la qualité des relations avec l'assistant indique que celles-ci sont à quelques exceptions près jugées les meilleures du monde.

Sur un autre plan, celui de la rémunération, il convient de

noter l'insatisfaction de certains de nos interlocuteurs qui déclarent n'avoir rien perçu depuis des mois en compensation de la gestion de la boutique dont ils déclarent cependant s'acquitter d'une manière convenable. Pour justifier une telle situation, les coopérateurs arguent de la faiblesse des recettes notamment en saison sèche, période à laquelle une partie non négligeable des consommateurs prend le chemin de l'exode. "Si un tel état de fait devait se pérériser, nous nous verrions contraints de fermer boutique, afin de disposer du temps libre nécessaire à l'exercice d'une autre activité qui nous permette de faire vivre nos familles...".

I.2.3 Les membres du conseil d'administration

Dans les coopératives de type classique est notoire la dissociation entre instances dirigeantes et base. Afin de se faire une idée de la manière dont une telle situation a evolué, il s'averait nécesaire de confronter le point de vue des membres du bureau et celui des simples coopérateurs.

Nos entretiens avec les membres du conseil d'administration ont porté sur les points suivants: l'évolution constatée en liaison avec l'intervention du Projet, la nature des relations entre les responsables et les coopérateurs simples, le degré de participation de ces derniers, la question de la participation aux frais de formation, l'intégration des femmes au sein des structures coopératives.

Du point de vue de nos interlocuteurs, la comparaison entre les coopératives avant la création et après l'intervention du Volet Formation Coopérative est nettement en faveur de la période actuelle, les changements opérés s'étant faits dans un sens positif; changements que nos interlocuteurs attribuent aux facteurs suivants: solidité de la formation, responsabilisation des coopérateurs, présence de l'assistant, disponibilité de capital grâce aux prêts accordés par les institutions bancaires, possibilité de traiter directement avec elles sans intermédiaire: "Nombre de transformations ont eu lieu depuis que nous avons commencé à travailler avec l'assistant; auparavant, nous étions dans l'ignorance de tout, c'est l'autorité administrative autrement dit les responsables de l'UNCC qui décidaient de tout en notre lieu et place, nous ne pouvions rien entreprendre sans eux, de même au niveau du bureau, il arrivait que très souvent les décisions soient prises exclusivement par le président qui ne prenait en compte ni ne demandait l'avis de personne (1)". "Actuellement grâce au savoir acquis, nous avons l'esprit plus libre, dégagé de toute entrave, et nous prenons les décisions tout seuls, pour peu que le président se

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(1) Déclaration, qui n'est pas corroborée par certains des assistants coopératifs selon lesquels de tels cas n'on pas entièrement disparu.

montre autoritaire, nous n'hésitons nullement à le remplacer, les exemples sont là pour le prouver". "Avant la coopérative n'avait de coopérative que le nom, il n'y avait pas d'activités coopératives ou presque pas, les coopératives fonctionnaient par la force, autrement dit elles étaient aux ordres du pouvoir et les coopérateurs ne comprenaient pas que les biens de la coopérative étaient réellement à eux, le cas des boutiques est à cet égard significatif, quand il y avait des pertes ou des bénéfices nous n'étions informés de rien; à partir du moment où l'assistant est arrivé, tout a basculé, nous sommes devenus plus autonomes et s'agissant des boutiques nous savons à l'avance ce que nous aurons comme pertes, comme profits. Comment en sommes nous arrivés là? eh bien c'est grâce à la formation, la formation c'est l'essentiel c'est la base de tout".

Dans ce concert d'éloges, tout de même une note discordante, un point négatif pour le Projet: celui rélatif au temps mis pour réagir aux dossiers bancaires, perçu comme trop long. "Du point de vue de nos contacts avec les membres de la coopérative nous devons reconnaitre que très généralement l'harmonie règne entre eux et nous parce que grâce à l'intervention du Projet qui nous a ouvert la voie, nous avons institué des rapports démocratiques qui permettent à tout un chacun de donner son avis". "Les informations sont largement diffusées sur tout ce qui concerne les activités coopératives, n'importe quel coopérateur peut demander et obtenir tout ce qu'il veut comme renseignements"; "la coopérative concerne la totalité de ses membres, par conséquent nous les associons à tout ce qui se passe et vous pouvez prendre en témoin l'assistant villageois".

La compréhension du concept de coopérative, l'obtention de l'esprit coopératif, de l'avis de nos interlocuteurs ne sont cependant suffisamment pas répandus chez les coopérateurs: "pour peu que l'activité entreprise dégage le moindre profit, ils sont prêts à exiger qu'on partage sur le champ les bénéfices, ils n'ont pas encore compris que la meilleure façon de donner une assise financière solide à la coopérative, c'est de placer l'argent gagné dans un compte d'épargne ou de l'investir; la raison d'une telle attitude? c'est très souvent l'ignorance due à l'analphabétisme. Ce n'est qu'en s'instruisant qu'ils changeront de mentalité, il faut de la patience".

Pour la majorité de nos interlocuteurs, à tout bien considérer, on peut parler de réussite à propos de leurs coopératives respectives; les activités entreprises ayant en effet généralement généré des bénéfices, qu'il s'agisse de boutiques, de commercialisation de produits agricoles ou de champs collectifs. Les cas d'échec sont à imputer du point de vue des intéressés, s'agissant des boutiques d'une part à la proximité du Nigéria avec tout ce que celà implique comme désavantages par exemple l'obligation d'effectuer les transactions en naïra et également la concurrence des produits en

provenance de ce pays; d'autre part aux malversations imputables aux gérants; enfin aux pratiques déloyales de certains commercants (cas de DAN BARTO).

Les autres cas d'échec sont mis par nos interlocuteurs au compte de l'inexpérience, de l'analphabétisme, des lacunes en formation, enfin du faible degré de sensibilisation de nombreux coopérateurs.

Pour en venir à la question de la participation des coopérateurs aux frais de formation et à l'ensemble des dépenses engagées dans le cdre du fonctionnement des coopératives, il apparait très clairement que l'idée d'une telle participation ne fait l'objet d'aucun rejet de la part de nos interlocuteurs qui s'expriment en ces termes: "d'ores te déjà nous apportons notre contribution si modeste soit-elle en prenant en charge certaines dépenses dont le pétrole utilisé lors des sessions de formation". "Actuellement nous avons trop de frais mais dès que çà ira mieux nous serons prêts à prendre en charge les cahiers". "C'est tout à fait normal qu'un jour, nous soyons appelés à prendre en charge tout ce que le projet jusqu'ici a supporté et le moment venu nous saurons comment nous organiser; mais d'ores et déjà nous décidons que les frais seront repartis entre les coopératives et les différents Groupements Mutualistes".

La question de l'implication des femmes dans les structures coopératives est loin de soulever des objections auprès de nos interlocuteurs pour qui: "il faut désormais nécessairement tenir compte des femmes, nous avons compris maintenant que faire progresser celles-ci revient à nous faire progresser nous, les hommes; c'est pourquoi nous souhaiterions vivement qu'elles sortent de l'ignorance tout comme nous, sinon c'est nous qui allons souffrir". "Ici les femmes ne sont pas tout tout à fait en dehors de la coopérative puisqu'au niveau de chaque Groupement Mutualiste il y a des éléments féminins; nous sommes pour un accroissement de la participation féminine. Même s'il faut pour celà que nos femmes suivent des stages, eh bien nous sommes prêts à accepter une telle situation, parce qu'il faut être de son temps et que le Projet nous a réellement ouvert l'esprit". "Ce serait une bonne chose de faire accéder les femmes aux avantages de la coopérative parce qu'elles remboursent les prêts beaucoup plus rapidement et plus facilement que leurs homologues masculins".

Quant à "l'après-projet", nos interlocuteurs dans une large majorité, estiment que l'état actuel des choses laisse bien augurer de l'avenir: "les assistants coopératifs nous ont ouvert la voie de l'autonomie, nous sommes en mesure d'ores et déjà de nous organiser et d'entreprendre des activités sans leur aide". "Au stade actuel des choses les assistants ne sont là que comme conseillers, c'est nous même qui identifions, formulons et exécutons les opérations que nous estimons nécessaires et qui

correspondent à nos désirs; alors nous sommes prêts à prendre la relève, avec l'assistance de l'animateur villageois". "Nous ne sommes plus aveugles comme avant l'intervention du Projet où tout nous était obscur; nous savons comment éviter l'échec; alors, même en l'absence de tout appui extérieur, il n'y a pas d'inquiétude à se faire pour le fonctionnement de la coopérative ni du point de vue financier ni du point de vue des compétences; nous sommes en mesure de prendre en mains notre destinée".

V. Les simples coopérateurs

Les entretiens avec les coopérateurs de la base ont porté sur des thèmes quasi-identiques à ceux sur lesquels se sont exprimés les membres du bureau.

La question sur le degré d'information de nos interlocuteurs quant aux structures coopératives revèle que ces derniers ont une connaissance assez précise, une perception assez claire et nette de ce que celles-ci représentent, ce qui atteste du progrès réalisé par rapport aux coopératives de type pour ainsi dire classique à propos desquelles faisaient défaut les connaissances les plus vagues et les plus élémentaires; affirmation qui va du reste être confortée par l'appréciation positive de nos interlocuteurs sur la période qui a vu l'intervention du Projet avec comme avantages les suivants: disparition progressive de l'ignorance, fin du blocage sur la communication des informations, participation à la prise de décision, accessibilité à la formation: "avant l'intervention du Projet tout venait du "haut" et était imposé, nous n'avions aucune connaissance de ce que voulait dire une coopérative, nous étions aveugles; pour prendre en exemple, celui des boutiques coopératives, nous ignorions tout de leurs chiffres d'affaires, de la manière dont s'effectuaient leurs approvisionnements, des marchandises qu'elles contenaient; les gérants au moment où ils revenaient avec celles-ci prévalaient une partie pour eux"; "dans de telles conditions comment les boutiques pouvaient-elles faire des profits?". "A l'heure actuelle, tout se fait par concertation, consultation, nous sommes associés à toutes les décisions, et les décisions prises engagent l'ensemble des coopérateurs". "Nous qui sommes dans les Groupements Mutualistes, sommes aussi bien renseignés que ceux habitant au chef-lieu de la coopérative; les membres du bureau nous avisent de tout ce qui concerne la coopérative, et prennent en compte notre avis; par ailleurs nous sommes tenus informés de toutes les réunions et nous faisons des efforts pour y assister sauf en cas d'absence du village". "C'est avec l'intervention du Projet que nous avons constaté une amélioration sur le plan financier, une augmentation de notre pouvoir d'achat; les coopératives qui n'arrivent pas à de tels résultats, eh bien c'est que leurs membres sont paresseux". "La solidarité existe sur une échelle plus grande qu'auparavant, les conflits ont tendance à disparaitre, parce que les coopérateurs contrairement à ce qui se passait avant l'arrivée de l'assistant

se rendent compte qu'ils ne peuvent plus rien faire de constructif en dehors des structures coopératives, qu'ils ne peuvent plus se suffire à eux-mêmes, ils rassemblent alors leurs efforts pour oeuvrer collectivement". "Avant l'intervention du Projet, l'esprit coopératif était loin d'être une réalité, les disputes et les querelles faisaient partie du quotidien en raison généralement des récitences de certains à rembourser les prêts, pénalisant ainsi l'ensemble de la coopérative". "Ce qui a changé aussi, c'est que nous avons compris que la coopérative est notre propriété personnelle, qu'elle appartient à toute la population, que ses biens sont réellement à nous, c'est pourquoi nous préférons plutôt que de traiter avec les commerçants qui ne cherchent qu'à nous gruger, lui vendre nos produits; c'est beaucoup plus avantageux, d'autant que tu peux plus tard récupérer ces mêmes produits. C'est véritablement maintenant qu'on peut parler de coopérative, c'est réellement aujourd'hui qu'elle a un sens".

Si la majorité de nos interlocuteurs, on le constate, ne tarissent pas d'éloges sur les effets bénéfiques de l'intervention du Volet, une minorité (Il s'agit notamment de nos interlocuteurs de TIBIRI) cependant est loin de partager un tel point de vue, pour qui l'arrivée de l'assistant coopératif a signifié une régression, le contraire du progrès, et ne s'est accompagnée que de désagréments: "toutes les activités entreprises marchent très mal; ainsi en est-il de la boutique, nous sommes fort endettés vis à vis de la banque, tout ceci pour dire que rien ne va depuis l'intervention du Projet, tout au contraire, la situation a empiré et la faute est imputable à l'assistant coopératif qui a un comportement dirigiste et favorise certains Groupements Mutualistes au dértiment d'autres". "Il y a très peu de réunions, rares sont les cas où le bureau nous rassemble pour nous informer de ce qui se passe". "Nous ne faisons cause commune autour d'aucune activité; pour qu'une telle situation évolue, il faudrait un nouvel assistant, il ne saurait être question que l'ancien revienne".

Pour en revenir à ceux de nos interlocuteurs de qui émanent des jugements positifs sur les activités réalisées dans le cadre du Projet, il est intéressant de noter que ces derniers attribuent le rôle déterminant au facteur formation dans les changements opérés: "c'est l'accroissement des connaissances qui nous a ouvert l'esprit et les yeux, dorénavant nous nous sentons différents des membres des coopératives ne bénéficiant pas de l'assistance du Projet, nous les considérons comme des gens de la brousse, alors que nous nous percevons comme des citadins, nous sommes nettement au dessus des autres, réellement en avance sur eux". "Grâce à la présence de l'assistant, nous sommes réellement sortis de l'ignorance parce que nous recevons des explications sur tout, que certains d'entre nous ont recu une instruction solide pour tout ce qui touche les activités de la coopérative; et ce qui plus est, nous avons le loisir de choisir le type de formation qui nous convient". "L'instruction est la base de tout, c'est pourquoi nous avons demandé la création de

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de centres d'alphabétisation". "C'est le fait de pouvoir écrire nous même, de pouvoir faire nos comptes nous mêmes sans passer par des intermédiaires qui nous a libérés, qui nous a donné la maitrise de nos activités"; "C'est pourquoi nous voulons encore plus augmenter nos connaissances, augmenter notre savoir faire, accroître notre formation.

Les contacts avec les assistants coopérateurs, les animateurs villageois et les administrateurs passent généralement pour être harmonieux: "de toute façon, c'est nous qui les nommons et pour peu qu'ils ne donnent pas satisfaction, il nous est loisible de les remplacer par d'autres ayant les compétences et les qualités voulues". "Il ne nous impose rien, c'est nous qui décidons de tout". "Nous ne dirons jamais comme l'aide de l'assistant nous est précieuse, nous ne dirons jamais assez l'apport considérable qu'il a constitué pour nous; c'est avec des yeux mêlés d'envie que les autres (ceux des villages environnants ou le Projet n'intervient pas) nous considèrent parce que nous bénéficions de la présence de ce dernier". Quant à l'animateur villageois, nos interlocuteurs ont une appréciation tout aussi positive de lui: qu'il s'agisse d'animer les reunions, de courir d'un Groupement Mutualiste à l'autre de donner un coup de main au gérant, ce dernier s'acquitte de sa tâche à la perfection"; "il n'a jamais de répit mais nous ne l'avons jamais entendu se plaindre du poids des responsabilités sous lesquelles il croule, c'est pourquoi jamais, un seul jour nous n'avons regreté de l'avoir choisi et qu'il soit quelqu'un de chez nous double l'appréciation positive que nous avons de lui".

Toutefois pour ce qui est des relations avec l'assistant coopératif, un son de cloche résolument différent est entendu chez une extrême minorité de nos interlocuteurs (Il s'agit de ceux de nos interlocuteurs membres de la coopérative où les relations avec l'assistant sont loin d'être idyllique, nous avons nommé TIBIRI.) : "nous sommes tout à fait mécontents de l'assistant qui n'a jamais défendu nos intérêts, mais les siens propres"; "nous ne nous sommes jamais entendus avec l'assistant parce que le choix de la boutique comme activité était tout à fait arbitraire; "avec l'assistant nous n'avions pas vraiment au chapitre, nous étions en perpétuel conflit, situation qui du reste a motivé son départ de notre coopérative pour une autre".

Pour en venir à la question de la contribution des populations aux dépenses engagées dans le cadre du fonctionnement des coopératives, voire à la prise en charge totale de ces dépenses, il apparaît très clairement que nos interlocuteurs dans leur grande majorité,quoique jugeant, pour l'heure, prématuré un tel état de choses, le considère néanmoins, positif: "nous serions très fiers d'en arriver là, ce sera une preuve de succès". "Nous nous sommes fait répeter assez souvent que l'époque de la gratuité est dépassée pour en être à la longue persuadés et pour en être à présents convaincus mais nous ne sommes pas encore prêts, il faut encore que la coopérative acquière de la force". "Cette prise en charge doit se faire

progressivement, pour l'heure, nous ne sommes en mesure de prendre en charge que quelques rares éléments, ainsi en est il du matériel alpha que l'instructeur commence à nous faire payer, signe que le Projet se retire progressivement". "L'animateur villageois étant indispensable nous sommes prêts à supporter son salaire".

Si la participation aux frais rencontre l'approbation de l'ensemble de interlocuteurs, il faut cependant reconnaître qu'une telle adhésion est chez certains davantage fondée sur le bon sens que sur une connaissance réelle des ressources financières disponibles, de la rémunération, des modalités de rénumération du personnel actuellement pris en charge de l'extérieur; c'est en effet ce que reflètent les propos de ces derniers: "Nous n'avons en effet aucune idée de ce que perçoit l'animateur villageois". "Nous croyons qu'il est pris en charge par la coopérative sans toutefois en être sûrs". "Les membres du bureau sont en train de se concerter et après ils nous mettront au courant de ce qui est décidé quant au montant de la remunération de l'animateur villageois". "Au cours d'une réunion le problème de la non rémunération depuis plusieurs mois de l'animateur a été posé, nous ignorons cependant quelle solution va être trouvée". "Le salaire de l'animateur? il faut discuter de cette question avec les membres du bureau".

L'association des femmes aux activités coopératives ne soulève guère d'objections auprès de la quasi-totalité de nos interlocuteurs, qui y voient un phénomène inéluctable, un signe des temps: "de nos jours les femmes doivent être associées à tout, les temps changent, il faut y faire". "Il ne faut plus laisser les femmes derrière; du reste voyant le niveau auquel nous sommes parvenus, elles mêmes sont fortement motivées à sortir de leur situation de laissées pour compte". "Chez nous, les femmes ne sont pas tout à fait en dehors de la coopérative puisqu'au niveau de chaque Groupement Mutualiste se trouvent des éléments féminins, mais elles ne "tirent pas encore réellement profit" de la coopérative, il faudrait alors les faire accéder aux bénéfices tout comme nous, en les alphabétisant et cette alphabétisation doit être entreprise pas une femme, parce qu'il n'y a qu'une femme qui puisse "éveiller l'esprit" d'une autre femme de manière satisfaisante et sans que nous les hommes ne trouvions à rédire". "Ici les femmes bénéficient des avantages de la coopérative puisqu'on leur a octroyé des animaux, ce qu'il y a lieu de faire c'est discuter avec elles pour identifier les activités qui peuvent les intéresser". "Dépassée l'époque où nous craignions que les voisins se gaussent de nous parce que nous aurions associé les femmes à nos activités, loin de là! maintenant nous appelons de tous nos voeux le moment où nous pourrons oeuvrer côte à côte au sein de la coopérative, mais dans nos Groupements Mutualistes respectifs; vous savez les affaires des femmes sont différents des nôtres". "Nous préférons sortir les femmes de l'ignorance, faute de quoi c'est nous qui allons perdre, parce que nous serions privés de l'accroissement de connaissances et donc des avantages qu'impliquerait leur accès à

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la formation".

VI. Les femmes

Les entretiens avec les femmes ont porté sur les points suivants: bénéfices obtenus; degré d'information sur les coopératives, sur les réalisations entreprises par les hommes au sein de celles-ci; aspirations en matière d'activités coopératives; perception des réactions masculines dans la perspective d'une intégration des femmes dans les structures coopératives.

Les bénéfices accordés par les différents coopératives se révèlent - on s'en doute-fort limités: " la coopérative a accordé sous forme de crédit des semences d'arachides aux femmes mais son action s'est limitée là"; "Il faudra accroître les possibilités d'accès aux crédits parce que les femmes remboursent plus facilement et plus rapidement que les hommes". "Ici, nous avons bénéficié d'animaux d'embouche; l'opération s'est bien déroulée et nous avons remboursé la coopérative"

Pour en venir à la question du degré d'informations, ce qui apparaît chez la majorité de nos interlocutrices c'est une méconnaissance, ou plutôt une ignorance quasi-totale du fonctionnement des coopératives et des activités jusqu'à là menées par les hommes; trait valable également pour les coopératives où est representé au sein des Groupements Mutualistes l'élément féminin; tout laisse à penser alors que les femmes dont il est question, se trouvent là pour la "galerie," servant l'alibi. Sont évocateurs à cet égard les propos tenus cà et là par les intéressés: "La coopérative? nous ignorons tout d'elle, c'est une affaire qui jusqu'ici a concerné les hommes; leur demander de quoi il retourne? vous n'y songez pas! nous aurions l'air de nous mêler de ce qui n'est pas de notre ressort". "Nous ne sommes pas sans voir les signes extérieurs du fonctionnement de la coopérative, telle la boutique mais nous ne savons pas par quel chemin les hommes sont passés pour en faire l'acquisition". "Qu'il s'agisse de réunions tenues au sein des Groupements Mutualistes, qu'il s'agisse d'assemblée générale au chef lieu de la coopérative, le public est exclusivement masculin et les hommes ne nous font jamais part de l'objet des débats". "C'est uniquement dans le cadre des réunions du Conseil Villageois de Développement que les hommes convoquent la présidente de l'AFN et que nous sommes avisées par son intermédiare et encore ce n'est pas une pratique régulière".

Au vu des résultats obtenus par les hommes dans la marche de la coopérative, nous caressons l'espoir d'avoir également accès aux bénéfices de celle-ci mais les affaires des hommes n'ayant rien à voir avec les nôtres, nous souhaiterions nous organiser au sein de Groupement Mutualiste spécifiquement féminin parce que si nous nous retrouvons dans les mêmes, ils risquent de tirer toute la couverture à eux".

Les profits que les hommes tirent de la coopérative, nous les voulons aussi, les améliorations que celle-ci leur a apportées, nous y aspirons aussi".

Tout comme les hommes, les femmes voient dans la formation, dans l'alphabétisation un moyen priviligié pour améliorer leurs conditions de vie: "Maintenant nous savons que c'est très utile si l'on veut que la coopérative marche bien, si l'on veut comprendre et s'informer, si l'on veut avancer". "Nous sommes une dizaine de femmes à suivre les cours d'alpha et nous comptons persister dans cette voie".

Les activités, eu égard aux contraintes évoquées par nos interlocuteurs et qui sont liées notamment aux corvées domestiques et à la pénurie de capital (qui limite fortement la commercialisation) devraient s'articuler en priorité autour des points suivants: moulins et/ou décortiqueurs, fonds de roulement, animaux d'embouche.

De l'avis de la majorité de nos interlocutrices, les hommes ne verraient pas d'un mauvais oeil la fin de l'ostracisme qui jusqu'alors a maintenant les femmes à l'écart de la coopérative: "Il n'y a pas d'opposition, les hommes ont "compris" et dès qu'un homme a "compris", il tient à ce que sa conjointe comprenne aussi". "Quand il s'agira de se déplacer pour aller suivre une formation ailleurs, il y aura toujours des hommes pour trouver à redire à un tel déplacement mais d'autres non, parce que dans le cadre des formations données aux adhérents de l'AFN dans le cadre des réunions du CLD ou CRD, des femmes ont pris l'habitude d'effectuer des déplacements et leurs conjoints ne se sont pas le moins du monde opposés à ce qu'elles quittent le village".

Tels sont pour l'essentiel les résultats des entretiens ménés auprès du groupe cible d'un certain nombre de coopératives.

Au terme du passage en revue de ces coopératives il apparaît très clairement que le bilan est sans conteste positif:

- la plupart des coopératives sont parvenues à développer des activités économiques génératrices de profit.

- rares sont celles d'entre elles où les membres n'arrivent pas à maîtriser les structures.

- rares également celles où la connaissance des structures demeure floue et erronée.

- assez élevé est - à quelques exceptions près et sur quelques points - le degré de satisfaction des bénéficiaires indirects et des bénéficiaires directs: les premiers ont rarement à se plaindre de leurs conditions de travail et ne tarissent pas d'éloges sur la qualité de la formation reçue; quant aux seconds le succès enregistré dans nombre d'activités économiques entreprises est pour eux un motif de

contentement constant, ils lient un tel succés au fait d'être sortis de l'"obscurité" grâce au savoir transmis par l'assistant aux coopérateurs. Revient à ce propos comme un leitmotiv l'expresson karouan illimi (Mot à mot en haoussa "augmentation de connaissance".);est invoquée par ailleurs la libre circulation de l'information; enfin la concentration et l'association de tous à toutes les activités sont tenues pour jouer un rôle déterminant.

- l'idée de contribution aux diverses dépenses et frais nécessaires au fonctionnement de la coopérative fait son chemin et rencontre l'approbation de l'ensemble des adhérents, qui y voient du reste un motif de fierté et un trait valorisant. Rares ne sont pas les coopératives qui sont aptes -, au stade actuel des choses, - à evaluer les moyens matériels et humains susceptibles d'être engagés dans cette voie.

- l'insertion des femmes au sein des institutions coopératives est loin de soulever un opposition tant auprès de nos interlocuteurs qu'auprès de nos interlocutrices; aux yeux des uns et des autres en effet, un telle insertion est souhaitable, acceptable, voire nécessaires.

- règne le plus fréquemment une certaine harmonie entre l'assistant au coopérateur et les adhérents, de même qu'entre l'animateur villageois et ces derniers qui leur reconnaissent conscience professionnelle et compétence technique; de même sont loin d'être conflictuels les contacts entre les différents membres du conseil d'administration.

- enfin la qualité des relations entre les instances dirigeantes et la base est bien souvent une réalité.

Ceci dit, lorsque l'on va au delà des déclarations des intéressés dont on ne peut s'empêcher de penser que certaines d'entre elles sont de pure complaisance, l'on s'aperçoit que hormis la question épineuse des détournements dont ils font état, tout ne va pas "pour le mieux dans le meilleur des mondes possibles"; subsistent et existent des facteurs de blocage, ainsi:

- l'indélicatesse de certains gérants constitue un handicap particulièrement préoccupant en ce sens qu'il hypothèque considérablement dans le meilleur des cas la possibilité qu'ont les coopératives de réaliser des bénéfices et dans le pire, entraîne leur fin.

- la tenue des caisses, en dépit des déclarations attestant la contraire laisse dans quelques cas à désirer.

- la prise de conscience quant à la nécessité de retribuer les services de l'animateur villageois n'est pour ainsi dire

jamais suivi du passage à l'acte, les intéressés se confinant dans une attitude d'attentisme et ce, bien que la capacité financière de la coopérative concernée permette d'envisager de tels frais. Grand est le risque de voir alors les animateurs se laisser aller au découragement et progressivement chercher d'autres moyens d'entretenir leurs familles; entretien qui pour certains d'entre-eux, rares, il est vrai, commence à faire problème.

- la propension dans certaines coopératives à trop s'appuyer sur les animateurs villageois est une réalité qui pourrait ralentir le processus de responsabilisation des adhérents.

Tels sont les points principaux que l'observation superficielle a permis de mettre à jour. Sans nul doute une observation plus approfondie dans le cadre d'une enquête de plus longue durée aurait permis de se faire une idée exacte, pour ne parler que de certaines questions:

- du degré d'adhésion réelle de l'ensemble des membres aux objectifs de la coopérative.

- du degré de participation réelle et effective des coopérateurs de base.

- de la qualité exacte des relations entre les coopérateurs et l'assistant aux coopératives; entre les instances dirigeantes et la base; entre les différents Groupements Mutualistes.

- de la volonté réelle des hommes d'impliquer les femmes dans les institutions coopératives.

- de la motivation véritable des secondes à en finir avec leur marginalisation.

CHAPITRE II. LE POINT DE VUE DES RESPONSABLES DU VOLET

Certes les résultats positifs auxquels sont parvenus les coopérateurs dans leur capacité à l'autogestion prouve si besoin est les qualités pédagogiques réelles des assistants aux coopératives et ces derniers eux-mêmes portent un jugement appréciateur sur leur niveau de connaissances et de compétence professionnel, jugement corroboré du reste par les membres de la plupart des coopératives qu'ils encadrent.

Néamoins, s'en tenir d'une part aux seules déclarations des assistants et des villageois, d'autre part aux résultats concrets eût été insuffisant pour avoir une vue d'ensemble complète sur les intéressés; afin d'éviter un tel écueil, le point de vue d'un certain nombre de responsables du volet sur ces derniers a été sollicité.

Par ailleurs, il n'était pas sans intérêt de recueillir les opinions des responsables de la formation sur les bénéficiaires ultimes.

II.1. Les Assistants aux Coopératives:

De l'avis de nos interlocuteurs, l'impact de la formation sur les bénéficiaires directs est réellement considérable; ces derniers dans l'ensemble sont parvenus à assimiler les connaissances acquises et à les appliquer. Il serait cependant souhaitable d'accroître leurs connaissances en comptabilité.

Par ailleurs, si l'on pousse un peu plus loin l'analyse, il apparaît très clairement qu'un certain nombre de faits sont à déplorer: "l'expertise de la totalité des assistants ne fait aucun doute, tous sont compétents, mais seulement sept d'entre eux ont la situation bien en mains. Les autres, bien qu'ayant également compris et assimilé les outils de travail, devant une situation inhabituelle, ne savent quel comportement adopter; ils sont bloqués dans leur réflexion. Ils ont à leur disposition des modules d'analyse, des fiches de communication mais ne parviennent pas à les utiliser au moment voulu".

Quant au comportement des coopérateurs vis àvis des populations qu'ils encadrent, voici ce qu'en disent nos interlocuteurs: "c'est un réel sujet de satisfaction, ils sont à l'écoute du paysan, se soucient de son avenir, se mettent à son niveau et autant qu'ils apprennent à celui-ci, essaient également d'apprendre auprès de lui".

II.2. Les coopérateurs

L'opinion de nos interlocuteurs sur les coopérateurs est tout à fait positive: "il y a eu une transformation véritable des mentalités; un grand pas a été fait dans le processus de

responsabilisation. Alors qu'auparavant les coopérateurs avaient l'impression que la coopérative leur était étrangère, maintenant ils sont parvenus à la conviction qu'elle appartient réellement et ils font tout leur possible pour qu'elle marche. Mais là où le bas blesse, c'est lorsqu'il s'agit de prendre des mesures sévères à l'encontre des responsables des détournements; ils ne le font jamais parce qu'ils n'arrivent pas à parvenir à l'auto-discipline. Il faut vraiment que les choses changent à ce niveau".

CHAPITRE III: LES FACTEURS AYANT UNE INFLUENCE POSITIVE O NEGATIVE SUR LE FONCTIONNEMENT DES STRUCTURES COOPERATIVES

Le chapitre précédent - résultat de nos entretiens avec le populations des villages échantillon - rendait compte de l perception qu'ont les intéressés de leur coopérative et de l manière dont ils jugent les activités menées et les résultat auxquels celles-ci ont abouti; le présent chapitre tirant u certain nombre d'enseignements de ces entretiens tente de fair le point sur les facteurs conditionnant la réussite ou l'éche des institutions coopératives.

1. Les différents types de facteurs

Loin de se limiter aux facteurs socio-culturels, le facteurs ayant une influence quelconque englobent par ailleurs pour ne citer que quelques uns - ceux ayant trait à l psychologie, à la qualité de la formation, à la manière dont es diffusée l'information, à la situation géographique. Pour e venir aux facteurs de type socio-culturels, liés au poids de structures sociales traditionnelles, il est patent que ceux-ci s manifestent avec une tonalité particulière au niveau de l population féminine dont la quasi exclusion voire l'exclusio totale des institutions coopératives est la règle. Ceci dit, il est intéressant de noter que l'influence de ce type de facteurs se revèle moins forte au sein des coopératives situées dans les départements de Tahoua et d'Agadès, référence étant faite à la présence d'éléments féminins parmi les délégués des Groupements Mutualistes. Une telle situation est-elle à mettre en liaison avec le statut plus élevé de la femme en milieu touareg que dans les autres ethnies? La faiblesse de l'échantillon d'enquête n'autorise malencontreusement pas à tirer des conclusions d'ordre général. Quoi qu'il en soit, des préjugés défavorables à l'être féminin et sur lesquels nous reviendrons, procède la marginalisation des femmes.

Liées également à l'environnement socio-culturel se trouvent être la prééminence de l'âge avec son corollaire la domination des "aînés" sur les "cadets"; la survivance du système des castes d'où la mise à l'écart des captifs, des griots et autres par les hommes libres; la forte influence de la chefferie traditionnelle.

Quand l'on considère la totalité des facteurs il apparaît clairement que si certains d'entre eux ont une influence on ne peut plus positive sur la marche de la coopérative, d'autres à l'inverse
constituent un véritable goulot d'étranglement.

2. Les facteurs de succès

Il est à noter que très peu d'éléments de l'environnement socio-culturel jouent en faveur du développement de la coopérative; ceux qui ont une influence positive sont plutôt liés à des aspects autres que culturels. Quoi qu'il en soit, une

coopérative a toutes les chances de passer pour une coopérative fonctionnelle si se trouvent réunis les facteurs tels que:

- un degré convenable d'assimilation et de compréhension du système coopératif

- une bonne circulation de l'information

- une connaissance réelle et profonde des activités menées par la coopérative afin d'éviter attitude passive, attentisme et désintérêt

-l'existence d'un certain potentiel intellectuel de fait une participation réelle et active aux institutions coopératives suppose l'accès à l'écriture et également à tel ou tel type de formation

- la cohésion, l'entente et les relations de confiance sont essentielles entre les villageois

- tout aussi essentielles l'entente et la confiance pour ce qui concerne les relations avec l'assistant aux coopératives

- une certaine autorité du chef de village sans que pour autant celà confine à l'autoritarisme

- le dynamisme de la population

- l'homogénéité de la population du point de vue de l'appartenance ethnique (1), de l'appartenance à une même caste et de la provenance

III. <u>Les facteurs jouant comme goulot d'étranglement</u>

A l'inverse peuvent être démobilisateurs et compromettre gravement le fonctionnement de la coopérative les facteurs suivants, classés en deux types:

III.1. Les facteurs non liés à l'environnement socio-culturel

- une connaissance floue et erronée des principes coopératifs, leur non-assimilation

- le manque de maîtrise des activités entreprises

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(1) Quoiqu'il faille admettre que la diversité ethnique est également susceptible d'avoir une incidence positive.

- le blocage par les instances dirigeantes de la communication des informations (1)

- l'absence de concertation et de consultation (2)

- la mésentente entre l'assistant aux coopératives et les coopérateurs

- le manque de consensus - pour donner un exemple - autour de l'activité entre les différents Groupements Mutualistes

- la division du village en factions entre lesquelles l'entente ne règne pas, eu égard à l'existence de conflits personnels ou politiques

- l'origine géographique (3)

- la situation géographique du village

- la dispersion de l'habitat en ce sens qu'elle est de nature à constituer un frein pour la mise en oeuvre d'activités.

III.2. Facteurs socio-culturels

Lié à l'environnement culturel africain, au poids des traditions, un certain nombre de traits, qui sont pour l'essentiel:

- la nomination en vertu des privilèges de l'âge ou de l'origine sociale d'individus à des fonctions pour lesquelles ils n'ont pas forcément de compétence

- la tendance à monopoliser les décisions par les aînés

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(1) A mettre sur le compte d'un autoritarisme excessif, comme trait de caractère individuel, un tel facteur peut également avoir des racines culturelles, en ce sens que l'âge ipso facto donne droit à des miltiples privilèges, confinant souvent à l'abus de pouvoir.

(2) L'exclusivité de la prise de décision peut par ailleurs procéder de coutumes tendant à octroyer aux individus les plus âgés (qui détiennent forcément les postes de responsabilité) tous les droits

(3) Au cas où un nombre non négligeable des habitants d'un village n'en est pas originaire, son intégration se trouve en règle générale compromise.

- l'ingérence des autorités traditionnelles dans la marche de la coopérative au point que les membres privés de tout droit et de toute influence, ne montrent plus qu'indifférence vis à vis de la coopérative et se réfugient dans la passivité

- l'indulgence vis à vis des auteurs de détournements dans un contexte où on tient à sauvegarder avant tout les relations personnelles

- la marginalisation de certains groupes sociaux tels que les anciens captifs ou les individus "castés"

- enfin la marginalisation des femmes tenant pour une grande part à la religion islamique.

Il est inutile de préciser que tant que subsisteront de tels facteurs limitants, l'insertion de la majorité des villageois dans les structures coopératives demeurera au stade de voeux pieux.

DEUXIEME PARTIE

problématique de l'insertion des femmes au sein des structures coopératives

CHAPITRE IV: BREVE DECRIPTION DU ROLE DE LA FEMME DANS LES ACTIVITES PRODUCTIVES

Entreprendre des opérations en vue de l'insertion des femmes au sein des structures coopératives implique nécessairement une connaissance de la situation qui leur est faite, des activités exercées par elles, des contraintes multiples et diverses sur lesquelles elles butent et dont certaines sont liées à l'environnement culturel; environnement dont l'influence fait qu'en sus des contraintes entravant d'une manière générale la participation active de la population aux coopératives, se trouvent des obstacles spécifiques bloquant l'accès de la femme à ces structures, et ce, quelle que soit l'aire culturelle dans laquelle elle vit. Pour une large part, ces contraintes procèdent de la religion islamique fondée sur la préminence de l'homme et attribuant de ce fait un rôle mineur à l'être féminin, confiné dans une position subalterne.

En dépit cependant de l'homogénéité conférée à la condition féminine par l'islam, malgré la pratique uniformisante de cette religion, se laisse voir une diversité du point de vue des activités économiques exercées par les femmes, selon que ces dernières appartiennent à telle ou telle ethnie, sont originaires de telle ou telle région.

IV.1. Contribution de la femme aux activités productives

Si les femmes, quelle que soit leur appartenance ethnique (1) se trouvent en raison de l'infériorité de leur statut exclues de la gestion des affaires publiques et n'ont jamais leur mot à dire en cette matière, en revanche s'agissant des activités productives, ces dernières jouent un rôle prépondérant.

IV.1.1. L'agriculture

* La femme des régions haoussa

L'économie familiale, en milieu hausa, est basée sur la production obtenue d'une part en commun par l'ensemble des membres de la famille (gandu) sur des champs cultivés d'une manière collective d'autre part sur les parcelles individuelles (gamana ou gayama) attribués aux femmes (1) et aux fils

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(1) Comme on ne l'ignore pas, très rares sont les cas où les terres appartiennent aux intéressées qui n'ont que le loisir de les exploiter et ce, à titre précaire, en ce sens qu'elles peuvent leur être retirées à tout moment. A l'origine d'une telle situation, les règles d'héritage qui excluent la femme du bénéfice des biens fonciers.

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adultes (2). Sur leurs parcelles, les femmes se livrent - entre autres-à la culture du mil et du sorgho qui constituent - il n'est nul besoin de le souligner - l'essentiel de l'alimentation. Quand on sait qu'environ un tiers de la production totale est obtenue sur les champs féminins, on mesure l'importance de la contribution des femmes à l'entretien alimentaire du groupe familial.

Il est à noter que leur conjoint n'a aucun droit de regard sur la production de ces dernières qui peuvent en disposer comme elles l'entendent. Du reste, avant les années culminantes de la sécheresse, elles l'utilisaient à des fins personnelles, mais la pénurie alimentaire aidant, elles se sont vues de plus en plus contraintes de mettre à la disposition du groupe familial le contenu de leurs greniers.

* La femme en milieu zarma-songhay

Jouant un rôle moins essentiel que leurs semblables des règions hausa en matière de cultures vivrières, en ce sens que la production céréalière (mil et sorgho) est exclusivement du ressort des hommes, les femmes de l'ouest ne sont pas pour autant absentes de l'activité agricole, se consacrant de fait aux cultures dites de case (arachide, voandzu, gombo, sésame, etc...). Les revenus que leur confèrent la vente de ces produits, loin d'être négligeables leur permettent, à l'instar des femmes hausa de procéder à l'achat de vêtements pour leur progéniture et elles et à l'achat d'ustensiles de cuisine; liste d'ailleurs loin d'être exhaustive.

* La Femme en milieu manga

Les femmes manga sont également loin d'être absentes de la production agricole (les espèces cultivées comprennent aussi bien les céréales que les cultures de case et les légumes). Pour ce qui est des cultures vivrières, quoique leur participation soit moins élevée qu'en pays hausa, elle n'en n'est pas moins réelle. Il est intéressant de noter qu'à la différence de leurs semblables des régions hausa et zarma-songhay, les femmes manga pour une large part d'entre elles se trouvent dans l'ignorance totale des revenus tirés de la vente de leurs produits, celle-ci étant en effet effectuée bien souvent par leur conjoint. Du fait que ces revenus sont affectés à l'entretien familial, l'apport économique des femmes n'est point à négliger.

* La femme en milieu peulh

Eu égard à la tradition pastorale du peuple qui est le sien, la femme peulh est pour ainsi dire absente de la production

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(2) Cette obdervation est valable également pour ce qui concerne le milieu zarma-songhay.

agricole. En dépit de la sédentarisation progressive de ce peuple, avec son corollaire la part croissante reservée à l'activité agricole, la femme continue à avoir un rôle marginal dans la production agricole; tout au plus en effet participe-t-elle à la récolte. Il convient tout de même de souligner son impliquation progressive dans les cultures de contre-saison.

* La femme en milieu touareg

Quoique les dramatiques années de sécheresse aient orienté d'une manière déterminate la destinée de ce peuple de pasteurs que constituent les Touareg, en contraignant nombre d'entre eux à se sédentariser et à devenir des agro-pasteurs, il n'a pas été constaté une participation accrue des femmes aux travaux agricoles, à tout le moins (comme en ce qui concerne leurs semblables des régions peulh) pour ce qui est des cultures pluviales, puisqu'elles ne sont pas non plus demeurées en reste dans le domaine des cultures de contre-saison.

Ainsi se trouve brossé à gros traits chez les principaux groupes ethniques le rôle de la femme dans la production agricole; rôle variant d'une région à l'autre, prépondérant bien entendu chez les peuples de tradition agricole.

IV.1.2. L'élevage

L'élevage constitue une activité marquante féminine et ce, quelle que soit la région.

En région haussa et zarma-songhay, il s'agit pour l'essentiel de l'élevage de petits ruminants: ovins et caprins, celui des boeufs étant un fait plutôt rare. Le bétail, "bien de production mobile" tend à représenter une part capitale dans l'économie des femmes. Si en matière agricole, les investissements se révèlent difficiles en raison notamment des récitences des intéressés à engager des frais pour des parcelles ne leur appartenant pas, en revanche pour ce qui est du cheptel, il en va tout autrement. Il est intéressant de noter que les femmes ont une prédilection d'autant plus marquée pour ce type d'investissement que celui-ci représente une manière de "dépôt bancaire" dont la transformation en numéraire s'effectue sans difficulté aucune. Rarement consommés, ces caprins et ovins sont généralement mis en vente pour répondre à des besoins essentiels: achat de vêtements, de vivres, financement de cérémonies familiales, prêt au conjoint dans une situation sinon de crise alimentaire aïgue tout au moins dans des circonstances moins graves. Il est frappant de constater que le cheptel représente plus de 50% de la totalité des biens possédés par les femmes; c'est peu dire qu'il a joué un rôle capital dans la survie du groupe familial lors des années culminantes de sècheresse.

Pour en venir au cas des peuples pastoraux ou agro-pastoraux, il convient de souligner que la possession par les femmes de bovins et de camelins en plus de petits ruminaux est une pratique enracinée dans la tradition; ces animaux étant obtenus au moment de la naissance, du mariage ou par héritage. Leur intérêt saute aux yeux quand on sait que les produits secondaires qui en sont tirés: lait, beurre, fromage sont générateurs de revenus pour les propriétaires, ayant le loisir d'en disposer comme elles l'entendent.

IV.1.3. L'artisanat

Il est bien évident que les activités exercées par les femmes débordent largement le cadre de l'agriculture et de l'élevage; dans un tel contexte l'artisanat (1) constitue l'une des autres occupations féminines génératrices de revenus et permettant à la femme de contribuer aux charges familiales.

Pour être en net recul ces dernières années, en raison entre autres facteurs de la rareté de la matière première, ce secteur n'en occupe pas moins une frange considérable de la population féminine, d'une région à l'autre. Si le travail du cuir est une exclusivité de la femme touareg, en revanche la confection des nattes, la vannerie, la poterie constituent des activités exercées par les femmes de toutes les régions; il est à noter que la confection de nattes est la plus répandue de ces activités.

IV.1.4. Le commerce

Quoique ne s'effectuant très généralement que sur une petite échelle et ne concernant que les "petits produits", la participation des femmes à l'activité commerciale est loin d'être négligeable. Sont l'objet de transactions d'une part les produits transformés; d'autre part les légumineuses, les produits de cueillette, les céréales, le tabac, la cola, les produits de beauté, les pagnes et les couvertures. Les revenus tirés du commerce peuvent être aussi bien utilisés par les intéressées à leur seul profit qu'au profit du groupe familial dans son ensemble.

IV.1.5. Activités Salariées

La liste ne serait pas complète si n'était pas fait référence par ailleurs aux activités dites salariées regroupant toute une gamme d'activités allant de celles de vendeuse d'eau à celle de pileuse en passant par celles de coiffeuse, de guérisseuse, de griote et de matrone.

Telles sont grosso-modo les activités exercées par les

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(1) Il est à noter cependant que l'implication de la femme manga dans l'artisanat est moins forte que celle des femmes des autres régions; remarque du reste valable pour ce qui est du commerce.

femmes des diverses ethnies et régions du pays. C'est notamment dans le domaine de l'agriculture et de l'élevage que les différences culturelles se manifestent selon qu'on soit en milieu hausa, zarma-songhay, peulh, touareg et manga.

- Il paraît très clairement que les femmes manifestent sur le plan des activités économiques qui se révèlent diverses et multiples, un dynamisme incontestable.

- Le dynamisme confère aux intéressées une relative autonomie économique parce que leur permettant d'obtenir des revenus propres.

- Ces revenus leur offrent l'opportunité de participer pour une part non négligeable aux charges du groupe familial. Revenus tout de même limités eu égard aux facteurs du blocage sans nombre que les femmes rencontrent dans l'exercice de leurs activités.

IV.2. Les contraintes

La description succincte des activités féminines a révélé qu'en dépit du poids de travail quotidien, de l'importance considérable des tâches domestiques, les femmes se livrent dans leur très grande majorité à des activités de production; la recherche de revenus autonomes, le désir de se constituer un capital personnel étant au centre de leurs préoccupations. Dans cette recherche cependant, elles butent, quelle que soit la région, sur des contraintes qui ont pour nom difficultés d'accès aux nouvelles méthodes de cultures, à l'amélioration des techniques de production bien souvent réservées aux seuls hommes, accessibilité extrêmement réduite aux opérations menées par les services d'élevage, étroitesse des lieux d'écoulement des produits circonscrits dans les limites des marchés locaux, absence de formation.

IV.2.1. Le domaine agricole

La liste des handicaps étant connue, on se contentera de ne citer que les plus marquants: appauvrissement et épuisement (1) des sols, difficulté de se procurer des semences et des intrants d'une manière générale. En réponse à de telles contraintes, peu de tentatives ont été faites jusque là par les différents intervenants ayant pour règle de diriger leurs actions en priorité vers les hommes.

IV.2.2. L'élevage

Bien que le pourcentage du cheptel détenu par les femmes

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(1) et ce, d'autant plus qu'est constatée une propension de plus en plus marquée des hommes à réserver aux femmes les parcelles non seulement les plus éloignées du terroir mais encore celles ayant atteint un degré de pauvreté extrême.

soit - la remarque en a été faite précédemment - loin d'être négligeable, rarement les services d'élevage ont orienté leurs opérations en faveur de ces dernières, uniquement préoccupés qu'ils sont de fournir les soins vétérinaires au bétail possédé par les hommes, surtout intéressés à conduire des expériences du type d'opérations "coqs de race" et chèvres rousses" de Maradi.

IV.2.3. Le commerce

Exclues des "marchés officiels" où sont mis en vente les produits agricoles destinés à être exportés et qui sont le quasi-monopole des hommes, les femmes se trouvent de ce fait contraintes de se contenter des circuits traditionnels, des marchés locaux par le biais desquels s'effectuent les échanges entre villages. C'est dire à quel point est limité le réseau de commercialisation qui leur est accessible. A l'inverse des premiers, les secondes n'ont d'autre ressource pour écouler leurs produits que celle de créer leurs propres marchés. Il est inutile d'ajouter que l'écoulement de leurs produits ne s'effectue pour ainsi dire jamais par les structures coopératives. A celà s'ajoutent la pénurie des moyens de transport, les difficultés d'accès au crédit. Enfin, frein encore plus rédhibitoire, l'absence de formation dont du reste les effets négatifs se font également sentir au niveau des autres activités, comme mentionné précédemment.

La description succincte des activités productives menées par les femmes a révélé que ces activités sont sujettes à des variations lorsque l'on passe d'un groupe ethnique à l'autre.

- le degré de contribution à la production, s'il varie également d'une région à l'autre, est dans tous les cas assez important pour permettre aux femmes d'en tirer des revenus;

- ces revenus sont soit utilisés à des fins personnelles, soit affectés à l'entretien du groupe dans son ensemble.

Nonobstant cet apport non négligeable, les femmes sont marginalisées parce que dépourvues des outils nécessaires à l'amélioration de leurs techniques de travail et partant, à leurs conditions de vie.

Certes, les efforts faits par les organisations qu'elles soient nationales ou internationales pour introduire des changements ne sont point à négliger. Il faut bien admettre néamoins que ces efforts ont jusque là été peu couronnés de succès parce que non soutenus et aussi en raison de la non adéquation des stratégies employées.

CHAPITRE V: LES ACTIONS MENEES PAR LES DIFFERENTS ORGANISMES EN FAVEUR DU PROGRES FEMININ

Comme noté précédemment, qu'elles soient nationales ou internationales, les organisations ont peu souvent vu leurs interventions en milieu féminin couronnées de succès; c'est que les déclarations d'intention rarement sont accompagnées de stratégies spécifiques et de mesures adéquates en vue d'atteindre les objectifs visés.

V.1. Présentation générale

V.1.1. Les organisations nationales

Elles sont représentées d'une part par l'Association des Femmes du Niger, d'autre part par la Direction de la Condition Féminine; toutes deux apolitiques et créées par le gouvernement nigérien afin de canaliser les actions en faveur de la population féminine.

* L'Association des Femmes du Niger (AFN)

Sous la tutelle du Ministère de la Santé, cette organisation non gouvernementale d'appui aux femmes, a pour objectif principal de "promouvoir l'intégration de la femme à tous les aspects du développement national". L'administration de l'AFN est assurée par un bureau élu par le Congrès. Sur 27 personnes désignées pour occuper les postes administratifs, quatre d'entre elles sont employées en permanence au siège national de l'AFN, détachées ou affectées par leurs ministères d'origine, à ce titre elles sont rénumérées par l'Etat.

En plus des membres de l'AFN, l'institution a recours à l'appui technique de différents services gouvernementaux dans le cadre de la réalisation de projets.

Quand on sait que l'essentiel des fonds de l'Association proviennent des subventions étatiques, l'on imagine à quel point sa marge d'autonomie peut être réduite.

* La Direction de la Condition Féminine (DCF)

Créée à la requête de l'AFN, soucieuse d'être représentée au sein de l'appareil administratif, la Direction de la Condition Féminine rattachée de ce fait au Ministère de la Santé et des Affaires Sociales, se veut un service de "conception, de recherche, de coordination et d'évaluation" ayant pour mission de fournir un appui administratif et technique à l'AFN et aux autres groupements féminins. Qu'il s'agisse de la DCF ou de l'AFN, de multiples contraintes existent qui font que ces deux institutions n'ont pas encore, à l'heure actuelle, donné la preuve

réelle de leur efficacité et restent bien souvent au stade des discours et des déclarations d'intention.

* Les contraintes

Il s'agit pour l'essentiel de:

- la pénurie de moyens techniques et financiers

- la pénurie de personnel qualifié et bénéficiant d'une formation adéquate

- l'insuffisance d'appui technique et de conseil en développement organisationnelle notamment dans le domaine des activités productives et de formation

- la non-adéquation de l'aide des institutions internationales

- enfin le manque de coordination entre les deux institutions

C'est dans ce contexte que l'AFN et la DCF ont sollicité une assistance formelle de la Société Internationale de Développement Desjardins (SDID), qui a accédé à cette requête et a débuté son programme d'intervention en 1986.

V.2. Les organismes internationaux

C'est désormais une pratique courante pour certains organismes internationaux que celle d'inclure dans leur programme d'assistance un volet destiné à la mise en oeuvre de plans d'actions en faveur des femmes, politique qui en général ne s'est pas au stade actuel des choses, traduite par des progrès sensibles. Il n'est du reste pas sans intérêt de noter que l'aide fournie par nombre de ces organismes (les non-gouvernementaux) reste circonscrite dans le cadre de l'apprentissage domestique (couture, broderie, tricot). Ceci dit, bien entendu on ne saurait nier l'accent mis par certaines d'entre elles notamment sur l'introduction de la technologie appropriée.

V.2.1. Les Organisations Non Gouvernementales

La SDID dont il a été fait mention précédemment apporte son appui à l'AFN et à la DCF par le bisis du "Programme d'appui aux groupements féminins du Niger". Débuté en 1986 et prévu pour une durée de trois ans, il vient de prendre fin. L'appui à l'AFN prenant la forme d'un renforcement organisationnel de

l'institution "au niveau local, régional, national", qui devait être accompli à travers les activités suivantes:

- une analyse participative de l'organisation à tous les niveaux

- la formation des ressources humaines à tous les niveaux

- la dynamisation des sections et des sous-sections

- l'aide dans la recherche du financement des petits projets visant les femmes comme partenaires principales

- la création de fonds de financement de petits projets initiés pour et par les femmes aux niveaux régional et local

Pour l'essentiel il s'agit de deux formes d'assistance - une financière et une technique.

Quant à l'assistance à la DCF qui au terme du projet "doit être capable de fournir un appui", elle avait pour but d'assurer la formation des responsables de ce service en:

- méthodes participatives pour l'identification des besoins des femmes

- l'élaboration et l'évaluation des projets

- le suivi des projets en cours

- l'utilisation de méthodes et techniques de la recherche-action-formation

Pour ce faire la SDID a mis à la disposition de l'AFN et de la DCF une conseillère technique. La SDID est dotée d'un budget de 38.150.000 Francs CFA.

Quoique les documents d'évaluation finale ne soient pas encore disponibles parce que la première phase vient juste de prendre fin, on peut d'ores et deja affirmer le bilan est loin d'être négatif. Une seconde phase du projet est du reste prévue, compte tenu des résultats satisfaisants obtenus dans la première phase.

* <u>La Fondation Hans Seidel</u>

Cette ONG dont l'objectif est d'entreprendre notamment des actions de formation, a organisé ces dernières années trois séminaires à destination de l'AFN, portant sur la Charte Nationale et sur les techniques d'élaboration et de suivi des projets.

* Association Francaise des Volontaires du Progrès (AFVP)

Cette association intervient dans le domaino de l'allègement de la pénibilité des tâches féminines par la mise en place de deux projets: "Moulin à Mil" et "Foyers Améliorés". L'accent est de plus en plus mis sur la formation des gestionnaires de moulin afin d'assurer le suivi à long-terme.

Le Projet "Moulin à Mil" exécuté avec l'assistance d'un volontaire a un budget d' un montant de 17.450.539 Francs CFA.

* Le COSV

L'intervention de cette ONG italienne vient de prendre fin mais il est prévu une deuxième phase. Elle a exécuté un Projet de Développement Intégré pour la Promotion Féminine avec un budget d'un montant de 141.991.477 Francs CFA. Il s'agissait pour le COSV "d'améliorer les conditions de vie des communautés avec une attention particulière à la promotion de la femme par le biais du soutien au développement de ses activités d'économie, de formation et d'allègement du travail domestique".

Les indications sur les réalisations des organisations non gouvernementales et leur nombre ont été volontairement limitées; est disponible en annexe la liste, beaucoup plus exhaustive de ces ONG et des projets en cours de réalisation ou prévus.

V.2.2. Les organismes bilatéraux et multilatéraux

* Le MULPOC (Centre Multinational de Programmation et d'Exécution de Projet)

Il oeuvre à l'intégration des besoins de femmes dans le plan quinquenal.

* Le PNUD

Le PNUD jusqu'alors n'a pas inclu dans sa programmation un volet féminin. Mais par le biais de l'UNIFEM (le Fonds des Nations Unies pour le Développement des Femmes), il assure le financement des multiples projets et activités. L'une des tâches dévolues à l'UNIFEM dans ce cadre est de reformuler en y incluant la population féminine, ces différents projets. Il est à noter que l'UNIFEM travaille en collaboration avec l'AFN.

* UNICEF

Travaillant en étroite collaboration avec l'AFN et la DPF, l'UNICEF finance, à la requête de ces deux institutions, un nombre considérable de projets. On notera également avec intérêt l'organisation à l'intention des membres de l'AFN de séminaires de formation avec pour thème l'élaboration de projets.

* La GTZ

Le service de la coopération allemande oeuvre en direction des femmes par la mise en place d'une "Cellule Technique de Coordination pour la Promotion des foyers améliorés" avec un financement de 190.000 DM et par la création d'un volet féminin au sein du Projet de Développement de Tahoua.

* Le FED

A l'actif de cet organisme on pourrait citer la contribution pour environ 50% de la "Cellule Technique pour les Foyers Améliorés", deux programmes dont l'un de Santé et l'autre de "Petite Irrigation".

Ainsi est présenté sommairement le domaine d'intervention des organismes internationaux principaux. Concernant leur nombre, remarque identique qu'en ce qui concerne les organismes non gouvernementaux: on se référera utilement à l'annexe.

Bien que ne pouvant être présenté comme médiocre, l'impact des interventions des organisations internationales est tout de même loin d'avoir atteint les objectifs fixés et les échecs ne sont pas rares, procédant d'un certain nombre de facteurs qui seront mis en relief dans le chapitre suivant.

Après avoir brossé à grands traits les domaines d'intervention et les objectifs des différents intervenants, il n'est pas sans intérêt de donner un aperçu de certaines réalisations concrètes de ces organismes.

V.2.3. Les réalisations concrètes

* Les domaines d'intervention

Ainsi que la remarque en a été faite précédemment, l'assistance des organismes internationaux contribue rarement à améliorer le sort des femmes rurales d'une manière efficace parce que -entre autres raisons - prenant la forme dans nombre de cas, de dons à destination de foyers féminins du genre machine à coudre, livres, véhicules de transport - qui, en règle générale, ne bénéficient qu'aux citadines. Quant aux autres formes que prend l'aide se dégagent quatre axes d'intervention prioritaires:

- la réduction de la pénibilité du travail grâce à la technologie adaptée à savoir l'installation de moulin décortiqueuse, la libération des tâches par ce biais réalisée étant censée s'acompgner d'un accroissement du temps consacré à des activités rémunératrices.

- la mise en place d'activités génératrices de revenus, par (pour ne citer que cet exemple) l'octroi d'animaux d'embouche.

- la réduction du déficit alimentaire par l'aménagement de sites de cultures de contre-saison.

- la formation des intéressées afin qu'elles acquièrent une aptitude à initier, gérer et contrôler des activités à caractère socio-économique.

Il est à noter d'une part que cette formation occupe une place marginale dans les activités, d'autre part qu'elle n'est entreprise que dans un nombre dérisoire de projets, enfin qu'elle ne concerne jamais ni les techniques agricoles, ni les pratiques commerciales. Si l'on fait le compte des opérations réussies et celles qui se sont soldées par des échecs, il apparaît très clairement que les secondes l'emportent sur les premières. C'est le lieu ici de faire le point sur les causes des échecs survenant dans les opérations réalisées par les intervenants.

On pourrait incriminer:

- la faiblesse de l'appui technique

- la non-consultation des bénéficiaires au stade de l'identification des besoins, ce qui entraîne la sélection d'activités ne répondant pas forcément aux aspirations des intéressés et n'étant pas en conformité avec les coutumes du milieu qui est le leur.

- l'insuffisance de la sensibilisation

- le caractère centralisé de la conception, de la planification et de la programmation des activités

- la non-adéquation des structures de fonctionnement, autrement dit l'organisation de certaines tâches dans un cadre collectif alors même qu'il est d'usage dans le milieu concerné qu'elles soient effectuées individuellement

- la trop grande importance attachée à la mise en place d'infrastructures et à la fourniture d'équipements au détriment de la formation technique et en gestion des bénéficiaires; est très révélateur à cet égard l'exemple fort connu des moulins dont les pannes répétées et la non rentabilité procèdent précisement de telles lacunes

- le non respect par certains services techniques de leurs engagements, pour ce qui est des activités de suivi.

Il reste que les exemples de réussite ne manquent pas; rarissimes, il est vrai. Pourraient être cités à ce propos, la boutique coopérative, l'embouche ovine; réalisations à Tamou, du "Projet de Développement Intégré pour la Promotion Féminine (COSV)". Ces réalisations constituent un exemple d'autogestion réussi; succès d'autant plus éclatant que les bénéficiaires sont dorénavant laissés à elles mêmes, le COSV - comme noté précédemment - ayant temporairement mis terme à son action. Ont joué en faveur de ce succés le dynamise de la population féminine, sa motivation et la qualité de la formation donnée aux gestionnaires. Ainsi se présentent les exemples pris ça et là en matière d'intervention féminine.

Ce qui apparaît très clairement c'est que rarement les opérations sont entreprises par le biais des structures coopératives, elles le sont plutôt le plus souvent par le canal de l'AFN; or cette institution n'a pas l'aptitude nécessaire pour mener à bien l'encadrement des projets de développement en faveur de la population féminine; elle est dépourvue de l'expertise adéquate pour promouvoir, initier, gérer et contrôler des activités de nature socio-économique. Situation d'autant plus préoccupante que - comme cela a été mis en relief dans le Chapitre III - les femmes ne sauraient non plus, laissées à elles mêmes entreprendre des activités de ce type. Une possibilité serait que soient mises à profit des institutions économiques de nature à assurer à ces dernières l'encadrement nécessaire à leur intégration. Pourrait fort bien assumer une tele fonction l'institution coopérative. Eu égard cependant à des facteurs structurels qui ont jusqu'ici entravé le développement du mouvement coopératif et eu égard par ailleurs à des facteurs culturels conduisant à la marginalisation de la moitié féminine de la société, cette institution n'a pas été en mesure de jouer le rôle qu'on est en droit d'attendre d'elle. Il s'avère cependant indispensable de tout mettre en oeuvre pour lever les contraintes à la réappropriation par les paysans de l'institution coopérative et pour soulever les obstacles à l'implication des femmes dans le réseau coopératif.

CHAPITRE VI: LA PARTICIPATION FEMININE AUX INSTITUTIONS COOPERATIVES

Les chapitres précédents avaient mis en relief un certain nombre de points:

- la diversité des activités productrices exercées par les femmes.

- le rôle prédominant joué par elles dans le dévelopement socio-économique.

- le nombre considérable de contraintes entravant leur auto-promotion, à savoir pour l'essentiel la difficulté d'accès et de contrôle sur les moyens de production, la difficulté d'accès aux programmes de formation, aux techniques de vulgarisation, aux lignes de crédits.

- l'impossibilité pour l'AFN, l'organe officiel de promotion des interêts féminins, à promouvoir d'une manière effective le développement socio-économique de ses adhérentes.

- l'échec patent de la plupart des organismes intervenants à promouvoir le progrès féminin, en raison de l'inadéquation des stratégies utilisées,par exemple du manque d'appui technique.

- la mise à l'écart de la population féminine des activités coopératives.

L'objectif du présent chapitre est de déterminer les causes d'une telle marginalisation et de faire des suggestions quant aux moyens à employer pour y remédier.

VI.1. Le bilan des activités réalisées en direction des femmes

Un groupe autre que celui des femmes se trouvait jusqu'alors du fait de son appartenance à une certaine catégorie d'âge, marginalisée: le groupe des "jeunes". Une telle exclusion est cependant en voie de disparition sous la pression de facteurs de changements; changements consécutifs notamment aux méthodes d'intervention nouvelles dans le cadre des coopératives se trouvant dans la zone du projet, alors que c'est loin d'être le cas s'agissant de la moitié féminine de la société.

De fait, on ne le répétera jamais assez: très peu d'efforts ont été consentis jusque là tant par les instances gouvernementales que par les organisations internationales pour favoriser l'accès des femmes aux institutions coopératives. Certes, une évolution se fait jour et des perspectives

encourageantes se dessinent si l'on refère notamment à la recommendation (1) de la Commission de mise en place de la Société de Développement et également aux dispositions de plus en plus nombreuses par les organismes pour inclure dans leurs programmes des actions destinées a accroître la participation féminine.

Quoi qu'il en soit, dérisoire est pour l'heure la part réservée aux femmes dans les activités coopératives, et le cas échéant, souvent négatif le bilan; rares les bénéfices; fort limités par ailleurs le choix de ces activités. Il s'agit le plus souvent de prêt de semences, d'octroi d'animaux d'embouche. A ce propos, il est intéressant de noter qu'aussi bien les hommes que les femmes rencontrés lors de l'enquête sont unanimes à déclarer les bénéficiaires féminins plus solvables que les bénéficiaires masculins, comme l'attestent les propos suivants: "les femmes remboursent parce qu'elles connaissent la honte et les rares fois ou des femmes n'ont pas été - par exemple dans le cas de l'activité embouche - en mesure de respecter leurs engagements, c'est parce qu'elles ont remis la somme due à leur conjoint et que ce dernier l'a utilisée à son profit au lieu - comme convenu - de la remettre au trésorier de la coopérative".

Autre domaine d'intervention: celui de la technologie appropriée; il arrive alors que bien souvent un moulin, plus rarement une décortiqueuse soient mis à la disposition de la population féminine. La constatation en a été faite à maintes reprises, l'expérience très généralement (2) aboutit à des résultats médiocres, voire franchement nuls, pour les raisons essentielles suivantes: non conformité avec les aspirations et les besoins des bénéficiaires, pannes fréquentes des appareils, absence de suivi, non rentabilité tout aussi bien sociale qu'économique de l'opération; situation elle même procédant d'une absence de formation des bénéficiaires (aussi bien en technique de manipulation du moulin que dans le domaine de la tenue des documents comptables). Face à une telle situation, saute aux jeux la solution: étude de rentabilité avant toute implantation, formation en comptabilité pour assurer l'autogestion et en mécanique pour assurer la maitrise technique.

S'agissant de l'embouche ovine, quoique les exemples d'échecs soient moins fréquents; ils n'en sont pas moins une réalité, provoqués en règle générale par les facteurs suivants: une circulation de l'information dans la population féminine laissant à désirer, la prise en compte de l'avis des hommes lors de la sélection des bénéficiaires, l'absence de ces derniers lors de l'achat des animaux. Eu égard aux facteurs venant d'être mentionnés la procédure adéquate est patente: s'assurer de l'adhésion de la population aux objectifs de l'opération,

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(1) Se reférer à ce propos à la page 1.
(2) L'époque n'est pas très lointaine où l'on assista sur l'étendue du territoire à une débauche de fourniture de moulins, les bailleurs de fonds se livrant à une suranchère.

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permettre l'implication des bénéficiaires au stade de l'achat et de vente des animaux, demander une contribution aux intéressées, leur fournir un appui technique rigoureux.

La liste ne serait pas complète s'il n'était pas fait référence à un exemple jusque-là unique - "l'appui à l'Artisanat Coopératif des femmes dans la région d'Agadès" - connu au départ comme une opération d'urgence permettant la survie des familles. Ce projet est financé par le BALD. Les résultats sont loin d'être médiocres, cependant le manque de formation des coopératrices et le problème des débouchés constituent des handicaps non négligeables.

Tel est grosso-modo l'éventail des secteurs où les femmes ont pu avoir accès aux bénéfices coopératifs; secteurs bien souvent décidés sans la prise en compte de l'avis des intéressées et de surcroît fort limités. Il est patent que l'institution coopérative demeure encore un univers masculin, dominé et géré par les hommes qui sont pratiquement les seuls - lorsque celle-ci est fonctionnelle - à en tirer profit. Que le système coopératif soit une telle chasse gardée n'est à l'évidence nullement fortuit; cet état de choses trouvant son origine dans des facteurs qui sont dorénavant notoirement connus.

VI.2. Les causes de la faible participation aux institutions coopératives

Hormis les facteurs globaux qui d'une manière générale expliquent que les ruraux aient jusqu'alors été spoliés de leurs capacités d'auto-organisation en matière coopérative d'autres facteurs - spécifiques ceux-là - sont cause de l'ostracisme dans lequel est tenue la population féminine.

Les causes aussi bien générales que spécifiques ont été dans le cadre d'autres études maintes fois mises en évidence, mais il n'est sans doute pas inutile d'y revenir.

VI.2.1. Les facteurs de blocage généraux

La non participation aux institutions coopératives de la grande majorité de la population, la non maitrise par les coopérateurs de ces institutions, procèdent - pour ne citer que les principaux - des facteurs ci-dessous:

- les circonstances de la création du mouvement:

Créée par décision étatique, n'étant pas par conséquent l'émanation de la volonté populaire, l'institution coopérative ne pouvait de ce fait emporter l'adhésion des intéressés.

- les circonstances du développement du mouvement:

Afin de répondre aux impératifs de la mise en place de la

Société de Développement, les autorités publiques ont trouvé nécessaire, voire indispensable, d'accélerer le processus d'expansion du mouvement sans que les membres suivent; ce qui a eu pour conséquence d'affaiblir la structure coopérative.

- le poids des structures sociales traditionnelles, générateur d'une certaine autocratie avec pour corollaire la privation de toute responsabilité aux coopérateurs.

- l'absence de personnalité juridique (1)

- le faible degré d'information sur l'existence de la coopérative et les principes coopératifs.

- les lacunes en formation

- l'absence d'intérêt et de motivation

VI.2.2. Les causes spécifiques de la marginalisation des femmes

Si les femmes aussi bien que les hommes pâtissent des freins venant d'être mentionnés, les secondes ont de surcroît à faire face à d'autres types de freins, de diverses sources.

VI.2.2.1. Conception négative de l'être féminin

La prééminence de l'homme sur la femme - de ce fait réduite à un rôle mineur - quoiqu'étant pour ainsi dire universelle se manifeste avec ine tonalité particulière dans un contexte où dominent les valeurs islamiques. De là, l'exclusion quasi-totale des femmes de la vie publique et son enfermement dans les limites étroites de l'univers domestique. Il n'est pas sans intérêt d'évoquer à ce propos la pratique, du kublé (2) qui en est la manifestation extrême.

VI.2.2. Environnement socio-culturel

La séparation rigoureuse entre l'univers des femmes et celui des hommes étant la règle, la distinction entre activités masculines et activités féminines hautement pronée traditionnellement emportant toujours l'adhésion de la majorité de la population, on en imagine aisément les implications. Ainsi le fait qu'il soit considéré comme malséant de réunir au même endroit hommes et femmes a-t-il une incidence sur l'accès à l'information de la population féminine dans la mesure où il n'est pas admis que les secondes assistent par exemple aux assemblées.

VI.2.2.3. Contraintes domestiques

Se trouve jouer un rôle non moins important dans la mise à

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(1) Aux dernières nouvelles, ce ne serait plus le cas.
(2) Claustration des femmes en vigueur notamment dans les couches sociales aisées et les familles de marabout et pouvant être considérée comme une version édulcorée du harem.

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l'écart des femmes de la vie publique, la multiplicité des tâches domestiques auxquelles ces dernières sont astreintes; le poids des tâches quotidiennes n'étant pas un obstacle mineur à la libération du temps nécessaire pour se consacrer à des activités d'autres types. Ainsi en est-il de celles relatives à la formation, et de celles qui sont génératrices de revenu.

VI.2.2.4 Inexistence au niveau des institutions coopératives de structures féminines d'encadrement dignes de ce nom

L'absence de formation constituant un handicap rédhibitoire pour une participation active aux structures coopératives, pour une maîtrise de ces structures, ine attention particulière devrait être accordée à la disparition d'un tel handicap. Dans la troisième partie de l'étude seront exposées les mesures à prendre pour y mettre fin.

Conclusion partielle

De tels blocages ne point insurmontables au vu des progrès accomplis par les paysans en matière de réappropriation des institutions coopératives dans le cadre du Volet.

Certes, on ne saurait mettre en balance les contraintes spécifiques pesant sur les femmes celles qui d'une manière générale entravent le fonctionnement des institutions coopératives, contraintes à l'évidence autrement plus difficiles à vaincre. Il reste que l'exclusion féminine est loin d'être une fatalité; et pour en finir avec la marginalisation féminine, des voies existent dont certaines sont encore à explorer et d'autres seulement à approfondir.

Nos entretiens avec des groupes de femmes dans les villages échantillons ont révélé à quel point existe chez les femmes une motivation à se regrouper, à s'organiser - dans des structures séparées de celles des hommes - pour augmenter leurs revenus et améliorer leurs conditions d'existence; un réel désir est présent chez ces dernières, d'accéder aux bénéfices de la coopérative. Il conviendra de tenir compte d'une telle aspiration. De même, nos interlocuteurs accueillent plutôt bien l'id"e d'une participation réelle, effective et active des femmes ce qui est significatif: du fait, on ne le répétera jamais assez, aucune opération en direction de la population féminine ne saurait être entreprise sans avoir au préalable reçu l'accord de la population masculine.

Ce sera l'objet du Chapitre VII, dans la troisième partie.

TROISIEME PARTIE

QUELQUES ELEMENTS DE STRATEGIES A METTRE EN PLACE DANS LE CADRE DU PROJET DEVELOPPEMENT DES ORGANISATIONS RURALES

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CHAPITRE VII: LES ACTIVITES DE FORMATION DESTINEES AUX FEMMES

VII.1.1. Nécessité de la formation

La méthodologie d'intervention du Volet ayant déjà fait ses preuves au niveau de la population masculine, elle pourra sans conteste être utilisée avec un égal succès auprès des femmes.

Le Chapitre III a apporté des indications sommaires sur le type d'activités productrices exercées - selon la zone géographique - par les femmes et sur les besoins resentis par ces dernières. Une enquête plus approfondie sera à l'évidence nécessaire pour collecter des données plus fines et plus élaborées. Dans ce chapitre également ont été mises en relief les contraintes sur lesquelles butent les femmes; en réponse à ces contraintes et compte tenu de l'acuité des problèmes identifiés, ont également été suggérés le type d'opérations à mettre en oeuvre, le genre d'activités à intégrer dans les structures coopératives:

- innovations technologiques appropriées y compris les techniques de production améliorée

- système de crédit en appui à l'approvisionnement et à la commercialisation

- formation en gestion et en comptabilité

Il est bien évident que l'accès des femmes aux structures coopératives ne saurait se limiter au seul appui dans le domaine des activités productives; une formation s'avère nécessaire, faute de quoi on aboutirait rapidement à une non maitrise de gestion des activités précédemment mentionnées. Cette formation implique nécéssairement un encadrement féminin qui aurait pour tâches d'animer les groupes de femmes, de renforcer leur capacité de mobilisation et de participation aux activités de la coopérative.

VII.1.2. L'encadrement

Dans la sélection des agents féminins devront être pris en compte les critères suivants:

Niveau d'instruction

Il faudrait exiger au moins le certificat d'études primaires.

Situation matrimoniale

Pour des raisons d'ordre culturel, il n'est guère aisé pour une jeune fille d'établir des contacts avec les femmes en zones rurales; un point positif néamoins: pas de contraintes ni de limites pour les déplacements.

Le statut de la femme mariée et de surcroît mère de famille étant de nature à permettre une meilleure relation avec la population féminine, on serait alors tenté d'accorder la préférence aux condidates répondant à ce profil; une difficulté de taille cependant: l'opposition éventuelle du conjoint vis à vis de la question des déplacements. Selon les circonstances, le choix se portera sur l'une ou l'autre.

Trait de caractère

Maturité, respect vis à vis des connaissances et valeurs s'enracinant dans la tradition, goût et disponibilité pour la vie en milieu rural, aptitude à se déplacer dans des conditions souvent difficiles, curiosité, dynamisme.

Motivation

La plus grande attention devrait être portée bien entendu à l'intérêt pour le type de travail exigé.

Expérience

le fait d'avoir déjà exercé une fonction au sein de projets de développement rural constituerait un atout supplémentaire.

Au regard de l'ensemble des qualités, tout laisse à penser que la sélection de l'assistance aux coopératives pourrait s'opérer parmi - pour ne prendre que cet exemple - les anciens "agents de suivi féminins" du Projet Productivité Niamey.

L'approche méthodologique du Volet ayant donné la preuve de son incontestable efficacité, il serait judicieux que les agents féminins reçoivent une formation à peu près identique à celle de leurs homologues masculins et dans les mêmes conditions. Toutefois, s'agissant des assistantes, le programme de formation devra inclure des éléments particuliers, à l'évidence des thèmes en relation avec les préoccupations, les besoins réels et prioritaires des femmes; en liaison avec les questions qui les concernent directement.

L'insertion de ce personnel féminin au sein d'une structure masculine, à priori ne devrait pas faire problème (1), les

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(1) L'exemple des agents de suivi masculins et féminins placés dans les CPT du Projet Productivité Niamey pour encadrer les hommes et les femmes incite à le penser.

assistants aux coopératives interrogés à ce propos se déclarant pêts à accueillir des homologues féminins: "l'habitude de travailler avec des femmes n'est pas une nouveté pour nous, tout se passera très bien à part qu'elles auront des problèmes pour se déplacer d'un Groupement Mutualiste à l'autre". "C'est tout à fait normal qu'on crée des postes pour les assistantes; parce qu'il n'y a qu'elles qui pourraient dialoguer avec les femmes du village".

L'idée d'un personnel d'encadrement féminin qui serait en contact étroit et permanent avec la population féminine rencontre également la faveur aussi bien des hommes que des femmes rencontrés lors de l'enquête: "nous sommes tout à fait pour qu'une femme vienne "éveiller l'esprit" de ces semblables". "Il faut vraiment qu'une femme vienne vivre avec nous, qu'elle nous aide à avancer, nous serons moins génées pour parler avec elle qu'avec un homme".

VII.1.3. Le renforcement de la formation

Avec un encadrement adéquat l'implication effective des femmes dans les structures coopératives a toutes le chances de dépasser le stade de voeux pieux. Il va de soi cependant qu'un appui ne serait pas inutile pour le personnel féminin, qui pourrait être fourni par le biais d'une assistance technique. Vu l'ampleur des tâches à accomplir, compte tenu des blocages spécifiques rendant particulièrement ardues les actions en milieu féminin, il serait hautement souhaitable, voire indispensable que les futurs assistantes aux coopératives bénéficient d'un appui régulier à travers l'intervention d'une consultante. Les services de cette dernière seront requis de façon ponctuelle aux stades suivants:

- lors de l'élaboration du programme de formation spécifique à destination des assistantes, au moment du démarrage du programme

- dans le cadre des activités de suivi et d'évaluation, en cours de réalisation du programme, à la fin du programme

Concernant la durée de l'intervention de la consultante, le mandat pourrait être réalisé au cours d'une période d'environ quatre-vingt-dix (90) jours par an.

Du point de vue du profil, il conviendrait qu'elle ait les qualifications suivantes:

- diplôme universitaure en sciences sociales, de préférence en sociologie ou en économie rurale

- une expérience de travail d'au moins deux ans en Afrique

- une expérience de travail dans le domaine IFD (Intégration de la femme dans le développement)

- une expérience confirmée dans la formulation de projets de coopération technique en milieu rural, notamment relatifs aux femmes

- une expérience dans la planification et la mise en oeuvre de programmes de formation à destination des femmes des zones rurales

- une expérience en recherches sur le terrain, collecte et analyse des données

- une aptitude à voyager en milieu rural

- une parfaite maîtrise du français écrit et parlé

Toujours dans le cadre du renforcement de la formation des formatrices, on pourrait envisager leur inscription à des cours de perfectionnement et de recyclage, par exemple à l'IPD (Douala ou Ouagadougou) ou au CESAO à Ouagadougou.

CHAPITRE VIII LA PRISE EN COMPTE DES FACTEURS SOCIO-CULTURELS

VIII.1. La prise en compte de l'opinion des hommes

Dans la stratégie à mettre en place pour assurer l'accès des femmes aux services coopératifs, la formation est - la cause est entendue - un élément clef dans la réussite de l'entreprise, il n'est cependant qu'un élément parmi d'autres; l'un de ceux-ci est à l'adhésion des hommes, l'infériorité du statut de la femme (de nature socio-culturelle) la livrant en effet sur de multiples plans aux décisions masculines. L'implication de cet état de choses est la suivante: quand bien même telle ou telle action ne concernerait que les femmes, ces actions ne sauraient être engagées sans que les hommes aient été au préalable consultés d'où la nécessité d'impliquer ceux-ci dans toute opération à mener en direction de la population féminine. Une action en milieu féminin ne saurait aboutir sans le consentement des hommes.

VIII.2. Les activités d'évaluation et de suivi

Incontestables sont sur le plan économique, les incidences de l'intervention du Volet; moins patents dans le domaine socio-culturel, les effets n'en sont pas moins une réalité et ne sont pas pour autant à négliger d'où la nécessité qu'il y a à accorder la plus grande attention aux indicateurs permettant de mesurer de tels effets. Les répercussions des activités du Volet sont observables à plusieurs niveaux dont celui de la stratification sociale et des innovations technologiques introduites.

VIII.2.1. Stratification sociale

En nette rupture avec l'approche pour ainsi dire classique, la méthode d'intervention du Volet ne peut manquer d'introduire des changements dans les relations entre générations, entre sexes, entre castes. Pourra témoigner de cette évolution, une modification dans l'attitude des ainés envers les cadets et vice versa; des hommes libres envers les "gens de caste" et les captifs et inversement; de l'aristocratie traditionnelle (chefs et notables) envers les sujets et réciproquement. Modification qui devra se traduire par les faits suivants: réduction de la gérontocratie et de l'andocratie; diminution de la dépendance des "castés" et des individus de condition servile vis à vis des nobles, affaiblissement du pouvoir des chefs et des notables sur les sujets; en un mot propension à la disparition des prérogatives dues à l'âge, au sexe, à la position sociale.

Comme conséquence d'une telle situation, il conviendrait de s'attendre à une participation plus grande aux activités coopératives des catégories dominées; participation pour ce qui concerne les cadets, les "castés et les Talakawa" en termes de:

- degré d'information sur les activités de la coopérative, plus élevé

- accès plus grand aux benéfices

- accès plus grand aux postes de responsabilité

- influence accrue dans la structure de prise de décisions

S'agissant de la moitié féminine de la société, on pourrait considérer les indicateurs ci-dessous:

- informations sur l'existence de la coopérative (1)

- connaissance des principes coopératifs

- information sur les actions menées par la coopérative

- adhésion en tant que membres actifs

- présence aux réunions

- possibilité d'exercer une influence dans le choix des activités.

Bien entendu, il s'agit là d'un cas à considérer comme étant le meilleur; dans le pire, en effet des résistances sont à prévoir qui pourraient provenir des détenteurs des privilèges.

VII.2.2. Innovations technologiques

Il est évident que l'acceptation par les bénéficiaires de l'introduction de nouvelles technologies ne va pas de soit; par conséquent à ce niveau également, des résistances voire un échec ne sont pas à exclure. Ainsi - pour se limiter à ce seul exemple- en de nombreux endroits, il a été constaté que les hommes ne voient pas toujours d'un bon oeil l'adoption par les femmes de méthodes destinées à réduire la pénibilité de leur travail; ce qui ne constitue pas un obstacle mineur aux efforts entrepris dans le cadre de l'allègement des tâches féminines.

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(1) Très souvent en effet la population féminine se trouve dans l'ignorance complète de l'existence de la coopérative.

En tout état de cause, en considération de l'importance des facteurs socio-culturels, il serait hautement souhaitable, voire indispensable de mener en plus des études d'impact économique, des recherches sur les attitudes des bénéficiaires et ce, aux deux niveaux venant d'être mentionnés. Ces recherches s'attacheront notamment à apporter des indications sur les motifs de l'adoption ou du rejet, du succès ou de l'échec de telle ou telle innovation.

CONCLUSION

Conséquence de l'intervention du Volet Formation Coopérative, des progrès significatifs ont été réalisés dans le domaine de la ré-appropriation par les paysans des structures coopératives, qui sont observables à travers la multiplication et la diversité des activités économiques entreprises, à travers une certaine capitalisation financière; progrès par conséquent indéniables à tout le moins pour ce qui concerne les hommes puisque, s'agissant de la population féminine, les bénéfices s'avèrent dérisoires.

Conscient d'une telle iniquité, et soucieux d'y mettre fin, le Volet Formation Coopérative s'est donné comme objectif dans sa prochaine phase de tout mettre en oeuvre pour en finir avec la marginalisation féminine.

Se présente comme une réponse à cette préoccupation, le présent rapport qui s'est attaché à tracer les lignes directrices d'un ensemble de stratégies devant aboutir à accroître la participation féminine dans l'institution coopérative et à assurer l'intégration effective de femmes dans le mouvement coopératif qui - eu égard au rôle prépondérant joué par ces dernières dans la sphère de l'activité économique - ne pourrait que s'en trouver renforcé.

L'émergence dans la zone d'intervention du Volet de coopératives fonctionnelles et opérationnelles où les membres (masculins celà va de soi) parviennent à une maîtrise croissante des structures incite à penser que des possibilités réelles existent, de faire accéder les femmes aux services coopératifs; et ce, sans que soit méconnue l'existence de contraintes sans nombre découlant de leur statut subalterne, qui confère au problème de l'intégration féminine une acuité particulière.

Pour un certain nombre de raisons - au delà de la simple question d'équité - il devient impératif d'impliquer les femmes dans les structures coopératives d'une part parce qu'elles constituent un atout non négligeable dans le domaine de la production, d'autre part, parce que laissées à elles-mêmes, elles ne sauraient en aucune façon améliorer d'une manière significative leurs activités productrices,

enfin parce que l'institution féminine ayant pour mission de promouvoir les intérêts des femmes, l'AFN pour la nommer, n'a ni l'expertise, ni les ressources financières requises pour mener à bien cette mission; en outre, on ne saurait confier à l'AFN seule, la responsabilité du développement économique et social de la moitié féminine de la société. On entrevoit alors ce qu'implique une telle situation: faire appel à d'autres partenaires, et à ce niveau l'institution coopérative semble bien placée pour les aider à développer des activités économiques rénumératrices.

Certes multiples sont les organismes gouvernementaux de financement extérieur - ou non gouvernementaux qui ne restent pas indifférents au sort de la femme; cependant très généralement leur interventions ont abouti à des résultats médiocres, en raison de l'inadéquation des stratégies utilisées pour rejoindre le groupe cible; on évoquera notamment la non consultation des bénéficiaires au stade de l'élaboration des programmes.

Tirant les leçons de ces échecs, les organismes sont en train d'adopter de nouvelles politiques plus systématiques et plus opérationnelles, mettant l'accent sur la réalisation d'études socio-économiques avant la mise en place de toute opération.

Pour ce qui est des recherches sur le terrain dont le présent rapport est le résultat, elles ont apporté des indications sur:

- le rôle prépondérant joué par les femmes dans la sphère de l'activité économique

- les difficultés rencontrées par ces dernières pour améliorer leurs activités productrices; difficultés procédant de leur absence de formation, de leur faible accès aux ressources productrices telles que la terre, aux facilités de crédit et aux services de vulgarisation

- le manque de contrôle de ces dernières sur les dites ressources

- les domaines d'intervention et les actions à entreprendre, à savoir: la mise en place de technologies adaptées aux conditions de vie et de travail, l'octroi de lignes de crédit. Ainsi se présentent les activités spécifiques qui pourraient être intégrées dans les structures coopératives (1). Dotées d'une formation adéquate, d'un appui technique et financier, les femmes dans le cadre de groupements mutualistes devraient être à même d'identifier, d'organiser, de gérer des activités et les bénéfices qui en découlent, à l'instar des hommes adhérants des coopératives encadrés par le Volet.

L'enquête menée dans dix d'entre-elles a, en effet, confirmant les résultats des évaluations antérieures, mis en relief l'existence d'un renforcement progressif des structures coopératives et leur ré-appropriation par les membres. La maîtrise que les intéressés ont de la gestion d'activités économiques et du financement de celles-ci ne fait aucun doute dans la plupart (Il va de soi que des inégalités existent dans le niveau auquel sont parvenus les coopératives et dans leurs performances.) des coopératives de l'échantillon. Il apparaît très clairement que l'auto-organisation en cours, dans la mesure où elle libère l'aptitude des intéressés à créer et à gérer, leur a permis d'étendre progressivement le champ de leurs responsabilités en rendant alors la présence de l'assistante à la limite inutile; ce qui est assez révélateur d'une part des qualités pédagogiques de ce dernier, d'autre part de l'impact non négligeable de la formation sur l'auto-encadrement; à ce propos il convient de noter la disparition progressive de la concentration du savoir par conséquent du pouvoir dans les mains d'un seul individu et également la disparition progressive de la propension à choisir les intéressés en tenant compte davantage du critère de l'influence que de la compétence. A l'évidence, le bilan est globalement positif.

Ceci dit, le fonctionnement des coopératives concernées est loin d'être au-dessus de toute critique; en étant l'objet des points suivants:

- la difficulté à assurer l'auto-discipline

Rarement des sanctions sévères sont prises à l'encontre des responsables de détournements ou de tout autre acte délictuel.

- les contradictions propres à la société traditionnelle

Les rapports aînés/cadets, hommes libres/captifs subsistent, gardant une pertinence socio-culturelle pesante. Ils s'observent à travers la condescendance, voire le mépris manifesté encore aujourd'hui à l'encontre des descendants de captifs et également à travers les exigences des anciens vis à vis des jeunes, les égards des seconds pour les premiers.

- le souci de sauvegarder avant tout la hiérarchisation de la société

Un tel souci conduit souvent à négliger le critère d'aptitude dans le choix de l'auto-encadrement au détriment du critère d'importance du statut social.

- le faible développement chez les coopérateurs de la base de "l'esprit coopératif".

Cette lacune s'observe à travers la propension des intéressés à accorder plus d'importance au partage immédiat des bénéfices quant à leur utilisation en vue d'investissements

productifs.

Ces tendances sont néamoins appelées à disparaître au fur et à mesure que les intéressées prendront conscience de ce qu'elles peuvent constituer comme handicaps pour le progrès et pour le renforcement de leur capacité d'auto-développement; auto-développement auquel elles parviendront réellement lorsque d'une part le financement des opérations entreprises sera assuré à partir d'un mécanisme endogène de canalisation de l'épargne généré par les activités économiques et remise en circulation au sein de l'institution coopérative; lorsque d'autre part l'implication des femmes sera devenue une réalité.

ANNEX G: PROTOCOL BETWEEN DVPC AND CLUSA

PROTOCOLE D'ACCORD ENTRE LA DIRECTION DE LA VULGARISATION ET DE LA PROMOTION COOPERATIVE (DVPC)DU MINISTERE DU L'AGRICULTURE ET DE L'ENVIRONNEMENT ET LA COOPERATIVE LEAGUE OF THE USA (CLUSA)

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Entre la DIRECTION DE LA VULGARISATION ET DE LA PROMOTION COOPERATIVE (DVPC) DU MINISTERE DE L'AGRICULTURE ET DE L'ENVIRONNEMENT, et la COOPERATIVE LEAGUE OF THE USA (CLUSA)Il est convenu ce qui suit :

PREAMBULE :

Les conclusions du Séminaire tenu a Zinder en Novembre 1982 sur les Stratégies d'intervention en milieu rural constituent l'orientation majeure et la référence centrale pour les programmes de développement rural, spécifiquement en matière coopérative. Une dimension et un rôle accrus ont en effet été accordés aux organisations coopératives pour les rendre plus autonomes et plus responsables de leurs activités. Par ailleurs, de profondes modifications ont été apportées dans leur encadrement, notamment en ce qui concernait l'ex-UNCC.

En 1985, c'est dans le cadre de la seconde phase du projet d'appui a la production agricole (PAPA) que la mission USAID du Niger en accord avec le Programmme Céréalier National a fait appel a la CLUSA pour redéfinir son volet formation coopérative compte tenu des orientations en matière coopérative issues du Séminaire de Zinder.

Un accord de subvention a été signé entre l'USAID et la CLUSA pour l'éxécution du programme préalablement appprouvé par le Gouvernement du Niger.

C'est ainsi qu'en rapport avec la Direction de la Vulgarisation et de la Promotion Coopérative et le Programme Céréalier National, le Volet formation coopérative éxécuté par la CLUSA a pu apporter son assistance a quelques 158 coopératives réparties dans 6 départements. Les résultats jusqu'ici obtenus rencontrent la satisfaction tant de la partie nigérienne que de l'USAID.

TITRE A : OBJET DU PROTOCOLE

ARTICLE 1A:

Le présent protocole a pour but de préciser les rapports devant exister entre la Direction de la Vulgarisation et de la Promotion Coopérative (DVPC) du Ministère de l'Agriculture et de l'Environnement et la Cooperative League of the USA (CLUSA), organisation non-gouvernementale chargée de l'exécution technique et financière du projet de Développement des Organisations rurales. Ce protocole engage les parties à faire le nécessaire pour atteindre les objectifs du dit projet.

ARTICLE 1B: Le projet de Développement des Organismes Rurales executé par la CLUSA a comme but de vulgariser le rôle du secteur privé dans les zones rurales par le developpement de cooperatives viables engagees dans des activites economiques productives. Les objectifs sont les suivants: 1) d'aider a la mise en place des organisations locales de coopératives capables de gerer

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des activites économiques et d'accroitre les revenues des populations rurales 2) de former un reseau de formateurs locaux en techniques necessaire pour former les membres des cooperatives et 3) de tester des mecanismes d'auto-financement qui peuvent permettre aux activites du projet DOR de se poursuivre apres l'achevement du projet et de l'assistance technique de la CLUSA.

ARTICLE 1C: Comme activite parallele le projet DOR donnera l'assistance technique au Service Promotion Cooperative pour lui permettre de mieux jouer son role de conseiller aupres du Ministere de l'Agriculture et de l'Environnement dans les domaines concernant la politique cooperative et d'une maniere generale les questions relatives aux cooperatives.

ARTICLE 2:

Ce protocole est basé sur les orientations issues des rencontres, des consultations et des entretiens de la mission de conception du projet du 22 janvier 1989 au 3 Mai 1989 entre la Direction de la Vulgarisation et de la Promotion Coopérative, la mission de l'USAID au Niger et l'Equipe de la CLUSA.

TITRE B: DUREE DU PROTOCOLE

ARTICLE 3 :

Le présent protocole est prévu pour la durée de la réalisation du projet de Développement des Organismes ruraux a partir de sa signature.

TITRE C : RAPPORTS INSTITUTIONNELS

ARTICLE 4 :

Le Ministère de l'Agriculture et l'Environnement par sa Direction de la Vulgarisation et de la Promotion Coopérative assure la tutelle du projet "Développement des Organismes Ruraux" (DOR).

ARTICLE 5:

La base de collaboration entre les deux insitutions est fondée sur le partenariat. Une communication de qualité basée sur une information mutuelle restera privilegiée. Afin de disposer de la rapidité d'intervention necessaire son approche "de la base au sommet" faisant largement appel a l'initiative des coopérateurs, CLUSA gardera une autonomie d'action, pour l'éxécution des activites du projet DOR.

ARTICLE 6:

Les plans de travail annuels seront élaborés par l'Equipe de techniciens du Projet Developpement des Organismes Ruraux (DOR) et seront régulièrement fournis et discutés avec la Direction de la Vulgarisation et de la Promotion Coopérative afin d'avoir ses observations. Les rapports annuels seront fournis pour information. L'USAID sera ampliataire de ces rapports et plans dans le meme but.

ARTICLE 7:

La DVPC jouera un rôle de facilitateur vis-a-vis de CLUSA dans ses rapports avec les services du Gouvernement Nigerien avec lesquels cette derniere pourrait être amenée a établir des relations dans le cadre de ses activités.

ARTICLE 8:

Dans le cadre d'exécution du projet CLUSA signera des protocoles ou conventions avec des structures du Gouvernement nigèrien ainsi qu'avec des institutions bancaires, des organisations non-gouvernementales, des programmes de développement. Le DVPC visera ces protocoles.

TITRE D: GESTION DES RESSOURCES

ARTICLE 9:

La CLUSA est responsable du recrutement et de la gestion du personnel du projet DOR. La CLUSA recrutera le personnel necessaire pour executer le projet DOR selon les termes de reference établis dans le document du projet et selon les codes et reglements Nigeriens.

ARTICLE 10:

CLUSA gérera ses ressources financières et materielles de façon independente en se soumettant aux conditions spécifiques de l'Accord de Subvention signé avec l'USAID.

TITRE E: ASSISTANCE A LA DVPC

ARTICLE 11 :

Le projet apportera son assistance a la DVPC dans ses activites de formulation de politiques et de planification dans le cadre de son action en direction du mouvement coopératif. Cette assistance couvrira les domaines suivants :

a) les consultants a court-terme (42 homme jours)

b) le financement de séminaires et rencontres periodiques sur le mouvement coopératif à l'intention de tous les projets et organismes intéressés pour une harmonisation de l'appui au mouvement coopératif.

c) un voyage d'etude aux Etats Unis pour visiter les cooperatives, les agences gouvernementales du service de la vulgarisation et pour discuter avec les cooperateurs . L'objectif du voyage d'étude est de former les participants et les informer sur la nature de l'intervention des agences gouvernementales en direction du mouvement coopératif.

d) plusieurs voyages d'etudes dans des pays Africains dans le meme but que (c)

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TITRE F: CONFLITS ET ARBITRAGE

En cas de conflit, en premiere instance, la partie intéressée devra adresser à son partenaire une lettre précisant la nature ainsi que le fondement des plaintes. Après discussion, si on ne trouve pas une entente, les deux parties se référeront à l'autorité supérieure.

TITRE G: APPROBATION ET MODIFICATION

ARTICLE 12 : Le présent protocole peut être modifié à la demande de chacune des parties signataires. Pour ce faire, la partie intéressée devra adresser à son partenaire une lettre précisant la nature ainsi que le fondement des modifications demandées. Des rencontres et des discussions doivent faire suite à cette correspondance et les modifications acceptées d'accord partie doivent faire l'objet d'un avenant au présent protocole.

ARTICLE 13 : Le présent protocole ne deviendra effectif qu'après autorisation par l'USAID du Projet de Développement des Organisations Rurales (DOR) et que l'AID et le Ministère de l'Agriculture et l'Environnement aient pris acte par écrit de sa signature par les parties impliquées.

Fait a Niamey, le 9/6/1989

Lu et accepté par le Directeur Régional de CLUSA pour l'Afrique

COOPERATIVE LEAGUE OF THE USA (CLUSA) BP 12 808 Niamey - Niger

Lu et accepte par le Directeur de la Vulgarisation et de la Promotion Coopérative

A. Tassiou

Visa de M. le Directeur de l'USAID à Niamey

Visa de M. le Ministre de l'Agriculture et de l'Environnement

TA/HT
République du Niger
CONSEIL SUPERIEUR D'ORIENTATION NATIONALE

MINSTERE DE L'AGRICULTURE ET
DE L'ENVIRONNEMENT

orig. Circuit to HB

Niamey, le 31 JUIN 1989

Le Secrétaire d'Etat Chargé du
Développement Coopératif

N°38 - 38 /MAG/E/DVPC

A JUN 14 REC'D

Monsieur le Directeur de l'U.S.A.I.D

- NIAMEY -

ACTION: ADO
INFO: DIR: DD
CHRON

DUE DATE:6-22-89

Objet : Projet de Développement des Organisations rurales (DOR)

REF : V/L N° 0158 du 17 Février 1989.

Monsieur,

Suite à votre lettre ci-dessus référée, j'ai l'honneur de porter à votre connaissance les observations de mon département, relatives au futur projet "DOR", à l'appui au SPC/DVPC et à la composition de l'équipe CLUSA.

1) LE PROJET DOR

Nous adhérons totalement à la proposition d'autonomie d'exécution du futur projet.Néanmoins, compte tenu des attributions qu'elle a à remplir, la Direction de la Vulgarisation et de la Promotion Coopérative doit être pleinement impliquée. C'est pourquoi la CLUSA et la DVPC doivent être des partenaires dans la programmation, le suivi et l'exécution de ce projet. De ce fait, la DVPC doit faire part de ses observations sur tous les plans de travail élaborés par l'agence d'exécution (CLUSA). Une fois les plans établis et convenus d'accord partie, CLUSA peut exécuter le programme comme planifié avec comme seule condition, l'envoi de rapports d'exécution périodiques à la DVPC.

A ce sujet je vous fais parvenir pour visa un protocole d'accord entre la DVPC et CLUSA fixant la nature des relations entre les deux institutions. Les clauses dudit protocole rencontrent mon agrément.

0202102 ./.

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2) L'APPUI AU SERVICE DE PROMOTION COOPERATIVE

Comme vous avez eu à le relever, ce service a un rôle important à jouer dans la promotion coopérative. Vous trouverez ci-jointe une requête d'appui à ce service.

3) LA COMPOSITION DE L'EQUIPE CLUSA

Concernant la composition de l'équipe CLUSA pour le futur projet, elle découle de ce que le DOR sera avant tout un projet de formation, exigeant comme nous l'avons déjà dit, de sérieuses compétences techniques tant sur l'aspect pédagogique que sur la capacité d'animer et de coordonner le travail d'une équipe. La situation actuelle se caractérise malheureusement par un manque d'interlocuteur technique pour la DVPC, ce qui se traduit par une insuffisance de collaboration entre la DVPC et le Volet Formation Coopérative. Nous ne voulons bien évidemment pas prolonger cette situation dans le cadre du nouveau projet. Aussi, faudrait-il envisager la possibilité d'avoir 2 postes, conformément à ce qui est convenu entre la DVPC et le Responsable de la CLUSA pour l'Afrique.

a) Celui de coordonnateur de l'équipe, en même temps responsable des aspects administratifs compte tenu de l'importance de ce point pour CLUSA;

b) Celui de responsable technique qui doit nécessairement être un formateur animateur d'équipe et partenaire technique de la DVPC dans l'appréciation des programmes de travail établis.

Veuillez recevoir Monsieur le Directeur, l'assurance de ma parfaite considération.

P.J : 1/ - Propositions d'appui institutionnel au service de promotion coopérative

2/ - Protocole d'accord entre la DVPC et CLUSA.

Ampliation :
CLUSA ..... 1.
MAG/E ..... 1.

DOURAMANE MOUSSA

Attachment 1

Methods of Implementation and Financing

Method of Implementation	Method of Financing	Amount ($000)
Cooperative Agreement, CLUSA (direct assistance)	Direct Payment	$8,800
Evaluation/Monitoring A.I.D. direct	Direct Payment	150
Audit A.I.D. direct	Direct Payment	50
Total:		$9,000

DOC:1095l

Attachment 2

UNCLASSIFIED STATE 264243

625-0960

ACTION: AID INFO: AMB DCM /3

AID00MO203
DE RUEHC #4243 2321633
ZNR UUUUU ZZH
P 182632Z AUG 89
FM SECSTATE WASHDC
TO AMEMBASSY NIAMEY PRIORITY 0979
BT
UNCLAS STATE 264243

AID/AC

E.O. 12356: N/A
TAGS:
SUBJECT: RURAL ORGANIZATIONS DEVELOPMENT PROJECT
(683-0262)

ON APRIL 4, 1989, THE AFRICA BUREAU ENVIRONMENTAL
OFFICER APPROVED A CATEGORICAL EXCLUSION FOR INITIAL
ENVIRONMENTAL EXAMINATION FOR THE SUBJECT PROJECT.
EAGLEBURGER
BT
#4243

NNNN

AUG 18 Recd

LOC: 261 443
18 AUG 89 0935
CN: 39617
CHRG: AID
DIST: AID

ACTION: PDO
INFO: DIR: DD
PROG
ADO
CH.CN

DUE DATE: 8-25-89

UNCLASSIFIED STATE 264243

ACTION RECORD
NIAMEY Noted
Date
Initials 8/18

001524 117

WASHINGTON, D.C.

INITIAL ENVIRONMENTAL EXAMINATION

OR

CATEGORICAL EXCLUSION

Project Country: Niamey, Niger

Project Title: Rural Organizations Development (683-0260)

Funding: FY (s) 89-94 $ 8,500,000

IEE Prepared by:

Environmental Action Recommended:

Positive Determination _____
Negative Determination _____

Categorical Exclusion:

This activity meets the criteria for Categorical Exclusion
Environmental Threshold Decision

This is a technical assistance and training program that does not include activities directly affecting the environment. (Section 216.2(c)(2)(i)).

Concurrence:
Bureau Environmental Officer
Bessie L. Boyd, AFR/TR/ANR

APPROVED X
DISAPPROVED _____
DATE 4/4/89

Clearance: GC/AFR _____ Date 17 Apr 89
Pauline Johnson, GC/AFR

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Attachment 3

683-0260

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

JUL 17 1989

ACTION MEMORANDUM FOR THE DEPUTY ASSISTANT ADMINISTRATOR FOR AFRICA

FROM : AFR/SWA, Roger Simmons (Acting Director)

ACTION: PROG
INFO: DIR: DD
CONT
ADO
PDO
CHRON

SUBJECT : FAA Section 121(d) Determination for Niger - Rural Organization Development (683-0260))

Purpose: To make a finding that the Determination set out in Section 121(d) of the Foreign Assistance Act of 1961, as amended (the "FAA"), for Development Fund for Africa Funds is not required for the subject project. Funds for this project will be obligated thru a cooperative agreement with the Cooperative League of the U.S.A.

DUE DATE: 8-3-89

Background: Section 121(d) states:

> Funds available to carry out this section (including foreign currencies acquired with funds appropriated to carry out this section) may not be made available to any foreign government for disbursement unless the Administrator of the Agency for International Development determines that the foreign government will maintain a system of accounts with respect to those funds which will provide adequate identification of and control over the receipt and expenditure of those funds.

The authority to make the required determinations was delegated to the Assistant Administrator, Bureau for Africa, in Delegation of Authority No. 500 dated January 6, 1982. The Deputy Assistant Administrators, Bureau for Africa, have the authority to make these determinations pursuant to alter ego authority delegated to them through Delegation of Authority No. 552 to the Senior Deputy Assistant Administrator on July 17, 1986, and Delegation of Authority No. 555 to the Deputy Assistant Administrator on September 22, 1987.

There is no longer a Sahel Development Program appropriation account, inasmuch as appropriations to carry out the provisions of FAA Section 103 through 106 and Section 121 are now a part of the Sub-Saharan Africa, Development Assistance, appropriation. However, the Joint Explanatory Statement of the Committee of Conference for the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 1988 (the Continuing Resolution for FY 1988), provides that it is the intent of the Conferees that provisions of law that make reference to FAA Section 121 (and to FAA Section 103 through 106) will apply to funds made available from the Development

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Fund for Africa appropriation. The Conference Report accompanying the FY 1989 Appropriations Act states, with respect to be DFA account, that the "Assistance should continue to be implemented in accordance with the statement of managers accompanying P.L. 100-202" (the Continuing Resolution for FY 1988).

Discussion: In Niamey 05974, dated July 12, 1989, (copy attached), the Mission Director in Niger has certified that no Development Fund for Africa funds will be made directly available to the Government of Niger for disbursement concerning the Rural Organization Development Project (683-0260).

Recommendation: I recommend that you approve a finding that a determination pursuant to FAA Section 121(d) is not required for the Rural Organization Development Project (683-0260).

Attachment: Niamey 05974

APPROVED: [signature]

DISAPPROVED: _____

DATE: Jul 19, 1989

Clearances:
GC/AFR, Pauline Johnson [signature] 19 Jul 89

Drafter:AFR/SWA:Nancy McKay:07/10/89:vd:0989U

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5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A includes criteria applicable to all projects. Part B applies to projects funded from specific sources only: B(1) applies to all projects funded with Development Assistance; B(2) applies to projects funded from Development Assistance loans; and B(3) applies to projects funded from ESF.

CROSS REFERENCES:	IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?	Yes Yes

A. GENERAL CRITERIA FOR PROJECT

1.	FY 1987 Continuing Resolution Sec. 523; FAA Sec. 634A. Describe how authorization and appropriations committees of Senate and House have been or will be notified concerning the project.	Congressional Presentation TN cleared 8/10/89
2.	FAA Sec. 611(a)(1). Prior to obligation in excess of $500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?	Yes Yes
3.	FAA Sec. 611(a)(2). If legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?	New statutes for cooperative movement are in place prior to approval this activity. The project could operate without statutes, as did its predecessor.
4.	FAA Sec. 611(b); FY 1987 Continuing Resolution Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)	N/A

X

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5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?	N/A
6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.	No
7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	The project is a cooperative development effort. a) Its activities will include support to trade related to agricultural b) production. Cooperatives c) are considered to be part of the private sector in Niger. e) Informal training under the project for coop members is intended to improve the efficiency of coop trade activities.
8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	The project is implemented by a U.S. Private Voluntary Organization (CLUSA).
9. FAA Secs. 612(b), 636(h): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.	Not applicable to Niger. Note beneficiaries (coops) do contribute in-kind and in local currency to cost of program.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?	No

11. FY 1987 Continuing Resolution Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A

12. FY 1987 Continuing Resolution Sec. 558 (as interpreted by conference report). If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (b) in support of research that is intended primarily to benefit U.S. producers? N/A No No

13. FY 1987 Continuing Resolution Sec. 559. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? No

14. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (a) stress the importance of conserving and sustainably managing forest resources; (b) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (c) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (d) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (e) help conserve forests which have not yet been degraded, by helping to increase production on lands already cleared or degraded; (f) conserve forested watersheds and rehabilitate those which have been deforested; (g) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (h) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (i) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (j) seek to increase the awareness of

Yes

The project is for development of rural cooperatives with potential for economic viability. Most activities will relate to agriculture, small trade, etc. However, in the predecessor project CLUSA has been actively involved in organizing cooperative efforts in forest management projects (e.g., the AID-financed Forestry and Land Use Planning Project and its continuation). Support to these coops will continue, and development of new such coops may be a feature of the new project, if potentially viable organizations can be identified in the project zones.

U.S. government agencies and other donors of the immediate and long-term value of tropical forests; and (k) utilize the resources and abilities of all relevant U.S. government agencies?

15. FAA Sec. 119(g)(4)-(6). Will the assistance (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

N/A

16. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate sysem for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)?

Exclusion. No funds go to host government.

17. FY 1987 Continuing Resolution Sec. 532. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution?

NO

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and

The project will work directly with rural coop members, who are considered to be among the poor. The project supports the development of cooperatives Special efforts will be made to involve women in economically productive activities. Cooperative trade promotion is in coordination with organizations in Nigeria, Togo and Benin.

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	insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.	(see previous page)
b.	FAA Secs. 103, 103A, 104, 105, 106, 120-21. Does the project fit the criteria for the source of funds (functional account) being used?	Yes (DFA)
c.	FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?	Yes
d.	FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to whch the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?	Not required in Niger (waived for RLDC)
e.	FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?	Yes. Monitoring and evaluation systems in place in project and at USAID

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.	Cooperative training for Niger has been designed to take into consideration needs, desires and capacities of client groups (all training is based on specific requests and formal agreement of all parties). This type of training reinforces ability of individuals and groups to participate in self-government.
g. FY 1987 Continuing Resolution Sec. 540. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?	No
Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?	No
Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?	No
h. FY 1987 Continuing Resolution: Is the assistance being made available to any organization or program which has been determined to support or participate in the management of a program of coercive abortion or involuntary sterilization?	No
If assistance is from the population functional account, are any of the funds to be made available to voluntary family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services?	N/A
i. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?	Yes. Noncompetitive selection approved for Cooperative Agreement with CLUSA. Remainder of project ($200,000) subject to competition.

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j.	FY 1987 Continuing Resolution. How much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?	None. 98% of funding tied to Cooperative Agreement with CLUSA.
k.	FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project (a) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (b) take full account of the environmental impacts of the proposed activities on biological diversity?	N/A
l.	FAA Sec. 118(c)(14). Will assistance be used for (a) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (b) actions which significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas?	No No
m.	FAA Sec. 118(c)(15). Will assistance be used for (a) activities which would result in the conversion of forest lands to the rearing of livestock; (b) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undegraded forest lands; (c) the colonization of forest lands; or (d) the construction of dams or other water	No No No No

control structures which flood relatively undegraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

2. Development Assistance Project Criteria (Loans Only) — All N/A

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

c. FY 1987 Continuing Resolution. If for a loan to a private sector institution from funds made available to carry out the provisions of FAA Sections 103 through 106, will loan be provided, to the maximum extent practicable, at or near the prevailing interest rate paid on Treasury obligations of similar maturity at the time of obligating such funds?

d. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

3. <u>Economic Support Fund Project Criteria</u> All N/A

a. <u>FAA Sec. 531(a)</u>. Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

b. <u>FAA Sec. 531(e)</u>. Will this assistance be used for military or paramilitary purposes?

c. <u>ISDCA of 1985 Sec. 207</u>. Will ESF funds be used to finance the construction, operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?

d. <u>FAA Sec. 609</u>. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

Attachment 5

ACTION MEMORANDUM FOR THE MISSION DIRECTOR

FROM: D/S/ADO, Kevin J. Mullally

THRU: S/ADO, Ernest F. Gibson

SUBJECT: Approval of Preliminary PVO Proposal: Rural Organizations Development Project (683-0260)

ACTION: Your approval is required to submit to AID/Washington the attached proposal from the National Cooperative Business Association/Cooperative League of the USA (NCBA/CLUSA) for a Rural Organizations Development Project. CLUSA has requested a grant of $ 8.5 million for a five year national cooperative development and training activity. USAID has proposed that this program be funded under a Cooperative Agreement, and that re-delegation of authority for field approval of this activity be sought from AID/W.

DISCUSSION:

A. Background

CLUSA has carried out cooperative development activities in Niger since 1985 under A.I.D. funding. The current CLUSA Cooperative Agreement falls under the USAID Agricultural Production Support Project (683-0234), which currently has a Project Assistance Completion Date (PACD) of June 30, 1989.

The Government of Niger has requested, and CLUSA has developed a proposal for a five year follow-on project, Rural Organizations Development (ROD). USAID has entered into a Cooperative Agreement with CLUSA to support design costs of this program using the collaborative assistance approach outlined in AID Handbook 13, Appendix 6B.

A preliminary PID-like proposal was prepared by CLUSA, with collaboration and input from the appropriate technical offices of the Government of Niger, and currently reflects the observations and comments of the Government's review.

B. Project Description

ROD contributes to the goal of national food self-reliance and increased incomes for the rural population. The project's purpose is to expand the private sector role in rural areas through the development of viable cooperatives engaged in productive economic activities.

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The project builds on and expands the current, highly acclaimed cooperative development and training activities executed by CLUSA in Niger which stress economic activities and private initiative. The cooperative training and development activity will continue the "Village Based Training" approach initiated in the first phase, and as such will maintain primary contact at the village and arrondissement level.

The current cooperative development activity is operated under the umbrella of the Agricultural Production Support Project, in close collaboration with the Ministry of Agriculture and Environment's (MAG/E) "Direction de la Vulgarisation et de la Promotion Cooperative (DVPC)". USAID and CLUSA agree that the commencement of the ROD project will be an opportune time to establish a more autonomous project structure which can continue to function after the termination of project assistance. The role of the government will stress policy development; the DVPC will play an oversight role in the development, training and monitoring of cooperatives and cooperative activities.

The ROD project will provide opportunities for the relevant government services to better develop their roles in relation to the cooperative movement, through training and visits to the U.S. and other countries with active cooperative movements.

The ROD project will also continue the guarantee fund originally included in the APS project. The fund will be increased to accommodate the anticipated growth of economic activities throughout Niger. The purposes of the guarantee fund will continue to be to (a) provide a mechanism to supply credit to the cooperatives for the financing of economic activities; (b) develop a rural credit system based on the private and commercial banking system; (c) and to provide a credit mechanism for purchase of agricultural inputs if the cooperatives determine that this is an optimal use of their credit capacity. The fund is provided through the ASDG counterpart fund.

In the Annual Budget Submission (ABS) new project narrative for the ROD, one of the purposes was "to complete the transformation of the parastatal agriculture input distribution agency into fully institutionalized systems owned and managed by the cooperatives and the private sector." This was to be a continuation of an APS activity, also supported by CLUSA. The APS project has made substantial progress in assisting the Centrale d'Approvisionnement (CA), the parastatal agency, to institutionalize an improved system of internal management and accounting. Inventory control and stock management are the areas of greatest improvement. The project has been less successful in moving the CA's management toward a more entreprenurial orientation. In part for this reason, but largely because of external factors outside of the CA's control, the project has not succeeded in moving the CA toward financial self-sufficiency or to the longer term objective of cooperative/private enterprise participation. Problems encountered by the APS in achieving the

latter objectives are highlighted in two project-sponsored studies (1985 and 1986) and in the 1988 "First External Evaluation of the Niger APS." An analysis of the CA and possible alternatives for improving its profitability was completed in August 1988. Partly due to the lack of progress in moving the CA towards profitability as a cooperative owned and managed enterprise, but primarily due to the disparate nature of the two activities, USAID has decided that the ROD project is not the appropriate mechanism for assistance to the CA.

USAID remains interested in the input subsidy and privatization issue, but does not plan any further, direct assistance until the resolution of whether the CA can truly operate autonomously or whether it will continue its mandate to distribute agricultural inputs throughout Niger.

The proposed Cooperative Agreement will finance 12 person years of long term expatriate technical assistance and 20 person months of short term TA, 30 person years of long term national professional staff, 200 person years of field staff and 25 person years of support staff. The agreement will also provide for short term training in Niger, study tours for cooperative leaders and certain government officials, commodities and operating expenses. The life of project cost is estimated at $ 8.5 million, allocated as follows:

	Budget Item	LOP ($ 000) Amount
I.	Technical Assistance	
	Expatriate	1,205
	National	1,955
II.	Travel and Transportation	1,432
III.	Commodities	703
IV.	Training	477
V.	Evaluation & Audit	132
VI.	Other	414
VII.	Overhead and G + A	2,177
	Total	8,500

C. Relationship to USAID Strategy and Programs

As indicated by CLUSA in the proposal, the ROD project is fully consistent with A.I.D's strategy for Niger, and contributes directly to the Action Plan objective of increased diversity and efficiency of agropastoral product markets.

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USAID's approved CDSS strategy for agriculture development includes cooperative and self-managed rural organizations in two forms:

(1) The agriculture policy reform strategy includes strengthening the role and participation of the private sector (including cooperatives) in production and distribution in the following areas: agriculture inputs, grain marketing, cross border trade, seed multiplication and credit.

(2) The strengthening of self-managed rural organizations strategy includes cooperative training, cooperative organization and management, and the development of rural credit unions.

USAID/Niger uses two assistance modalities to implement its strategy:

(1) Specific policy reform actions involving legal structural changes, and implementing policy/economic reforms under the existing Agriculture Sector Development Grant and Niger Economic Policy Reform Program, and;

(2) Specific technical assistance activities, both in terms of strengthening self-sustaining local organizations across the country and in specific local projects.

Ongoing policy dialogue/sector policy reform activities include, inter alia:

-- Reduction of subsidies of distributed agriculture inputs;

-- Increased participation of private sector and cooperatives in grain marketing and village level storage;

-- Increased participation of cooperatives and private sector in cross border trade;

-- Decreased role of the government in seed multiplication and distribution (FY 1987 amendment of Agriculture Sector Development Grant);

-- Implementation of an experiment in cooperative savings and credit unions (ASDG rural credit component); and

-- Elimination of export taxes on agricultural products such as cowpeas and livestock products.

Technical assistance/institutional development efforts include:

-- CLUSA's current cooperative training and development activity under Agricultural Production Support which consists of literacy/numeracy training, local cooperative management and planning of economic activities, training of trainers and loan guarantee funds;

— Improving the management of the national agriculture inputs supply system (APS);

-- Forest/firewood management cooperative at Guesselbodi, a participatory approach to managing natural resources on a sustained and economic basis, begun under FLUP and continued with local currency through ASDG;

-- Majjia Valley pole and firewood management and sales cooperative set up to rationally manage collective windbreak plantings (ASDG local currency support);

— Two different local currency funded activities in three departments aimed at improving the profitability and efficiency of existing small artisan industries through diversification, improved process and management techniques, and the promotion of local processing of agricultural and livestock products.

D. Policy Issues

The project committee identified the following issues requiring resolution if a true cooperative movement is to develop in Niger. CLUSA has agreed to address these more fully in the final proposal.

- The current agricultural co-op laws have been structured from the top-down, on a geographic/administrative basis to achieve nationally determined goals and objectives of production. True cooperatives are organized from the bottom up, and the priorities and needs addressed are those determined by the members. CLUSA developed cooperatives have worked within existing legislation, but are constrained by the cooperative boundaries as described in the existing legislation, and must function as "specialized activities" of government recognized cooperatives. To truly develop a national co-op movement based on free association, existing laws and policies must be modified.

- Virtually all government officials involved in co-op development and monitoring in Niger have an agricultural background (the Cooperative Promotion Service Chief is an agronomist, or "Ingenieur Agronome") rather than business, management, or accounting backgrounds. Their skills and training are not necessarily appropriate for the organization, development, or management of cooperatives. As cooperatives have been identified as one of the "engines of development" of rural and agricultural life, these officials often presume to know more about co-ops than they really do, and attempt to influence them so they correspond to the agricultural extension methodologies they know.

- Already under active discussion is the question of oversight for the ROD activity. The direction of the CLUSA proposal is towards more independence, which to achieve would probably require some form of registration similar to that for PVOs. This would presumably distance CLUSA from direct supervision by a ministry. However, the actual definition of this procedure, and the eventual, possible break from the Ministry of Agriculture will be difficult. This oversight or "tutelage" is a similar issue to that faced by the Credit Union activity under ASDC and must be addressed early in project operations.

- The eventual question of distribution of profits to participating cooperative members, equal to their patronage, must be addressed during this phase of the project.

- A plan must be made for the future of the guarantee fund following the project. Perhaps more realistic than the issue of increased overall risk assumption by the bank, are the negotiations to "graduate" individual cooperatives from the fund as their reputations as good bank clients become established.

- Credit studies in Niger have identified as one constraint the reluctance of women to associate and invest with men in economic activities. An emphasis of this project will be to identify potential women's groups and economic activities attractive to these groups and facilitate their organization, development, financing, and management.

E. Selection of Assistance Recipient

NCBA/CLUSA is a United States cooperative development organization and a Private Voluntary Organization registered with AID/Washington.

Competition is not required for this assistance award, because it is a "follow-on assistance award intended to continue or further develop an existing assistance relationship." (HB 6, Chapter 2.B.3.d., dated 5/26/88.) The ROD Cooperative Agreement builds on the Cooperative Agreement under the Agricultural Production Support Project. The decision not to compete is also justified because CLUSA has unique qualifications as a cooperative development organization among the American PVO community. The cognizant grant officer for the design phase awarded a Cooperative Agreement on the basis of no competition. The design and implementation of the ROD project follow the collaborative assistance approach to "encourage more effective collaboration between all parties at important stages including the design stage ....."

F. Waiver of Requirement for 25% Non-USG Contribution

CLUSA has requested, and USAID approves, waiver of the requirement for 25% non-US government contribution on the basis that:

- No such requirement exists for projects in Niger in general.

- CLUSA fits the criterion stated in 87 State 331065 that "the PVO's program supports specific provisions of FAA or other legislation which at the outset and for an undetermined period of time have no independent source in income (e.g. development of cooperatives)."

Note that CLUSA will mobilize non-USG contributions to the project, as it has done under the APS grant. CLUSA has stated its intention to increase the non-USG financing of this activity over the course of the grant. However, it is highly unlikely that the goal of 25% could be met within a five year time period. No other program supported by A.I.D. in Niger is required to meet this standard.

The waiver will be submitted formally to the cognizant grant officer at the time of the authorization of the grant to CLUSA. This is consistent with guidance in Policy Determination 16, dated October 9, 1987 "Program Financing Arrangements with Independent Organizations."

G. Pursuant to AID Handbook 3, Appendix 20 216.2 (c) (2) (i), an IEE is not required. A determination of categorical exclusion is attached.

Recommendation: The USAID project committee has reviewed the attached PID-like proposal from CLUSA/NCBA and concludes the substance of the proposed activity is consistent with AID policy and USAID strategy; the plan is technically and economically sound, and the proposed activities can be completed within the life of this project. The project committee recommends that you sign below indicating your approval of this prelimary proposal so that it may be submitted to AID/W for review, and requesting redelegation of authority to USAID/Niger for review and authorization of the final proposal.

Approved: _____

Disapproved: _____

Date: _____

MAR 14 1989

Drafted: D/S/ADO: KJMullally KJM date 2/28/89
Clearances: PDO: EKerst _____ date _____
A/PDO: CStover DRAFT date 3/1/89
CONT: PCallen _____ date _____
HO/EXO: JEHilayer _____ date _____
ECON: FMartin _____ date _____
PROG: BBoyer DRAFT date 3/1/89

INITIAL ENVIRONMENTAL EXAMINATION

COUNTRY: Republic of Niger

PROJECT TITLE: Rural Organizations Development (ROD) (683-0260)

FUNDING: Proposed Life of Project Funding - $8,500,000 (DFA)

PERIOD OF PROJECT: Five years (7/89 - 7/94)

Activity Description: ROD contributes to the goal of national food self reliance and increased incomes for the rural population. The project's purpose is to expand the private sector role in rural areas through the development of viable cooperatives engaged in productive economic activities. The project consists of dollar disbursements for technical assistance, commodities, training, evaluation and local costs which support the overall objectives of the project.

Environmental Action Recommended: Categorical Exclusion in accordance with A.I.D. H.B.3, App. 2D:216.2 (c)(2)(i). This is a technical assistance program for training of cooperative members in such areas as literacy, bookkeeping and business skills. There will be no construction or other activities directly affecting the environment.

IEE Prepared by: Erna Kerst, Project Development Officer, USAID/Niger

Reviewed by: Ernest Gibson, Mission Environmental Officer, USAID/Niger

Determination: George T. Eaton, Mission Director, USAID/Niger

Approved: _____

Date: _____

Bureau Environmental Officer's Recommendation:

Approved: ref State 264243

Disapproved: _____

Date: 4/4/89

UNCLASSIFIED

Attachment 16

STATE 160235/01

683-0260 E AGR/3

LOC: 243 382
26 MAY 89 0124
CN: 29381
CHRG: AID
DIST: AID

ACTION: AID INFO: AMB DCM /3

VZCZCNMO188
PP RUEHNM
DE RUEHC #0235/01 1480459
ZNR UUUUU ZZH
P R 2604592 MAY 89
FM SECSTATE WASHDC
TO RUEHNM/AMEMBASSY NIAMEY PRIORITY 6683
INFO RUEHAB/AMEMBASSY ABIDJAN 5652
BT
UNCLAS STATE 160235

AIDAC, ABIDJAN FOR REDSO/WCA

MAY 22 RECD

ACTION: AID
INFO: DIR;DD
PROG
GDO
CHRON
DATE DUE: 5/30/89

E.O. 12356: N/A
TAGS:
SUBJECT: REVIEW OF PID FOR RURAL ORGANIZATIONS DEVELOPMENT (683-0260)

ACTION RECORD
NIAMEY
Date
Initials

1. PROJECT COMMITTEE MET APRIL 7 TO REVIEW SUBJECT PID, ASSISTED BY PRESENTATION AND RESPONSE TO QUESTIONS BY CLUSA REP JIM ALRUTZ. SEVERAL ISSUES WERE DISCUSSED AND RESOLVED SATISFACTORILY, WITH SOME CONCERNS EXPRESSED REGARDING FINAL DESIGN BEING INCORPORATED IN THE GUIDANCE OFFERED BELOW. COMMITTEE'S CONSENSUS WAS THAT THIS WAS A COMPLETE, WELL PREPARED AND CLEARLY PRESENTED PID. ACCORDINGLY, A FORMAL ECPR MEETING WAS NOT DEEMED TO BE NECESSARY. THE MISSION IS AUTHORIZED TO COMPLETE THE PROJECT PAPER AND APPROVE THE PROJECT IN THE FIELD IN ACCORDANCE WITH DOA 551, AS AMENDED, AND THE GUIDANCE OUTLINED BELOW.

2. FOLLOWING POINTS SHOULD BE ADDRESSED IN THE PROJECT PAPER:

A. RATIONALE FOR NON-COMPETED COOPERATIVE AGREEMENT AS FOLLOW-UP TO EXISTING RELATIONSHIP WITH CLUSA (NOW CONTAINED IN ACTION MEMORANDUM) SHOULD ALSO BE STATED IN BACKGROUND AND/OR IMPLEMENTATION SECTION OF PP. WHILE THIS WAS AN ISSUE SUCCESSFULLY ADDRESSED AT THE ISSUES MEETING, THE CASE FOR NON-COMPETITIVE SELECTION OF GRANTEE SHOULD BE PART OF FINAL DESIGN DOCUMENT, WITH INDICATION OF THE CONCURRENCE OF REDSO CONTRACT OFFICER. ALSO IEE AND SECTION 110 WAIVER OF 25 PERCENT CONTRIBUTION, WHICH APPEAR IN ACTION MEMO, SHOULD BE REPEATED IN BODY OF PROJECT PAPER. IEE'S CATEGORICAL EXCLUSION HAS BEEN REFERRED TO THE BUREAU ENVIRONMENTAL OFFICER FOR CONCURRENCE. WILL ADVISE WHEN CLEARED.

B. POLICY ENVIRONMENT AND LINK WITH AG SECTOR DEVELOPMENT GRANT I SHOULD BE THOROUGHLY DISCUSSED IN THE PP, ENSURING THAT ACTIVITIES UNDER ROD ARE COMPATIBLE WITH AND COMPLEMENT ASDG POLICY REFORMS AND THAT THE RELATIONSHIP IS FULLY EXPLAINED. FOR EXAMPLE, HOW WILL THE ROD FIT IN WITH THE CREDIT UNION ACTIVITIES

000714

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C. NEED FOR MORE EVIDENCE OF FINANCIAL SUSTAINABILITY OF COOPERATIVES WAS FLAGGED AS A REQUIREMENT FOR ANALYSIS IN PP. THE MOST SERIOUS CONCERN AT ISSUES MEETING WAS THAT COOPERATIVES MIGHT BE UNABLE TO SUSTAIN GAINS ACHIEVED UNDER THE PROJECT AFTER EXTERNAL FUNDING ENDS. PID DEVOTES CONSIDERABLE ATTENTION TO TRAINING FUNCTIONS, AND NOTES AT LEAST PARTIAL COST RECOVERY FEATURE THROUGH LONGER USER FEES. OTHER EXAMPLES OF SUSTAINABLE ECONOMIC ACTIVITIES ARE NEEDED IN THE PP TO DEMONSTRATE GROWTH AND INVESTMENT POTENTIAL OF COOPERATIVES. CONVINCING CASE MUST BE MADE THAT COOPERATIVES WILL BE ABLE TO THRIVE AFTER THE PROJECT AND TO SUSTAIN THE ADVANCES MADE THROUGH ASSISTANCE PROVIDED BY CLUSA.

D. MISSION AND PP TEAM SHOULD SEEK TO OBTAIN FROM BIAO AND OTHER BANKS WHICH HOPEFULLY CAN BE INDUCED TO PARTICIPATE, A TIMETABLE FOR TAKING OVER LOAN GUARANTY FUND, PREFERABLY BASED ON A DESCENDING FORMULA FOR LOAN GUARANTIES AND A CORRESPONDING RISING ASSUMPTION OF RISK BY THE BANKS AND OFFERING OF COLLATERAL BY BORROWERS.

E. PP SHOULD EMPHASIZE NEED FOR APPROPRIATE BASELINE DATA ON CLIENT PROFILE, WOMEN MEMBERS, MAKE-UP OF COOPERATIVES, ETC, ALONG WITH METHODOLOGY ON HOW TO MEASURE PROJECT IMPACT ON THE TARGET POPULATION. WE

ENDORSE EMPHASIS ON PARTICIPATION BY WOMEN AND URGE MISSION TO FOLLOW THROUGH TO ENSURE THAT DESIRED IMPACT IS ACHIEVED AND CAN BE PROPERLY MEASURED.

G. WHILE PID'S MONITORING AND EVALUATION PLAN IS VERY GOOD FOR THIS STAGE OF DESIGN, IT IS BASED ON CLUSA'S M&E REQUIREMENTS. PP SHOULD PRESENT MISSION'S OWN M&E PLAN AND BUDGET WHICH IS SEPARATE AND INDEPENDENT FROM LETTER OF COMM
TMENT UNDER CLUSA.S
COOPERATIVE AGREEMENT. BUDGET FOR M&E REQUIREMENTS SHOULD BE ITEMIZED, AS UNITEMIZED PID AMOUNT OF DOLS 132,000 APPEARS TO UNDERFUND TOTAL MISSION AND EXTERNAL M&E ACTIVITIES.

H. MISSION SHOULD REVIEW OVERALL PROJECT BUDGET FROM ITS OWN PERSPECTIVE, TO ENSURE THAT ALL MISSION REQUIREMENTS ARE COVERED AND THAT LINE ITEM AMOUNTS ARE REALISTIC AND REASONABLE.

I. IN LOGFRAME, MOST OUTPUTS ALL TOO GENERAL OR EXPRESSED AS PROCESSES, E.G. COOPS MANAGE ECONOMIC

ACTIVITIES OR COOPS ENGAGE IN REVENUE PRODUCING ACTIVITIES. MORE SPECIFICITY WOULD BE HELPFUL IN ASSESSING ACHIEVEMENTS IN FUTURE PIRS AND EVALUATIONS. SECOND COLUMN ON INDICATORS LISTS TARGET NUMBERS, MOSTLY RELATED TO TRAINING, BUT IT IS NOT CLEAR JUST HOW THIS TRAINING WILL BE APPLIED TO ACHIEVE OUTPUTS. SUGGEST PROJECT OUTPUTS BE REFINED AND SHARPENED TO REFLECT SPECIFIC INSTITUTIONAL IMPROVEMENTS OR THE ESTABLISHMENT OF NEW CAPABILITIES, SUCH AS SIXTH OUTPUT LISTED (MODEL FOR PRIVATE NIGERIEN COOPERATIVE TRAINING ORGANIZATION ESTABLISHED).

J. REGARDING APPLICABILITY OF FAA SECTION 611.A.2 SINCE COOPERATIVE ENTERPRISE PROMOTION IS ONE OF THE PRINCIPAL COMPONENTS OF THE ROD PROJECT, MISSION SHOULD CONSIDER CAREFULLY WHETHER THE LEGAL STATUS OF COOPERATIVES IN NIGER IS SUCH THAT THE COOPERATIVE MOVEMENT CAN OPERATE WITH THE FULL PROTECTION OF THE LAW AND THEREBY PROVIDE THE LEGAL UNDERPINNINGS UNDER WHICH ROD PROJECT OBJECTIVES CAN BE ACHIEVED. WE UNDERSTAND THAT STATUTES COVERING THE OPERATION OF COOPERATIVES ARE BEING PREPARED BY GON. IF APPROPRIATE LEGISLATION HAS ALREADY BEEN ENACTED BY THE TIME THE PP IS WRITTEN, A DISCUSSION OF THAT FACT SHOULD BE INCLUDED, AS WELL AS A BROAD OUTLINE OF THE MAJOR PROVISIONS WHICH MAY AFFECT OR IMPACT UPON THE ROD PROJECT. IF LEGISLATION HAS NOT BEEN ENACTED AND THE MISSION DETERMINES THAT SUCH LEGISLATION IS NEEDED IN ORDER TO ACHIEVE PROJECT OBJECTIVES, THEN A DISCUSSION OF THE POTENTIAL FOR THE TIMELY ENACTMENT OF SUCH LEGISLATION SHOULD BE INCLUDED IN THE PROJECT PAPER.

K. ON A RELATED ISSUE, THERE IS CONCERN HERE THAT THE GON HAS RETAINED EXCESSIVELY TIGHT CONTROL OF THE COOPERATIVE MOVEMENT, WITHHOLDING THE AUTOMONY AND FREEDOM OF OPERATION NECESSARY FOR GROWTH AND INSTITUTIONAL MATURITY. THIS IS KNOWN TO BE A CONCERN OF CLUSA IN THE CONTEXT OF THE PROSPECTIVE ROD PROJECT. THE MISSION SHOULD BE SENSITIVE TO THIS CONCERN IN ITS DEALINGS WITH THE GON ON THE ROD PROJECT. ALSO REQUEST MISSION ASSESSMENT PRIOR TO PROJECT AUTHORIZATION ON THE DEGREE TO WHICH PENDING LEGISLATION IS EXPECTED TO STRENGTHEN THE POSITION OF THE COOPERATIVES AND MISSION VIEWS ON OTHER WAYS TO REDUCE GOVERNMENT CONTROL OVER COOPERATIVES.

3. AS STATED IN PARA 1 ABOVE, MISSION MAY COMPLETE DESIGN AND AUTHORIZE THIS PROJECT WITHOUT REFERRAL OF PP TO AID/W. HOWEVER, REQUEST CABLE SUMMARY OF HOW GUIDANCE POINTS IN THIS MESSAGE WERE TREATED IN THE FINAL DESIGN DOCUMENT, INCLUDING QUESTIONS OF LEGISLATION AND GON CONTROL RAISED IN PARAS 2J AND 2K

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ATTACHMENT 7

RURAL ORGANIZATIONS DEVELOPMENT (ROD)
PROJECT NUMBER 683-0260

Summary Comments and Recommendations on the Cooperative Movement in Niger

From the
March 1989 Final Evaluation
Agriculture Sector Development Grant (ASDG) 683-0247

The cooperative movement in Niger and other Francophone West African states bears little resemblance to what would be considered a cooperative in the U.S. or elsewhere. It is not an independent grass-roots movement. On the contrary, it is imposed hierarchically from above. The legal code does not allow for the development of independent cooperatives outside the framework of the official cooperative system except when allowed in the context of special projects (e.g. the GON/Cooperative League of the U.S.A. (CLUSA) project).

Cooperatives have been set up by administrative decision originally to help government agriculture marketing agencies. There are some solid reasons behind this, importantly, the need to mobilize peasants to work on mutually beneficial projects. But such peasant organizations should not be confused with a true cooperative movement, as they are in Niger. Peasants are unenthusiastic about cooperatives because they generally bring little benefit to them. Furthermore, the hierarchical structure drains surpluses from the peasants. For example, in theory during the 1985-86 buying season the cooperative union received a gross margin to cover operating costs. After covering marketing costs including salaries and transport, the net margin was divided as follows:

Union Régionale des Coopératives	57.5%
Union Sous-Régionale des Coopératives	10.0%
Union Nationale des Coopératives	31.5%

Little wonder that the average farmer has little loyalty to the cooperative movement. Theorically, most funds appropriated by the URC were for investment and management, but individual cooperators have little control over or confidence in these groups.

Of the cooperative structure, the Groupement Mutualiste Villageois (GMVs) is the only part of the cooperative movement that represents the traditional notion of a cooperative. What is called a cooperative by the hierarchy is not really a cooperative but the lowest level of the hierarchy above the individual groups or GMVs. The growth in the hierarchy has far exceeded the growth in the number of individual groups since 1984 when the movement was officially made independent of government control. Interestingly, the groups in charge of the movement functioned like any other bureaucracy increasing its structure faster than its membership (i.e. overhead costs per individual member or GMVs increased).

Not only does the structure look like a centralizing bureaucracy but also in many cases it functions like one. Thus, any policy reform measures which aim to increase participation by cooperatives may end up moving the system from

one bureaucracy to another for no good reason, until and unless the cooperative movement is reformed.

There are some positive elements in the present situation. The cooperatives (or rather GMVs) developed by the GON/CLUSA project are now better able to function independently. Changes in the legal code to allow independent organizations of cooperatives outside the official hierarchy are essential. Only when the official structures face a challenge from competing independent structures will they be reformed. Furthermore, the legal code must be changed to allow these cooperatives to function as economic units outside the official hierarchy. A legal code is under review at the inter-ministerial level which may allow that to happen. The code under review does not envisage independent cooperatives outside the official structure. The new legal code is expected to be released about the end of February. This code is expected to provide individual cooperatives or GMVs rights to develop their own charters. It is not yet clear how independent they will be allowed to be. If complete independence is allowed then membership in the UNC even if obligatory will not be a serious problem.

The success of the GON/CLUSA cooperatives stems from three sources: even though they are part of the official UNC system, they have been given functional independence; they have access to financial guarantees outside the UNC system; and they have been given training in motivational and management skills. If the new charter provides the first and gives the individual cooperatives or GMVs the right to contract financial obligations on their own, then the third element will still be required at least in the initial stages. The training services need to be provided on a continual long-term basis.

It is essential for the future of Niger that the cooperative movement develop into a strong independent force. In order for that to happen individuals must see an economic advantage in participation. As long as the top-heavy hierarchy drains all surpluses, there is little incentive on the part of the individuals to join and support the movement. There is a need to develop independent cooperatives all over Niger to enable rural populations to play their proper role in national development. More projects to develop individual cooperatives able to play independent roles are essential. The dissolution of the present hierarchy, allowing the GMVs to develop their associations as they see necessary, would also help. Without these steps, the success of any agriculture sector reforms which require cooperative participation is likely to be limited.

Conclusion and Recommandations: One key weakness during the implementation of ASDG I has been the centralized structure of the cooperative system in Niger. The system is more like a government organization to mobilize the rural population than a true grass-roots cooperative. The legal code needs to be changed to allow the development of independent cooperatives. Only when the official system faces competition from the independents will the system be forced to reform itself. At present, the UNC-led cooperative movement functions like a parastatal with monopoly powers. As noted above, a code revision is underway and should be finalized soon. Under the revised code, individual cooperatives may be given more independence but it seems unlikely that independent cooperatives will be allowed. Anyway, little can be proposed until the reformed legal code is released. (1228P)

ATTACHMENT 8

RURAL ORGANIZATIONS DEVELOPMENT (ROD)
PROJECT NUMBER 683-0260

Report on Recent Cooperative Legislation

Legislation has recently been approved that can significantly increase the autonomy of cooperatives and decrease government control. The 1989 legislation carries over many of the 1984 provisions including the definition of cooperatives on a geographic/administrative basis. Notable changes are the following:

GM (Groupement Mutualistes) are very small, just beginning groups. Before the law change, capital shares had to be deposited only in large cooperatives at arrondissement or department levels. The new law allows share capital to be retained at the canton level and used locally. This gives the smaller groups which constitute the cooperative more freedom to carry out activities without the entire cooperative. In addition specialized sections of the cooperative are allowed. Therefore, groups based on product lines may be more feasible.

Before the law change all share capital had to be deposited in CNCA, which is now bankrupt. The new law allows share capital to be deposited in any bank.

Cooperatives have tax exempt status for income tax, value added tax, property tax and business licensing.

The role of the Government of Niger has been expressly decreased. Government no longer represents the cooperatives and it no longer has the task of "creating" cooperatives. The government's task is limited to providing information to the cooperatives, training and technical assistance.

The Ministry of Agriculture, specifically the Direction de la Vulgarisation et de la Promotion Cooperative (DVPC), is charged with the application of the cooperative legislation and the continued formulation of policies that promote the development of cooperatives. The ROD Project provides for technical assistance to DVPC in policy planning and formulation. Through this assistance the project will influence the government of Niger, helping them to understand the role of a government in a genuine cooperative movement.

Attachment 9

Information Plan

The USAID information plan for ROD is described following in accordance with the A.I.D. Evaluation Handbook (April 1989).

A. Users of the information

Key users of the information are:

- USAID
- CLUSA
- Government of Niger, Ministry of Agriculture and Environment.
- AID/Washington, which may find certain elements of use for lessons learned in cooperative development in West Africa.

B. Principal objectives

The principal objectives of the project are described in the Project Paper equivalent document, to which this is an attachment.

C. Priority Information Needs

The CLUSA proposal offers a list of priority information needs from a technical standpoint. In addition, USAID will use the data assembled by CLUSA, and by the Mission's project office (ADO) to determine if the project is meeting its objectives, if CLUSA is fulfilling its mandate as stated in its proposal, and if revision of the approach is needed. USAID will review progress on a semi-annual basis, and conduct mid-term and final evaluations which will analyze in depth the information gathered by USAID and CLUSA monitoring systems.

D. Management Information System and its Operation

There are two systems related to the project. The major data collection/analysis system is designed and operated by the grantee, CLUSA (which is quite appropriate in that this is a Cooperative Agreement for assistance to CLUSA's program). The system is described in the CLUSA proposal.

In addition, USAID uses CLUSA's data and its own site visits, review of administrative records, periodic internal evaluation studies to verify CLUSA's progress. CLUSA's progress will be reviewed formally at least semi-annually and at project officer level on a monthly basis. The USAID Project Office (ADO) also maintains computer-based systems for tracking disbursement rates, procurement, training and other management aspects of the Cooperative Agreement. Data from the MIS will be reviewed semi-annually with USAID management in the Project Implementation Review process.

E. Host Country participation

The project is implemented by CLUSA, through a Cooperative Agreement, and as such does not depend on GON capability in data collection and analysis. CLUSA will interact with governmental entities, and the GON will be involved in evaluation activities.

USAID is assisting the GON in building its analytical capacities under other programs (Agriculture Sector Development Grant I/II, and proposed Program Analysis and Monitoring Project in particular).

F. Budget

The budget for monitoring, evaluation and audit is $322,000 of which CLUSA will manage $122,000, USAID $200,000 ($150,000 for monitoring and evaluation and $50,000 for audit). USAID will also use OE and Trust Fund resources as necessary (shared with other USAID monitoring activities).

The budget for CLUSA is relatively modest because of existing hardware, software, vehicles, equipment/furniture, and sharing of roles by employees (this is a part of the responsibilities of various people). Monitoring will be part of normal supervision, hence the costs are shared (and CLUSA has chosen to report them as supervision not M + E). One long-term advisor will lead monitoring efforts as part of his scope of work.

G. Estimated Evaluation Requirements

USAID plans formal mid-term and final evaluations, and internal evaluations as necessary.

Data required are those supplied by the two information systems (CLUSA, USAID) as described in the proposal.